May 10, 2008

To: Trinity Management Council
Trinity River Restoration Program

Trinity River Situation Assessment Report

The attached Situation Assessment is being presented to the Trinity Management Council by CDR Associates for the purposes of highlighting the organizational strengths, challenges and opportunities facing the Trinity River Restoration Program. While the report is the culmination of dozens of interviews, extensive document review and thoughtful analysis, in a way it represents a starting point rather than an end of a process. It is our hope that those involved in the TRRP will use this document as a catalyst for reflective discussion that results in decisive action to improve the quality of relationships between the individuals and organizations that comprise the program.

Should the readers note any errors in fact surround the substance of the report, we welcome your corrections. As the interpretation of the findings and the recommendations are more subjective, while we encourage your feedback, we expect the findings to stand as they are.

The assessors, Dr. Christopher Moore and Jennifer Graham, appreciate the support of the U.S. Institute for Environmental Conflict Resolution and, of course, each of the individuals who shared their stories and perspectives with us. We are confident in the commitment of those working with the TRRP in assuring its success.

Regards,

Dr. Christopher Moore Jennifer Graham

TRINITY RIVER RESTORATION PROGRAM
SITUATION ASSESSMENT

May 10, 2008

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CDR ASSOCIATES

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We would like to thank Cherie Shanteau-Wheeler and Gail Brooks of the U.S. Institute for Environmental Conflict Resolution for oversight of the selection and situation assessment process, and the procedural advice that they provided to us.

We would also like to express our gratitude to all of the individuals associated with the Trinity River Restoration Program and its various entities who generously contributed their time to be interviewed for the Situation Assessment and have duly considered our recommendations

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ACRONYMS

AEAM	Adaptive Environmental Assessment and Management
BOR	Bureau of Reclamation
DFG	Department of Fish and Game
DOI	Department of Interior
DWR	Department of Water Resources
USFWS	Fish and Wildlife Service
NOAA	National Oceanic & Atmospheric Association
RIG	Rehabilitation Implementation Group
ROD	Record of Decision
SAB	Scientific Advisory Board
SOI	Secretary of Interior
TMC	Trinity Management Council
TAMWG	Trinity River Adaptive Management Working Group
TMAG	Technical Modeling and Analysis Group
TRRP	Trinity River Restoration Program
USDA	United States Department of Agriculture
USFS	United States Forest Service

EXECUTIVE SUMMARY

The services of CDR Associates were contracted by the U.S. Institute for Environmental Conflict Resolution to "assess the working relationships among the entities and sovereigns that comprise the larger Adaptive Environmental Assessment and Management of the Trinity River Restoration Program (TRRP)." CDR carried out a situation assessment of the TRRP between February and April 2008. The assessment was requested by the members of the Trinity Management Council (TMC), one of the key bodies of the TRRP organization. As such, the issues of particular relevance to the TMC are central to the assessment.

This report outlines the methodology employed to conduct the assessment and interpret findings; presents conclusions concerning strengths and obstacles at each level of the TRRP; and suggests strategies for addressing the identified challenges. CDR reviewed background program documents and interviewed 35 individuals involved with various entities of the TRRP. Employing one of CDR's conceptual models to analyze organizational tensions, the interviewers sought to understand the sources of successes and tensions in the organization and its entities in five areas:

- Values
- Relationships
- Structures
- Procedures
- Behaviors

The assessment determined that the individuals and organizations affiliated with the TRRP are highly committed to its success and, particularly, to overcoming obstacles in each of these five areas. This is clear in the effort put in by individuals and groups to get a handle on the nature of difficulties over the past three years, including the present situation assessment process.

Recommendations are provided for each of the TRRP entities. Briefly, it is suggested that the two lead agencies of the Department of Interior (US Fish & Wildlife Service and the Bureau of Reclamation) take steps to promote interagency partnership and strengthen collaboration with the Yurok and the Hoopa Valley tribes. For the former, an initial working retreat is proposed, followed by regular communication between the two area leads for these agencies.

Similarly, it is proposed that the TMC hold a working retreat, during which its members can determine the most effective means to achieve improvements through a careful review of the assessment findings and options. It is anticipated

that these options will aid the TMC in clarifying its role and more effectively execute its responsibilities.

One of the key working relationships that require attention is between the TRRP staff and some TMC members and their scientists. Options are presented for consideration. Decisions regarding which to select and implement should be taken up the involved parties. These options include specific ways to improve working relationships with partners and to increase collaboration between scientists in the program. Finally, the assessment recommends that protocols be developed for external scientists performing the advisory functions of the Scientific Advisory Board. Rules need to be developed to guide interactions between these scientists and the TRRP partners and staff.

A preliminary oral presentation of the findings of this assessment was delivered to the Trinity Management Council in March 2008, where there was a degree of validation regarding the accuracy of the findings. With this initial validation, CDR was given the authority to begin carrying out some of its recommendations, namely convening a meeting with the DOI representatives to discuss points of mutual concern described in the report.

This assessment is intended to convey the themes that emerged from the assessment to the TMC and the other bodies of the TRRP, and to encourage action to improve the working relationships and, ultimately, the effectiveness of the program. In keeping with the professional standards of the dispute resolution field, confidentiality of individuals' comments has been maintained and only general themes presented. Additionally, as agreed with the TMC, personnel issues are to be considered independently from this report and conveyed to appropriate individuals or their supervisors.

I. INTRODUCTION

The Trinity River Restoration Program (TRRP) is a federal initiative and partnership established in 2000 to "restore and maintain the natural production of salmon and steelhead on the Trinity River mainstream downstream of Lewiston Dam" (Record of Decision 2000). Specific goals of the TRRP are to: 1) re-establish the natural physical processes that create and maintain high quality aquatic habitat; and 2) create spawning and rearing conditions downstream of the dams that best compensate for lost habitat upstream, including adequate water temperatures.

The Record of Decision (ROD) signed by the Secretary of the Interior in 2000 established an organizational structure for the TRRP. Details of the organization are described in the Implementation Plan for the Preferred Alternative of the Trinity River Environmental Impact Statement (EIS). The primary bodies of this structure are the:

Secretary of the Interior. The Department of the Interior (DOI) is the lead federal department for the TRRP. DOI involvement in the TRRP is through the U.S. Bureau of Reclamation (BOR) and the U.S. Fish and Wildlife Service (FWS). The Area Office mangers of these two agencies are designated to represent DOI in all TRRP functions.

The Trinity Management Council (TMC). The Trinity Management Council is comprised of representatives from primarily government agencies, including the BOR, the FWS, the Forest Service, National Marine Fisheries Service, the Hoopa Valley Tribe, the Yurok Tribe, the State of California Resources Agencies (including the Departments of Water Resources and Fish and Game), and Trinity County.

The Trinity Adaptive Management Working Group (TAMWG). The TAMWG is a federally chartered advisory group composed of 15-20 representatives of a broad range of public interests, such as Trinity Lake marinas, small businesses in the Trinity River basin, Central Valley water users, sport fishing groups, long term local residents, scientific interests, river outfitters and guides, forest land owners and managers, whitewater rafters/kayakers, electrical power users, watershed restoration and conservation groups, gold dredgers and commercial ocean fishing operations.

The Adaptive Environmental Assessment and Management Team (AEAM). A team composed of an Executive Director (ED) who oversees the AEAM and a 12 person staff comprising two groups: 1) the Rehabilitation Implementation Group **(RIG)** and the 2) Technical Modeling and Analysis Group **(TMAG).** The

AEAM team is staffed through the U.S. Bureau of Reclamation (BOR). This group is also often referred to as the TRRP staff.

The Scientific Advisory Board (SAB). This is a board of five scientists appointed by the ED who are recognized as experts in the disciplines of fisheries biology, fluvial geomorphology, hydraulic engineering, hydrology, riparian ecology, wildlife biology, or aquatic ecology who advise the AEAM and program partners on scientific issues. Each member serves a four-year term.

The organizational chart below demonstrates the interrelationships between these various branches of the TRRP, from the highest policy level with the Secretary of Interior to the implementation level, where projects are carried out in the field.

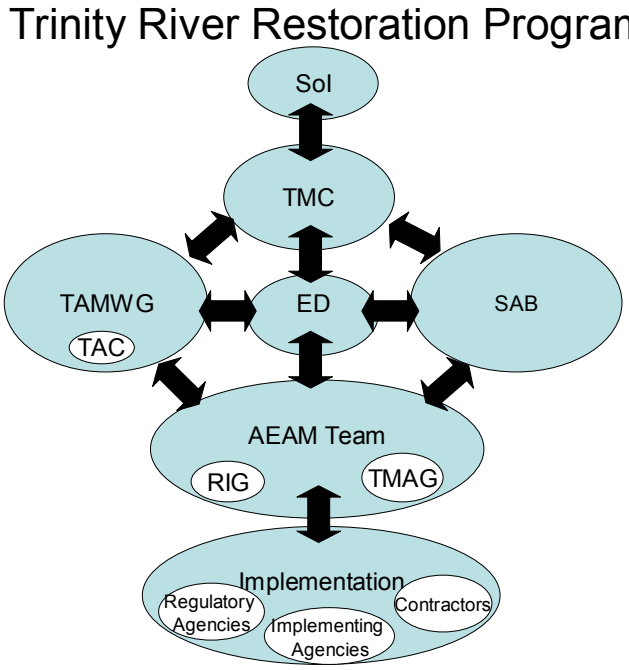

Figure 1. TRRP Organizational Structure

During the past two years, there have been tremendous challenges to effective collaboration within the Trinity Management Council (TMC) and among the entities that comprise the TRRP. In order to get to the root causes of these challenges, the TMC, through the U.S. Institute for Environmental Conflict Resolution, secured the services of CDR Associate's staff Christopher Moore and Jennifer Graham to conduct a situation assessment. The assessment is provided as an organized analysis and catalyst for the TMC and TRRP entities to grapple with and address issues that are holding back the organization from attaining greater success.

II. METHODOLOGY

To gain an understanding of the context and dynamics of TRRP operations, CDR reviewed background documents and conducted a series of individual and group interviews. Key documents include the legal documents, such as the EIS and the subsequent 2000 Record of Decision; public reports, such as the 2004 Evaluation and minutes from TMC and TAMWG meetings; and internal documents in the way of letters and reviews of progress (see Appendix A). The findings of this document review provided CDR with an understanding of the larger context in which the TRRP is operating.

In order to grasp the organizational dynamics affecting the TRRP, CDR developed an interview guide (see Appendix C) based on its analytical model for assessing organizational tensions (see Figure 2) and used this to frame the questions for all of the interviews. This model identifies five categories of organizational effectiveness: values, relationships, structure, procedures and behaviors. Interviews were conducted with the eight TMC members and all but one of their alternates, two former TMC members, five TAMWG members (including the Chair), six TRRP Staff, and two SAB members. In all, CDR conducted 35 interviews (3 of these were by telephone; all of the others were in-person). A list of interviewees can be found in Appendix B.

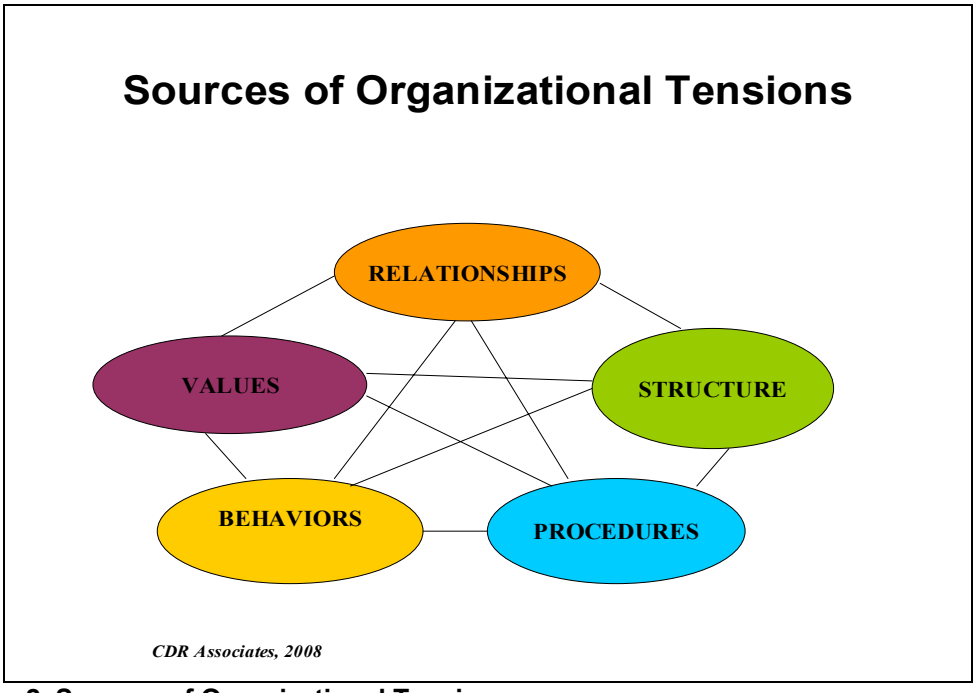

Figure 2, Sources of Organizational Tensions

The substantive areas explored in the interviews under each of the five headings are described below.

Values

Some of the values identified and explored include those related to the meaning and importance of a "partnership" between involved parties; differing views towards working relationships; proper balancing of science and infrastructure initiatives; and contrasting beliefs about what constitutes sound science.

Relationships

A number of relationships within the TRRP and its entities are examined in the situation assessment. These include internal relationships, such as those within the TMC and TAMWG, which encompass multiple parties, as well as external relationships, such as those between the federal agencies, between each branch of the TRRP and the other entities, and between the various scientists working on the program.

Behaviors

An assessment of behaviors often uncovers actions that are either promoting or hindering individual and/or organizational effectiveness, and can point to strategies that can enhance positive individual and organizational change. This assessment examined the behaviors of both individuals and groups that promoted or held back the effectiveness of the TRRP and its entities.

Structures

Organizational structures can significantly impact organizational health and functioning. Problematic structures often cause difficulties in the areas of relationships, procedures and behaviors. Of special note are the ways that decision making, partner involvement, division of labor and allocation of resources are handled. This assessment analyzes structural elements of the overall TRRP organization, as well as the dynamics within each of the entities that comprise the restoration program.

Procedures

Procedures are often closely linked to structure. Procedures refer to processes or steps that organizations use to achieve goals. Some procedures which significantly impact organizational functioning are those related to mechanisms for communication, coordination, decision-making and division of roles and responsibilities. All of these as they related to the TRRP were examined in the assessment.

While each of the five categories above appears to be discrete, they are in reality highly interconnected. Values influence the kinds of structures that are created and the relationships between members of an organization. Structures can enhance or worsen working relationships and can promote or create barriers to effective procedures. Procedures impact relationships and interpersonal or inter-group behaviors.

Drawing on the notes from interviews and the background documents, an analysis was conducted to identify key themes, issues, interests and group dynamics. For each of the five aspects of organizational effectiveness, CDR identified, and more closely examined, the factors that promoted or hindered the TRRP in accomplishing its goals. CDR paid close attention to themes that arose in a significant number of interviews. However, a perspective may also have been considered to be significant if it provided a potentially valuable insight, option or recommendation. The findings from this analysis are shared in the next section, beginning with an overview of the program's strengths and challenges and followed by a closer look at each of the parts of the TRRP structure.

III. FINDINGS

Strengths

A central theme that emerged from interviews is a commitment by the TRRP participants to achieving the program's objectives and improving its organizational effectiveness. There is a high level of interest, enthusiasm and commitment by all parties to the restoration of the river and its fisheries. Indeed, some of those involved in the program describe their role in the TRRP as the "opportunity of a lifetime," and a "chance to make a really significant change" on the river and in the world." Significantly, there appears to be a high degree of alignment between the two lead federal agencies on the restoration of the river as a means of recovery of the fish species.

Furthermore, there is agreement among all program partners that *an organized program* is necessary to restore the river and its fisheries. There is wide recognition that the program's potential is being limited by strained working relationships and procedural challenges. Significant effort has already been put forth to create procedures that will make the program work more effectively. There is a desire to see working relationships change for the better and a willingness to put forth energy to do so, both of which are key to addressing this challenge.

Finally, it should be noted that the TRRP enjoys strong political support from all levels (federal, state, and local) and receives significant--though some would argue inadequate--funding to plan for and implement the program.

Challenges

Collaborative initiatives which integrate a diverse set of agencies, organizations and individuals can be expected to encounter challenges under the best of circumstances. The TRRP is no exception. Its organizational structure is characterized by overlapping membership. Its founding documents leave roles and responsibilities of its entities open to some degree of interpretation. And its members hold different views on the goals of the program and the nature of partnership. All of these factors stress working relationships. As a result, there has been a significant erosion of trust and respect between some individuals involved in the programs and between various parts of the organizational structure. These tension points are indicated by starbursts in the figure below.

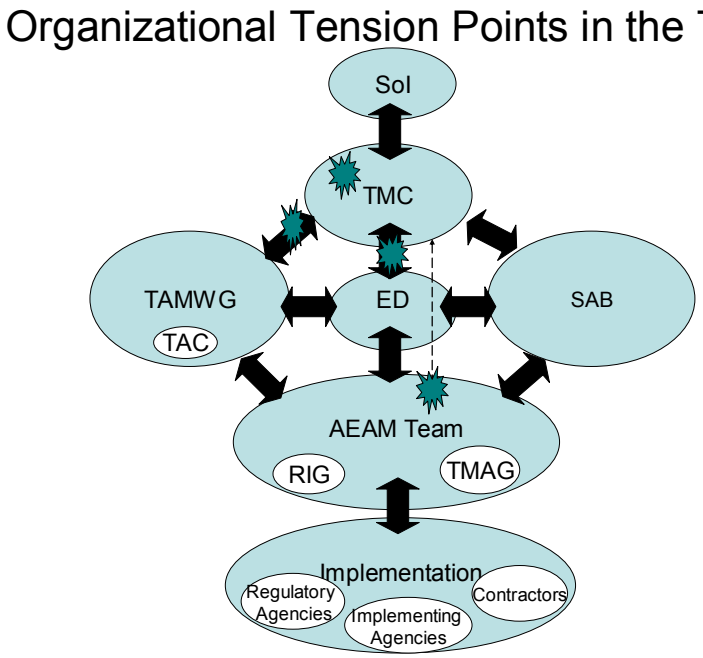

Figure 3. Organizational Tension Points

As indicated in this figure, there is tension within the Trinity Management Council (TMC) itself and between the TMC and Trinity Adaptive Management Working Group (TAMWG), between the TMC and the Executive Director (ED), and between the TMC and the Adaptive Environmental Assessment and Management (AEAM) Team (or TRRP staff). The dotted line between the AEAM and the TMC has been added and signifies the relationship between the scientists of the FWS and those of the AEAM Team. It should be noted that the identified tension points do not assume that the entire body is equally affected or involved, but rather that some tension exists at the interface. These relationship dynamics will be examined more closely below in the sections on structural and procedural challenges.

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Structural Challenges

The organizational structure of the TRRP is highly complex, and in some places, potentially duplicative. Complexity occurs at several levels. First, the sheer number of bodies that make up the TRRP assumes a certain degree of complexity. Considering that most of these bodies are comprised of anywhere from 5 to 20 member organizations and/or individuals representing federal, state and local government agencies, interest groups, non-profit organizations and tribes with differing mandates, the complexity is evident. In addition to the bodies explicitly identified in the TRRP organizational chart (Figure 1), there are also work groups and teams formed to address specific aspects of the program. These work groups are made up of members of the TMC and TAMWG and are convened, coordinated and facilitated by TRRP staff. There are seven work groups (Flow Team, Implementation Team, Physical Group, Fish Group, Riparian & Wildlife Group and Watershed Group). To date, many interviewees reported that mutually acceptable structures and collaborative processes for the work groups have not been developed.

Given certain conditions, an organizational structure as large, complex and diverse as the TRRP can foster collaborative problem solving. It is necessary, for example, that there is broad agreement regarding which entity has decision-making power and which processes it is to follow to make those decisions. In the case of the TRRP, there are at least four competing interpretations of who is driving the program. One view is that the Weaverville-based TRRP have the primary mandate to oversee the program's implementation. Some who hold this view further make the case that it is the Bureau of Reclamation that is driving the program, as the TRRP staff are salaried by the BOR. Another view is that the TMC is the central decision-making body, which is to solicit input from the others. Still others perceive the program in a broader context, with each body playing a distinct role in decision-making. These different perceptions lead to disagreements over adequate involvement, consultation and engagement in decision making by concerned individuals and entities.

Procedural Challenges

While in the organizational chart (Figure 1) each of the parts of the TRRP appears to be distinct, there is actually significant overlap in authorities and membership, and there are some parties who are represented and involved in decision making at multiple levels. This can cause role strain and risk the perception of a conflict of interest. For example, the Fish and Wildlife Service (FWS) and the Bureau of Reclamation (BOR) are agencies of the Secretary of the Interior, and, as such, appear at the top of the organizational chart. The FWS is currently chairs the Trinity Management Council, engages in scientific consultations with the AEAM team and occasionally serves as a contractor at the 'Implementation' stage of the process. Likewise, involvement of the BOR threads

through the highest decision-making level at the DOI to the TMC, the Executive Director, and the AEAM Team.

Overlapping membership within the TRRP is not limited to the DOI. The Yurok and the Hoopa Valley Tribes, and to a lesser extent, county and state agencies also engage in the TRRP at multiple levels. As sovereign nations, the tribes have a special legal status with the United States. Executive Order 13175 (2000) outlines the obligations of federal agencies to honor this status, stating that the agencies are to consult with "Indian tribes regarding proposed Federal actions in a manner intended to secure meaningful and timely tribal input." As such, they have a direct relationship with the Secretary of Interior at the highest level of the program. Government to government consultations between the DOI and the two tribes are to occur regularly, irrespective of the tribes' role in the TRRP. Like the FWS, the tribes are also members of the TMC, as well as eligible for contracts managed by the AEAM Team. There are some state and county agencies that are in a similar position. Involvement of these entities at multiple levels creates the potential for conflicts of interest and contributes to confusion over roles and responsibilities.

Unfortunately, sufficient clarity is not provided for in the implementing documents of the TRRP. The descriptions of the organizational structure, interrelationships and authorities of various entities of the TRRP are sufficiently vague to be open to multiple interpretations and, potentially, to uncoordinated actions. Some attribute this lack of precision to the pressure to complete and sign the Record of Decision (ROD) prior to the end of the Clinton administration. Another potential reason is cited in the findings of the TMC Sub-Committee in their 2004 evaluation, which noted that there "was no orientation of new Program members by the authors of the…ROD and Implementation Plan to obtain an accurate and common understanding of the documents." Such an orientation could have been useful in filling in the details that may have been omitted in the founding documents. The descriptions of the roles and responsibilities may have been sufficiently clear to the drafters of the document at the preparatory stage of the process. However, once bodies were formed and execution of the project began, the multiple ways of interpreting the implementing documents became evident, with each entity interpreting their role in their own way and taking it down their own pathway.

Values-Related Challenges

At a fundamental level, there is disagreement over the goals of the program. To illustrate, some individuals describe the goal of the program as the "restoration of the river," while others believe that the goal is to "restore fish populations" and still others believe it is both. Depending on how the goal is defined, indicators of success vary. If the goal is restoration of the river, then an indicator of progress could be the number of engineering projects to meet this end. However, if success is restoration of fish, then an indicator could be increased harvest. In the

absence of a shared vision and goals, individual members of a collaborative effort such as the TRRP risk working at cross-purposes, ultimately affecting the program's effectiveness. Similarly, there are significant differences among partners regarding what "partnership" means. Based on one's perspective, the current decision-making processes could be seen as less than a true partnership, with decisions being driven by certain individuals or parts of the program without sufficient partner input, or as a fully functional partnership, with the concerned parties consulted as appropriate. As Wondolleck and Yaffee (1997) point out, continuity in participant's philosophy regarding collaboration is a key success factor to collaborative endeavors.

Department of Interior Agencies

Challenges facing the two leading federal agencies of the program center on structural, procedural factors and value differences. Broadly, the differing mandates and organizational cultures of the U.S. Fish and Wildlife Service and the Bureau of Reclamation present challenges to effective collaboration. The absence of a common vision of an interagency restoration partnership hinders agreement on the appropriate roles of each agency in the program.

Of particular contention are the division of labor and the financial arrangements established to carry out the scientific portion of program activities. The fact that the BOR contracts and manages AEAM staff, coupled with the fact that it receives a greater congressional appropriation for the program, places it in a stronger position than the FWS. The lack of clarity of the FWS' role in management of the program, as well as a comparatively lower level of appropriations, put the FWS in the position of a "junior partner" in the TRRP. The structural relationship of FWS scientists to those working on the AEAM Team has caused significant tensions within the program.

Exacerbating theses structural tensions between the scientist are fundamental differences the over the appropriate scientific framework for the program. This, in part, may be attributable the differences in the scientific orientation of the scientists employed by the BOR those working with the FWS. These differences collide when it comes to making decisions about the scientific work that needs to be conducted and requisite expertise needed to carry out that work.

Despite these differences, the leadership of the two agencies at regional and area office levels has been able to successfully address and resolve a wide range of program issues. The relationship between the two area managers is of special note. They have a proven track record of being able to work collaboratively to address and successfully resolve very contentious and difficult problems. Potential options for addressing these structural and procedural challenges are outlined in the Recommendations section.

Trinity Management Council

At the next level on the organizational chart is the Trinity Management Council, which is shown to have a direct relationship with the Secretary of Interior, the Trinity Adaptive Management Working Group, the Executive Director, and the Scientific Advisory Board. Organizational tensions occur both within the TMC itself at the interface between the TMC and some of these other bodies.

Procedural Challenges

First, within the TMC, there are procedural challenges that slow decision making. One illustration of this is the way in which the super-majority voting system of the TMC is functioning. Conceived as a way to encourage council members to work together to build consensus, the system requires a proposal to be supported by seven of the eight TMC members to pass. In the event that there was not substantial agreement among all council members, there would be only a small number of dissenting or "losing" parties.

Instead, this voting procedure has resulted in a situation where the TMC has been repeatedly unable to attain the supermajority required to make a decision. Thus, rather than promoting consensus building, some believe that this voting system has actually encouraged impasse. In fact, only two dissenting votes can block a decision, which has occurred on multiple occasions. Some interviewees claim that there are TMC members who consistently vote against proposals to convey discontentment with the program. There also appear to be alliances that temporarily form among four of the members to vote in favor of a given project, with the other four voting against the initiative. In each instance, the result is indecision and impasse. In cases where the TMC has unable to make timely decisions on critical, time-sensitive issues, decisions have been made by the ED or TRRP staff, or have been referred to the BOR and FWS. While this latter procedure is designed to address deadlocks, its frequent use can be seen as an indicator of problems with the TMC's decision-making structure.

The process of budgeting and allocating funds has proven to be particularly difficult. At times deadlocks over budgets have delayed funding for specific initiatives or projects, which according to some, puts the program at risk of not receiving appropriations in the future. One of the sources of deadlocks appears be centered on the ratio of funds that should be dedicated to monitoring, scientific studies and implementation. Underlying this disagreement surrounding program priorities is the larger issue of differing views over the program's vision and goals referred to earlier.

Finally, TMC decision-making occurs in the context of quarterly meetings. The effectiveness of these meetings has been called into question by several individuals and groups both within and outside of the TMC. They assert that meetings, which are supposed to follow Robert's Rules of Order, are not focused,

involve discussions that meander from topic to topic without respect to focus or time limits, and often do not involve a question being called or a decision being made.

Structural Challenges

A second source of TMC challenges is structural. Of particular note are the lack of clarity surrounding the role of the TMC and the inherent structural constraints of the chairmanship of the council.

There is neither clarity nor agreement regarding whether the TMC is a final binding decision-making body concerning TRRP issues, or whether it is an advisory body to the Secretary of the Interior and his/her designees. In one section of the Implementation Plan, it states that the TMC "recommends a particular *project or program"* [emphasis added], which could be interpreted to mean that the TMC has the authority to make programmatic recommendations. The document then asserts that agencies "will be expected to undertake those projects." If the agencies are expected to carry out the projects recommended by the TMC, it leads one to believe that the locus of decision making rests with the TMC and that it is to serve more of a directive than an advisory role.

A related point of contention is the respective authority of the TMC and the Executive Director. Both are designated as decision makers in the ROD. For example, at one point the Implementation Plan states that the 'Trinity Management Council *and* the Executive Director will be the decision-making body for the organization, operating as a board of directors and advising the Secretary of the Interior ." Here it appears that the Executive Director and the TMC are both decision-makers. On the subsequent page, the document states that the Executive Director is to "execute policy and management decisions of the Trinity Management Council," which could be interpreted to mean that the Executive Director simply executes decisions made by the TMC.

Yet, the Implementation Plan later states that the TMC "recommends *policy"*" [emphasis added]. If the TMC is expected to offer policy recommendations, that is quite a different role and level of involvement than described in the preceding paragraphs. In fact, the document compares their role to that of a Board of Directors. Generally, boards make *policy decisions*/recommendations. On occasion, the TMC appears to address issues beyond the scope of policy decisions normally under purview of boards. Some accuse the TMC of getting too involved in specific *management or technical decisions* about issues that would normally be delegated to management and technical staff. Considering the ambiguity of the description of the TMC's role and responsibilities, it is not surprising that disagreement has arisen over the scope of its mandate.

Another challenge facing the TMC is the role strain created by the structure of its chairmanship. The ROD prescribes that the chair of the TMC must be from one of the federal agencies involved in the TRRP, which happens to currently be the

FWS. Because this individual has to simultaneously manage three different roles. As a representative of a given federal agency, the chair naturally would have an interest in advocating for the interests of that agency and its staff. As a member of the 'federal family,' the chair is further expected to work in concert and seek agreement with the other involved federal agencies. Finally, as a chair to the TMC, the chair is expected to impartially represent the interests of the TRRP as a whole. In cases where the chair has programmatic or financial interests in a decision being made by the TMC, balancing the requirements of each of these roles can be problematic.

Finally, there are tensions between TAMWG and the TMC. A letter composed by the TAMWG in 2007 lists several items it wanted the TMC to address and resolve to improve its effectiveness. The TMC has dedicated time and resources to attempt to do just that, conducting some internal reviews and, it should be noted, agreeing to the current situation assessment. In terms of its decision-making processes, there is a perception among some interviewees that the TMC ignores or dismisses TAMWG input.

TRRP (AEAM) Staff

As outlined previously, the TRRP includes an Adaptive Environmental Analysis and Management team composed of two units: the Technical Modeling and Analysis Group (TMAG) charged with addressing scientific issues, and the Restoration Implementation Group (RIG), responsible for engineering and construction. These two sections are managed by an Executive Director (ED). Primary challenges for the Executive Director and TRRP staff involve balancing competing interests, clarifying reporting relationships, and maintaining cooperative relationships with the TMC and the other bodies of the program.

Executive Director

The central placement of the Executive Director within the organizational structure--at the nexus of the AEAM, the TMC, the TAMWG and the SAB—means that he has to manage multiple roles and responsibilities in relation to each of these bodies. This is an inherently difficult position in that he constantly has to manage, juggle and make decisions involving competing parties and interests.

The ED's position is also complicated because he is the main individual in the whole program that is directly accountable for its implementation and success. Multiple interviewees observed that if there are problems in the program, the ED is the one who is most likely to be held accountable. This accountability combined with the occasional indecision or lack of direction by the TMC, could encourage unilateral action by the ED to assure that program activities stay on schedule. Due to the lack of clarity in the description of the roles and

responsibilities, it is not clear whether the ED reports to and is primarily accountable to the TMC, or whether his primary reporting relationship is to the Department of Interior, Area Office managers of the BOR and FWS, or exclusively to the Area Manager in the BOR.

TRRP Staff

TMAG

The Technical Analysis and Modeling Unit of the TRRP, which is charged with "conducting and managing complex technical studies and projects," is experiencing tension with the TMC, particularly with the scientists from partner agencies and tribes. The difficulties between the TMAG and the other parts of the TRRP are the result of disagreements over the appropriate scientific, decision-making and consultative approaches employed.

At a fundamental level, there is disagreement over what science is needed to inform decision-making within the program and what constitutes good science. For example, there are some scientists who value a hands-on approach to the execution and monitoring of the project on the river. Others value a birds-eye view of the project and wish to take larger, ecological factors into consideration. These value and scientific differences influence perceptions regarding both the appropriate thrust and skill sets required for the science portion of the program. Some interviewees framed this as one approach having more validity and appropriateness in this project than the other. The scientific lens one applies influences beliefs about the types of studies, monitoring and projects that are necessary and about the appropriate ratio between each of these phases.

These differences over the scientific approach give rise to speculation over the qualifications of the TMAG staff to manage the scientific aspects of the program. Some raised the question as to why the fisheries experts within other arms of the TRRP are not more involved in the TMAG. These scientists expressed a desire that TMAG decisions be reflective of their input. A number of interviewees indicated that expertise in a program-related scientific discipline should be a prerequisite for leading the TMAG. In contrast, TMAG staff members see themselves as fully capable and responsible to carry out most of the science portion of the program and can contract out any work that falls outside of their collective capacity. Issues of professional judgment have become personalized to the point that some individuals believe that their professional expertise and personal competence have been called into question, which has been quite hurtful to many.

Compounding these differences is a widely held perception by the partner scientists that there is an insufficient commitment to collaboration by TMAG.

They contend that the existing structures, forums and procedures are inadequate and ineffective, thereby inhibiting effective cooperation. Conversely, the TMAG leader, some TMAG staff and other program partners believe that the existing structures are adequate, but have yet to be used effectively by TMAG and other partner scientists. Regardless of the reason, the fact that the scientists are not effectively collaborating is disconcerting, as the incentives to collaborate (durable agreements, better relationships, mutual learning, etc.) are substantial.

One area that could benefit from effective collaboration is the contracting process, as currently each stage is fraught with contention. First, there is disagreement over program priorities, particularly over the type of research and monitoring that is necessary and appropriate for the program. Second, there is often a lack of agreement over cost estimates for a particular project. On occasion, the independent government cost estimates obtained by the TMAG Branch Leader differ substantially from those provided by project partners for a given scope of work. There are competing claims of overestimating and underestimating the true costs of a given project. Third, in instances where projects are awarded to TRRP members, on occasion there are accusations of a conflict of interest, as the same agencies and partners determining which projects to pursue subsequently weigh in on which projects to fund and to whom to award contracts.

Paradoxically, work groups set up to offer a forum for collaboration to address some of these issues have become contentious. Each of the work groups is facilitated by a TMAG staff person. Several interviewees expressed concern for the way in which the results of the deliberation of some of these work groups are conveyed to the Executive Director and the TMC. Specifically, the concern was that the range of views in the deliberations were not accurately portrayed and that in cases where consensus was not reached, decisions would be made by the TMAG or ED, which, for some, seems to diminish the contributions made by the work group.

The differences and problems identified above present major hurdles to cooperative relationships between the scientists in the program. As put by one influential and relatively independent interviewee:

> If you can't increase the trust and get this portion of the science program right, the program itself is not likely to succeed. Much of the scientific community is watching what we do, and if we fail to demonstrate viable scientifically proven impacts from our restoration efforts, we will lose not only our scientific credibility, but also the opportunity to initiate future efforts at restoration of the river.

As a potential model for restoration initiatives, the TRRP is gaining the attention of the larger scientific community. This presents a tremendous opportunity for those working on the scientific side of the program—the TMAG and the other

scientists—to demonstrate that they can effectively work through their differences and capitalize on their respective strengths.

RIG

In contrast to the fractious relations between the TMAG and program partners, the structure of the RIG and its functioning seem to be acceptable and working effectively. Whereas the TMAG is working in an area (science) where program partners have expertise, the RIG is managing engineering aspects of the program, which is a discrete skill set not shared by many partners. This means that there is less likelihood for charged debates over the work of the RIG. Furthermore, the partners are not vying for construction contracts awarded by the RIG, so the process is inherently less controversial. With that said, there is concern on the part of some interviewees about how the positive working relationship between RIG staff and program partners can be maintained as some RIG personnel retire or move onto other positions.

Trinity Adaptive Management Working Group (TAMWG)

TAMWG is an advisory committee to the Department of Interior established under the Federal Advisory Act (FACA). The TAMWG seems to be well structured and is functioning as it was expected to. Its members deliberate effectively, make decisions on recommendations and refer them to the TMC and the ED for consideration and/or action. TAMWG's successful internal functioning was attributed by some to the fact that it was explicitly established as an advisory group, which means its members do not have to make decisions on funds, thereby sidestepping some of the contentious issues facing other members of the TRRP. Others pointed to the leadership style of the chair as a reason for its success.

While functioning well internally, TAMWG may be somewhat duplicative of the advisory role prescribed to the TMC. While composed of somewhat different members and stakeholders than those of the TMC, some of whom are also government agencies, it primarily represents non-governmental interests. The creation of two advisory committees, the TMC and TAMWG appears to have been an effort to create a more manageable "decision making body." However, the result may be a duplication of roles and the creation two advisory bodies.

Scientific Advisory Board

Interviewees indicated that the Science Advisory Board and Expert/Independent Review Committees could and should perform three valuable functions for the program as described below.

a) Conduct periodic overall reviews of the program and its scientific endeavors to verify best practices are being used;

b) Consult with and provide advice to TMAG and Partner scientists on best approaches and methods to address scientific issues or questions; and

c) Provide an arbitration service to make binding decisions on scientific issues or methodologies where TMAG and partner scientists cannot agree.

Concerns were raised about the potential for role strain in cases where the SAB members act in a consultative capacity with TMAG scientists on a particular issue, as described in 'b' above and later serve as evaluators or arbiters on the very projects they helped shape. Playing these dual, and potentially contradictory, roles raised the question of whether the same scientist could impartially evaluate their own recommendations. Interviewees generally believed that these functions should be separated.

IV. RECOMMENDATIONS

Based on the findings of the assessment, recommendations have been formulated for each of the entities of the TRRP. Decisions regarding which actions to be taken rest with the members of the TRRP. In the event they cannot reach agreements on remedies to address identified problems, fallback procedures are also suggested. For the most part, CDR recommends processes which will enable reflection, discussion and, ultimately, agreement on actions, as well as strategies for assuring regular, effective communication between the bodies of the TRRP.

For the Secretary of Interior:

A. Promote interagency partnership

An interagency partnership generally requires agreement between agencies on program administration, oversight, division of labor, staffing, supervision and funding. To advance agreement in these areas, it is suggested that an initial working retreat involving representatives of the two lead agencies be held to address the above issues, and be followed by regular meetings, as detailed below:

1) Convene a DOI interagency working retreat. A multi-day inter-agency retreat should be conducted to address the following issues:

- Nature of the partnership within the DOI agencies and within the broader TRRP.
- Appropriate levels of involvement in decision-making.
- Division of labor in terms of management, accountability and reporting between the agencies.
- Quality of interagency relationships
- Management and allocation of joint agency funding

2) Hold regular check-in and joint decision making meetings to address emerging program issues.

3) Conduct twice yearly retreats to maintain positive interagency staff relations and contacts.

As of the writing of this report, the first action has already been undertaken. The leads for the project for the FWS and the BOR participated in a two-day working retreat facilitated by CDR Associates. The dialogue between the two agencies is continuing as they seek to come to agreement on the issues at hand.

B. Strengthen collaboration with the tribes

Clarity is needed concerning the functions, roles, frequencies and formats for successful Government-to-Government (G2G) consultations between the DOI and its regional and area offices of involved agencies, and the Hoopa Valley and Yurok Tribes. Additionally, the authority of tribes concerning the direction taken or decisions made by the TRRP needs to be clarified. Specific recommendations are as follows:

1) CDR recommends that the U.S. DOI agencies conduct an initial U.S./Tribal Government to Government Meeting with the leadership and appropriate staff of each tribe and federal agency involved in the TRRP. Discussion topics at the meeting should include, but not be limited to:

   - What would the ideal G2G regular and routine consultation process and working relationship between the Tribes and representatives of the U.S. Government look like?

   - Who should be involved in these meetings, what are appropriate topics of discussion and how frequently should sessions occur?

   - What have been the barriers or obstacles to effective consultation in the past, from the perspectives of the involved parties?

   - What can and/or should be done to address and overcome these barriers and obstacles?

- What should be done if either party believes there are problems in implementing the above agreements?

2) Conduct an annual retreat between each of the tribes and the two DOI Agencies to evaluate ongoing consultations and working relationships and make necessary changes.

3) Initiate brief monthly check-in phone calls to identify and/or address any emerging Issues and determine how they will be handled.

For the TMC:

The TMC must be fully functional and effective in order to achieve TRRP restoration goals. The findings indicate that the TMC needs to do significant work to improve working relationships, its internal performance and its management. To accomplish this, CDR recommends that the TMC take the following steps:

1) Convene and participate in two retreats that focus on improving working relationships, clarifying authorities and relationships of the TMC and other TRRP entities, and addressing necessary structural and procedural changes. Suggested discussion topics for the retreats are:

   Relationship Issues

   - Fostering trust and respect between and among TMC members in their internal working relationships, and with other parts of the program

   - Responding to recommendations from the TAMWG

   Values-related Issues

   - Forming a vision and strategy for the overall TRRP partnership

   Structural Issues

   - Clarifying the TMC's advisory role to the Secretary of the Interior

   - Clarifying the TMC's and ED's roles and authorities as decision makers

   - Clarifying the degree of discretion the ED has to making decisions concerning program focus or direction, project selection and scope,

science issues or adjusting budgets, especially if the TMC cannot reach an agreement

- Agreeing on appropriate roles and or/ involvement for the TMC in decision making concerning AEAM Team activities and decisions
- Clarifying roles of TMAG and program partner scientists in program science activities
- Addressing perceived or actual conflicts of interest of TMC members; especially if they are involved in making decisions on TRRP budgetary issues that may result in direct financial benefit for their respective organizations.
- Addressing other issues – the 50 issues identified earlier by the TMC and those raised by TAMWG's letter expressing its members' concerns

Procedural issues

- Improving the productivity and efficiency of meetings
- Discussing the role and responsibilities of the chair
- Increasing overall effectiveness of the TMC, its membership and decision making process
- Clarifying the reporting and accountability relationships between the TMC and ED
- Handling impasse/lack of consensus in decision-making
- Improving the RFP process so that it is more acceptable

This retreat is currently planned for the 3rd and 4th of June and will be facilitated by CDR Associates.

2) To frame these discussions, the TMC should review options generated by the interviews, as described below. ***It should be emphasized that these are not recommendations, and are shared to provide a range of options to stimulate dialogue.***

Procedural options:

- Change the meeting protocol for the operation of the TMC from Robert's Rules of Order, to a more open facilitated process, with a greater effort to build consensus. A well managed facilitation process can enhance discussions, identify areas of agreement and construct integrative solutions to difficult issues (which are not as readily achieved by the Robert's Rules approach).

- Eliminate any perceived or actual conflict of interest a TMC Chair might have by broadening the pool of possible Chair candidates. Chairs could be selected from TMC members who are not likely to have specific programmatic or financial interests in the outcome of TMC decisions. At points where the TMC is deliberating a point in which the Chair has a vested programmatic or financial interest, the TMC Chair could recuse himself/herself or rotate out of the role of Chair while a specific issue is discussed.

- Allow the Chair to step out of his or her role and turn this function over to another TMC member, if the TMC is deliberating or deciding on an issue where the Chair either has strong views or a substantive or financial interest.

- Require each new Chair to attend a seminar on now to conduct effective meetings.

- Consider using a more independent facilitator from either inside or outside of the TMC.

- If the recommendation above is selected by the TMC, the facilitator should be given the authority by the group to closely manage the process, and call TMC members on behavior that is inhibiting the functioning of the group. This might require the use and enforcement of groundrules for effective group behavior.

- Form a "Process Design Task Group" composed of a small representative group of TMC members (including the ED) to work with the Chair or facilitator in overseeing agenda development, managing TMC meetings and developing and making procedural recommendations for approaches to address and reach agreement on difficult issues.

- Shift the voting process from a supermajority to a simple majority.

Structural Options:

If the TMC applies some of the procedural options above, and finds that they do not result in a more functional TMC, more serious structural changes may have to be considered by either the TMC or the DOI. Some options that may need to be considered include:

- Require a TMC member with a specific programmatic or financial interest in the outcome of a decision by that body to recuse themselves from voting on that issue.

- Enlarge the number of voting members on the TMC to provide for a representation of a broader number of interests, and to increase the number of disinterested parties who could vote on programmatic or financial issues where other TMC members have a direct interest. This could involve adding some other government entities (the Bureau of Land Management, the Natural Resource Management Agency, or Humboldt County) or some members of TAMWG. If members of TAMWG were added to the TMC, consideration should be given to dissolving TAMWG, as its functions would probably be duplicative to the newly constituted TMC.

For the Executive Director:

A number of issues identified above to be addressed jointly by the DOI agencies and the TMC are also relevant for the ED since the ED is identified as a decision maker in the ROD. Listed below are recommendations for initiatives to be taken up with the ED.

1) The ED's views and input should be solicited by the DOI leadership as they tackle the identified issues. He should be kept apprised of internal discussions within the DOI regarding any structural or procedural changes they are considering. To the greatest extent possible, any changes should have the ED's support.

2) The DOI needs to internally clarify its views and/or position on the decision making authorities of the TMC and the ED, and the BOR supervisor of the ED needs to communicate the agency's understanding to him prior to the TMC meeting where these will be discussed.

3) The ED needs to be consulted by the BOR, and possibly the FWS, on his/her views regarding what can be done to change the relationship and

to address procedural and structural problems. The ED should be actively engaged in planning any changes.

For the TRRP/AEAM/TMAG Staff:

A series of options are presented below for the TRRP/AEAM staff. These options could be implemented in sequence, or as discrete actions. Decisions regarding which options to select and implement should be taken up by the ED, TMC or DOI agencies as appropriate.

1) Work with the ED, TMC and other program scientists to decide on the appropriate level of collaboration needed between TMAG and partner scientists in the science portion of the program.

2) Discuss, ideally with the ED, TMC and other program scientists, what the appropriate relationship between TMAG and other program scientists should be regarding authorities, structures, roles, and procedures for promoting collaborative interactions.

3) To prepare TMAG and partner scientists for an increased level of collaboration, a significant number of them should be trained in collaborative decision making, consensus building, meeting facilitation and conflict management.

4) Effective collaboration will only be achieved if the working relationships between TMAG staff and other Partner scientists can be improved. CDR recommends that all scientists participate in two workshops.

   The first workshop should focus on the following questions:

   - What would an ideal working relationship between all Program and Partner scientists, characterized by trust and respect, look like?

   - What history or obstacles from the past, or in the present, are hindering such a relationship?

   - What steps need to be taken to transform negative attitudes, dynamics, procedures or behaviors into positive ones?

   The second workshop should focus on consultation procedures to be used by TMAG and other Partner scientists. In this workshop they would discuss and agree on an appropriate protocol and procedures that cover:

   - approaches for development of the Program's science "agenda";

- ways that TMAG and Partner scientists will make collaborative decisions about science questions and procedures for convening such forums;

- leading/facilitation of work groups;

- deliberation and decision making procedures;

- rules and procedures for a report-back to the TMC, regardless of whether there is a consensus of opinion among the scientists; and

- mutually acceptable methods to break deadlocks over scientific issues and questions and secure definitive decisions.

5) A final structural alternative would be for the TMC and/or the DOI to decide that there should be a division of labor and funding between the two DOI agencies, with the fisheries portion of the program being managed by the FWS, and the remaining scientific issues and recovery portion managed by the current TMAG and RIG staff. The merits of this option are that it decreases the number of issues about which TMAG and Partner scientists have to confer and agree and gives fisheries work to a science-based agency focused on fish. The weakness are that there will still be issues that will require coordination and agreement between TMAG and other partner scientists, and the program may be somewhat bifurcated. However, if the TMC becomes more functional, it can be a viable bridge between the two parts and functions.

For the TAMWG:

The only suggestions that the assessment team heard about the TAMWG were: (1) to encourage the TMC to consider TAMWG's recommendations more seriously; and (2) if the TMC or DOI decided to enlarge the TMC to achieve broader representation and input, or to make changes in the decision making process, some of the members of TAMWG could be seconded to the TMC. If this occurred, it is not clear whether the TAMWG would continue to exist or would be dissolved. This would have to be a decision by the TMC or the DOI.

For the SAB:

Protocols need to be developed for external scientists performing the SAB functions, and rules need to guide interactions between partner scientists and the external scientists. External scientists performing advisory roles should have a very limited role in evaluations and should have a mutually agreed upon and prescribed contact with TMAG and partner scientists to preserve their impartiality and credibility. A mutually acceptable and widely understood protocol for contact and relationships between Science Advisory Board, AEAM staff, and program partners needs to be developed.

V. NEXT STEPS

As some of the above recommendations will require actions carried out over time, below are some immediate actions that can be taken upon receipt of this assessment report.

- DOI agencies will need to meet and decide on next steps and make decisions on the issues outlined above which are in the purview of their respective authorities.

- The DOI agencies should consult with both the Hoopa Valley and Yurok Tribes on the issues outlined.

- The BOR Area Office Manager should meet with the ED to discuss issues outlined for consultation.

- The Chair of the TMC should schedule, as expeditiously as possible, a meeting of the TMC to discuss issues identified for this body to have input on or reach decisions.

- Based on DOI agency deliberations and discussions by the TMC and ED, the TMC and ED should take appropriate steps to address issues concerning the TMAG and Partner scientists, the SAB and Expert/Independent Review functions.

APPENDIX A: DOCUMENTS CONSULTED

By-laws of the Trinity Management Council (2003).

Correspondence between the TAMWG and the TMC (especially the TAMWG letter of June 19, 2007 and the TMC's response).

Department of the Interior Trinity River Adaptive Management Working Group Charter (2006).

Executive Order 13175 (2000),

Implementation Plan for the Preferred Alternative of the Trinity River EIS

Program Evaluation Report (2004). The Trinity Management Council Subcommittee.

Trinity River Adaptive Management Working Group (TAMWG) By-laws

TRRP Management Team Issues List (June 20, 2006)

U.S. Department of the Interior (2000). Record of Decision (ROD): Trinity River Mainstem Fishery Restoration Final Environmental Impact Statement/Environmental Impact Report.

U.S. Institute for Environmental Conflict Resolution (2008). Scope of Work for Environmental Conflict Resolution Services

Wondolleck, and Steve Yaffee (1997). Sustaining the Success of Collaborative Partnerships: Revisiting the Building Bridges Cases. Ecosystem Management Initiative, School of Natural Resources and Environment. University of Michigan.

APPENDIX B: LIST OF INDIVIDUALS INTERVIEWED

TMC Members

Name	Affiliation
1. Brian Person	Bureau of Reclamation
2. Dave Hillemeier	Yurok Tribe
3. Irma V. Lagomarsino (Vice Chair)	NOAA Fisheries
4. Larry Hanson	CA Resources Agency (Department of Fish & Game)
5. Michael Long (Chair)	Fish & Wildlife Service
6. Mike Orcutt	Hoopa Valley Tribe
7. Roger Jaegel	Trinity County Board of Supervisors

Former TMC Members

Name	Affiliation
8. Sharon Heywood	US Forest Service
9. Mike Berrry	California Department of Fish & Game

TMC Alternates

Name	Affiliation
10. George Kautsky	Hoopa Valley Tribe
11. Joe Polos	Fish & Wildlife Service
12. Rick Rogers	NOAA Fisheries
13. Teresa Connor	CA Resources Agency (DWR)
14. Tim Hayden	Yurok Tribe
15. Tom Stokely	Trinity County Board of Supervisors
16. William Brock	US Forest Service

TRRP/AEAM Staff (Weaverville)

Name	Affiliation
17. Dave Gauman	TMAG (Bureau of Reclamation)
18. Doug Schleusner, Executive Director	TRRP (Bureau of Reclamation)
19. Ed Solbos, RIG Branch Chief	RIG (Bureau of Reclamation)

Name	Affiliation
20. John Klochak	TMAG (Bureau of Reclamation)
21. Nina Hemphill	TMAG (Bureau of Reclamation)
22. Rod Wittler, TMAG Branch Chief	TMAG (Bureau of Reclamation)

TAMWG

Name	Affiliation
23. Arnold Whitridge	Safe Alternatives for Forest Environment
24. Byron Leydecker	Friends of the Trinity River
25. James Spear	Natural Resources Conservation Service
26. Patrick Frost	Trinity County Resource Conservation District
27. Tom Weseloh	California Trout (Caltrout)

SAB

Name	Affiliation
28. Clair Stalnaker	Scientific Advisory Board Member
29. Mike Merigliano	Scientific Advisory Board Member

Scientists/Other Partners

Name	Affiliation
30. Charlie Chamberlain	Fish & Wildlife Service
31. Nick Hetrick	Fish & Wildlife Service
32. Scott McBain	McBain & Trust
33. Aaron Martin	Yurok Tribe
34. Robert Franklin	Hoopa Valley Tribe
35.	Hoopa Valley Tribe

APPENDIX C: INTERVIEW GUIDE

Trinity River Situation Assessment
Potential Interview Questions

Background

CDR Associates has been contracted by the U.S. Institute for Environmental Conflict Resolution to assess the collaboration and working relationships among the entities that comprise the TMC and those of the larger AEAM organization of the Trinity River Restoration Program. The current interviews are instrumental to providing the necessary information for the situation assessment. Ultimately, they will inform a written report which will share findings and propose options for moving forward.

Schedule

Interviews will be conducted from mid-February to mid-March, 2008. An oral report will be delivered to the Institute and TMC in March 2008. A written report will be completed in April 2008.

Confidentiality

- Information shared in interviews, to the greatest extent possible, will be kept confidential by the interviewers. There will be NO attribution of comments to specific individuals.
- The oral and written situation assessment report will present themes – broad topics about which there was agreement or disagreement by interviewees – and useful insights of specific people interviewed.
- If personnel issues are raised during interviews, they will be reported to the supervisor of the individual about whom there is a concern. They will not be put in the situation assessment report or made public.

Sample Questions

NOTE: *The questions below are guiding questions that are intended to stimulate a dialogue/conversation. We want to build in as much flexibility as possible to respond to the issues of interest to a particular individual. This is not intended as a survey for interviewees to complete. The questions are only provided to help give you an idea of the range of topics that we'd like to cover in the interview.*

Your Relationship to and Role in the TRRP

1. What is your background and role in the Trinity River Restoration Program?

2. What is currently working well in the Program? What are some of the current problems/barriers to the Program's functioning?

Working Relationships

1. How would you describe the quality, effectiveness and success of the working relationships between individuals, groups or specific components of the Trinity River Recovery Project?

2. Which relationships are working or not working? Why?

3. What do you think would need to be changed to improve working relationships within or between the various entities in the Program? What fist steps might be taken to improve the situation? What longer term actions might be useful?

Structure

1. How does the structure of the TRRP influence its functioning? What is working/not working?

2. If the Program was functioning at its highest level, what would the structure – organization, people and activities - look like? How would it be functioning?

3. What kinds of structural changes do you think might improve the Project's functioning? What steps would have to be taken to make these changes?

Process

1. How would you evaluate the content, form, effectiveness and timeliness of communications among and between the various individuals and entities involved in the Project?

2. How are decisions made or not made? Who makes decisions? What happens when there is disagreement? How are deadlocks broken?

3. Are decisions implemented according to expectations or in a reasonable time period? If not, why not?

5. What changes in processes and procedures might be made that would enhance the Project's functioning?

Behaviors

1. Have individuals or groups behaved in particular ways that are affecting the positive functioning of the Program and achievement of its goals?

2. What individual or group behaviors would have to change for the Program to function at its best? How might this change be brought about?

Values/Beliefs/Attitudes

1. What motivates you to be involved in this restoration initiative?

2. Are there values and beliefs that individuals and groups involved in the Program share?

3. Are there differences in values or beliefs that you believe may be causing problems, making it hard for people to work effectively together? If so, have these been openly articulated or discussed?

4. Are there issues of trust and respect that are affecting the TRRP? If so, how is lack of trust or respect manifested?

Final Question

If you were to make three changes that would address enhance the Program's functioning and improve working relationships, what would they be? What first steps would you suggest to initiate these changes?