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COMPREHENSIVE STUDY OF WATER AND RELATED LAND RESOURCES  
PUGET SOUND AND A..(U) PACIFIC NORTHWEST RIVER BASINS  
COMMISSION VANCOUVER WASH A T NEALE ET AL. 1971

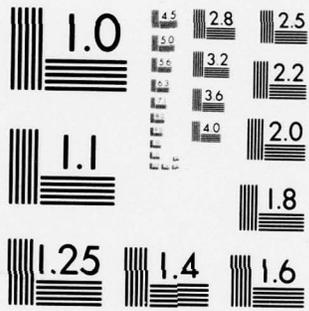
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Comprehensive Study of Water  
and Related Land Resources

*Puget Sound and Adjacent Waters*

State of Washington

Appendix I  
Digest of Public Hearings  
Volume III

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Puget Sound Task Force—Pacific Northwest River Basins Commission



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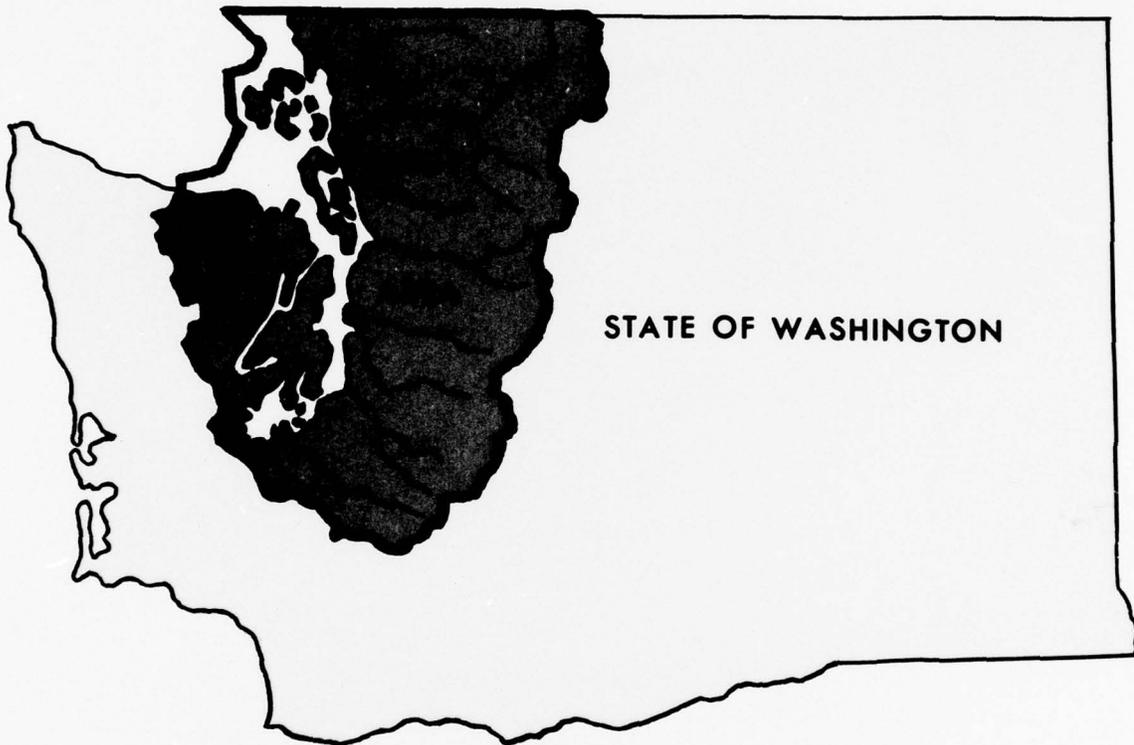
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Department of Fisheries  
Department of Game  
Department of Health  
Department of Highways

Department of Natural Resources  
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U.S. Department of Transportation

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Comprehensive Study of Water  
and Related Land Resources.  
Puget Sound and Adjacent Waters.

APPENDIX I.  
DIGEST OF PUBLIC HEARINGS.

Volume III.  
Final Hearings and Workshops.

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Alfred T./Neale, Lewis F./Kehne,  
Sydney/Steinborn, Earl L./Phillips  
I. Paul/Chavez

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PUGET SOUND TASK FORCE of the PACIFIC NORTHWEST RIVER  
BASINS COMMISSION  
1971

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## FOREWORD

Appendix I, Digest of Public Hearings, contains a record of oral and written testimony presented at initial public hearings held at the beginning of the Comprehensive Water and Related Land Resources Study of Puget Sound and Adjacent Waters and at public hearings held at the conclusion of the study. This appendix is composed of three volumes. Volume I, Initial Hearings, presents testimony received in 1964. Volume II, 1970 Hearings, presents testimony received in May and June of 1970. Volume III, Final Hearings and Workshops, presents testimony received in April 1971 and a summary of the twelve-county workshops held in late 1970 and 1971.

The Summary Report is supplemented by 15 appendices. Appendices II through IV contain environmental studies. Appendices V through XIV each contain an inventory of present status, present and future needs, and the means to satisfy the needs, based upon a single use or control of water. Appendix XV contains comprehensive plans for the Puget Sound Area and its individual basins and describes the development of these multiple-purpose plans including the trade-offs of single-purpose solutions contained in Appendices V through XIV, to achieve multiple planning objectives.

River-basin planning in the Pacific Northwest was started under the guidance of the Columbia Basin Inter-Agency Committee (CBIAC) and completed under the aegis of the Pacific Northwest River Basins Commission. A Task Force for Puget Sound and Adjacent Waters was established in 1964 by the CBIAC for the purpose of making a water resource study of the Puget Sound based upon guidelines set forth in Senate Document 97, 87th Congress, Second Session.

The Puget Sound Task Force consists of ten members, each representing a major State or Federal agency. All State and Federal agencies having some authority over or interest in the use of water resources are included in the organized planning effort.

The published report is contained in the following volumes:

### SUMMARY REPORT

### APPENDICES

- I. Digest of Public Hearings
- II. Political and Legislative Environment
- III. Hydrology and Natural Environment
- IV. Economic Environment
- V. Water-Related Land Resources
  - a. Agriculture
  - b. Forests
  - c. Minerals
  - d. Intensive Land Use
  - e. Future Land Use
- VI. Municipal and Industrial Water Supply
- VII. Irrigation
- VIII. Navigation
- IX. Power
- X. Recreation
- XI. Fish and Wildlife
- XII. Flood Control
- XIII. Water Quality Control
- XIV. Watershed Management
- XV. Plan Formulation

**APPENDIX I**  
**DIGEST OF PUBLIC HEARINGS**

**Volume III**  
**Final Hearings and Workshops**

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**EXHIBITS**

- EXHIBIT A—INFORMATION BULLETIN 4—COUNTY WORKSHOPS
- EXHIBIT B—INFORMATION BULLETIN 5—FINAL PUBLIC HEARINGS
- EXHIBIT C—ISSUES AND RESPONSES
- EXHIBIT D—WORKSHOP SUMMARIES
- EXHIBIT E—PRESENTATIONS NOT INCLUDED IN OFFICIAL TRANSCRIPTS

# FINAL PUBLIC HEARINGS AND WORKSHOPS

## SECTION ONE—INTRODUCTION

Final Public Hearings and Workshops is a composite of the public hearings held by the Puget Sound Task Force on the Comprehensive Water Resources Study of Puget Sound and Adjacent Waters in late April 1971.

A series of public workshops was held during the period November 1970 through early April 1971 in the 12 counties comprising the Puget Sound Study Area to discuss, learn about, and to offer an opportunity to revise the preliminary findings of the Puget Sound Task Force. These workshops were proposed at the public hearings held on the Puget Sound Study in May and June of 1970 (see Appendix I, Digest of Public Hearings, Volume II). The broad purpose of the workshops was to provide a grassroots review of the preliminary findings. Information Bulletin 4, issued by the Task Force in November 1970 to inform the public about the workshops, is bound at the back of this record as Exhibit A. Near the completion of the workshops and prior to the final hearings, Information Bulletin 5 was issued by the Task Force to report on the workshop effort. It summarized some of the issues most frequently raised and reported that a prepared statement of the Task Force response would be made available at the public hearings. Bulletin 5 and the prepared statement of issues and responses are contained in this volume as Exhibits B and C, respectively. Workshop summaries prepared by the Task Force for each county are included in Section 2 of this volume, and the summaries or letters submitted by individual counties and cities are contained in Exhibit D.

The comprehensive study was completed by the Puget Sound Task Force under the guidance of the Pacific Northwest River Basins Commission. The PNWRBC consists of the governors of the five states bordering the Columbia River Basin, seven Federal departments, and one Federal commission, all of which share responsibility for the development of water and related land resources.

Alfred T. Neale, Chairman of the Puget Sound Task Force, conducted the final public hearings at Bremerton and Seattle. A reporter recorded the oral testimony given at each hearing.

Oral and written presentations received during and after the final public hearings have been assembled in this record. Section 3 is a summary of all presentations. The official transcripts of the hearings have been reproduced under Section 4. The attendance registers for each hearing appear under Section 5. Presentations not included in the official transcripts have been reproduced in this record as exhibits, and are attached as Exhibit E.

A copy of the individual workshop statements and the mailing list for the hearing announcements have been placed in the unpublished appendix to this record. Contents of the unpublished appendix are shown in Section 6. The unpublished appendix is available for inspection from the Washington State Department of Ecology, P.O. Box 829, Abbott Rathael Hall, St. Martins College, Olympia, Washington.

## SECTION TWO—PUBLIC WORKSHOPS

### INTRODUCTION

The preliminary findings of the Puget Sound Study were announced by publication of Information Bulletin No. 3 early in 1970, (see Appendix I, Digest of Public Hearings, Volume II). These bulletins were widely distributed and became the basis for public testimony at Puget Sound Task Force hearings during May and June of 1970. Testimony presented during these hearings demonstrated the need for greater public involvement and review of the Task Force Report and Appendices. Accordingly, a series of workshops was proposed for each of the counties of the study area. A representative of the State Department of Ecology and the Formulation Team of the Puget Sound Study was named as Workshop Coordinator. After county officials set the first meeting date, the Coordinator opened the workshop series in each of the 12 Puget Sound counties; provided assistance to the workshop groups and attended 33 of the 50 of the workshop meetings.

The broad purpose of the workshops was to provide for grassroots review and comment on the preliminary findings of the Puget Sound Study. Specific objectives were to explain the origin, purpose, and procedure of the study; to obtain comments on desired and necessary local and regional projects and programs; to identify any regional and local needs which might have been overlooked and to encourage discussions and communications about the study. The workshop program was equally intended to provide a basis for county and municipal positions on the study findings and to give guidance to future resource planning in the Puget Sound Area. The intent was that workshop participants represent a broad cross-section of interests in the area, and attendance lists signed at each meeting were used to evaluate the actual broadness of representation.

Information Bulletin No. 4 (see Exhibit A) describing the workshop program was published and widely distributed as a way of encouraging and initiating the public review.

Near the end of the workshop series the Task Force published Information Bulletin No. 5 (see Exhibit B) to summarize workshop activity and state the most frequently raised workshop comments and issues.

A summary of workshop activity is shown as follows:

### PUGET SOUND STUDY WORKSHOPS

\* (Does not include committee meetings)

County	First Workshop Date	Attend-ance	Total Work-shops
Jefferson (Port Townsend)	Nov. 9	40	4
Mason (Shelton)	Nov. 30	25	3
Kitsap (Port Orchard)	Dec. 3	33	5
King (Seattle)	Dec. 17	50	6
San Juan (Friday Harbor)	Dec. 19	23	3
Skagit (Mount Vernon)	Dec. 21	40	1
Clallam (Port Angeles)	Jan. 19	21	4
Whatcom (Bellingham)	Jan. 20	108	9
Thurston (Olympia)	Jan. 22	30	5
Island (Coupeville)	Jan. 26	22	3
Snohomish (Everett)	Feb. 2	50	3
Pierce (Tacoma)	Feb. 3	20	4

\* Committees were formed in some counties to provide for additional review and discussion. The number of these meetings was not recorded.

Before the workshops began in each county, the program was submitted for public announcement in daily and weekly newspapers and in some cases over local radio stations.

At the first meeting in each county the group of workshop participants was encouraged to establish its own organization and use a 60-day review and discussion period. The period of time ultimately used was often in excess of 60 days.

The Workshop Coordinator distributed Task Force publications, including copies of the Summary Report Draft and two sets of published appendices in each county, and advised participants of the location and further availability of reports. The Coordinator reviewed the workshop concept and purpose, suggested a general review procedure and reports to read, and arranged for presentations by Task Force technical advisors at the request of workshop participants.

Time and locations of the first meetings were set by county officials. Subsequent meeting dates and times were selected by the participants. The group also decided whether or not to use committees to accomplish the review. Individuals chose the reports that they would review.

Near the conclusion of the workshops a sum-

mary of the principal questions and issues raised at the workshops was made and the Puget Sound Task Force prepared responses (see Exhibit C) for those questions and issues. Many of the responses resulted in changes and additions in the Summary Report.

The following statements are summaries of the workshops and workshop comments for each of the counties of the Puget Sound and Adjacent Waters Study area. The comments include points that were stated in written comments received as the end-product of the workshops. In most cases the points

were also discussed at workshop meetings. Some of the points of interest or concern were expressed by only a few participants while other points were of interest to a larger number of people. Whether expressed by many or relatively few, the ideas are included here to make them known to the local, state and federal agencies responsible for water resource management in the Puget Sound area.

# WORKSHOP SUMMARIES

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## JEFFERSON COUNTY

Jefferson County citizens were the first to begin the workshop program using a three and one-half month workshop review series for the Puget Sound and Adjacent Waters Study. The first of the series of four meetings began on the afternoon of November 9, 1970, and continued with evening meetings on December 8, 1970, and February 4, 1971 and an afternoon session on February 22, 1971. All meetings were held in the Commissioners' Chambers in the County Courthouse in Port Townsend.

The total attendance at the first meeting was approximately 40 people. Over the course of four workshop meetings, the total number of participants gradually diminished so that the final meeting of February 22, had a total attendance of eleven.

In addition to those who attended as individual citizens there was also representation from the local Grange, fire districts, educational institutions, booster club, garden club, environmental organizations, Soil and Water Conservation District, community club, pulp and paper industry, power company, Chamber of Commerce and various agencies of municipal, county, state and federal government.

The meetings were coordinated by a member of the Board of County Commissioners who served as chairman pro tem of each of the four meetings of the workshop.

Most participants used the brochures and maps of Information Bulletin #3 for their review.

Workshop comments expressed concern about limited water circulation in Kilisut Harbor. A problem resulting from removal of a bridge and replacement by a causeway between Indian and Marrowstone Islands. Two limited-capacity culverts in the causeway were felt to be limiting tidal circulation and resulting in lower water quality in the vicinity of Kilisut Harbor and Oak Bay. Increased waste discharges from pleasure boating and industrial and residential development as well as silt deposition from land will aggravate the problem and prevent the proper and protective utilization of the full potential of the Harbor.

Interest was also shown in the workshops for water quality and the need for additional water supplies in unincorporated areas of the county. The possibility of acquiring water rights on the Dosewalips and Duckabush Rivers was discussed as was the status of water rights on the Big Quilcene River and the critically low flow in the river during the summer.

Some expressed concern "that the Public Utility District is not moving fast enough with regard to the development of additional water supplies."

There is a need to define the source, quality and quantity of ground water in Chimacum Valley and elsewhere in Jefferson County. Concern was also shown over the drainage problem in Chimacum Valley.

More study of water supply for the community of Quilcene was stated as needed and concern was shown over the new rule in the Olympic National Park that excludes horses on all trails that require staying in the park overnight.

The following information was provided for consideration in updating the Task Force Report:

Crown Zellerbach Company is now providing treatment of all liquid waste emptying into Port Townsend Bay.

The Port Commission has developed and improved a small boat Harbor at Quilcene.

The Army Corps of Engineers has dredged a channel into Mats Mats Bay, and the Port Commission has installed moorage facilities.

Workshop comments of a more general nature involved questions on how the Puget Sound Study would be used and who composed the Puget Sound Force. Recommendations for future actions stated the need to resolve conflicts between resource uses; for more local planning that would include increased public participation; to seek money to implement locally acceptable projects; to keep the Puget Sound report up-to-date and plan for and determine methods to finance facilities for part-time (seasonal) peak populations.

## MASON COUNTY

The two-month workshop series in Mason County included three workshops with a total attendance of 25 at the first meeting. This attendance generally prevailed throughout the series. The meetings were held in the County Courthouse in Shelton during the afternoon hours of November 30, 1970, January 6, and January 27, 1971.

Participants included members of the local Grange, Chamber of Commerce, improvement and civic clubs, fire district, sportsmen's groups, private industry, interested citizens, and representatives of local, state and federal government.

The review program was coordinated by the Director of the Mason Regional Planning Council.

Review committees were organized on the basis of one committee for each appendix.

Among the needs noted during the workshops were that consideration should be given to fees and funding directly from users and from those who benefit directly from facilities. The need was stated for more efficient use and re-use of water resources, especially municipal supplies. The need to plan early for locally acceptable levels of population and economic growth, and the need to obtain land use rights to assure use for later development or preservation were also mentioned. The need to initiate effective flood plain management at an early date was emphasized. Also noted was the need to determine future power requirements and plan early for siting of power facilities. Programs and firm target dates are needed that will lead to the control of wastes from pleasure craft, marinas and related facilities. Expansion of public involvement and education programs were supported for water and land resource planning and development. Greater depth in studying problems in Mason County is also needed.

Concern was expressed over the effects of a possible cross-sound bridge near the year 1980, and the adequacy of ground water and surface water supplies to meet future irrigation requirements. Financial assistance is needed locally to plan for and develop facilities that would serve a large seasonal (summer) population.

Information on soils was considered to be very useful and was recommended for separate printing and distribution.

It was suggested that recommendations that applied to the Navigation report and Pleasure Boating Study be sent to the U.S. Coast Guard, State Legislature and the Shelton-Mason County Journal.

## KITSAP COUNTY

The series of five Kitsap County workshops continued through three and a half months with an afternoon meeting being held on December 3, and evening meetings on December 17, 1970, and January 21, February 25, and March 18, 1971.

Total attendance at the first meeting was about 33. The last meeting was attended by about 10 people.

In addition to interested citizens, workshop attendants represented the League of Women Voters, soil and water conservation district, environmental groups, labor council, garden clubs, Jaycees, en-

gineers' societies, community organizations and various agencies of local, state, and federal government. The meetings, which were held in the County Courthouse in Port Orchard, were coordinated locally by the Kitsap County Planning Director.

Review comments and concerns that originated in committees were later brought to the full workshop meetings. In the full meetings the following resolutions and recommendations were made:

"We recommend the Puget Sound and Adjacent Waters Task Force members, as well as those officials in a position to implement the study and plan, do so in light of the following resolutions and recommendations:

"That the Puget Sound and Adjacent Waters Task Force update their plans as data is provided by the Puget Sound Governmental Conference research team efforts in this area.

"That we not export water from the twelve (12) county area due to its possible limited nature.

"That Appendix VI, Municipal-Industrial Water Supply, indicates that through the year 2020, Municipal-Industrial Water Supply will be mainly from ground water. Consideration must be given to measure withdrawal rates and monitoring for salt water intrusion to protect this resource from depletion and/or pollution.

"Study results indicate that economic activities associated with agriculture, forestry, recreation, fisheries, and mining will expand to meet the need of a growing population. Another county function, that of a suburban community for the Central Economic Division of Puget Sound, will expand especially with the construction of a bridge over Puget Sound by 1990. It is recommended that the water related subjects in this study be coordinated with the report 'Overall Economic Development Plan for Kitsap County, Washington.'

"That the Kitsap County Workshop of the Puget Sound and Adjacent Waters Task Force reflects the increasing concern of the people of the entire Puget Sound area, that all possible measures be taken to develop the tremendous potential of

the Puget Sound fisheries and marine 'farming' into a new asset to the economy of the area. Therefore, be it resolved, that no new or expansion of existing oil handling ports or facilities be permitted which would necessitate increased tanker traffic in the confined waters of greater Puget Sound and the San Juan Archipelago; and that drilling for oil in the sea floor of the inland waters of Washington State be prohibited by law; and that tankers and barges over 20,000 dwt carrying petroleum cargo be prohibited by law from entering Admiralty Inlet into inner Puget Sound, and from entering the San Juan Archipelago; and that studies be initiated to establish procedures and controls for all petroleum tankers and barges over 5,000 dwt and other vessels carrying large quantities of petroleum and hazardous pesticides and poisonous chemical products which transit the confined waters of greater Puget Sound and the San Juan Archipelago; and that scientific studies be initiated immediately by competent chemists and marine biologists to establish baseline levels of toxic hydrocarbon content in edible shellfish at selected locations throughout greater Puget Sound.

"That there be a reestablishment and enforcement of the Rivers and Harbors Act, especially Sec. 13, wherein it requires removal of construction rendered objectionable by age and state of repair prior to transfer of ownership."

Discussions during meetings also pointed out the need for marinas as well as pleasure boats to be equipped with proper waste collection and handling facilities. Early development of these facilities for boats should be accompanied at the same time by development of receiving facilities at marinas.

More general comments were that implementation of the recommendations of the Puget Sound Study should be considered from the standpoint of increased economic activity and employment as well as environmental protection. Likewise, possible different rates of growth should be considered for the area. Planning by various levels of government should include the public with the purpose of education as well as information-gathering. It was emphasized that local interests need financial aid to

implement projects and programs. Study data and local goals should be included in keeping the report current. Secondary and tertiary sewage treatment should always be considered.

The hope was expressed that the workshop group could continue as at least the start of a county advisory committee.

## KING COUNTY

The workshop program in King County extended over a period of two and one-half months and included six evening workshops with an attendance of 50 at the first meeting held on December 17, 1970. An estimated 30 persons attended the final meeting.

In addition to interested citizens, workshop attendants represented the State legislature, Washington Environmental Council, King County Environmental Development Commission, Puget Sound Coalition, Environmental Works, Sierra Club, League of Women Voters, University of Washington, West Seattle Community Club, American Institute of Architects, Exploring Division of Boy Scouts of America, The Steelhead Trout Club and various agencies of local, state and federal government.

The review program was led by three graduate engineering students from the Water and Air Resources Division, Department of Civil Engineering, University of Washington. The King County Planning Department provided major assistance to the workshops. Workshop participants chose to perform the review through committees each of which usually reviewed only one of the technical appendices.

Review comments indicated that the report should include more information on, and incorporation of, local policy for growth and resource management. Great reliance should not be placed upon the aerospace industry in the future economy of the Puget Sound area. Dispersion of population and economic activity would provide a more stable foundation for the future. A recently updated version of the Washington State input-output table should be used in future projections.

Earlier inclusion of the public in basin planning assumptions should be sought. More systematic procedures are needed for public participation, as well as to help keep account of current political pressures and the interests of urban areas. Assumptions regarding population/land use densities, including the possibility of a Cross-Sound bridge, should reflect current preferences and local policy.

Detailed comments on water supply usually involved suggestions for re-evaluating projections, per capital water use and the using of current information. More attention to expansion of distribution works for water supplies was recommended. It was felt that the City of Seattle has adequate water in King county for a supply that would last well into the future.

Ferry systems were suggested as possible waterborne mass transit alternatives to highway corridors in and around Puget Sound.

Sewage discharge regulations must be established to handle shipboard wastes that will result from increased pleasure craft activities.

The goals of planning for future power facilities in the study were thought to have been met. It was suggested that thermal power plants in the Puget Sound Basin are vital to the economic welfare of the area.

Areas of historic and natural significance were emphasized. Concern was shown regarding a continuous 16-mile waterfront boulevard from North Fort Lawton to South Lincoln Park.

The need for a continued fresh water supply to Green Lake for water quality purposes was emphasized.

Interrelationships and competition between stream fish populations and power generating operations were subjects of concern and were emphasized in comments on the Fish and Wildlife report. Concern was shown over the opening, except possibly in the distant future, of watersheds now closed to the public. Complete and inclusive cost and benefit analysis should be a major consideration in any decision to open municipal watersheds.

Future projections of water pollution problems and resulting needs for treatment should include constant re-evaluation of other factors that involve economic growth, and growth rates and location of population. Costs for waste collection, treatment and outfall facilities may be too low and could require federal funding assistance.

Consideration of intangible benefits was emphasized for the Plan Formulation appendix. The changing attitudes of the public were cited in suggestions to continually keep the report up-to-date. The many faceted planning objectives of Senate Document 97 were thought by some to be oriented toward economic productivity and were laudable from that viewpoint, although stronger emphasis on an environmentally-oriented objective was recommended.

Concern was expressed over possible port accommodation of oil tankers. A solution to concerns over potential oil spills could involve the prohibition of all oil tanker movement in Puget Sound.

Ecological impacts of power and flood control facilities should be thoroughly identified as should similar aspects of any alteration of natural stream flows.

Reasonably detailed presentation of alternative choices, as in the Nisqually Delta, was supported as a particularly proper attitude and procedure in planning.

Comments noted some question as to whether resource-use priorities should be maintained for fish or public water supply particularly in the Cedar River system. Future use of ground water shown in the report was thought by some to be excessively high in the Cedar-Green Basins. Studies of ground water quality and quantity were thought to be needed.

Comments favored consolidation of water systems. Greater coordination among port districts and expansion of existing ports rather than development of new port facilities were recommended.

The dam on the Middle Fork of the Snoqualmie River was usually supported by many residents of that valley but opposed by many others who questioned the ability of zoning ordinances to maintain open space in the downstream area.

## SAN JUAN COUNTY

The series of San Juan County Workshops continued through two and one-half months with three Saturday morning meetings being held on December 19, 1970, and January 30 and February 27, 1971.

Total attendance at the first meeting was 23. The last meeting was attended by 12 people. The meetings were held in the County Courthouse in Friday Harbor.

In addition to interested citizens, workshop attendants included representatives of various citizen committees, as well as representatives from county, municipal, state and federal government.

The workshops were coordinated by the chairman of the County Planning Commission. Review comments stated a need to seek a reasoned balance between population, resource use and environmental quality. The availability of water will become the limiting resource of the area. A recommendation was made for obtaining additional hydraulic data for the

islands including precipitation, climate, ground water and water quality, as expressed in Appendix III.

Comments were made on the need for water storage facilities and for early public acquisition of potential storage and use on 35,000 acres on a basis of 18" to 28" of precipitation. It was noted that costs of storing available waters are too expensive to allow for irrigation use. Requests were made for special studies of the economics of tourism and to consider the effective use of available water and to provide a basis for optimum development. The present scarcity of planning information for the islands was commented upon as well as the fact that the population of the county is already at the 1985 estimate and may reach the 2020 projection by 1980. This would mean that the 1980-2020 population projections will require review and updating.

Agricultural production was stated as declining due to subdivision, residential development and increasing taxation. The forest industry also is declining but some land purchasers are retaining forest stands for aesthetic purposes.

Comments were made on the selection of alternate sites for boat moorages and the use of floats at ends of roads and streets was suggested as an alternate to boat moorages. Increased citizen participation is needed for the final selection of locations for small boat moorage and marinas. Comments were made on the need for strict environmental control criteria for radioactive emissions, thermal pollution, disposal of radioactive wastes and accidents involving nuclear reactors. Some stated that residents of San Juan Island do not want any reactors in the county, although a minority report favored a small nuclear plant which would include desalinization works.

Seasonal visitors create severe sanitation problems at 11 or more parks and recreation areas. Early action is urgently needed for facilities to prevent and control sanitation problems related to the seasonal influx. It was recommended that an upper limit be established to modify peaks of recreational use so that the islands will not be overrun. It was noted that additional parks would place additional burdens on the tax base, which was already a problem.

Some favored the management of the inter-tidal areas' water quality, including additional monitoring to protect areas of scientific value, and as a means to insure more fish for food and sports fishing. Also favored were more fish and wildlife. Programs proposed for the San Juans were noted as primarily for the benefit of non-residents and therefore govern-

ment support (or user fees) were considered necessary for implementation.

## SKAGIT COUNTY

The public review program in Skagit County included one evening workshop on December 21, 1970 with 40 in attendance. The review program was basically completed by a single county committee.

In addition to interested citizens, workshop attendants included representatives from environmental groups, civic organizations, business, Northwest Nuclear and various agencies of municipal, county, state and federal government. The workshop report indicated committee membership of nine with only four being non-agency persons. One federal employee committee member subsequently indicated it was not his desire nor that of his agency to take a position as might be implied by the prepared comments of the committee.

The citizen review program was coordinated by a representative of the Board of County Commissioners and the County Planning Director.

Review comments and suggested changes in population trends after the timetable for completion can change the priority of projects. The study should eventually determine ultimate levels of population that consider a balance of economics, ecology and taxation. Elements of the plan should be activated dependent upon detailed studies and consent and payment by the user. The study was stated to show large benefits for recreation and fisheries which are generally intangible to the general population. Projects and programs should be in compliance with state or federal ecological criteria. Plan B was preferred locally for the Skagit (Scenic and Wild Rivers). The concept of flood plain management rather than structural control of floods was also given as a preference.

There was no agreement with irrigation development trends which have been presented. Commencement of a storm and sanitary waste separation program was recommended at an early date. Also recommended was regionalization of waste treatment at Mt. Vernon-Burlington-Sedro Woolley sewer systems and correction of the pulp mill waste treatment program at Anacortes.

Channel improvement to accommodate super tankers in Fidalgo and Padilla Bay was not desired. Funding was recommended to repair the existing

Skagit River Levee and channel where necessary and opposition was shown to the Avon By-Pass. Placement of the Nookachamp Levee near Clear Lake was supported to reduce costs and protect a majority of the local population.

Adverse comments were given on the Skagit and Samish Basin Dams, however, the combining of land drainage and storm water separation programs was favored. Channelization of the Samish River was opposed but stabilization of land use, concentration of industry in select locations and periodic review of economic projections were supported. (The report notes that development trends and industrial plans point to concentration in the southwest Padilla Bay-Marsh Point areas of the Skagit-Samish Basin.)

Small craft navigation needs and corrections which should be made during detailed planning were suggested. The potential for major port development was acknowledged and an alternate use of the Marsh Point-South Padilla Bay area for a general cargo and dry bulk major port was proposed if high volume petroleum shipping does not materialize.

Coordination of project choices and programs within the basin and with exterior basins was recommended as was scheduling and programming of research related to nuclear power and associated environmental impacts.

A county office commented adversely on the workshops and indicated that the primary concern of citizens appeared to be for additional information. The work and planning coordination shown by the Task Force was commended.

## CLALLAM COUNTY

The workshop series in Clallam County lasted about one and one-half months and included four workshops with a total attendance of 20 at the first meeting. Meetings were held in the Clallam County Courthouse in Port Angeles on the evenings of January 19, February 1 and 8, and March 8, 1971. Participants included representatives of the League of Women Voters, private industry, Soil and Water Conservation District, the Grange, local, state and federal agencies and interested citizens. The meetings were coordinated by a member of the Board of County Commissioners.

Comments by reviewers in the Clallam County workshops were that refinements and corrections of data including proposed locations of small boat moorages are needed. Further consideration of

geological and tidal conditions was recommended in siting of small boat harbors. Reference was made to changing land values and increasing property tax rates which tend to accelerate the trends of changing land use. (Irrigated agricultural lands are being rapidly displaced by residential use.) Reference was made to preferred areas for residential development in terms of both economic efficiency and minimum ecological impact. A recently completed soil survey offers additional information on soils in the National Forest land of the Dungeness Basin. Careful attention to unstable soils was emphasized for any planning and siting of new developments. Potential ecological problems could result from land development and/or logging on the local soil formations that are highly susceptible to erosion. Loss of game habitat to other land uses will result in decreased hunting opportunities, particularly with the probable loss of the most choice local sites. Accelerated acquisition of additional waterfowl habitat is needed while this land is still available at reasonable prices.

There is a need to preserve the existing native trout in Lake Sutherland while eliminating the present undesirable scrap fish population. This would require development of a new specific scrap fish poison. The growth predicted for the food processing industry through the year 2000 was thought to be too high. The installation of irrigation pipeline was stated to be dependent upon consolidation of existing irrigation districts and companies. It was recommended that the plan include a reference to consolidation.

## WHATCOM COUNTY

The series of nine Whatcom County Workshops continued through a period of nearly two months with meetings being held in January, February and March, 1971. Total attendance of the initial meeting was 108.

In addition to interested citizens workshop attendants included representatives of granges, drainage districts, the university, municipal, county state and federal government.

The meetings were coordinated locally by a representative of county government. Workshop participants chose to perform their review by means of committees that usually reviewed one or two of the technical appendices that pertained to their preferred subjects.

Review comments stated that additional detail

may be desirable especially during detailed planning. Recognition is needed that counties have the tools to control flood plain damages to a great degree by zoning, subdivision and building code ordinances. Workable land and water use policies must strike a balance between economic use and provision of a wholesome environment and more recreation. The study should be considered as a valuable compilation of data which is not ready for implementation but which can become the basis for a good resource plan.

Local individuals or an independent non-agency group with broad representation from each basin were recommended as those who could produce an ecologically sound river basin plan. Some felt that the public may be unwilling to pay for elements or projects of the plan.

It was recommended that local people should be continuously involved in planning decisions affecting the quality of the environment. Planning should be in keeping with a desired population level. Concern was expressed that the reports are printed and cannot be changed. The compatibility of flood control and recreation was questioned.

Use of an unbiased team of ecologists was suggested for review of specific projects. A periodic study review of three years, intensive review prior to implementation of projects and more local input during the intensive review were recommended.

Added ground water inventories were felt to be needed and greater consideration of air pollution influences on water quality were proposed. Additional weather stations and stream flow gages were thought to be needed. The study was cited as a valuable source of resource information to assist in followup studies.

## THURSTON COUNTY

The series of five Thurston County workshops continued through a period of two months with meetings being held on the afternoon of January 22 and the evenings of January 27, February 10 and March 3 and 31, 1971. Attendance at the initial meeting was 30. The final meeting was attended by 12 persons.

In addition to interested citizens, workshop participants included representatives of a county advisory committee, the League of Women Voters, environmental groups, colleges, local press and various agencies of municipal, county, state and federal government.

The meetings were coordinated by the Thurston Regional Planning Council. Workshop participants chose to perform the review through organization of committees that usually reviewed only one or two of the technical appendices that pertained to preferred subjects.

Review comments stated that the study is considered to be a detailed examination and investigation which requires the review of additional alternates, increased citizen involvement and additional planning detail. There is a need for periodic updating of information including population and economic trends and water supply needs, especially as these may affect evaluation of future funding requests. Updating is especially significant in terms of new technical studies and reports. The value of the study in the quantification and cataloging of basic research information must be maintained by keeping current the information that has been collected.

The study should examine a number of the issues and needs on a continuing basis or as part of detailed analyses. A number of these issues must be evaluated in a comprehensive and rational manner from an unbiased and uncommitted point of view, which includes provision for local technical and citizen review.

It was thought that in order to be successful, comprehensive planning support must be engineered from the local citizenry. It was emphasized that the series of findings and plan formulation are a beginning point and not an end. The goals and objectives of the region and the local area must be woven into the fabric of the planning process.

The study should include reference to the 1970 Interim Legislative Study performed by Drs. Alcorn and Ray.

A suggestion was made for a new alternate to include total preservation along the entire Nisqually Delta. Additional details were suggested to solve anticipated needs and problems. Local water quality problems and conflicts were felt certain to increase.

Numerous questions were raised concerning elements of development and preservation of the Nisqually Delta including elements of Plans A and B, both of which were felt to require additional detailed analysis. Additional work was also thought to be required in the Plan Formulation Appendix to make it comprehensible.

Diminishing population growth and zero growth were suggested as alternates in comprehensive planning. Analysis of current growth trends was

emphasized as only one element in economic projections. Establishment of regional goals for population growth were recommended and the use of ceilings on power production was suggested as a way of achieving the population goal.

The study was felt to catalogue the resources of the region and present a look at the future under existing trends. The added work of completing the plan by presenting other alternates should be done without delay.

Expansion and more efficient use of existing navigation facilities were suggested. Preference was stated for development of light industry and exclusion of oil storage facilities in the Deschutes and Nisqually Basins.

Comments were made on the need for sanitation facilities at marinas and at State Parks financed by user charges. Public beaches and State Parks were recommended in Thurston County. Summertime boat moorage facilities, licenses and pleasure boat sanitation regulations were felt to be needed. Tax relief for operators and builders of marinas was suggested.

Support was shown for the Recreation Plan under Plan A in the Plan Formulation Appendix, public acquisition of key sites, orderly and planned development, additional public access to water areas, special fishing and recreation for the very young, aged and handicapped, bicycling and hiking paths and public transportation to key recreational facilities.

It was noted that the study may cause city and county government to continually update both short term and long range planning. Additional water quality monitoring was desired in reference to selected use areas, in both fresh and marine waters. Treatment of surface water runoff from built-up areas was also desired.

Maximum controls on tankerships carrying bulk liquids was suggested as was further use of pipelines rather than tanker penetration of Puget Sound. Consideration of Alaskan Oil Impact on Puget Sound was recommended and should include both transportation and refineries. Attention was noted regarding the increasing occurrences of accidental spills and the need for a management plan for the total marine area of Puget Sound was emphasized.

Use of waste-water for irrigation was suggested as an alternate to additional waste treatment. Additional marine hydrology and climatology studies were felt necessary. An additional marine park at the head of Budd Inlet as a joint port, city and county-state-federal project was recommended. Expansion and augmentation of shellfish production for both recreation and for commerce were also supported.

## ISLAND COUNTY

The series of three Island County workshops continued during a period of approximately 1½ months with evening meetings being held on January 26, February 23 and March 9, 1971. Attendance at the initial meeting was 22 persons. The final meeting was attended by about 10 persons. All sessions were held in the County Courthouse in Coupeville.

In addition to interested citizens, workshop participants included representatives of environmental groups, park and water districts, natural and historical societies, school districts, civic clubs and various agencies of municipal, county, state and federal government. The meetings were coordinated by the Office of County Engineer.

Review comments included detailed suggestions and corrections concerning transportation, power, recreation and population projections. An eventual need for state and federal construction money assistance was noted.

Workshop suggestions concurred with the need for small boat moorages on Whidbey and Camano Islands and for development of desired land recreational sites including provision for horse, bicycle and pedestrian trails. Increased public access was supported for several beach areas and preservation of areas that are felt locally to be unique was suggested.

Concern was shown over the basis of proving a surface water claim and the difficulty of establishing an Island County surface water right to mainland water. Some Workshop participants favored the current county water and sewer plan and took a very strong position that present well water systems are low in quality and are not a reliable source of potable water.

## SNOHOMISH COUNTY

The series of three Snohomish County Workshops continued through two months with an afternoon meeting being held on February 2, and evening meetings on March 19 and April 5, 1971. Total attendance at the first meeting was 50. The last meeting was attended by about 30 persons. Meetings were held in the auditorium of the Public Utility District building.

In addition to interested citizens the workshop participants included representatives of granges, drainage districts, Indian tribes, labor council, private industry, League of Women Voters, environmental groups, Snohomish County Economic Development

Council and municipal, county, state and federal government. The meetings were conducted by a representative of the County Engineer.

Comments from most of the members of one committee favored the construction of the Middle Fork Dam on the Snoqualmie River and second stage construction of Culmback Dam on the Sultan River for flood control purposes.

Irrigation requirements were thought to be easily met without affecting other uses and without public funding. Intensive watershed management was considered necessary to obtain the maximum benefit from flood control measures. Continued cost sharing between private land owners and governmental agencies was also felt necessary. More detailed studies on set-back levees at French Creek and Marshland Drainage Districts were suggested in addition to early action on Channel Enlargement of the Snohomish River and sloughs in the Delta area.

Concurrence was given to watershed management proposed for Patterson Creek. Watershed management action was supported for Trail Slough, Ebey Slough and Allen Creek along with consolidation of diking and flood control districts. Action programs which consider sequence of development and financing within existing fiscal policy and criteria were felt necessary.

Comments were made that the study is not a comprehensive plan that includes economic efficiency, flexibility, environmental quality and usability.

Comments were given regarding the dynamics of county development and the use of the comprehensive plan as a flexible, long range advisory instrument that expresses goals and objectives for the areas of growth and development. Some thought the study should be referred to as a generalized Preliminary Water and Related Land Resource Study with documentation of local and regional goals, policies and related factors suggested.

A need was expressed for a procedure to resolve tensions between local, regional and state planning and the manner to which the study is to be utilized on those respective levels. A multi-level of government and citizens was suggested for involvement in plan formulation with continuous input from these levels. A need to have legislative actions updated and provide for rapid adaptation to legislative change was expressed.

Some suggested that population projections for regions and counties be expressed as ranges which are changeable and related to optimum or ultimate

development, as expressed in policies and goals. Early updating to reflect trends and developments was recommended.

Comments were made regarding impacts of changing local goals on single purpose plans. The importance of land use zoning and land use interrelationships was stressed as was the necessity for policies on future development of mineral deposits.

A need was expressed for detailed analysis of the Everett Water supply problem in terms of supply, peak demands, alternate sources, proposed low flow requirements, watershed management and ownership.

Some felt that a policy and procedure should be established for consolidation of small watersheds and that pricing policy should be considered as a way of reducing water demands. Support of recommendations was shown for a super-agency at the regional or state level to coordinate future port development.

Some questioned whether or not state and regional goals and policy for industrial growth justify the increasing power-use projections. A need was expressed for additional information on land impacts and alternate sources of power to meet the high demands forecasted. Single purpose appendices such as flood control should discuss the significance of proposals in terms of limits and or encouragement to the use and development of flood plains. It was suggested that increased emphasis should be placed on flood plain management as an alternate for flood control. It was further suggested that watershed management and flood control be combined since these activities are complementary.

## PIERCE COUNTY

A series of four workshops began on February 3, and continued for almost two months with meetings on February 16, March 4, and March 25, 1971.

A total attendance of 20 at the first meeting diminished to about seven at the final session. All meetings were held in the evening in the County Commissioners' Chambers, County-City Building in Tacoma.

Various people that attended meetings represented themselves, several levels of government, and Tacoma Community College, local Granges, League of Women Voters of Tacoma-Pierce County, Sierra Club, Conservation Northwest, Tahoma Audubon

Society, Nisqually Parkway Association, Puyallup Valley Chamber of Commerce, Pierce County Sportsmen's Council and private consultants.

A representative of the Pierce County Commissioners arranged for the meeting place. However, meetings were conducted by the Puget Sound Study Workshop Coordinator. Representatives of the League of Women Voters helped gain publicity for the workshops.

Comments referred to the need for continued emphasis on water quality improvement and municipal waste treatment. The Green River/City of Tacoma watershed should be kept closed to maintain water purity without full treatment until such time as the need for added recreational area is fully demonstrated. Recreation sites should be designed for more seclusion of picnic and camping areas to enhance the aesthetic value of the sites.

Opposition was shown to ever-increasing intensive use of flood plains. The Nisqually Delta, which is attractive to many for various types and degrees of use and preservation, should be analyzed from a standpoint that would examine all uses.

Any moratorium on future actions in the Delta should be binding on all concerned. Further development of the lower Puyallup River Delta was suggested as a possible alternative for development of the Nisqually. More intensive use of existing port and industrial facilities was also recommended as an alternative to Nisqually development with new technology and research cited as possible ways to accomplish this intensification. Almost compulsory

guidance was recommended to insure that only water-requiring development, if acceptable, be allowed to be located on shorelines. Even very modest multiple use of the Nisqually Delta was cautioned since the unique biotic aspects of the area are extremely sensitive to all degrees of environmental change.

It was suggested that wherever possible, parks be planned along the Puyallup River from the mouth to Puyallup and Sumner. It was noted that sport fishing in the Puyallup Basin should be reestablished to levels of several years ago. Lands recommended for eventual industrial use were felt to be out of proportion to the minimal lands recommended for open space and recreational use.

Broader comments stated a need to plan for various economic and population levels. Subsidy was suggested for consideration when planning or developing facilities that benefit those beyond the immediate users. Intangible values, though difficult to define and use, should be a consideration in planning. New techniques for handling intangibles should be an objective in the refinement of other planning methods. Environmental effects should always be thoroughly examined and discussed in depth.

Interest rates, prevailing policies and other factors that are basic to planning should be re-evaluated as the much needed and strongly recommended updating of the report is done. In future planning, and as the report is kept up to date, citizen participation should be included at the beginning and developed throughout the process for education of citizens as well as gathering of public policy.

## SECTION THREE—SUMMARY OF TESTIMONY

Testimony presented at the final public hearings is summarized in this section for the Seattle hearing in the order received. Written testimony received before and after the public hearings also is summarized in the order received.

## SEATTLE HEARING

**Kenneth M. Lowthian**, Superintendent, Seattle Water Department, read excerpts from a letter of Mayor Uhlman, (see Exhibit 1) in which he commended the Task Force for its efforts, but added that he felt that provision should be made for updating the study and relating it to shifts in public policy. Not only did the mayor consider the cost estimates too low, but he objected to several proposals of the Task Force which, in his opinion, did not agree with local comprehensive plans, such as the uncontrolled use of Seattle watersheds, a fish ladder at the Landsburg Dam, the diversion of the Skykomish River water to satisfy future Seattle water demands, a waterfront boulevard from Ft. Lawton to Lincoln Park, and various proposed locations for small-boat basins.

**Harry R. Fulton**, Director, Whatcom County Council of Governments, presented a resolution adopted unanimously by that organization on 14 April, stating that it considered the results of the study disappointing and unconvincing, and requesting that there be additional efforts made to render it acceptable to local government and the general public. The resolution contained a request that the plan formulation and summary volumes of the study be rewritten in consultation with local government and the general public, and that the resolution be widely disseminated to all county and regional Puget Sound planning agencies and to members of the State and Federal legislative delegates. (See Exhibit 2.)

**Lewis A. Bell**, appearing on behalf of the Tulalip Indian Tribes, noted that, while the Indian water rights and the limitations of the State in that connection are recognized in Part 6 of Appendix II, these rights are not considered elsewhere in the study. He pointed out that, since the Indian rights are not given full consideration in the study, in his opinion the entire study and its conclusions are based on false premises and will result in litigation. He added that, based on the treaty rights of the Indians, the Indian lands have the first priority to the water, and any other user takes the water at his peril, and any water available for appropriation in the Basin is only what is left after Indian demands and needs have been met. Since President Nixon has recently enunciated a policy of correcting past injustices to the Indians, Mr. Bell considered it imperative that the Study under-

take an inventory of all the Indian rights to the use of water arising upon, bordering, crossing, or lying under their lands, with an object of determining the highest and best use thereof. (See Exhibit 3.)

**Mrs. Anne Mack**, President, Seattle Audubon Society, expressed her concern over the protection and preservation of wildlife and wildlife habitat. She felt that the various small watershed management projects contained in the study, particularly those concerned with the channelization of over 300 miles of stream in Whatcom and Skagit Counties, involved severe and permanent destruction of significant areas of wildlife habitat, while providing dubious public benefits. She found little evidence that the effects of these projects on fish and wildlife had been given any consideration in the final draft formulation. (See Exhibit 4.)

**Edward A. Delanty**, an aerospace engineer, stated that he had attended many of the meetings and that three distinct factions appeared to be present at the majority—the professionals representing official agencies interested in a particular project; the environmentalists, who wanted everything saved; and the financially interested, who were willing to have anything saved which did not affect them personally. In summarizing the situation, he felt that the only high valleys which had any possibility of preservation were the Snoqualmie Middle and North Forks, and the Skykomish North Fork, and then only with considerable public outcry. He felt that the major lower valleys of concern in the maintenance of green belts are doomed to galloping urbanization. In his opinion the Cedar River has the greatest environmental and recreational potential in the region, and he urged that the placing of riprap along this river be stopped immediately, due to the threat to the spawning grounds of the sockeye run in the river. He also recommended that the watershed management projects be very carefully reviewed by an agency other than the Department of Agriculture and that land use planning be based on regional, rather than local county planning bodies. He pointed out that a regional planning body should be given the power to require compliance by local government bodies, and that the Governmental Conference is purely voluntary. Mr. Delanty also stated that standard riprap is very unsightly and that it would be more acceptable

to have a type of bank stabilization which leaves a portion of usable bank for recreational use. He also pointed out that it was very difficult to obtain access to all the volumes of the report. (See Exhibit 5.)

**Mrs. Jo Yount**, President of the Puget Sound League of Women Voters, reiterated that group's opposition to the study. She felt that, instead of planning and building according to the currently projected trends, we should plan for the future we want instead of that which we are told is inevitable, since those projected trends are inevitable only if we do not make a conscious effort to change the trends. She pointed out the need for review and updating of the study, as in her opinion many of the items were already out of date before the document moved beyond the local review stage. (See Exhibit 6.)

**William McCord**, a research technologist, discussed the problem of resource depletion and pointed out that in many parts of the report there is a hint that our resources are limited. He was concerned with regard to the area of transportation and the problems regarding population increases, particularly in the central part of the study area. He pointed out that the outlay for transportation for the coming biennium is one of the largest outlays, and recommended that we should start working together in the accumulation and cataloguing of data.

**Warren Gonnason** of the consulting firm of Harstad Associates was particularly concerned with regard to the proposed Middle Fork project on the Snoqualmie River. He read (see Exhibit 7) a letter which he had submitted on behalf of the Valley Green Belt Association to the effect that the association would do all possible to assist in retaining the river from Fall City to the Snohomish as an agricultural green belt. Although the Middle Fork Dam would be of great value in reducing the flood hazard and improve agricultural enterprise, it would be insufficient to reduce winter flooding without the establishment of flood plain regulations. The letter recommended determining the public's capacity to purchase or otherwise require rights necessary to maintain the valley as an agricultural green belt, including acquiring parks and open spaces for public use, sloughs, etc., for wildlife sanctuaries and game preserves, and provide sufficient flood control.

**Charles Dolan**, conservation chairman for the Puget Sound Group of the Sierra Club, pointed out

that insufficient emphasis had been placed in the study on water-use conflicts. While the report serves as a useful inventory for the basin up through 1968, the Sierra Club felt that no orderly steps have been provided leading to any specific goal. While it is felt that planning is needed for the basin, the position of the Sierra Club is that no project outlined in the technical manuals should be undertaken until it is determined that the project is consistent with the maintenance and enhancement of the environmental quality and is not in conflict with other projects for the utilization of water resources. (See Exhibit 8.)

**John Weber**, Bureau of Indian Affairs, presented material giving detailed information on the interests of specific Indian tribes and the location of tribal lands. The BIA wholeheartedly concurs in the proposal of continuing a multi-agency approach to solving problems regarding the use of the waters of Puget Sound. Mr. Weber pointed out that, although the U.S. Government is trustee for all Indian natural resources, they are private property. (See Exhibit 9.)

**Jay Paulson**, chairman of the King County Action Committee, introduced Mrs. George Gunby of the Washington Environmental Council and asked that her testimony be entered in the record. (See Exhibit 10.)

**Mrs. George Gunby**, Washington Environmental Council, discussed the introduction to Appendix II. She said that the introduction stated that a portion of the appendix was to have presented requirements for changes, but this subject actually was not included. While the appendix contains excellent source material on the origin, background, responsibilities, and policies of Federal, State, and local agencies, there was no legislative or administrative review through the 1960's which could have redirected or updated the study format. The Washington Environmental Council feels that, in the future, such a long-term expenditure of public funds should not be permitted without periodic evaluation. Mrs. Gunby added that the destruction proposed in the study, to be financed by public funds, would result in an unlivable environment. She submitted a list of suggested principles for citizen participation in public projects, and recommended that all new and dynamic changes in executive reorganization, decentralization of Federal government, etc., be included in the study.

**Lawrence Musick**, a private citizen living in Tumwater, felt that additional effort is needed, as well as the expenditure of additional funds, to complete a factual ecological study. He stressed the necessity for monitoring patrols to protect both the marine waters and the watersheds, and mentioned his disappointment with the Fish & Wildlife report and the lack of emphasis on shellfish. He pointed out that, despite the fact that the watershed program had stated that nothing is needed until 1980, something is needed about clearing out the stumps and the debris in the Deschutes River.

**Leonard Fulton**, a student, felt that the population projections, being based on the past, were out of date. He would like to see some alternatives to such a great population increase, and that determination of aesthetic enjoyment be not based on cost-benefit ratios. He was appalled at the suggested plans for the small watersheds.

**William Mize**, a retired dairy farmer and chairman of the Whatcom County PS&AW workshop, presented a statement urging moderation.

**Dennis D. Rhodes** of the Puget Sound Coali-

tion, Thurston County Chapter, felt that, while the purpose of the workshops appeared on the surface to be realistic, in actuality it was impossible. While the study represents years of work by technical experts, it merely shows that things would be like if present growth trends continue and provides us with plans and schedules to make this happen. Mr. Rhodes added that it is the belief of his group that the great majority of people in the region would choose to limit growth. He suggested that a limitation or ceiling on the amount of power to be developed in the region would aid in retarding or limiting growth in the area. (See Exhibit 11.)

**Dr. Wallace Heath**, speaking in behalf of the Lummi Indians' Business Council, felt that a better appreciation is needed of the conditions with which the Indian tribes are faced. Despite the tremendous economic buildup enjoyed by the white people, the Indians have been subjected to economic depression. He pointed out that any planning done regarding the use of the waters of the Nooksack River, for example, is done at the peril of the planners if the Lummis are not taken into consideration. The council also feels that food production should still be the number one priority for the use of Puget Sound waters.

## WRITTEN TESTIMONY

**Robert Sylvester**, Head of the Water and Air Resources Division, University of Washington (see Exhibit 12), signified his approval of the workshops and hearing reviews held on the Puget Sound Study.

**James E. Zervas**, Chairman, Whatcom County Park Board (see Exhibit 13), felt that the studies of the various agencies were not well enough related to form a coordinated plan in terms of the total environment, and recommended that an experienced environmental planner be obtained to coordinate the various facets of the study and recommend a course of action. He also suggested that, rather than as a guideline, the study be used as a guide for evaluating the merits of the individual projects.

**Gerald Digerness**, Chairman, Whatcom County Soil and Water Conservation District (see Exhibit 14), attached a copy of a letter to the Whatcom County Planning Commission, stating that, while there are some discrepancies in the land use study, it is their

feeling that the report should be of great use in planning water and related land-use programs.

**R. C. P. Hill** of the Seattle Audubon Society (see Exhibit 15), indorsed the plan of considering the water resources of the area as a unit, but felt that the 15 volumes of the study lacked sufficient integration to accomplish this. He pointed out discrepancies between the various appendices, such as the recommendation in Appendix XIV that the Swamp, Bear, North, and Evans Creeks be channelized, as compared to the statement in Appendix XI regarding the value of these streams for spawning and recreation. He stated that the society deplored the proposals for controlling the streams of the whole area and felt that the planned dam construction was excessive. He urged that efforts be made to rework the report into a series of well-integrated documents to reconsider the devastating impact on our natural environment contained in the present proposals.

**Dick Taylor**, secretary of the Steelhead Trout Club of Washington (Exhibit 16), urged that comprehensive zoning, particularly of the flood plains, be imposed on a statewide level, rather than the use of stream channelization and the construction of flood control dams. He recommended that the Nisqually Delta be preserved as a park or greenbelt reserve, and that, rather than develop a new port there, existing port facilities be expanded. In his opinion no new hydroelectric dams in the area should be necessary, and future power requirements could be met by complete utilization of the present capability of existing dams. He also urged that all shorelines, both fresh and saltwater, be managed and zoned for public use, when possible, and concurred with the adverse comments that the plan establishes requirements based on trend information and considers only those alternatives, rather than recognizing or recommending other courses of action.

**L. Joe Miller**, City Manager, City of Bellevue (Exhibit 17), was disturbed that the findings and recommendations of the study had not been altered by the findings of the workshops, especially since he felt that many of the recommendations, especially with regard to M & I water, were based on erroneous assumptions and incorrect data. He cited, as an example, the conclusion that Bellevue would continue forever to receive water supplied by the City of Seattle, whereas much work has been and is continually being done to obtain an independent source of water supply. He also pointed out that the rapid growth in population has resulted in making Bellevue more urban in character, such as the sewer system, and added that the city of Bellevue is presently involved in a stream resources study.

**Charles W. Gibbs**, Executive Director of METRO, (Exhibit 18) felt that there was a lack of local input, despite the workshops and public hearings and that direct communication with the public should be developed and local input incorporated into the study before implementation of any portion. He called attention to two studies currently being

developed in King County, the first of which is an inventory of the water sources in the Cedar and Green River Basins, and the second is a study of the development of water pollution and control plans for the two drainage basins. Mr. Gibbs stated that METRO wholeheartedly supports the task force recommendation that treatment of M & I waste discharges be controlled to interstate and intrastate water quality standards, and pointed out the need for establishment of priorities by local agencies for constructing pollution abatement facilities based on maximum benefits desired by limited local financial resources. He urged greater emphasis on considering Puget Sound as a single ecosystem.

**R. A. Anderson**, Manager, Port of Everett, (Exhibit 19) felt that the report consists primarily of generalities, although he noted that mention had been made of a recommendation for a cross-Sound bridge to Whidbey Island, with a recommendation in the final brochure that this be changed to recommending expansion of ferry service. He felt that the port use projections were somewhat too conservative, and questioned the apparent indication that the port of Everett and surrounding terrain would be used for marinas and small-boat basins until 2000, when suddenly the Port of Everett would be equal in size to the Port of Seattle. Mr. Anderson point out that the Port of Everett is very busy and its growth is much greater than the unrealistic idea shown in the report. He quoted statistics in regard to the annual movement of alumina and logs, and hoped that they would be included in the final issue.

**Makah Tribal Council**, (Exhibit 20) seconded the statements made by Indian tribal leaders and attorneys at the hearings and felt that it was imperative that the Puget Sound Task Force consider the Winters Doctrine Rights with great care especially as it pertains to future as well present needs of Indian Reservations for land and water resources. Concern was expressed that the Puget Sound Task Force failed to give the Indians first priority in planning future use of the resources.

**SECTION FOUR**  
**OFFICIAL TRANSCRIPTS OF HEARINGS**

**BREMERTON HEARING**

**OFFICIAL TRANSCRIPT OF PROCEEDINGS**

**BEFORE THE**

**PUGET SOUND TASK FORCE, PACIFIC NORTHWEST RIVER  
BASINS COMMISSION**

**In the Matter of**

**COMPREHENSIVE WATER RESOURCES STUDY  
PUGET SOUND AND ADJACENT WATERS**

**Bremerton, Washington**

**April 21, 1971**

**Don R. Naugle  
Court Reporter**

**BEFORE THE PUGET SOUND TASK FORCE**

In the Matter of:

**COMPREHENSIVE WATER RESOURCES STUDY OF  
PUGET SOUND AND ADJACENT WATERS**

Campus Theater,  
Olympic College  
Bremerton, Washington,  
Wednesday, April 21, 1971

Pursuant to notice, the above-entitled matter came on for hearing at 7:30 o'clock p.m.

**BEFORE:**

**ALFRED T. NEALE, Chairman, Puget Sound Task Force**

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**CHMN. NEALE:** The public hearing on the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study is called to order. I am Al Neale, chairman of the Task Force which conducted the Study, and I represent the State of Washington which had fourteen agencies participating in the study.

Before we begin I would like to introduce the members of the Task Force. They are as follows—and some of them are alternates—the first one would be Mr. Earl Fulkerson, representing the Department of Agriculture; Mr. Sidney Steinborn, Department of the Army; Mr. Earl Phillips, Department of Commerce; Mr. Francis Nelson of the Environmental Protection Agency; Mr. George Van Zandt of the Department of the Interior; Mr. Zane Harper, representing Paul Chavez of the Federal Power Commission; and Cmdr. Neal Nelson of the Department of Transportation.

We have several State people here who participated in the Study. We have Dwayne Blount, Department of Ecology; Don Hopkins, Department of Natural Resources; Mr. Don Douglas of the Department of Game. Paul Benson is supposed to be here, but I haven't seen him come in; he is from the Office of Planning & Fiscal Management.

These people are, most of them, sitting in the front seat because, as time goes on during the course of this Study, they want to be able to answer questions and participate in discussions later.

Now there is one announcement I have to make, that since this is a public school building, so I have been requested to make that announcement, and it is expected that all of us will comply with it.

Also I want to express appreciation to the administration of the Olympic Junior College for making this assembly room available to us for this meeting.

Now the preliminary findings of the Puget Sound Task Force Study were made public by Information Bulletin No. 3 which was distributed widely in 1970. This bulletin became the subject of the three public hearings which were held in that area.

The testimony presented during the 1970 hearings emphasized the need for greater public interest and involvement in the Study, so accordingly we made arrangements for workshops which have just been completed, and during the course of these workshops the Task Force made available 76 sets of the appendices which we've published so that people

could use them for reference and read and find out about our Study.

The purpose of this meeting tonight is to review some of the issues which were raised during the workshops and also to receive additional testimony if any of you have testimony to offer.

Now in addition to discussing the workshop issues there were a number of questions again about the purpose of the Study and the composition and procedures of the Study, so we are going to review briefly how we were organized and how we proceeded through the study.

First of course we want to show Vu-Graph No. 2, which illustrates the study area. We again are involved in developing and planning the area from the Canadian border to the mountains and down through southern Puget Sound and up on the west Sound and all of the Olympics, the east side drainage of the Olympics. This Study shown in the area began in 1964 under the guidance of the Columbia Basin Inter-agency Committee. It's being completed under the guidance of the Pacific Northwest River Basins Commission.

The agencies participating are the same, but the changes in the agency, the guiding agency, reflect new federal legislation which indicates the changes in the concepts of water and related land resources planning which has taken place during the course of the Study. The Study again was initiated by a meeting between the agencies which were participating and the governor of the state. Also present were the representatives of the state agencies and numerous representatives of municipalities and counties in the Puget Sound area of the state. After this initial meeting of the governor, we held three public hearings in Anacortes, Everett and Olympia.

Now Vu-Graph 3 illustrates the basic elements of the Study. Again we inventoried the water and related land resources of the Puget Sound area and determined the degree of use. We also noted existing problems and needs and made projections for future uses and needs. Then each of the technical committees prepared a single-purpose plan indicating how their needs and uses of water and related lands that were represented on the committee would be met in the future.

Now fifteen appendices in the summary report comprise the Task Force documents. A study organization is described in Vu-Graphs 4 and 5. This Vu-Graph again illustrates the technical committees. The technical committees where state leadership was exerted are underlined in blue. State membership

took place on all of the committees, but the state did have leadership on the committees underlined. The state actually had chairmanship of six committees during the course of the Study.

Now the responsibilities of the various committees were, first to inventory the resource in terms of the uses represented on the committee; to define the present needs in terms of those resources; to make projections of future needs; to prepare a single-purpose plan; and to recommend additional studies and surveys if they were needed and to recommend programs, projects and administrative and legislative needs.

Now the single-purpose plans which were prepared by each of these committees became a reference and a basis for the comprehensive plan for the entire area. The objectives of the comprehensive plan are shown in Vu-Graph 6.

Now again the formulation team that put together the single-purpose plans into a comprehensive plan gave consideration to technological development, economic efficiencies, resource preservation and the prevailing planning criteria and environmental quality guidelines which were used in the preparation of plans. In several instances where conflicts could not be resolved, procedures were outlined to provide a basis for a more detailed analysis. This occurred in the Skagit River and also in the Nisqually Delta area. Each of these committees—or at least where the committees saw fit—they also made legislative recommendations.

The various agencies participating in formulation or bringing together of the comprehensive plan are noted on Vu-Graph 7, and again the areas where the State of Washington had leadership are underlined in blue.

Now the comprehensive plan as prepared—and it's in Volume 15 for those of you who participated in the workshops—presents both the units of resource use and also the cost, so that an analysis could be made of the investments involved and the sources of these investments.

The formulation team prepared both preliminary and intermediate planning graphs, and these were reviewed in detail with representatives of all of the agencies participating in the study and were reviewed by the various counties in the study area with the Puget Sound Governmental Conference. We also had an advisory committee of cities, a municipality advisory committee, which assisted in reviewing the plan formulation document.

Now we have Vu-Graphs 8, 8-A, and 9 which

show the large number of organizations and agencies that were contacted during the initial review of the draft documents which you've had an opportunity to read during the course of the workshops.

Now the total investment cost for the programs and projects that are identified in the Comprehensive Plan are distributed and proportions shown on the next two Vu-Graphs: No. 10 shows the planning period that we are in right now, 1970 to 1980. The interesting thing about these ratios is that three functions alone account for approximately 80 percent of the investment cost in the first 10-year period, and these three functions are watershed management, recreation, and water quality control. All of these are programs that are expanding at the present time, and many of us recognize the need for continuing-effort emphasis on these programs, and they account for 80 percent of the cost of the first 10-year period. In the period from 1980 to 2020 these same functions will account for slightly more than 80 percent of the total investment cost.

The final document, and the one that we are working on now, is the summary report. The Summary Report will contain a comprehensive plan for Puget Sound & Adjacent Waters together with a discussion of the effects on the area. The requirements for implementation together with the conclusions and recommendations of the Task Force will be presented in this Summary Report.

Vu-Graph 12 indicates the agencies which are represented on the Report Planning Committee who are responsible for the preparation of the Summary Report; and again the State of Washington is outlined in blue because it has chairmanship now of this particular committee. In the Summary Report the Task Force modifies, clarifies, and provides direction for use during implementation studies of elements of the Comprehensive Plan. Public response to the study, as articulated during the workshops, is to become part of the Summary Report, and this public workshop review has resulted in some changes and additions to the conclusions and recommendations which were in the original draft of the Summary Report.

Comprehensive Plan implementation: What are we going to do about this plan? Implementation of the Comprehensive Plan involves a continuation of planned elements for which administrative policy and guide lines are in effect and for the establishment of additional state policy and authority and guidelines to resolve both conflicts of land use and the use of our marine waters. Implementation will involve the

development of cost-sharing formulae for routine plan elements and cost-sharing formulae as a means of combatting both natural and economic emergencies.

Development of preferred areas in the use of meaningful units of measurement will be necessary in plan implementation. To be most effective, implementation must be accompanied by a system of organization which provides for effective participation by levels of government and by private and corporate interests.

Responsibility: The State of Washington and other legal entities and interests are responsible for initiating and coordinating many of the projects and programs included in the plan. State legislation already required detailed planning on the basis of natural drainage areas with options for county and municipal leadership—and I want to emphasize that statement: It's not only optional, but the State is encouraging leadership and action at the county and city levels of government.

The impetus for activities in which a federal agency normally performs detail planning and construction should be originated by the coordinating entity to direct future development of the Puget Sound area. Further refined and more detailed studies will be required for specific programs and programs which have been identified as elements of the plan.

The criteria prevailing at the time of individual project studies will determine project feasibility. This includes the interest rate used in economic analysis.

The Task Force is making a recommendation for a lead state agency and provision for an appropriate governmental center to coordinate planning, implementation, research, communications, financing, periodic review, and public involvement as required to realize full benefits of the area plan.

I want to say a word about the workshops that have just been conducted. A tabulation of Puget Sound Study workshops is contained on Page 2 of Information Bulletin No. 5 which you should have. This tabulation indicates that all counties participated and that approximately 50 workshops were conducted.

Workshop comments indicate that many of you have become aware of one or more of the Task Force entities. We hope that this public interest continues. By April the 1st four county workshop statements had been received by the workshop coordinator, Mr. Dennis Lundebland. At the present time six county statements have been received. Counties who have not submitted workshop statements should do so as quickly as possible.

The basic work comments and issues raised at the workshops have been tabulated, and the Task Force responses have been noted, and these have been passed out. In just a few minutes we will review the issues and responses, and then the meeting will be open for public testimony or questions as you desire.

Now after the hearings that we are conducting tonight and tomorrow, the record will remain open until May 7th so that additional testimony can be transmitted to the Task Force. On Page 5 of Bulletin No. 5 there is a discussion of the remaining steps in the Puget Sound and Adjacent Waters Study, and Page 6 of Bulletin 5 shows these steps graphically.

The summary report of the Puget Sound Task Force will be completed in July and submitted to the Pacific Northwest River Basins Commission. The River Basins Commission will accept the Task Force report for review purposes and immediately transmit a copy to Governor Evans and to the heads of each of the appropriate federal agencies. The governor and the heads of the federal agencies will have a period of ninety days to prepare comments on the report. Comments from Governor Evans and from the heads of the federal departments will be printed, along with the commission's own report.

The commission's report and the Task Force report will be forwarded to the Water Resources Council at the end of the ninety-day period. The Water Resources Council will review the report and forward it with its recommendations and all of its comments to the President for his review and transmittal to the Congress with the President's recommendations. The report will simultaneously be made available to Governor Evans to transmit to the Legislature.

Now in our meeting tonight we've set aside a fifteen-minute interval when all of us here could read the document which we have prepared, where we've summarized the principal workshop comments and then created or developed documented Task Force reports. So at this time we want to take a fifteen-minute break when you can read these and see if you have additional questions or information that you want about them; then we'll reconvene the meeting.

I declare our meeting recessed now for a fifteen-minute interval.

(SHORT RECESS)

**CHMN. NEALE:** Most of us have finished reading these Issues and Answers, so I would like to reconvene the meeting now.

In this part of our meeting we noted that a number of questions have been asked about the watershed management programs that have been documented by the Task Force. There have been requests for additional information, so we've asked Mr. Earl Fulkerson, representing the Department of Agriculture, to give a brief discussion of the watershed management programs anticipated by the Task Force.

**MR. FULKERSON:** Mr. Chairman and ladies and gentlemen. I guess there is perhaps, some lack of understanding of all of the things that have been grouped together under Watershed Management. This item includes many things that are related to the use and management of land under varied conditions of use.

The kind and intensity of the practices that we do to land and that are included here depend on the kind of land as well as the proposed uses, and it is well to observe that large economies in management can be obtained by selecting the land that is suited for each proposed use.

The purpose of these measures is to preserve and improve desirable hydrologic conditions on watersheds or basins, in intercepting precipitation, allowing infiltration, and the temporary storage of rainfall in the soil, and permitting runoff to occur without excessive damage either to the watershed itself or to downstream areas. The purpose of these measures is also to preserve the existing or potential productive capacity of the land in terms of crops or forests, to protect the water supply, the stream regimen, the fish habitat, the wildlife habitat, and many esthetic elements of the environment.

The majority of these measures are aimed at reducing erosion under the conditions of use, minimizing sediment pollution of streams and water courses, and in bettering the economic and other enjoyment of the so-called renewable resources. This subject, as treated in the report, includes water management measures as well as watershed management measures. These include the reduction of damages caused by excess water and for protection of life and property.

Road-building, logging, agriculture, urban development and other activities all require specialized measures to compensate for increased water use, intensity of land use, increased need for the safe disposal of water, and for land stabilization.

The chart on the wall indicates that some 42½ percent of the total cost of the plan is included in watershed management amongst various measures.

We've split these measures, for a little better explanation, into four categories.

In this chart, which represents the 42½ percent, you will note that the little piece of pie at the top are project measures for watershed management that have been identified as being feasible in terms of economic detail or construction. This represents 1.8 percent of the total.

These measures have not been or these projects have not been studied in great detail. However, before they are installed, each will have to be based on a complete cost analysis and on its environmental impact.

The big block down in the middle there is Urban Water Management, and you will note that that represents 24.6 percent of the bill. It represents almost 500 million, or a little over \$500 million in cost, and is caused by the fact that almost all urban development has difficulties in the disposal of excess water. As an area becomes developed the peak flows, the high peaks of flooding and drainage flows, increases as much as six or seven times. This is caused by roofs being installed, pavements and parking areas, and it's also caused by the installation of storm drains which help get the water out of the low spots into an area where it can be disposed of.

The costs shown are primarily for the installation of conduits and waterways and other appurtenances for handling this water. In some cases it means separating the sanitary drains from the storm drains, but the costs that are shown there do not include the costs that might be included for proper sanitary sewage handling or for water supply. These are shown separately in the bigger chart.

Costs have been derived for this from known samples that have been projected on the basis of the anticipated increase in population. The costs I think are fairly moderate, and the estimate given is actually, possibly, too low unless a great deal of care is taken in selecting adaptable land for future urban development. The rate averages out something around \$1300 per anticipated urban acre.

The remaining things are Forest Watershed Management and Agricultural Watershed Management. One represents about 8.3 percent; the other about 7.8 percent of the total explained in the plan. A large share of these watershed management costs are ongoing sort of costs: they are the things that are more applicable in many areas of agriculture such as planting planning, rotation of crops, in cultivation, in harvesting, and grazing of lands. In the forested areas

these practices include forest sanitation, road-building, fire protection and logging.

The cost of improved management would, of course, be—or theoretically would be—the difference in cost between what it is without the plan and what it is with the plan. I think to decide this would be very difficult to compute. For instance, redirection of management—in other words, changing about the same level of management a little bit so that it does less harm to the land—may possibly be accomplished in some cases with relatively little change in cost, and the application of more intense practices can be expected to be compensated largely by greater production efficiency and benefits.

The study of this leads us to believe that the kind of management that is presently practiced by about the top 10 percent of land managers will soon become the average or the normal type of management, through general increases in the use of technology and the knowledge that we have.

The costs are expected to be borne by the land owners, whoever they may be—private, municipal, state or federal. Now federal costs, where shown in the report, include allowances for projected technical assistance and cost-sharing aid to non-federal parties at the 1967 rate. Private owners are expected to voluntarily install these needed practices in response to economic opportunity and competition. State and federal land administrators will, of course, intensify this management on land administered by them in accordance with public policy and in recognition of the needs and benefits.

**CHMN. NEALE:** Thank you very much, Mr. Fulkerson.

There are several other people who have come into the meeting who participated in the Study, and I would like to introduce them: Paul Benson is here now, presently assistant director of planning and fiscal management. Walt Williams, of the Department of Fisheries, was a contributor to the Fish & Wildlife Appendix. And Phil Clark of the Interior Agency Committee is here.

There's another individual that I haven't seen: C. P. Harstad helped us a lot in reviewing draft documents. Where is Mr. Harstad? He is with Technical Extension Services at Washington State University.

No one has indicated on the cards, the registration cards, that they had testimony to present. Now do you want to ask questions? If there are elements of the Study that you want to know more about, or

you have questions about, we would be glad to try to answer them. If you have any questions on the issues which we've tabulated or Task Force responses, we would be glad to discuss them in further detail.

If any of you do want to talk, we have a roving mike and one of the assistants will bring the mike to you, and then you should announce your name and state your question. If there is anyone who has a question, will you please raise your hand.

One of the individuals that I didn't introduce is Dennis Lundblad. Dennis has been the key man in coordinating the workshops, and apparently he has done such a good job of this that very few of you have questions. I think Dennis should stand.

**MR. LUNDBLAD:** Good evening.

**CHMN. NEALE:** Dennis also worked on the plan formulation appendix, Appendix 15 of this Study.

I've had the opportunity to see a considerable number of letters and correspondence and was quite impressed with the letters that Mrs. Snugland wrote. She is here. Were't you chairman of the Power Committee?

**MRS. SNUGLAND:** Yes.

**CHMN. NEALE:** She said she might bring her entire committee here. I hope you've got some of them anyway.

**MRS. SNUGLAND:** I'm sorry, they weren't able to come this evening. They had conflicting engagements.

**CHMN. NEALE:** How many of you here in the audience did participate in workshops?

Do you feel that this workshop approach is a worthy one to bring to the public and the interests of the public the technical assistance that we are thinking about in terms of the future? Has this been of benefit? I know it has to some of you—or do you still have questions?—I beg your pardon; any comments?

One of the items that we were hoping would come out of the workshop on review would be suggestions on how to have more effective communication with the public. During the course of the Study we made a number of attempts. At one time we tried to rely on some of the different agencies which have working relationship with the public in different counties, and either because the Study was so technical or, too, such a long period of time, we didn't get a good end-product from that type of contact.

During the course of the Study we published a

total of five information bulletins. Some of them were distributed to the public in two and three-thousand units actually—that is, that many or more were published and distributed. We made attempts to contact the public during the development phases of this Study, but it seemed as though the big interest in development was after we published Public Information Bulletin No. 3 which indicated the programs which we anticipated within the next fifty years—and again these are anticipated developments and are subject to periodic review, so we are not saying that these things will happen or have to happen; we are saying that these are the trends, and as we move through time we adjust these predictions and still try to anticipate critical areas or critical problems and prevent unsatisfactory developments in our environment.

Thus we are thinking of the ultimate in our economy and trying to get there in a satisfactory manner to all of us. We are not saying by any manner of means that these things will happen or have to happen; we are just saying that these are the indications now.

One other thought that I want to leave with you: the first ten years of the early-action phase of our study is pretty much on the drawing boards right now. Actually we are one year through the first ten-year phase, so many of the elements of the study are occurring every day, on daily occurrence around the drawing boards and are being or will be built; so our problem is to develop systems so that this growth and these changes occur in such a way that we get maximum benefit or the best combination of uses out of our resources.

Now is there anyone else who wants to talk or has any comments? I don't want to be the only speaker.

**MR. ROCHESTER RUSSELL** (Rt. 8, Box 8549, Bainbridge Is., Wash.): My name is Russell. Can you hear me?

**CHMN. NEALE:** Yes.

**MR. RUSSELL:** I would like to talk a moment about economics. About economics I have just two questions: In regard to the watershed management that was just discussed, it was mentioned that there was about \$37 million worth of work there that might be put into the construction stage; so my question to the speaker is, how far along is that \$37 million towards being put out for bids? That is the first question.

The second question is, in regard to Appendix 4, I was just talking with Joe here a little bit

ago—maybe he wanted to put this question himself—those of us who work with the Economic Environment book, Appendix 4, were impressed by the large number of people in the Puget Sound Area that are affected by the aerospace industry. So I was wondering if there were any other studies run besides the one which we saw that leaves such a heavy impact over the entire area on the progress of the aerospace industry. Thank you.

**CHMN. NEALE:** Earl Fulkerson, would you answer the first question?

**MR. FULKERSON:** Mr. Russell, that \$37 million—I believe it was—was used in the study on the basis of 25 plans that were determined to be feasible at that time. They are a long way from the construction stage.

These plans, in order to be implemented, would have to be started by a concerned local unit of government, or local people who would make an application for assistance. After they made an application and the governor of the state had assigned a priority for study, we would try to get funding to prepare a more detailed study of the plan, and along with this an environmental investigation would be carried out and circulated amongst all the concerned public and all other agencies. So I would say that we are a good many years from getting any large amount of it into the construction stage. Does that answer your question, sir?

**MR. RUSSELL:** Thank you.

**CHMN. NEALE:** The second question related to economics and Appendix 4. I would like to ask Paul Benson if he could help us answer that question. Paul?

**MR. PAUL BENSON:** I am a far cry from being an economist, so I would urge you to take what I have to say with a little bit of caution.

At the time this study was in the formulation stage, at the time that these economic projections were being made, everyone was pretty optimistic about the aerospace industry. At this point in time, after most of the work on the Study is done, of course the situation has changed considerably.

I think that throughout the study all of the groups that worked on the various phases made recommendations that this should be an ongoing project, an ongoing study program, and that changed conditions of this sort should be restudied and reevaluated. I think we all feel that at least in the long range, more diversification in our industrial base, particularly in the Puget Sound Area, will be of benefit to the area. In the immediate, short-range it's



**SEATTLE HEARING**

**OFFICIAL TRANSCRIPT OF PROCEEDINGS**

**BEFORE THE**

**PUGET SOUND TASK FORCE, PACIFIC NORTHWEST RIVER  
BASINS COMMISSION**

**In the Matter of**

**COMPHREHENSIVE WATER RESOURCES STUDY  
PUGET SOUND AND ADJACENT WATERS**

**Seattle, Washington**

**April 22, 1971**

**Don R. Naugle  
Court Reporter**

**BEFORE THE PUGET SOUND TASK FORCE**

In the Matter of:

**COMPREHENSIVE WATER RESOURCES STUDY OF  
PUGET SOUND AND ADJACENT WATERS**

Eames Theater,  
Pacific Science Center,  
Seattle, Washington,  
Thursday, April 22, 1971

Pursuant to notice, the above-entitled matter came on for hearing at 7:30 o'clock p.m.

**BEFORE:**

**ALFRED T. NEALE, Chairman, Puget Sound Task Force**

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## SEATTLE PROCEEDINGS

**CHMN. NEALE:** We are going to have the lights on for a few more minutes to give people an opportunity to be seated, and then we will have the lights off during part of the talk while we show slides. Then later on again we will have the lights on.

There is one thing: we have the Task Force sitting in the front row. We want to invite people who worked on the Study to sit in the front row so they can help answer questions and take part in the discussion later on in the meeting.

There are several state people that should come up to the front here on the left side. I see Dennis Lundblad and Paul Benson.

The public hearing of the Puget Sound and Adjacent Waters Study is called to order. I am Al Neale, chairman of the Task Force that conducted the study, and I represent the State of Washington which had fourteen agencies participating in the study.

Before we begin I want to introduce the members of the Task Force or their alternates. First we have Mr. Earl Fulkerson here for the Department of Agriculture. Mr. Sidney Steinborn, Department of the Army. Mr. Earl Phillips, Department of Commerce. Mr. Francis Nelson, Environmental Protection Agency. Mr. George Van Zandt, Department of the Interior. Mr. Zane Harper who is with Bonneville Power, but he is representing the Federal Power Commission. And Cmdr. Neal Nelson, Department of Transportation, and Mr. John Merrill, Department of Housing and Urban Development.

The state people who have been very active on the study are Paul Benson, Office of Planning & Fiscal Management; Dennis Lundblad, Department of Ecology; Walt Williams, Department of Fisheries; and John Douglas, Department of Game.

I have been requested to bring to your attention the fact we are not allowed to smoke in this building during the meeting, and we are expected to comply with that requirement.

The preliminary findings of the Puget Sound Study were presented in Information Bulletin No. 3 early in 1970. These bulletins were widely distributed and became the basis for the public hearings which we held in May and June of 1970. Testimony presented during the meetings emphasized the need for greater public involvement and review of the Task Force Report and appendices, and so we are here tonight to discuss the reviews that have taken place and also to receive additional testimony.

Arrangements were made after our first hearings in 1970 to conduct a series of workshops in the counties of the Study area. Seventy-six sets of appendices were made available either to the workshop people coordinators, the public libraries in the area, and to various cities that would participate in the Study. Mr. Dennis Lundblad of the Department of Ecology was appointed as workshop coordinator.

Now before we discuss the workshop, I just want to briefly review the Study because some of you are not aware of the total nature of the Study. The Study began in 1964 as a result of recommendations by the Senate. Committee that water resources planning be conducted on the basis of river basins throughout the United States. Our Study was initiated under the guidance of the Columbia Basin Interagency Committee and is being completed under the guidance of the Pacific Northwest River Basins Commission.

The study area shown on this chart includes, as you see, the area from Canada and the western slopes of the Cascades down through the southern part of the Puget Sound hinterland and the eastern slopes of the Olympics. The Study was initiated by a meeting with the governor and the Task Force. At that meeting we had representatives of state agencies, county and municipal governments, and after this first meeting we held three public hearings at Anacortes, Everett and Olympia.

On the basis of information received from these hearings and the knowledge and experience of the participants in the Study and under the guidance of the basic elements which are shown in the next Vu-Graph we developed a plan for our study effort. We inventoried the water and related land resources of the Puget Sound area and determined the present degree of use. Existing problems and needs were identified, and then projections of future needs were made.

Single-purpose plans were prepared by technical committees. These plans were used by an interagency team of planners whose task it was to prepare a comprehensive plan to be used as a guide for future resource use and development. Fifteen appendices and a summary report comprise the Task Force document.

The Study was organized on the basis of technical committees. The following Vu-Graph shows the various documents produced by the committees and indicates the lead agencies.

The State of Washington had representatives on

all committees and chaired six of them, and the committees where the State of Washington representative served as chairman or co-chairman is underlined in blue.

Now the responsibilities of each committee were, first, to inventory the resource in terms of the uses represented on the committee; and secondly, to define the needs as seen by the committee for those uses, and then to project future needs. Then the committee was to prepare a single-purpose plan and a recommendation to meet the needs, and there were five kinds of recommendations which could be made: additional studies and surveys, programs, projects and administrative and legislative recommendations.

Now the single-purpose plans which were prepared by the committees and were used as a basis for reference and for the development of a comprehensive plan—the objective shown on the next Vu-Graph—guided the interagency team, and they were concerned with technological advancement, economic efficiency, resource preservation, as well as the prevailing criteria and environmental quality guidelines which were used at the time the plan was prepared. In several instances where conflicts could not be resolved, procedures were outlined to provide a basis for a more detailed analysis, and legislative recommendations were included in many of the appendices prepared by the technical committees.

Now the various agencies participating in the formulation of the comprehensive plan are shown in the next Vu-Graph.

Now the comprehensive plan presents both the units of resource use and their costs, so that an analysis can be made in the future as to the investments involved and the sources of these investments. Preliminary and intermediate planning details were discussed with representatives of all of the agencies participating in the Study. They were discussed with each of the counties in the Study area and with representatives of the Puget Sound Governmental Conference. We had a Mayors' Municipality Advisory Committee which assisted in the review of the plan formulation appendix.

The following Vu-Graphs show the large number of organizations and agencies that were contacted and from whom many presented comments to us during the course of the Study. Elements of the Study were discussed with representatives of the Governor's Interim Advisory Committee on several occasions and also with representatives of the Small Tribes of Western Washington. Those people, those groups were noted on the list you have just seen.

The total investment cost for the program and the projects identified in the comprehensive plan are distributed in proportion shown on the next two Vu-Graphs, and they are shown by the functional categories used in the Study.

There is one interesting observation here, that the Big Three—and by that I mean the watershed management programs, the recreational programs, and the water quality programs—in the period 1970 to 1980 account for approximately 80 percent of the total investment that our plan envisions. Now the Big Three again in the second planning period 1980 to 2020—and again it's watershed management, recreation and water quality control—account for more than 80 percent of the funds involved in the plan for the future.

These are programs that are of active interest. They are being pursued right now. They are actually expanding programs, and there is no thought or very little desire to minimize. The trend is actually the other way: 80 percent of the plan that we've developed falls within these three categories.

Now the summary report contains the Comprehensive Water & Land Resource Plan for the Puget Sound area together with a discussion of its effects upon the area. The requirements for implementation, together with the conclusions and recommendations of the Task Force, will be presented in the summary report.

The next Vu-Graph shows the agencies represented on the Report Planning Committee who were responsible for the preparation of this document.

The summary report is the appendix or the section, the printed document, where the Task Force modifies, clarifies and provides direction for use during future implementation studies or elements of the comprehensive plan. Public response to the studies articulated during the workshops is to be part of the summary report and has resulted in changes and additions with the Task Force conclusions and recommendations previously published in the summary report draft.

Now implementation, or actually activation of the comprehensive plan, involves a continuation of plan elements for which administrative policies and guidelines are in effect and for the establishment of additional state policies, authority and guidelines where these are needed to resolve land use and marine water conflicts.

Implementation will involve the development of cost-sharing formulae for both routine plan elements and as a means of combating both natural and

economic emergencies. Development of preferred areas and the use of meaningful units of measurement will be necessary. To be most effective, plan implementation must be accompanied under a system of organization which provides for effective participation by various levels of government and by the private and corporate interests as well as the Indian reservation areas.

Now the State of Washington, other legal entities and local interests have responsibilities for initiating and coordinating many of the projects and programs included in the plan. State legislation already requires detailed planning on the basis of natural drainage areas with option for county and municipal leadership, and we are encouraging county and municipal leadership.

The impetus for activities in which a federal agency normally performs the detailed planning and construction should be originated under a coordinating entity to direct future development in the Puget Sound area. Further refined and more detailed studies will be required for specific programs and projects which have been identified as elements of the plan. The criteria prevailing at the time of individual project studies will determine project feasibility. This includes the interest rates used in economic analyses.

Our report will include a recommendation to have a lead state agency, with provision for maintenance of an appropriate inter-governmental center, to coordinate planning, for plan implementation and research, for communication, financing, and periodic review and public improvement, as required to realize full benefits of the plan.

Now a few comments on the workshops: A tabulation of Puget Sound workshops is contained on Page 2 of Information Bulletin No. 5 which you should have. This tabulation indicates that all counties participated and that approximately fifty workshops were conducted. Workshop comments indicate that many of you have become aware of one or more of the Task Force appendices, and we have received a number of compliments on the information contained therein. We hope that this public interest continues.

By early April the first four county statements had been received by the workshop coordinator, Mr. Dennis Lundblad. Six have now been received. Counties which have not submitted workshop statements should do so as soon as possible.

The basic comments and issues raised during the workshops have been tabulated, and the Task

Force responses have been noted. Each of you should also have one of these hand-outs.

In just a few minutes we will review the issues and responses, and then the meeting will be open for public testimony and questions, and then after these hearings the record will remain open until May 7th to receive additional written testimony.

Now Page 5 of Bulletin No. 5 discusses the remaining steps of the Puget Sound Study, and Page 6 shows this graphically. The summary report of the Puget Sound Task Force will be completed in July and submitted to the Pacific Northwest River Basins Commission. The River Basins Commission will accept the report for review purposes and immediately transmit a copy to Governor Evans and to the heads of the appropriate federal agencies.

The governor and the heads of the federal agencies will have a period of ninety days to prepare comments on the report. Comments from Governor Evans or from the heads of the federal departments will be printed along with the commission's own report. The commission's report and the Task Force report will be forwarded to the Water Resources Council at the end of the ninety-day period.

The Water Resources Council will review the report and forward it with its recommendations and all the comments to the President for his review and for transmittal to the Congress with the President's recommendations. The report will simultaneously be made available to Governor Evans to transmit to the Legislature.

And now we want the lights back on and we will take approximately a ten-minute interval for reading the hand-outs of questions and responses, and then we will reconvene the meeting; so at approximately a quarter past eight we will reconvene, but we would like to have each of you read the basic questions and the Task Force responses at this time.

(MEETING IN RECESS)

**CHMN. NEALE:** We will now reconvene our meeting.

During the course of the Study there have been a number of comments on questions about the watershed management program, and this question came up in nearly every workshop, as to the magnitude and the scope and the details of this problem—or this program, actually—which represents 42½ percent of the anticipated cost during the first ten-year phase of this planning guide. So we have

asked the representative of the Department of Agriculture, Mr. Earl Fulkerson, to spend a few moments during this meeting and give us some additional explanations and detail about the watershed management program. Earl, will you come forward?

**MR. EARL FULKERSON:** Mr. Chairman, ladies and gentlemen. The watershed management portion of the plan that is presented here tonight includes many things that are related to the use and maintenance of the various kinds of land under different conditions of use.

Now the kind and intents of these practices depends on the adaptability of each kind of land as well as on the proposed use and the intents of use. It's well to point out that a large economy can be obtained by selecting well-adapted kinds of land for each type of development.

The purpose of these measures is to preserve and improve desirable hydrologic conditions on the watersheds. These things involve intercepting the precipitation, allowing infiltration and temporary storage of water in the soil and permitting runoff to occur without excessive damage either to the land itself or to downstream locations.

The purpose of these measures is also to preserve the existing or potential productive capacity of the land in terms of crops on farmland or forest; to protect water supplies, stream regimens, fish habitat, wildlife habitat, and many esthetic qualities of the environment. The majority of these measures are aimed at reducing erosion under conditions of use, minimizing sediment pollution of streams and water courses, and in bettering the economic and other enjoyment of the so-called renewable resources.

The subject as treated in this report includes water management measures as well as watershed management measures. These include the reduction of damages caused by excess water and for protection of life and property. We find such things as road-building, logging, agriculture, urban development and other activities all require specialized measures to compensate for the increased water use, intensity of the use of the land, to provide needed land stabilization, and to allow disposal of the water.

Will you turn off the lights please.

The chart as it was shown a minute ago shows a rather large proportion of the cost on these watershed measures—and if we can have the overlay, please—these things can be subdivided into four general types of measures.

The little sliver at the top is about 1.8 percent of the total cost and represents the estimated cost of

some 25 watershed projects. It represents about a \$37 million installation cost, and it's expected that these measures may come about as the result of community action in providing needed water management.

The large segment of the chart represents the Urban Water Management, and in dollars is estimated to be half a billion dollars actually in installation cost.

We find that almost all urban development has difficulties in disposing of excess water. As an area becomes developed, peak flows from the area increase as much as six or seven times. This is caused by large amounts of the area being covered by roofs, streets and other pavement, and by the installation of storm drains. This happens at the same time that the amount of value that can be damaged by excess water increases rapidly.

All this pavement and conduit decrease the time in which the flow can concentrate, and the costs shown represent the installation of waterways and conduits to pass the future storm and other flows from present and projected urban developments. These facilities do not, of course, include the necessary sanitary sewers or water supply measures that are needed, but in some cases portions of these costs are associated with separating storm drains from the existing sanitary drains.

Costs have been derived from known samples of such work and projected through time periods for future development. These costs are needed to promote land stability and to prevent large amounts of damage and hazard.

The estimate as given there looks large. As a matter of fact, it's possibly on the low side. It would be necessary to choose land carefully that is adaptable to being developed; otherwise these costs would easily be exceeded. The average cost that is projected represents about \$1300 per urban acre, and this seems to be about average for such work.

The other two blocks that are listed there represent watershed management on agricultural and forest land. One represents 7.8 percent of the total; the other about 8.3 percent of the total.

At this point it is well to remark that a large share of these watershed-management costs are ongoing sort of costs and will be incurred whether or not this proposed plan is implemented. The plan expects, where present management is not adequate for future conditions, that it will be improved by intensification or redirection of the efforts to achieve the planned load.

Now these costs include many farm operations of planting, cultivating and harvesting on agricultural

land, and many forest-industry practices, such as forest sanitation, road-building, fire protection and logging operations on forested areas.

The cost of the improved management would, of course, theoretically be the difference in the cost between present management and that proposed under the plan, but this difference in cost is very difficult to compute. For one thing, the things that can be accomplished by redirection of existing management may be done with comparatively little cost, and in many cases the application of more intensive management is compensated by greater production efficiency and other benefits.

The Study at the present time has led us to believe that the kind of management now being practiced by the top 10 percent of land owners may very well become the average sort of management in future years. This comes largely from the application of improved technology and through competition and search for better efficiency.

The costs of these watershed operations are expected to be borne by the land owner, whether private, corporate, municipal, state, or federal. Federal costs were shown in the report include allowances for projected technical assistance and cost-sharing aid to non-federal parties at the 1967 rate. Private owners are expected to voluntarily install the needed practices in response to economic opportunity and competition. State and federal land administrators will intensify management according to public policy and in recognition of needs and benefits.

**CHMN. NEALE:** Thank you very much, Earl. We will have the lights back on now.

Now we come to the section of our meeting where we have testimony and statements presented. What I will do will be to call two names. The first person would come first; the second person would then be alerted, and we will keep one ahead that way and give the next speaker an opportunity to prepare for his presentation. Following that we will invite additional discussion or questions as you see fit.

The first speaker then would be Mr. Kenneth Lowthian, and he will be followed by Mr. Harry M. Fulton.

**MR. KENNETH M. LOWTHIAN** (Superintendent, City of Seattle Water Department): Thank you, Mr. Chairman. Ladies and gentlemen, I am Kenneth M. Lowthian, representing the City of Seattle. My position with the City is that of Superintendent of Water. I am also a member of their Board of Public Works.

In early February the mayor of Seattle appointed a City Coordinating Committee to review the Task Force Study. Representatives from appropriate departments, appropriate city departments, analyzed the Study to determine its relevance to the city of Seattle. Their review, which was rather voluminous, was submitted to the Task Force of March 29th, 1971, together with a letter from the mayor which contained the City of Seattle's official position regarding the Study. The mayor's letter is rather lengthy, and to save time I will tonight read excerpts from that letter which I think fairly summarizes the city's position; so quoting from the mayor's letter: (Reading) (See Exhibit 1.)

"The Task Force should be commended for its efforts in assembling the voluminous data required in this Study. The published volumes are important and use for reference documents and should be a good general background source for future planning and plant adjustment. However, comments need to be made to indicate areas in which the Study is lacking or is inconsistent with local policy.

"Assumptions and proposals made in the technical appendices are based on economic and population projections set forth in Appendix for Economic Environment. These projections were made from the top of the Puget Sound growth curve, 1968, and provision must be made to update figures periodically to reflect changes in the economic situation. There should be several alternatives to the proposed plans so the Study can be updated and related to public policy shifts.

"The funding of the proposed projects is of major concern to the City of Seattle. Many of the cost estimates appear to be too low to accomplish the stated objectives. Federal funding will be necessary to a greater degree than indicated in the study if the proposed plans are to be implemented.

"In several instances stated policies or plans proposed by the Task Force do not match locally approved comprehensive plans. Several individual proposals made are not in agreement with Seattle's present plans. Some of the more important of these include:

"(1) The proposal for uncontrolled use of Seattle's watersheds;

"(2) The proposed construction of the fish ladder at the City of Seattle Landsburg Dam on the Cedar River;

"(3) The proposal that Seattle obtain water from the Skykomish River to meet future demands;

"(4) The proposed continuous waterfront boulevard from North Fort Lawton to South Lincoln Park;

"(5) Several of the locations proposed for small-boat moorages within the city of Seattle's limits;

"(6) The proposed flows in the Skagit River for the maintenance of fish production levels.

"The Puget Sound and Adjacent Waters Study is a valuable reference document and planning tool. Contained within the volumes is an accumulation of data which will be utilized in both present and future planning efforts. Again I commend the Task Force for its efforts in compiling this highly useful inventory."

Signed "Sincerely yours, Wes Uhlman, Mayor, The City of Seattle." Thank you.

**CHMN. NEALE:** Thank you very much. After Harry Fulton we will call on Lewis Bell.

**MR. HARRY R. FULTON** (Director, The Whatcom County Council of Governments): Thank you, Mr. Chairman, and members of the Task Force. I am the planning director for The Whatcom County Council of Governments which comprises the elected officials of Whatcom County's local governments, the majors of its cities, and the county commissioners, some of the councilmen and the county-wide special districts.

I was directed by this council to prepare for their adoption a resolution after having observed the public workshops of the citizens of the county, which were well attended, and in light of some of the recent material which we've been reviewing on new methods, new requirements for water resources planning at the national level.

The resolution, which was adopted unanimously on the 14th of April, is worded as follows:

"Whereas, this council finds the objectives of the Puget Sound and Adjacent Waters Study entirely commendable; and

"Whereas, the results of the Study are disappointing and unconvincing in several respects, especially as regards explanation of alternatives and the making of trade-offs, establishment of timing and priorities, financing of projects and programs, interest rate and feasibility assumptions, cost-benefit analysis, and provisions for future coordination and updating; and

"Whereas, we find there is a lack of public confidence in the study and that local governments have not been sufficiently involved to support the conclusions of the Study,

"Therefore be it resolved:

"(1) This council hereby advises the Puget Sound Task Force, concerned State and Federal agencies, The Pacific Northwest River Basins Commission, the Water Resources Council, the President and the United States Congress that the Puget Sound and Adjacent Waters Study does not fulfill current standards of good water resources planning practice and needs additional effort to make it acceptable to local government and to the general public.

"(2) This council requests that the Plan Formulation and Summary volumes of the Puget Sound and Adjacent Waters Study be rewritten in consultation with local government and the general public, that portions of certain other volumes be reconsidered, and that appropriate organizational and financing arrangements be established for these purposes.

"(3) Copies of this Resolution shall be circulated to all State and Federal agencies which participated in the Study, to all county and regional planning agencies in the Puget Sound Basin, and to all members of our State and Federal legislative delegations." (Read Verbatim, see exhibit 2.)

And this is signed by the Executive Board on behalf of the Council of Governments.

I might say, to perhaps add a little light, why it's written this way: In our particular basin we know there are alternatives, and we feel these should have been brought to the community for discussion.

I will leave this document with you.

**CHMN. NEALE:** After Mr. Bell we will call on Anne Mack.

**MR. LEWIS A. BELL** (416 First National Bank Building, Everett, Washington): Mr. Chairman, my name is Lewis Bell, and I appear here on behalf of the Tulalip Tribes of Washington and on behalf of all other Indian tribes similarly situated. Too, to make a comment concerning the Puget Sound and Adjacent Waters Study. (See exhibit 3.)

Appendix II, your Political and Legislative Environment Appendix of the Comprehensive Study of Water and Related Land Resources, Puget Sound and Adjacent Waters, in Part 6 thereof at Pages 6-1 through 607, clearly and distinctly recognize Indian water rights, the federal authority exclusively vested in the Congress over them by the Constitution of the United States, the limitations placed upon the jurisdiction of the State of Washington in relation thereto by that state's enabling act, and the disclaimer of interest in Indian land and water, contained in the State Constitution in Article 26.

There is further recognized in the pages cited that the Indians' rights arise from treaty, which treaties fall under the protection of the United States Constitution and are treated as if made with a foreign nation and are the supreme law of the land. However, the full import of these statements contained in Part 6 is nowhere considered in the voluminous reports and appendices of the entire Comprehensive Study.

By reason of the fact that the Indian rights, though acknowledged, are not given full credence or study, the entire Comprehensive Study and its conclusions and summary, and any action based thereupon, must inevitably proceed from a false premise and must inevitably result in eventual confrontation with the Indian tribes by any person or party fully relying thereupon.

The doctrine of the supremacy of Indian water rights is based upon the cases of *United States vs. Winans*, and *Winters vs. the United States*.

The Indians in the Study area are governed by treaty of similar nature and are provided with the exclusive occupancy of their lands, including water and the right to fish at usual and accustomed places. I think it is essential that the Study team, to have full understanding of Indian water rights, first fully appreciate their nature and extent. The *Winans* and *Winters* decisions as well as others clearly establish that the treaty did not constitute a grant of right in water to the Indian people from the federal government but was, on the contrary, a ceding of rights from the Indians to the United States of lands, with a reservation in the Indians of those rights not so granted to the United States.

The correct light in which the nature of title of the Indians to water under these treaties and between them and the United States is to affirm that Indian title thereto does not stem from a conveyance to them but rather the title which resides in them to their lands and waters was one which they always had and was retained by them when they granted away the title of the other vast areas of the state of Washington.

It is also of primary importance that this report recognize and realize that water rights of Indians constitutes first their real property to which they have a title and are not public rights in water withdrawn or reserved unto the United States as the sovereign.

Seen in this light, statements relating to Indian water rights contained on Pages 6-1 and 6-2 of Part 6 are misleading, for they tend to the average mind to equate the water rights which the Indian reserved

unto himself as part of his property with a water right reserved by the United States for the public benefit.

The *Winans* and *Winters* doctrines enunciated by the Supreme Court of the United States is that, at the time the United States created the Indian reservations, there was reserved by the Indians, through treaty, unto themselves their water rights to make use of waters of streams flowing upon and adjacent to their lands, which reservation of water was not limited to existing uses but included sufficient water for all future requirements to carry out the purposes for which the Indian lands were set aside.

Page 6-2 of Part 6 makes the following statement:

"Thus any determination of the extent of the quantity of water necessary for the Indians' use would require a study of present uses as well as future uses for which water would be required."

As far as the Indians know, no such study has been conducted nor included in the *Puget Sound and Adjacent Waters Comprehensive Study*. Without such a study included, the entire effort is unreliable to any user thereof or any planner therefrom, for the reason that until the present and future uses of water on Indian lands has been fully comprehended and evaluated, no other individual person or governmental agency can, with safety, assume any given quantity of water for such one's present or future needs.

In effect, any water user other than the Indians takes the same at his peril; that when the Indian lands require water, theirs will have the first priority, and other uses will have to yield. In short, the waters available for appropriation in the *Puget Sound Basin* are those waters left at any time, both present and future, after Indian demands and needs of water have been met.

It is appropriate to inquire what those needs of Indians for water, both present and future, are. At the moment they are basically for fisheries, with requirement for sufficient flow to perpetuate and sustain anadromous fish runs, which flow must not be so contaminated by the white man or obstructed or cut off as to interfere with such runs' natural propagation.

In addition, the Indians' lands must have water for domestic use and agriculture, and the consumptive use required by industry and economic development.

The policy of the United States recently enunciated by President Nixon, saying that such

policy was to correct injustices to the Indians in the past, stated:

"My administration will promote the economic development of the reservation by offering economic incentive to private industry to provide opportunities for Indian employment and training."

On September 12, 1968, Senate Majority Leader Mansfield placed in the Congressional Record Concurrent Resolution No. 11, which stated as follows:

"The resolution would assure our Indian citizens that federal programs will be concentrated where the problems are most acute: on the reservations; and that it is the sense of Congress that Indian and Alaska native trust property continue to be protected; that efforts be continued to develop natural resources."

At this time there is an excess of 70 to 80,000 acres, and possibly more, of Indian reservation lands within the Study area, and they are pockets of poverty and economic depression lying within the burgeoning urban area of Puget Sound and wholly or mostly undeveloped. Such lands, I call your attention, have tax-exempt status, are free from state and county zoning, are basically uninhabited, lie at the mouths of the rivers being studied, with an assured ample supply of water, close to rail and highway networks, and assured power and communication facilities.

By the very reason that such are undeveloped and are of special beneficial status in the framework of our society and its laws, they constitute the first and greatest opportunity for economic development on a large and massive scale, basically unfettered by bureaucratic rule and the regulations of our society.

It is, therefore, apparent if national policy, if enunciated by the President and the Congress, is to be implemented—and the assumption is that it will—the Indian lands on Indian reservations being open and unused, yet ideally situated both under law and geography, will become the focal point for the industrial and economic development of Puget Sound. This increase in their use will require substantial consumptive use of water for industrial purposes which, under the Winters and Winans doctrine, will mean, in the event of insufficient water to satisfy the needs of all, the taking of water from white water users and the delivering of it to the Indian lands as a matter of first priority.

The success of any program in furtherance of development in the Puget Sound Basin is, of necessity, predicated not only upon a present firm supply of

water but likewise upon a firm supply in the future. What amount of water will be required for future purposes may not be determined with absolute accuracy at this time, but the Indians do hereby assert their right to whatever water may be reasonably necessary for the development and use of their lands, not only for present uses but for future requirements.

Therefore it is imperative that the Puget Sound and Adjacent Waters Comprehensive Study first and foremost undertake an inventory of all of the Indian rights to the use of water in the streams and other sources of water arising upon, bordering upon, traversing or underlying their lands, and that there then be determined the highest and best use which can be made of these invaluable rights to water, together with an evaluation from the standpoint of their maximum potential in the future by reason of the fact that those water rights must be exercised in perpetuity and in contemplation of the ever-changing environment of the Puget Sound area.

Until such is done, all of the assumptions, conclusions, summaries and recommendations of the Puget Sound and Adjacent Waters Study are invalid. Two years ago the Indian people requested inclusion into the planning of this report, and such request has been, in the main, ignored. Today they again request it and sound the warning that any planning or study which does not first determine their water rights and recognize the priority thereof will not be accorded verity by them, nor can it be by any person considered a reliable plan for future uses.

**CHMN. NEALE:** I do make one statement: We requested information from the Indian reservations on many occasions, and this is one of the first responses we've received, and it is in the record, as you will note.

Now we will hear from Anne Mack, and then Edward Delanty.

**MRS. ANNE MACK** (9428 W.E. 54th, Mercer Island, Washington): Mr. Chairman and the Study Commission, I am Anne Mack, president of the Seattle Audubon Society, an organization of approximately 2,300 members in the Seattle area.

While the Seattle Audubon Society does not have a statement to submit at this time, we would like to present one before the deadline on the 7th of May, (see Exhibit 15) and at this time I request permission to read the statement of the North Cascade Audubon Society of Bellingham. May I do so? (See Exhibit 4.)

**CHMN. NEALE:** You may do so.

**MRS. MACK:** I am taking this opportunity to present the views of the North Cascade Audubon Society on the Study of the Puget Sound Task Force. Our organization, comprising some 150 members in Whatcom and Skagit counties, is deeply concerned with the protection and preservation of wildlife and wildlife habitat. Our members have taken part in both the Whatcom and Skagit County review workshops. However, we wish to speak more directly to the areas of our main concern.

There are a number of very disturbing proposals which appear in the draft summary. These include proposals for the channelization of over 300 miles of stream in Whatcom and Skagit counties and a proposal for a major dam on the south fork of the Nooksack River. These projects are slated for the nine-year period ending in 1980.

In the periods from 1980 to 2020 there are plans for considerably more stream-channelization projects, an additional dam on the north fork of the Nooksack, and an industrial and port development on the Nooksack River delta. We would like to concentrate on the small watershed projects because they seem to have received very little attention to this point.

It is our feeling that each of these so-called small watershed management projects will involve severe and permanent destruction of significant areas of bird, animal and sport fish habitat. We regard stream channelization as an extremely destructive and unnecessary engineering fad providing dubious public benefits and severe and documented environmental costs.

These projects have been carried out under the Public Law 566 program in other states. They have converted streams from shaded attractive waterways which provide habitat for a variety of fish and wildlife as well as esthetic and recreational values into barren drainage ditches. They provide benefits almost exclusively to private land-holders at the expense of both the public and the public interest.

The list of streams slated for this destruction in our area alone includes virtually every major stream in western Whatcom County. The Skagit County list proposes *incredibly* the channelization of the Samish River. This is undoubtedly the most popular steelhead stream in northwest Washington, attracting fishermen from all around the Puget Sound Area. This channelization could very likely wipe out the steelhead runs as well as the runs of salmon and sea-run cutthroat.

While this is the most fantastic of the channelization schemes, most of the others are severely damaging—and we have attached a detailed list as an appendix to this statement. I will not read the list of the streams, but it is attached—*or would you want me to read it?*

**CHMN. NEALE:** Yes, go ahead.

**MRS. MACK:** It includes the middle Nooksack tributaries, Fishtrap and Bertrand creeks, the Sumas River, Ten Mile and Four Mile creeks, the lower Nooksack tributaries, Dakota and California creeks, Silver Creek, Tenant Lake, and the proposal for the Skagit Flat and in the Samish River.

In conclusion the Study outline indicates that the stream channelization project was conceived primarily by the Soil Conservation Service. It was understood that after each agency group completed its special purpose plans, the various special purpose plans would be merged with conflicting projects being eliminated.

And yet a comparison between the recommendations of the final draft and the earlier Appendix XIV compiled by the Soil Conservation Service indicates that every single project conceived by the Soil Conservation Service in the entire Puget Sound area was adopted into the final plan.

There is little evidence that effects of these projects on fish and wildlife were given any consideration in the formulation of the final draft.

At this point in time the public is at last becoming aware of the enormous damage that has been done to vast areas of our land and waterways through ill-conceived developments, both public and private. And there is so much damage to be repaired it is difficult to understand the recommendation that in the next nine years we spend almost \$34 million to channelize and destroy 478 miles of streams in the Puget Sound Area. We hope that these projects never see the light of day.

Respectfully, Robert Jepperson, President, North Cascades Audubon Society.

**CHMN. NEALE:** After Mr. Delanty, we will call on Mrs. Jo Yount.

**MR. EDWARD A. DELANTY** (10661 Rainier Avenue South, Seattle): Good evening, Mr. Chairman and ladies and gentlemen. I am an aerospace engineer. My name is Ed Delanty, I am basically interested in flood control and land use planning as an avocation, and have decided I would like to make an input to this hearing. (See Exhibit 5.)

I'm going to follow my written input very

closely. I will do what I can to point out, I live in unincorporated King County and have no financial connection with any property affected by this study. I represent only myself as a citizen.

During earlier 1971 I participated in the workshops conducted in King County, but due to other pressing commitments was unable to reduce my oral presentation to that body to written form by the deadline, so I am taking this opportunity to get these thoughts in the record.

As a preliminary I would like to thank the Task Force for a monumental data collection, analysis and reduction task. The Study volumes will become the best single source of reference material on this topic for years to come.

I would like specifically to thank Mr. Frank Urabeck and Mr. Ray Skrinde from the Seattle office of the Corps of Engineers, and Mr. Brad Gillespie from the King County Flood Control office for actively aiding me to understand the Study and providing me with technical information necessary to evaluate selected parts of the Study. They also provided the necessary sounding board to vent emotions in areas where agreement was not total.

In order to limit my discussion to a reasonable length I will concentrate on river systems and related land, primarily in King and Snohomish counties, but it should be recognized that some comments have much broader implication.

The majority of meetings I have attended tend to represent three distinct factions: one, the professionals—people representing official agencies interested in a particular project; two, the environmentalists—save everything; and three, the financially interested—save anything if it doesn't affect me. Somewhere among the aims of these principals lies a reasonable solution which will be the best for our entire society.

Probably no single area brings these factions to the surface any faster than a hearing on a flood control issue which involves physical works. In this particular situation the professionals and the financially interested are most generally paired against the environmentalists, and frustration is rampant. Let us consider some elements of this problem.

**High valley dilemma.** The high valleys of the rivers emptying in the King-Snohomish County area are a very scarce resource representing a unique form of recreational opportunity that cannot be substituted with man-made recreation. The very fact that these valleys rise majestically from free-flowing rivers to snow-capped peaks also makes them the potential

storage site for flood control works—and hence the dilemma, flood control or environment?

**Low valley dilemma.** The low valleys of the area—disregarding the delta regions of the rivers—are characterized by primarily agricultural land subjected to the triple threat of devastating floods, galloping urbanization, and riverbank destruction. An agricultural land owner sees this threat as flood-caused crop and building loss, increased taxation and soil erosion. An environmentalist sees the floods as a means of limiting galloping urbanization while protecting green belts and far prefers riverbank erosion to No. 16 black riprap and ugly channelization. The low valley dilemma becomes wall-of-water zoning code or flood protection.

Let us reflect a moment on our current situation in this area and that implied by the Puget Sound and Adjacent Waters Study. The high valleys of the Green and Cedar rivers are not only dammed and filled but are closed to entry as watersheds for Tacoma and Seattle. The small high valley of the Snoqualmie south fork has a major highway through it.

The high valleys of the Snoqualmie middle and north forks are scheduled for three dams. The high valleys of the Tolt are dammed in one case and scheduled in another case, and are closed watershed for the City of Seattle.

The high valley of the Skykomish south fork is used as a passage for a major highway and transcontinental railroad. The high valley of the Skykomish north fork has a dam site which has appeared in other plans, and for reasons not clear to me was omitted from the present plan but will no doubt be included as a project as further flood control is demanded in the lower valleys of the Skykomish and Snohomish rivers. The high valley of the Sultan is dammed for Everett's water supply.

This represents our inventory of high valleys, and as one can plainly see only the Snoqualmie middle and north forks, along with the Skykomish north fork, have any possibility of preservation in their more or less natural state, and that will occur only with considerable public outcry.

The major lower valleys of concern in the maintenance of green belts are those of the Green, Cedar, and Snoqualmie-Snohomish systems. The 100-year-or-so flood protection in the Green River valley, coupled with planned levee improvements and present high level of development, indicates to me that this beautiful valley is doomed to wall-to-wall asphalt, and building from Auburn downstream to

the mouth of the Duwamish. I somehow feel it is almost criminal to bury fifty feet of alluvial deposits representing some of our finest farm land under galloping urbanization, but be that as it may it is most probable.

The Cedar River's flood plain, however, is another story. The Puget Sound and Adjacent Waters Study cost of only those improvements attributed to flood control represent a cost of \$8,300 per acre over the very small 800-acre flood plain. There is no doubt that we could buy this entire flood plain plus improvements for that sum, and one must recognize that much of the area in the flood plain is already in government and railroad utility ownership. While this course of action is not specifically recommended, it does show how far afield from reason we have progressed in this basin.

Because of its very close proximity to metropolitan population centers, I believe the Cedar to be potentially one of the greatest recreational and environmental assets of this entire region, even with the existing level of development and closed watershed above Landsberg. This is a small sparkling river which will be virtually destroyed with the proposed riprapping from two and a half miles above Maple Valley to Renton.

*Far too much riprap has been already and is being placed on this gem.* The potential damage to the spawning grounds of the huge sockeye run in this river alone makes it mandatory that we cease this course of action immediately.

The lower valley of the Snoqualmie presents the biggest dilemma, as all parties appear to want a green belt in this area. The farmers however need flood protection to stay economically viable in providing that green belt, and would like bank stabilization. They also need—although not generally recognized—protection from urbanization should they receive flood control.

This is basically a good study which provides an excellent source of problem identification, a wealth of background data, and long-term project identification from the agencies involved. It specifically does not provide land use policy, enforcement tools, or sensitivity analysis.

This is a very common shortcoming—at least within government planning agencies of this type. It is imperative that results be presented in this form—that is, in the form of sensitivity analysis—so rational evaluation can be made of changes in base-line parameters such as population figures, interest rates, and so forth. This serious technical deficiency has

been previously pointed out to at least the Corps of Engineers in the past, and would not be tolerated in engineering projects of similar magnitude in other fields of endeavor.

A further area of concern was the entire formulation with respect to watershed management; and in that I am noting the comments of the gentlemen tonight. Neither the appendix devoted to this topic or the constantly repetitive small sections in the plan formulation seem to support the fact—considering only the Snohomish and the Cedar-Green basins, that is—that this item requires 97.5 percent of the total program formulation costs and over one-third—\$694 million in these two basins—of the total cost of everything including physical works.

I recommend that a very careful review by an agency other than the Department of Agriculture be made to determine whether this sacred cow should be made over into a sacred mouse. If this is not in fact a whitewash, then let us document it.

As an aside, the Department of Agriculture should not administer many of the programs spelled out—that is in the appendix on watershed management—as recommended in numerous places, as they are about as closely related to agriculture as moonlight is.

*Land use planning and enforcement.* This topic brings me to the real possible solution to many of the dilemmas presented in my previous statements. Land use planning has considerable direction from the federal level under Senate Document No. 97 and the Environmental Policy Act, but this is quite general in scope and really fails to perform the means for regional planning and enforcement.

Local county planning is not at all bad but it tends to be neither geared to regional needs nor long range enough to adequately solve the major problems facing us. This coupled with the fact that we are constantly planning items such as water resources with total absence of a long-term land use policy makes our job impossible. In addition, enforcement at this level is non-existent and unworkable.

A direction would most logically be provided to regional planning bodies such as the Puget Sound Governmental Conference along with teeth to require compliance and enforcement of the sub-governments. If you are not aware, the Puget Sound Governmental Conference is purely a voluntary body, and on any given Friday it may break up; and even if they come up with a comprehensive plan for the area, there is no certainty that it will be implemented by the various county bodies.

However, this has not been done, and the state's policy is at best a conglomeration of single-purpose policies which do not effectively solve the need. Additionally, some measure of guidelines needs to be provided to require regional bodies to plan with direct local planning body coordination to prevent the all too common "planning in a vacuum."

I hope the legislative appendix can effectively convey this message. The continuation of de facto land use planning by the implementing agency is, of course, not a substitute for the land use policy that should be provided to them as a starting place.

In closing I would like to say that we can live with any of a hundred plans, but to live with no plan, or a de facto plan, will never work and means that there is no hope for a livable environment for our children.

I would like to make one or two short comments beyond my written statement, notably in the area of riprap. At our workshop I mentioned the ugly quality of the standard riprap, and everybody jumped to their feet at once. The farmers threw tomatoes at me, and the Corps of Engineers came out of their chairs, and the environmentalists also, for other reasons of course.

I do believe that one thing that might help alleviate a lot of the problems that we are going to have with bank stabilization would be some new techniques in that area, and I suggest that we do something about working some bank stabilization that involves leaving some sort of a usable bank or usable river system for recreational use. I think if we do that we have a much better chance of selling some of these plans to all people—not just to the person whose land is protected or the environmentalists whose view is destroyed.

Thank you.

**CHMN. NEALE:** After Mrs. Yount we will call on William McCord.

**MRS. JO YOUNT** (21625 92nd Ave. W., Edmonds, Washington): I am Mrs. Jo Yount, president of the Puget Sound League of Women Voters. We represent nine local leagues in the Puget Sound Basin. (See Exhibit 6.)

We have already made our opposition to this study clear in previous testimony, letters, and participation in workshops and other meetings. We respect the efforts to compile the projections of the future needs in the areas related to water and to record the current thinking of specialists in these inter-areas regarding how best to meet these predicted needs.

This compilation offers a unique resource document—a valuable outline of the sort of future to which we can look forward. Specifically it gives us a view of the kind of future we will have if we plan and build according to the projected trends. One startling example is the projection that per capita electrical use in the next fifty years will increase six times over the present per capita consumption.

The greatest merit of this kind of outline is that it may alert us to the almost untapped possibility of planning for desired goals: planning for the future we want instead of one which we are told is inevitable. The projections of future needs are inevitable only if we do not make a conscious effort to change the trends. By plan or by default we determine our futures. We also want to restate our strong position that emphasis must be placed on the region as a whole and particularly on Puget Sound itself.

In reality the Puget Sound and Adjacent Waters Study appears to be little more than a collection of what special interests in each local area want for themselves. Therefore we submit this total document must be looked as preliminary background findings which will serve as one resource in the necessary process of developing a true regional plan based on desired future conditions in Puget Sound.

The Task Force talks about review and updating. We want to *underline* this need. There are many items in the report that are already out of date before the document moved beyond the local review stage. This time gap is always a problem in a study of this magnitude, and every effort must be made to be sure that readers and users of the material understand this. Examples of areas in which important changes have taken place very recently include the proposed Snoqualmie dams and the potential development of the Nisqually Delta.

The League has been involved in both of these and particularly on the Nisqually has begun extensive studies, and with its members in the area of the Nisqually, and has come out with a strong stand to protect the delta.

There are many reasons for scheduling this second set of hearings, but one of the important ones was to provide citizens an opportunity to comment on the changes made by the Task Force in response to the earlier hearings and the citizen workshops. However, since these Task Force responses were not available until this evening, we wish to withhold further comment until they can be studied.

Thank you.

**CHMN. NEALE:** Thank you, Mr. McCord, and then Warren Gonnason.

**MR. WILLIAM McCORD** (4039 9th Ave. NE, Seattle, Washington): My name is Bill McCord and I am a resident of Seattle. I am a research technologist, and my involvement and study is strictly interest as a citizen and, too, being in the field of biology.

Actually I am trying to analyze the Economic Environment Appendix, and if anybody wants to know of some of the formulas that the economists have thrown at us, I welcome any help.

There are some things that I wanted to mention though that are outside of the area of economic environment that I think are really important to bring up.

Some of them have already been mentioned. Specifically I refer to what I consider to be technological dead ends—and this touches on the problem of resource depletion—and that is, in many, many parts of the report there is almost a consciousness that says our resources are unlimited.

To give you a good example of that, with respect to the economic analysis, as I've been grappling with some of the figures: one of the things that is very significant is the need for crop land for the production of crops which is a graph that goes something like this (Reporter Note: Speaker indicated an upsweeping curve); the availability of land goes something like this (Reporter Note: Speaker indicated a down curve); and it's very, very difficult to understand why that problem hasn't been resolved in a single report, let alone the comprehensive planning. That is an example of resource depletion.

Another thing I wanted to mention along the line of technological dead ends is that very often we find ourselves getting into situations that are completely beyond our comprehension, including the most professional planners. The best example of this is the city. Nobody really knows how to put a city back together once it falls apart.

And there seems to be a lack of sensitivity for this kind of problem: developing resources or developing human settlements to the point if something were to go wrong, what are we going to do in terms of putting it back together again? I think that is a very serious problem that we have to consider.

Also in the area of technological dead ends is the problem of economics which is related to the point I just mentioned, and that is, I think we are finding—in the area of transportation in particular—that we have created some problems that are becoming almost economically infeasible to solve, let

alone the social problems. That is something of which we have to be extremely conscious, particularly when we are talking about investing the huge sums of money that were shown to us in the graphs here just a little while ago.

Significant about the graphs is that you will notice there is nothing, there were no particular allotments made for the organization or reorganization or establishment of human settlements, which is what this is all about and that is why we are here, and that is why we are trying to face the problems we are involved in. Not only is it necessary to consider the physical location of these human settlements, but it is necessary to look at the very character of human settlements; and from what I have been able to read in the plan formulation there is little consideration for that. There is just an assumption that everybody understands what the character of human settlements is.

One of the most significant areas here too is transportation. There is hardly anything mentioned about transportation, you know, in the whole report.

The other area that is significantly absent in terms of discussion is population. There is just an automatic assumption that population is going to be increased at a certain rate for the central portion of the Study area—something like, I think it's over 900 or close to a thousand people per square mile.

When I think of areas that have something like a thousand people per square mile, in that range, I think of the Netherlands and Java. And when I think of the kinds of problems that they are running into, it's a little bit frightening.

Finally what I would like to touch upon is planned integration as it was mentioned here earlier by the representative from the City of Seattle, and that is, you know, what happened to the integration of local plans with this major, overall plan? There are a lot of people in this room that are involved in local planning as citizens, and it's extremely confusing for a citizen to try to make any kind of a rational analysis of a larger plan like this when he sees no relationship between local plans.

Now in many cases this is the responsibility of the local officials, but I think that in terms of, you know, the economics involved, the number of years involved in this particular Study—for six years the Study has been conducted—and for the costs involved it would have been worthwhile to look into the local planning situation and try to understand what is going on.

Here again I touch on the area of transportation

because that is one of the largest outlays. That has a tremendous effect on the overall planning scene. Right now the Washington State Highway Department is proposing a budget that is approximately in the area of \$800 million for the coming biennium, and that is not a small outlay, but this is just a real serious deficiency.

Now the plus of it all is the accumulation of the data and the cataloging of the data, and I think that we should work from there almost as a starting point: The fact that we have the data together; and let's see what we can do from there. Thank you.

**CHMN. NEALE:** Thank you. Mr. Warren Gonnason and then Charles Dolan.

**MR. WARREN GONNASON** (c/o Harstad Associates, 2512 2nd Avenue, Seattle, Washington): My name is Warren Gonnason and I'm with the consulting engineering firm of Harstad Associates in Seattle. It seems as though all of the speakers, or the majority of the speakers, have complimented the Task Force and their efforts in providing a wealth of background material before they proceeded on with their critical comments.

I will support the position that they have stated, that there is a tremendous gathering of data and a wealth of information. However, we would like to discuss specifically one of the projects which was included in the report and recommended, and which did have a substantial amount of detailed study: that is the Middle Fork Project on the Snoqualmie River.

The Corps of Engineers had completed a very detailed report, and I think it was one of the few projects that is contained in the Task Force recommendations for planned development that did have this kind of detailed study. It's interesting to note that the State Department of Ecology was involved in this plan formulation and recommendation; and yet the attempts by King County to have this particular project implemented met with immediate failure as a result of the Department of Ecology's additional studies recommending that the dam not be built at this time, that Congressional authorization not be made, and that the matter be given further study.

It seems as though King County has been active in this project for over ten years in attempting to get the project authorized by Congress and to proceed with a deserving Public Works project.

We are employed by the Valley Green Belt Association, and in our capacity in assisting them, we participated with members of the association in the King County workshops. These workshops did expose some very controversial discussions on the Middle

Fork Project, and I think it was an excellent forum for this. There was a wide diversity of opinion, and considerable time of the Task Force was involved in the discussion of the Middle Fork Project.

Now we, on behalf of the Green Belt Association, did submit to the Task Force, through the workshop, a letter which I would like to read: (See Exhibit 7.)

"The Snoqualmie Valley Green Belt Association wishes to thank the workshop and other staff members for the opportunity to participate with you in Puget Sound and Adjacent Waters workshop. Several of our members actively participated in discussions regarding the Middle Fork, Snoqualmie River Flood Control Project, and it is to these discussions that we desire to address ourselves.

"As far as the other policy questions you raised, we would only comment generally that we have no quarrel with the policies and studies leading to the plan formulation as accomplished by the Task Force. Much of the debate and discussions regarding the Middle Fork, Snoqualmie River Flood Control Project, was centered around the subject of maintaining green belts and open spaces by flood plain regulation. On this there was general agreement that it was desirable to maintain the Lower Snoqualmie Valley from Fall City to the Snohomish River as an agricultural green belt.

"The biggest debate centered around how this could most effectively be accomplished and the impact that the Middle Fork Flood Control Project would have on the ability to maintain the valley as an agricultural green belt. It is the express purpose of the Valley Green Belt Association to do all within its capabilities to assist in the maintenance of the Snoqualmie River from Fall City to the Snohomish River as an agricultural green belt.

"It is the opinion of the Valley Green Belt Association that the construction of the Middle Fork, Snoqualmie River Flood Control Project, as proposed by King County and the Corps of Engineers, will enhance our ability to maintain the valley as a green belt. This is the position we take and would like to substantiate as follows:

"1. Flood control benefits. Agricultural operation in the lower Snoqualmie valley provide a marginal agricultural enterprise from an economic point of view"—and I can subscribe to that because I was raised in that valley on an agricultural basis—"This is especially true as a result of the damages from flooding, crop damage, siltation to pasture land and other agricultural damages that occur as a result

of the late spring flooding and early fall flooding have a substantial adverse effect on the agricultural potential of the valley. The construction of the Middle Fork Dam would substantially reduce this hazard and enable agricultural enterprise to be accomplished on a more profitable basis.

"The Middle Fork Dam, however, would not have the capacity to reduce the flooding of the major winter floods sufficiently to permit the elimination of the flood plain sowing requirements.

"2. Establishment of flood plain sowing regulations. As you recall, this was a matter of great debate at the workshops. We concur in the establishment of the flood plain regulations as proposed by King County. The federal government requires the local assurance that the valley storage available for flood overflow purposes be maintained. In order to accomplish this it will be mandatory that the county adopt the necessary regulations to give the federal government this assurance.

"During the course of the flood control planning investigations, it was determined to be essential that the valley storage be maintained so as to prevent a worsening of the flood condition on the Snohomish River downstream from its confluence with the Snoqualmie and Skykomish rivers. This valley storage will have to be maintained unless or until further major flood works and channel improvements are accomplished on the Skykomish and Snohomish rivers. These works are not contemplated at this time, and a positive governmental program to maintain the agricultural green belt for this area, or a more direct approach to the acquisition of private property rights to maintain valley green belts, could be taken.

"This will mean that the county will be locked into the federal government by an appropriate agreement to guarantee the open spaces and valley storage in the Lower Snoqualmie Valley. We feel that this would add tremendous weight to the ability of the county to maintain the agricultural flood plain sowing regulations in the Lower Snoqualmie Valley.

"3. Flood plain sowing by default. It has been our view that the environmental planners have attempted to use the failure to provide needed flood control improvements as a means of perpetuating open space and agricultural green belts. If the public interest requires that agricultural green belts be maintained, and this is the established policy of the governmental jurisdiction representing that public interest, then this should be approached in a positive manner rather than in a negative manner by not

providing justified works of improvement for flood control purposes. In this instance the public agencies are King County and the State of Washington.

"The best way to proceed on this in a direct manner would be to determine the public's capability to purchase or acquire those rights necessary to maintain the valley as an agricultural green belt. This would include the acquisition of parks and open spaces for public use, acquisition of sloughs and other areas for wildlife and waterfowl sanctuary and game preserve, and the acquisition from the farmer-owner himself of the development rights to his property, thus perpetuating its agricultural use, in order to realistically and profitably improve its agriculture potential, provide sufficient flood control to accommodate the needs of the valley for agriculture enhancement.

"This acquisition plan could be accomplished as part of the local assurance requirements to the federal government and could, in fact, be considered as required to perpetuate the present use as an agricultural flood plain. If the status quo is maintained and nothing is accomplished, you can rest assured that the economic pressures and the fact that the agricultural operation is marginal will lead to speculator and industrial urban development pressures within the valley. These developments could be flood-proofed individually and accomplished in the flood plain with the ultimate loss of the agricultural character of the valley.

"In conclusion we feel that the construction of the Middle Fork Flood Control dam will serve the purpose of maintaining the lower valley in an agricultural green belt from an environmental point of view as well as provide the agricultural benefits to we who make our living from the land.

"Sincerely, The Valley Green Belt Association."

Thank you.

**CHMN. NEALE:** We have a total of thirty people wanting to talk, and I want to make a limit of ten minutes per speaker now because otherwise we'll be here into the late hours.

Charles Dolan; then after him would be Mr. John Weber.

**MR. CHARLES W. DOLAN** (3302 Pacific Avenue, Tacoma, Washington): Mr. Neale, members of the Task Force, my name is Charles Dolan. I am a conservation chairman for the Puget Sound Group of the Sierra Club. I would like to read this statement and then make a couple of comments.

Planning is the establishment of a specific goal and is implemented by specific steps aimed at achieving that goal. In this process priorities are established to consistently resolve any conflicts in land and water utilization. Planning cannot be construed to be the sum total of all special-interest-group objectives as generated by trend line projections. Since the Puget Sound and Adjacent Waters Study is an amalgamation of trend line projections, it fails to perform a planning function.

The volumes making up the Task Force report are presented as a complete planning unit; yet they are, in fact, prepared and sold as separate volumes. When several volumes are consulted simultaneously, it is evident that there are conflicting water uses. For example, water that is assigned to power generation may also be assigned to irrigation, even when irrigation use diminishes the power output.

In spite of these discrepancies the Economic Analysis volume states that a critical Task Force assumption is "sufficient quantities of water of acceptable quality be available to the time of development to avoid being a constraint to economic growth."

Initial trend line projections presented in the reports are based on assumption of economic and population growth. No consideration is given to external factors affecting this area. Even minor changes in the social field of population limitation, or increased pressures to clean up and preserve Northwest environment, will drastically alter the report projections.

Water use conflicts are generally neglected or hidden in separate volumes. The resolution of water resource utilization conflicts is not specified. Is each conflict to be resolved by shortsighted economic pressures that result when a conflict arises?

Since the Task Force does not provide any orderly steps to any specific goal, it cannot be adopted as a master plan. It can and does serve as a useful inventory of the status of the Puget Sound Basin in the years leading up to 1968. As such, it is a valuable reference.

The Puget Sound Sierra Club position is that no project outlined in technical volumes can be considered until it is determined that the project is, (1) consistent with the maintenance and enhancement of the environmental quality of the Puget Sound Basin; and (2) is not in conflict with some other project for the utilization of water resources. (See Exhibit 8.)

That concludes the statement. I would just like to add that I feel that both the Sierra Club and the

Task Force want and need planning for the Puget Sound Basin. The fact that so much of the expenditures in the next ten or twenty years, or for fifty years, reflects much of this environmental concern, I think reflects the fact that environmental concern became much in the forefront since the underlying principles of the Task Force began, and I am hopeful that in the future these considerations will be the forefront and will be able to work out a successful and meaningful plan.

**CHMN. NEALE:** Thank you. Mr. Weber, and then Mr. Jay Paulson.

**MR. JOHN R. WEBER** (Bureau of Indian Affairs, Portland, Oregon): Thank you, Chairman Neale and ladies and gentlemen. I will try to help you catch up on your time on the ten-minute allowance, Mr. Neale.

**CHMN. NEALE:** Thank you.

**MR. WEBER:** The proceedings here this evening seem a bit solemn. They remind me of an Irish wake that's run out of whisky.

I also wonder, I believe it was about fourteen years ago that I completed working eight years for the Soil Conservation Service, and I wonder now if I'm eligible to join the Audubon Society.

Another little sidelight: if this study has been going on for six years, and considering I've been away from here for four of the last six years, I suppose I should plead ignorance and just sit down.

My name is John Weber. I am the area land operations officer of the Bureau of Indian Affairs out of our Portland area office, and I've been asked to read a statement on behalf of our area director. The statement is signed by our assistant area director for economic development, A. W. Galbraith:

"We of the Bureau of Indian Affairs are pleased to have this opportunity to appear before the Puget Sound Task Force and present a few comments which we would ask be made a part of the record of this hearing. Appendix II, Political and Legislative Environment, incorporates on Pages 1-27, 4-7, 5-25, 5-26, 6-2, 6-5, and 6-7 consideration of information relative to the interest and status of Indian tribes in the Puget Sound Area as well as the corresponding interest and responsibility of the Bureau of Indian Affairs as the designated representative of the Secretary of the Interior in fulfilling his responsibility as trustee for Indian natural resources.

"To supplement material contained in Appendix II, in order that it be available to those interested, we are attaching to this statement material which deals in more detail with the interest of

specific Indian tribes, and shows the location of the lands belonging to those tribes."

I might add, this location is generalized and not entirely specific since the acreage of the lands for some of the tribes is rather small.

"Also attached is a statement of the assistant regional solicitor, Department of the Interior, dated April 15, 1970, giving an elaboration of the generalized statement contained in Appendix II. We are also attaching a map showing the location of these Indian lands in relation to the various river basins covered by the report of the Puget Sound Task Force. More detailed information is available upon request at the Western Washington Indian Agency, 3006 Colby Avenue, Everett 98201, or at the area office at Portland; that is Post Office Box 3785.

"It must be recognized, in any considerations having to do with the total material resources of any specific area containing Indian lands, the title to which is held in trust status, that the United States Government is trustee for all Indian natural resources. In spite of the relationship to, and the responsibilities of the United States Government, the Indian natural resources are private property. Indian tribes, as well as the Bureau of Indian Affairs as representative of *their trustee*, should be a party to any plan implementation for the use of water-related resources which affect the Indian natural resources of either land, water or fishery.

"The proposal presented by Mr. Neale, chairman of the Puget Sound Task Force, in his letter of May 5, 1970, to Mr. L. B. Day, field representative of the Department of the Interior, to continue a multi-agency approach to the solution of problems and plans for the use of the waters of the Puget Sound and adjacent areas has been favorably concurred in by Mr. Day and has the wholehearted support of the Bureau of Indian Affairs. Such approach can prevent unfortunate things happening due to a lack of adequate communication and ultimately resulting in litigation or similar difficulties.

"In keeping with this, we hope the multi-agency approach will be pursued in future years. The Bureau of Indian Affairs is working with each affected Indian tribe in developing an inventory of all Indian land and water resources and their present and projected need for the uses of all these resources."

At this point I might digress for a moment to explain that the degree to which we are working with any particular tribe and with all of the tribes in the three-state area where we have responsibility is

contingent upon our manpower and fiscal capabilities to do so.

"It is hoped that this effort, when completed, will be a significant contribution to any detailed multi-agency plan as well as assisting other entities in implementing plans and in their search for conflicts with the plans they hope to implement." (See Exhibit 9.)

Thank you.

**CHMN. NEALE:** Thank you. We will have Mr. Weber and then Mr. Jay Paulson—I beg your pardon: Mr. Paulson is coming now, and then Mrs. Virginia Gunby.

**MR. JAY PAULSON** (850 N.W. Elford Drive, Seattle, Washington): My speech will be the shortest of the evening. My name is Jay Paulson. I am chairman of the King County Action Committee, Washington Environmental Council.

We also would like to commend the Puget Sound Task Force for the Study workshop and its efforts to include a broad cross-section of citizenry and original participation. The King County Action Committee of the Washington Environmental Council has been represented by a member of its executive board, Mrs. George Gunby. With the unanimous approval of our board, Mrs. Gunby submitted a written statement to you on March 1st of this year.

I ask that we hear from Mrs. Gunby this evening for the King County Action Committee, and I also request that Mrs. Gunby's testimony be entered into the record. Now may we hear from Mrs. Gunby?

**MRS. VIRGINIA GUNBY** (Washington Environmental Council): Mr. Chairman, I attended some of the citizens' workshops in King County, and I prepared a statement on Appendix II, the Political and Legislative Environment, and I would like to include this testimony in addition to my general impressions about citizen participation and also a guideline of principles on citizen participation. (See Exhibit 10.)

The introduction of Appendix II in the preliminary draft states that the purpose of this report is to present the legal framework in which the Study has been developed, a summary of federal, state and local agencies' history, objectives, policies, and operations, and requirements for changes, supposed to be in the third part.

Unfortunately the third purpose, the part that could have been evaluated and discussed, was not included. An insert stated that it was to be furnished upon completion of the Study. In the opinion of this

reviewer, the third part will be the proposals which should be studied and reviewed later.

The origin, background, responsibilities and policies of federal and Washington State departments and agencies, and other political subdivisions and especial purpose districts, are summarized along with a detailed history of Washington State and federal laws of water resources. This is excellent resource information. The report really is misnamed because the contents do not speak of legislative or political action but primarily cover reference information on the administrative agencies concerned with water at federal and state levels.

What seems to be lacking through the 1960's, while these reports were under preparation, was any legislative or administrative review that was visible to the public which could have redirected or updated the Study format. In the future Congress and the state legislature should never allow a long-term expenditure of public funds to be made without periodic evaluation. State and local governments must also participate in the continuous process of review, with as many citizens involved as possible.

There has been at federal and state levels a redirection in our goals and priorities to include environmental quality. Any projects proposed to Congress and the State will have to be higher in environmental standards. The assumptions of economic growth and progress with no consideration of the environmental consequences is a product of the pre-environmental age.

The destruction proposed in these studies, financed by public funds, would result in an unlivable environment. Very little discussion was included on the conflicting demands for retaining flood plains, scenic open space, or the need to consider ecological considerations in the use of land and water. Local, regional and state governments have been struggling along with very little money for comprehensive planning while this Study was being made; if there was little coordination or participation with these governments by the separate agencies involved.

A basic principle of planning in government is to never allow single-function interests to plan their own projects especially if large construction projects are involved. By the time it is reviewed by a neutral agency, the single-purpose group has a vested interest in the proposals.

The Puget Sound and Adjacent Waters Study has made an early-warning study of the maximum development of the area: the local 1984 updated to the year 2020; an Orwellian view of the future,

fathered by engineers and conceived in computers. It is nice-to-know information and history but should never be used to justify the projects. It is my hope that the Environmental Quality Act of 1969, the Federal Environmental Protection Agency, the Council of Environmental Quality, the Washington Department of Ecology, the governor, and the local officials of the Puget Sound Governmental Conference will propose alternatives.

One concern is that, to criticize the studies may lead to another expenditure of millions of dollars. The task of any planner is complex and difficult he must be rationally and objectively prepared, with alternative courses of action, after a comprehensive study and analysis. These separate studies, unrelated to one another, are a product of single-function planning of the 1960's and will provide background information for the broader multi-disciplinary studies under way in the region in the 1970's.

On October 8, 1970, after review of the reports, the Puget Sound Governmental Conference consisting of elected officials from the four-county Puget Sound region approved a resolution requesting that Northwest River Basins Commission defer adoption of the studies until all proposed projects are determined to be consistent with the Puget Sound Regional Environmental Plan. This is part of the Legislative and Political Environment which was not included in Appendix II.

We concur with the conferences and the elected officials' resolution.

After preparing that in March I prepared another one, an evaluation of my experience as a citizen participating in the workshop. I received the Task Force, the King County Task Force review study, and I felt that the report was a very objectively prepared summary of our workshops.

My review of Appendix No. II, the Political and Legislative Environment, had been incomplete because I had been waiting for the completed section. I had hoped that I would receive the final section before the public hearing, but since I have not, I would like to request that a copy of the completed appendix to be made available to me as soon as it's available.

In addition to completing the missing section and the changes in legislation, I believe an additional section should be considered which would detail the relevant agencies and citizens' organization relationships with the proposed actions in the Study.

The citizen participation process in planning is rapidly changing to provide citizens with greater

opportunity to become involved with the decisions that affect their lives and future generations. Ad hoc reviews of plans outside of the framework of local, regional or state planning agencies are an unsatisfactory, de facto, and inadvisable procedure. Until the King County workshop summary was issued I was not aware of the private firms and the public agencies represented by the "citizens" participating. The profession and identity of workshop participants should always be visible, and the physical setting should lend itself to a good discussion.

In my opinion the King County Task Force was greatly handicapped for lack of studies, time, information and discussion. They must be considered just as an experiment.

Attached to my statement I will submit some suggested principles for citizen participation in public projects. They are bare essentials to assist citizens until a more effective citizen planning process has been structured.

An impartial review by an inter-disciplinary team could have assisted citizens throughout the voluminous study, particularly if they had taken the role of the citizen's advocate.

In the meantime, the policies governing the Study were appropriate to the sixties but are out of phase with the seventies. The implementation of any part of the plan must be reviewed with additional information on the environmental impact.

Many new and dynamic changes from the federal to the state level are occurring all the time: executive reorganization; the decentralized regionalization of federal government; the prospect of a national environmental research center in the Puget Sound region; the revised Office of Management and Budget A-95 review and comment procedures, which include many of the federal agencies involved in this project; the local Lake Washington and Cedar River Basin RIBCO study being undertaken presently by local agencies; and even the new King County Flood Plain policies which have not been adopted but are being prepared at the current time.

All of these need to be incorporated and included in this study, and local and regional and state planning processes must be used; and with the involvement of the planning agencies and the elected officials from each jurisdiction, thereby making this study integrated with the plan of the rest of the region.

Thank you.

**CHMN. NEALE:** I have one comment: Appendix II that was just referred to was mailed to all

the participants in our local government on the 15th of March, so I hope some of you have had an opportunity to read it.

In addition, the final chapter of Appendix II, which does contain recommendations, was sent out to all the counties in the Study area, and others—widely distributed—and we invited comments, and very few were received.

I think the most useful comments come out in writing when we ask for them. It's quite good to come out with comments now, but if we could get some of these comments when we are in the process of developing our documents, they would be very useful comments.

Proceeding with our speakers again, Virginia Gunby, and then Robert Pirtle. Virginia Gunby has just spoken. Robert Pirtle, and then Lawrence Musick. Is Robert Pirtle here? Apparently he left.

Lawrence Musick, and then Leonard Fulton.

**MR. LAWRENCE MUSICK** (9931 Champion Ct., Rt. 4, Olympia, Washington): I am from the Nisqually-Deschutes Basin area; that is Olympia, and my school district is Tumwater, a little further down the road. I am a private citizen and a real estate salesman, highly interested in the economy as well as the environment.

I have participated in the workshop in Olympia. Most of these will be quotes that have been submitted in writing. However, after having participated in the workshop and listening in tonight, in which all the comments are well taken, I would like to reemphasize some of the things that have already been said.

Very briefly, while keeping in mind this study is the basis and guide for future planning, we should emphasize—that is, the people who make the reports should emphasize—that will not be entirely factual and current, and that no one should expect complete agreement.

Now to back this up a little, I have a few further comments and again this is taken from my report; in most cases I may reamplify briefly.

However, the South Sound area—that is the basin that I am from—is, I believe, if not the most sensitive, one of the very sensitive areas of the marine waters of Puget Sound. Therefore there are many things that should be further emphasized, and additional money will be needed to accomplish the studies that will be required in order to have a complete factual ecological study.

Another example: there must be more emphasis placed, due to sensitivity, on the monitoring of the area. I feel that this area particularly needs moni-

toring patrols, not only the marine waters but the watersheds.

I am a little disappointed in the Fish & Wildlife report. The part left—the south Sound area and actually most of the Puget Sound—the shellfish study and planning and recommendations and the money planned to be made available is almost status quo.

In visiting with oyster raisers and other people there in the Olympia area, I find that a few years ago the state and the county provided marine biologists who would go out and visit these farmers, sea farmers. Now they haven't been seen in several years. But anyhow the point is, shellfish should be given more emphasis, and possibly equal emphasis, with regular fish—not only as a recreation but as the economy, because it is a big economic factor in our area.

I notice that you provided a research center in another basin area. Possibly we should have one in our area, too, because of its big economic possibilities in our area.

As to the hydrology of the marine waters of the south Sound area we have primarily in our report talked about the tides and a few other characteristics of the south Sound. What emphasized it to me was, recently—possibly this past week—we had a visitor to the Seattle area, also to Olympia, who said it takes seventy-five years for the Puget Sound to make a complete change. Well, it may take more years than that.

However, the main point that I wish to make is that, what you do in Seattle, how does it affect us, how does it get through the Narrows, what do we do to you coming back through the Narrows to Seattle? That is very important, and I could find it nowhere as a comprehensive study. But it's possible though that the oceanographic unit of the state in their future study or planned study will come out with a very good report on that; but with the information you have, I do believe it would be of great value to the oceanographic group or committee.

You indicate in the watershed program for this water basin that nothing is needed until 1980; but if you could see the stumps and the logs and debris floating down the Deschutes River, something is needed now.

Thank you very much.

**CHMN. NEALE:** Mr. Leonard Fulton, and then William Mize.

**MR. LEONARD FULTON** (10613 N.E. 194th, Bothell, Washington): My name is Leonard Fulton. My main claim to fame is I am a student. I had an

opportunity to review many of the appendices at the workshops, and I have several opinions that I don't believe have been covered before.

Okay, first of all I'm glad to see we have a study. I think that is, you know, significant. I don't think that was even possible ten years ago. I think this study does make a number of recommendations that I think are very strong and very forward-looking. One of these is not very well-detailed, I believe, but the idea is there: the idea of recreation rivers, the idea that people have access to rivers within the Puget Sound Area. This is talked about in a number of appendices.

It's also mentioned that estuaries have value for something other than commercial port type development. I am glad to see that; I think that is significant.

Okay, there's also, I believe, sufficient emphasis placed on urban storm drainage, which is something that I don't believe the public is truly aware of: the consequences of that storm runoff-type drainage as it affects water quality and all of the other activities that are related to water quality.

Okay, just like all the others I'm finished with the praise. First of all, the Study's premises: The premise that we will have approximately 6 million people by the year 2020 within the Study area. Of course figures like these are all drawn out of projections, and all these projections are based on history. They are also about five years out of date—but I don't think we are talking about anything of magnitude when we talk about five years' worth of evaluation.

What I would like to see is some alternatives to such a high population. There was no study, no mention of any possible alternative to that type of population. Everything in the Study hinges on the type of land use: That many people utilizing the land. I would like to see some alternatives shown, and I believe that there are some people who are going to be able to make a significant change within the study period.

We have projections like "24 times the amount of electricity will be used per capita in the next 50 years as it is now." I believe that is fabulous—I think that is per capita; sorry about that—that may be just a 24-fold increase. I forget the figures and I don't have access to a good set of appendices like many people do.

Okay, also the cost-benefit ratios and criteria for things like recreation appendices, which I was told many times was very incomplete, and I have to agree with that. Fortunately because it is so incomplete I

am, you know, kind of surprised to see the amount of money that is supposedly proposed for recreation. An example of how incomplete it is: only the Forest Service hiking trails are mentioned in the appendices. Their miles totaled—they didn't even bother to compute the miles of trail in the national parks in the region. But let's throw those in, you know; that was easy.

Okay, on these cost-benefit ratios they have a tendency to figure in esthetics. They have a tendency to say one side is as good as another; that one recreation lake is just as good as another recreation lake, or a recreation river is just as good as another, and I don't believe that to be true. I think there might be some other people that would agree with me.

I realize it is hard to fit a river or a lake or a fishery or something along, you know, with hiking or boating, with some type of esthetic enjoyment, into a cost-benefit ratio, and I think we've been cheated now and then because of that. Recreation just doesn't measure up to other uses in the appendices.

Okay, also I might add it's very hard to find the names of the individuals or the groups who are responsible for certain sections of the appendices. They are not in the appendices. In the beginning of each appendix, on the inside cover there is a list of all the participating agencies, but to what extent, to what parts, those agencies are just not given credit.

I would very much like to see, if not people's names, at least, you know, departments and some kind of information where this stuff came from. It's all based upon something. We were told time and time again in the workshops that if you didn't understand what was there, then go find the person that wrote it and talk to him, and you know it's rather hard if you don't know where to look.

Okay, I too am somewhat appalled at some of the proposed plans for the small watersheds. I happen to live near one, which ever since I have—well, about the last ten years I've been associated with it. It's scheduled for channelization and then urbanization. Now it's agriculture.

You know, I would like to live here; I would like to enjoy this place. I wish I had all the opportunity to work with such a beautiful area as our Northwest. I may be a preservationist, I'm sorry, but you know I would like to see a little bit left over. Thank you.

**CHMN. NEALE:** Mr. Mize, and then Eugene Parker.

**MR. WILLIAM MIZE** (2343 Smith Road, Bellingham): Thank you, Mr. Chairman. At least I'm glad I could stretch my legs walking down here.

I am Bill Mize, a retired dairy farmer from Whatcom County, having lived there since 1912. I'm old enough to remember when air was clean and sex was dirty.

I was chairman for the Whatcom County workshop of the Puget Sound and Adjacent Waters Task Force. I am going to make this very brief; this is a report we are going to give you (indicating).

**CHMN. NEALE:** Fine.

**MR. MIZE:** "I would find it extremely difficult to pass negative judgment after less than twenty-four hours of study on a report that took several years to compile by qualified federal agencies. No doubt there's some areas where more information would be desirable, as pointed out in some of the appendages.

"We feel that counties have at present the tools to control flood plain damages to a great degree by the adoption of zoning, subdivision, and building code ordinances.

"Workable land and water use policies must strike a balance between the economic use of these resources and the provision of the wholesome environment and more recreation facilities.

"The ancient Greeks had an expression: Nothing is too much. I guess we would call it 'moderation.' Looking for and raging at scapegoats is not the answer. Looking for causes will find the answer. We could solve these problems if we consider them intelligently, calmly, honestly, and together."

That is my own personal statement. Included in this is a letter that was agreed upon unanimously by the workshops which met seven times, probably averaged fifty attendance. I think it would be redundant to read it. There's a lot of appendages included, and you can keep this. Thank you.

**CHMN. NEALE:** Thank you. Eugene Parker? Dennis Rhodes? After Dennis Rhodes would be Clarence Cagey.

**MR. DENNIS D. RHODES** (Puget Sound Coalition, Olympia): I will try to make this short and sweet, Mr. Chairman. (See exhibit 11.)

Mr. Chairman and members of the Task Force, my name is "Dusty" Rhodes. I am representing the Thurston County Chapter of the Puget Sound Coalition. I would like to read from some of the remarks that I submitted already in testimony at the Thurston County workshop. The remarks are focused on the notion and concept of workshops in general and on

the basic concepts of Puget Sound Task Force Plan formulation.

The purpose of the workshops was to give people at the local level an opportunity to view the picture of the future, represented by the growth projections of the Task Force, and to consider the plans formulated by the Task Force for development of local water and land resources to meet the projected demands. Local people could also point out errors and omissions in the Study.

After viewing the picture of the future and considering the plans for resource development, the local people were to evaluate the desirability of this future picture and of the plans for achieving it. If they found it undesirable, they were to describe the sort of picture they wished to see and recommend appropriate changes to the plan formulation to achieve the desired picture.

On the surface the purpose of the workshops appears to be a realistic one. In practice, however, such a task has shown itself to be impossible.

The Puget Sound and Adjacent Waters Study is the result of years of work by an army of technical experts. Yet it considers only one alternative: it shows us what things will be like if present growth trends continue, and it provides us with the appropriate plans and schedules to make it all happen. It does not consider other equally valid alternatives such as diminishing growth or no growth at all. Yet the Task Force is the only entity with the staff, the expertise, and time to investigate such alternatives and to formulate plans, recommendations, and schedules to achieve them.

The notion that such a job could be done by a group of interested citizens, no matter how strongly motivated they might be, over a period of five or six weeks borders on the ludicrous. It is our belief that studies such as this one generally wind up as the master plan for a region because no comparable plan exists. If this be true, then we have summarily dismissed a whole range of other alternatives without ever having considered them.

We believe that any picture of the future that is based on the continuance of existing growth trends is only one of a range of alternatives that begin with the alternative of zero growth. We further believe that the Task Force should have explored this full range of alternatives and formulated plans and schedules for achieving each one. While this admittedly involves more work for the Task Force, it insures that the people and their representatives will indeed be given a

choice from which to select the alternative that best suits their goals and desires for the future.

Finally, if all of the facts and alternatives were presented, we believe that the great majority of the people of this region would choose, if the choice were theirs, to limit growth because they can see the effects that growth has already had on the Puget Sound region. State and local governments and services are now strained beyond capacity. The quality of our water, air, lands and forests is being steadily degraded in spite of our efforts to prevent it, and the general quality of life itself has deteriorated in rough proportion to the growth that has occurred. Yet, according to the Puget Sound and Adjacent Waters Study, the rate of growth we are about to experience will totally dwarf our growth to the present. The Task Force projections of future electric power demands provides a good example of this sort of growth.

Incidentally, the way I interpret the charts is a little bit different than the way others have, but it appears to me that the Puget Sound and Adjacent Waters Study forecasts a 30-fold increase in our power consumption over the next fifty years. This means we will have to double our power generation capacity every ten years just to keep pace with power demands. Such fantastic growth represents a gigantic commitment of economic and natural resources that should not be accepted lightly. It is the equivalent of building all of our present power-generating facilities thirty times over in the next fifty years.

On the other hand, if our goal is to retard or to limit growth in the Puget Sound Area, perhaps we should consider the placement of a limitation or a ceiling on the amount of power that will be developed for the region as a possible means of achieving this goal. The limit on power would have the effect of limiting growth and development. The balance between industry, commerce, and population could be achieved by fixing the allocations of power to industrial, commercial, municipal and domestic use. Such limits would also encourage more efficient use and less waste of power.

In the final analysis it can be said that the Puget Sound and Adjacent Waters Study accomplishes two useful things: (1) it catalogs the resources of the region, thus making such information more accessible; and (2) it gives the people of the region a look at what the future will bring if present growth trends continue.

However, the single alternative of growth that

the Study offers is truly an anachronism. It represents the thinking of the early sixties when growth and development were still largely regarded as beneficial to the public good. However, such values have been seriously questioned with increasing vigor and public support in recent years, and they can no longer be held sacred.

Thus, while the Task Force has done some of the homework and presented one alternative, the job of finishing the work and presenting other alternatives remains to be done. Either the Task Force or someone of the stature of Ian McHarg should be given the job without delay.

Thank you.

**CHMN. NEALE:** We have the representative of the Lummi Tribe here. Is he here? Dr. Wallace Heath: Is he here?

**DR. WALLACE HEATH** (719 North Garden, Bellingham, Washington): Thank you, Mr. Neale. In the interests of saving time I will paraphrase what I have to say and turn over the full report later.

My name is Wallace Heath. I am speaking in behalf of the Lummi Indian Business Council. Mr. Lane and Mr. Cagey could not be here tonight; they are involved in some planning hearing involving the future of the waters on the reservation, and I feel you wouldn't understand their absence.

I am speaking as the project director of the Lummi agricultural program and also as representative for the tribal council. Very briefly, the Lummi council feels that it is extremely important that the Puget Sound Task Force better appreciate the conditions that the Indian tribes are faced with on Puget Sound.

During the last hundred years there has been the tremendous economic build-up among the white population which has resulted in such things as the Puget Sound Task Force Study and the need for it. During that same hundred years the Indians have been subjected to a depression economically, and only very recently have a few of them begun to progress economically. Therefore it has been impossible for the Indian tribe to conduct the kinds of studies that are necessary to accurately and adequately predict the needs of their tribe for the next fifty or hundred years, as would be required in order to accurately comply with the Puget Sound Study.

The tribe is, at the present time, conducting a long-term study of their needs which also includes their water requirements. They wish to point out that, according to federal law, the Indian tribe has prior and paramount rights to waters. For example, in

the case of the Lummi, the Nooksack River: that this is not public property; that it's, in the true sense, private property reserved to us by the federal government.

Since Mr. Lewis Bell has spoken very eloquently about this general principle, I will not repeat it. The implication is simply this: that any planning done regarding this water by others is done at their own peril; that the Lummi Tribe, for example, is constructing very large fish and shellfish projects which will require large amounts of water. At the present time the State Department of Ecology has issued permits for diverting waters which, according to the Department of Game, has reached or is reaching the limits of the river. This is done in spite of the fact that no water has been allocated for the Lummi Tribe when in fact it has prior and paramount rights to this water. Therefore, from a legal and practical viewpoint there should be no more permits issued for the use of the Nooksack River by other than Indians until much more careful study is carried out.

Another major point that the Lummi council wishes to make is that a hundred years ago the primary use of Puget Sound was to produce food. The result of this was a very affluent native population before the coming of the white man. There was plenty of food, far more on the average than there is today.

Secondly, that at the present time the Lummi council feels food production should still be the number one priority for the use of Puget Sound waters—certainly far ahead of transportation and waste disposal. The Lummis have already shown that it's feasible to grow in excess of 10,000 pounds per acre per year of fish and shellfish in Puget Sound waters. They are presently building a 750-acre pond in which to expand this level to grow several millions of pounds on the reservation per year. Thus in short, with the ability to grow two to \$3 million per square mile of food on Puget Sound, it should receive high priority, both from a point of view of clean water and from a point of view of water use.

In summary, then, the Lummi Tribal Council wishes to emphasize that Indian tribes will be taking a dominant role and leadership in the use of waters of the state which pass through or are adjacent to their reservations. The Puget Sound Task Force Study should have given far more emphasis to this, and in certain respects the Indian tribes will assert their rights over those of neighbors, especially in terms of controlling pollution and other uses of the water.

I will close with these remarks.

**CHMN. NEALE:** Thank you. Do you wish to submit anything in writing?

**DR. HEATH:** That will be coming in later.

**DHMN. NEALE:** Well, we've had a long evening. Most of the audience is gone.

I would like to summarize two viewpoints. One is that we have emphasized all through this Study that we are preparing a guide and that detailed planning would follow and would be a part of implementation. Several of the speakers here seem to have misunderstood that, even though it's documented many times in our publications: detailed findings of the project follows afterwards, and the detailed planning that does follow will take into account federal and state environmental and ecological requirements. One speaker noted that this is happening in the Middle Fork now, and expressed surprise even though our document says this will happen.

Again, on the population, these are trends which we have projected. We recommend that they be periodically reviewed. We are not saying that the population will or has to be at any level in the future. We are saying that we will periodically review the trends, and if the people here, someone outside the Task Force—because we are not charged with controlling population—if the people here or through the legislative bodies seek to control population, that is fine; that is one of the alternatives. That is up to you, the people; not to us.

Another point that was made tonight, and our documents have been out in some cases for a number of years for review, but many speakers seemed to miss the point that we are in a period of growth and development right now. At least these things are happening right now. We are in the first of a ten-year program. We are actually over a year through the first ten-year program; and these things are happening. Many of these sanitation problems were problems where correction was needed.

Water supply and recreational developments are occurring now. They are not waiting for this plan to be approved. We have documented these things; we have taken into account the State Water Quality Plan, the State Recreation Plan; we have given them full recognition in our study.

The State Watershed and Management Programs are developed by individuals and by units of government, and they are happening every day. There is no thought to guiding them. The important thing is to

develop guidelines so that they will occur in the way that the speakers, talking tonight, want and we want: a good and healthy and clean environment; and we want the development which is occurring to be in accord with those concepts.

One of the things we hoped would come out of these hearings would be some constructive ideas on how to have public understanding and improvement. There are many good ideas in the Study; there are many good comments that have come in; and yet it seems quite easy to accentuate the negative.

I think that the important thing here is to take these documents and use them and build for the future with the building blocks that have been set here, and even though the discussions presented were to that way, I felt very complimented to have worked with the people I have and to see the dedication that they put into accomplishing this task, because they are dedicated to the public service. Ray, here at the table has worked overtime, and all through the course of the Study. Also Bill. Both of them were leaders in the preparation of the appendices.

We are not asking for praise or recognition. We are just asking for suggestions on how to make use of or improve the document.

The only other comment that I have is, we've put out a small publication on the principal issues. Some of the questions were raised and discussed here, and some of the readers may want more detail.

I think the best way to handle this would be that each one here who has received a copy—we are going to mail out a very wide distribution for people who have asked for this type of material—I think that if there are questions you could write or call to us and we will attempt to answer those questions.

If there are any people that want to ask questions right now or have other comments, I would be glad to spend a small amount of time on this.

**MR. WILLIAM McCORD:** On the problem of constructive records, I am just wondering what are the possibilities of having, say, an extension of the funding and—

**CHMN. NEALE:** The rule on speaking is that speakers stand and give their name and speak into the loudspeaker so we can all hear it.

**MR. McCORD:** I don't think I need the mike. Can everybody hear me?

Okay, my name is Bill McCord, and I'm a resident of Seattle, and I participated in about half the workshops held at the university. I was just wondering, there were some remarks made here that one of the deficiencies is that citizens really need the

expertise in order to make constructive remarks about what to do. They don't need the same type of help as the Task Force was able to use.

What are the possibilities of doing something like that?

**CHMN. NEALE:** Well, if they don't want to consider us as experts, then they have to hire their own or have the work done twice. Somewhere along the line we have to have some confidence that people that work for the state and federal government have well-meaning objectives toward our people and our resources development.

**MR. McCORD:** But you see, my point is you were just asking for constructive remarks.

**MR. McCORD:** Well, unless the expertise is made available—I mean, after all it was public funds that funded this study—shouldn't there also be public funds made available for citizens to hire experts? Doesn't that sound rational?

**MR. STEINBORN:** Mr. Neale, that is in our Appendix II in the chapter no one saw.

**CHMN. NEALE:** Yes, we have very firm recommendations in certain appendices, including Appendix II, for establishment of that procedure. We are quite firm about this. People have talked about the concepts of the sixties and all this, and '64 is when the Study started, and there were a number of agencies that had contacts with the public. Some of them had advisory counsel, and also working relationships with counties and municipal governments for public use, and partly we were depending on them to put input into the Study and keep aware of it.

On some of the committees we had people like the Association of Washington Business, and public works and city water departments working with us. The strange thing is that we spent a tremendous amount of time in the north, in the Whatcom County-Skagit County area, and yet you heard the resolution; and we had more contacts and more favorable working relationships and discussions with them than any other area. And yet for some reason or other they come in with this type of resolution.

We not only have to have contact, but we have to have continuity of understanding, because we had understanding. We met with every county at least twice—county commissioners; in some cases we met six or seven times with them.

During the course of this study, the governor sent out letters to the counties suggesting they set up water resources advisory committees, and these water resource advisory committees should take into account all the matters in the county, not just the

Puget Sound Study. They should, through this approach, become conversant with what is going on, at least in their own county, and not wait until the plan is done, then express surprise here.

Another thing: during the course of the Study we've had hundreds of meetings, and we've had these committees where experts from all the different functional uses of water were around the table, and they weren't all "yes-yes" meetings. There were all kinds of discussions, and very serious analyses of alternates, and out of this we come up with a meaningful plan—or at least a guide—and all through the plan it says that there will be follow-up detail planning for projects, and we anticipate detailed planning at county and city government levels.

Now I mentioned in my talk that the Department of Ecology right now requires this and this as the basis, in the Federal Environmental Protection Agency, for construction grants and sanitation projects. After July 1, 1973, these plans have to be done at the municipal and county level. We are doing everything we can to bring this level of government into the planning process, and we are encouraging the public to participate.

I started to mention at one time we depended on the agencies for our contacts with the counties and the local citizens. In some cases it still prevails, but in terms of technical documents and technical planning this hasn't been enough. So we went to the workshop concept, and it wasn't recognized here, but this workshop concept started last November which, in terms of time, is a long, considerable time ago. We made our documents available, at least two sets to every workshop.

Another point, the names of the people on the committees are in every appendix, right in the front, and the person that can't find those names when it's on the first page really isn't reading seriously. And we are always available and always glad to talk to the public. I have never turned down an opportunity to talk with an interested citizen during the entire course of this Study, and I can say the same thing for other state and federal people that have been working on this Study.

**MR. McCORD:** My question is, is there any chance of getting additional funding for something other than just citizenry action, along the lines further of what you were talking about?

**CHMN. NEALE:** Well, under the present system of government we elect officials, and out of this comes agencies and programs, and theoretically we are doing technical work. The thing that surprises me

about some of this, we've had people here that have had a minimum of four years of professional training—college education—and we've had some people with doctor's degrees—seven years of training—and they spend weeks and months of work getting the Study ready; and then we come up with conjecture and opinion and reading-in of what is actually said or meant.

This Study does not say, anywhere in the entire Study, that a project is authorized after this Study is completed. It says there will be detailed planning after this Study is completed—and there we get more public involvement. Yes?

**MR. DELANTY:** Mr. Chairman, Ed Delanty. You made some comments with respect to the number of volumes that were made available at various locations, and it was my finding that it was a hopelessly inadequate distribution of volumes.

One of the major problems that comes out, of course, is that you have so many volumes in this series. It's a very extensive set of works, and they are quite expensive, and not everybody can spend a great deal of time at the public library as, if, and when they are open during working hours.

We really need a very good system of being able to check out volumes over long periods of time. I know even in the workshops we were very, very dependent upon volumes, and we had people chasing around all over the countryside trying to get a volume for one day, and then to give it to somebody else. So in the future it would be very helpful if you could plan a much larger distribution of the volumes.

**CHMN. NEALE:** Thank you, sir.

**MR. RICHARD HACK:** Mr. Chairman, I am Dick Hack. I am a San Juan County Commissioner.

In regard to your suggestion as to money for citizens to employ technical consultants, I just can't conceive how that would work. It would take someone with twice the ability of Solomon to make that distribution of money to the various citizens' groups that would make demands on us.

**MR. STEINBORN:** Well, the alternate that we propose in the appendices was, in funding these studies, to provide money so that local elements of general government could hire their own consultants to provide the technical reviews to keep up with the federal, state and county planners, and that is part of the plan we developed. We didn't have it for organized citizens to get the money, but for local governments to get the money and pass it out.

**MR. McCORD:** Maybe one of the professional people can answer this question for me, but I've

asked the Puget Sound Governmental Conference to give me some idea of the origin of figures for economics—for example, employment and population and things of this nature—and so far there is a vague sort of answer someplace because somebody—

**CHMN. NEALE:** Are you talking about the Puget Sound Task Force economic projections?

**MR. McCORD:** Well, I'm trying to find out, yes, where these came from.

**CHMN. NEALE:** All right, the person and the company and the consultant that made those projections is named in the book. There are several people in the front page who are on those committees who would be happy to answer your question.

**MR. McCORD:** Is there one of the professional people here this evening that could explain how population projections for this area is brought about? It's very briefly discussed.

**CHMN. NEALE:** I think it would be a lot better, if you've got the time, to make arrangements with some of us and talk about it. I mean the detail and the complexity of that problem, the multiplicity of studies that are going on is—this is one of the things that we are recommending, that there should be some correction, some new procedures be developed to accommodate this type of thing.

**MR. McCORD:** Yes, I would be willing to talk with somebody if I can just find out if there is somebody that can explain that. I haven't found anybody yet.

**CHMN. NEALE:** All right, I would like to talk to you after the meeting.

**MR. HARNISH:** My name is Art Harnish. My name is in the front of the Economic Appendix; I prepared the summary report. I put together the appendices that were developed for agriculture, Department of Agriculture, Forest Service, Bureau of Mines, and Consulting Services Report which was compiled by the late Dr. Thibeau, a nationally known economist.

I am with the Corps of Engineers in Seattle. My number is Mutual 2-2700, Extension 683, and at anytime you wish, I would be willing to explain that volume to you.

**CHMN. NEALE:** Thank you. If there are no other comments I will declare the meeting adjourned, and thank you for your attention and participation.

(MEETING CONCLUDED AT 10:45 P.M.)



## SECTION FIVE-ATTENDANCE RECORDS

### PUBLIC HEARING ATTENDANCE REGISTER BREMERTON, WASHINGTON

21 April 1971

<i>NAME</i>	<i>ADDRESS</i>	<i>OCCUPATION, ORGANIZATION</i>
Aldrich, L. O. Mrs.	P. O. Box 55 Union, Wash. 98592	Civil Clerk
Baglid, Joseph P.	Rt. 2, Box 343A Port Orchard, Wash. 98366	Central Labor Council, Kitsap County, Dep. Assessor
Baker, Harold G.	704 Cline St. Port Orchard, Wash. 98366	PUD Comm. (Retired)
Black, John C.	Box 22 Anacortes, Wash. 98221	Real Estate
Blunt, Duane E.	P. O. Box 829 Olympia, Wash. 98501	Dept. of Ecology
Clark, Philip R.	P. O. Box 1489 Olympia, Wash. 98501	IAC
Craig, Purse L.	Rt. 2, Box 232 Kingston, Wash. 98346	Indian
Currey, Dwight F.	Rt. 7, Box 1057 Bremerton, Wash. 98310	Civil Engineer
Dickson, William K.	Rt. 5, Box 5397 Bainbridge Is., Wash. 98110	Kitsap County PUD
Doggett, Ken A.	11th & Park Bremerton, Wash. 98310	KBRO News, Newsman
Douglas, John	600 N. Capitol Way Olympia, Wash. 98504	Wash. Game Dept.
Dunlap, Joseph H., Jr.	P. O. Box 571 Port Townsend, Wash. 98368	Jefferson County Planning Com., LTC (USA) Ret.
Eveleth, Norman J.	Rt. 3, Box 382 Shelton, Wash. 98584	Simpson Timber Co., Timberland Personnel
Fischler, Harold	1802 Nipsic Bremerton, Wash. 98310	Kitsap County PUD

Florence, Elvin E.	Rt. 3, Box 433 Poulsbo, Wash. 98370	Crystal Grange No. 1126
Florence, Esther V.	Rt. 3, Box 433 Poulsbo, Wash. 98370	
Fulkerson, Earl T.	Rm. 360, U.S. Courthouse Spokane, Wash. 99201	Soil Conservation Service
Gronewald, Gail J.	1 Columbia River Vancouver, Wash. 98663	Corps of Engineers—NPD
Gundlach, H. F.	1325 Lower Marine Dr. Bremerton, Wash. 98310	Self, Retired
Haacke, Roland E.	724 Pittock Block Portland, Oregon 97201	Union Pacific Railroad District Engineer
Hallia, Carlo J.	Rt. 4, Box 2346 Bremerton, Wash. 98310	Engineer
Hallia, Irene F.	Rt. 4, Box 2346 Bremerton, Wash. 98310	League of Women Voters Homemaker
Harper, Zane R.	P. O. Box 3621 Portland, Oregon 97208	Bonneville Power Administration, Engineer
Harston, C. B.	177 Johnson Hall WSU Pullman, Wash.	WSU, Prof.
Hopkins, Donald R.	Box 168 Olympia, Wash. 98504	Dept. of Natural Resources Forester
Huetter, J. C.	Box 2946 Portland, Oregon 97208	Corps of Engineers
Kelley, Harold H.	Rt. 4, Box 4094 Bainbridge, Is., Wash. 98110	Retired Editor
Klein, William H.	Rt. 4, Box 4786 Bainbridge Is., Wash. 98110	Klein Enterprises
Loomy, William S.	1021 Olympic Ave. Shelton, Wash. 98584	Simpson Timber Co., Public Affairs Mgr.
Loreen, Everett E.	1105 Tamarack Dr. Port Orchard, Wash. 98366	Soil Conservation Service
Lundblad, Dennis L.	335 General Admin. Bldg. Olympia, Wash. 98504	Dept. of Ecology

Manderscheid, B. E.	Rt. 11, Box 303 Spokane, Wash. 99208	U.S. Bureau of Reclamation
Masley, Arpad L., MD	2528 Wheaton Way Bremerton, Wash. 98310	Wash. Ecological Com. Physician
McNeil, Robert L.	3114 Franklin St. Vancouver, Wash. 98660	Pacific Northwest River Basins Commission, Plans Coordinator
Meyer, Edgar R.	Rt. 6, Box 111A Port Orchard, Wash. 98366	Port of Bremerton Port Manager
Meyer, Janice B.	Rt. 6, Box 111A Port Orchard, Wash. 98366	Bremerton Port Authority Housewife
Miles, Don G.	1900 Naval Ave. No. 202 Bremerton, Wash. 98310	County Health Dept. Sanitarian
Montgomery, W. J.	2909 3rd Ave. Seattle, Wash.	Hill Ingman Chase Engineer
Neale, Alfred T.	Rt. 11, Box 184 Olympia, Wash. 98504	Dept. of Ecology PE Engineer
Nelson, Francis L.	1321 2nd Ave. Seattle, Wash.	DHEW, San. Engineer
Osborne, Richard A.	512 E. 27th St. Vancouver, Wash.	Burlington Northern Staff Asst.
Parker, Harold W.	Star Rt. 2, Box 447 Belfair, Wash. 98878	PUD District No. 3 Mason County, Commissioner
Post, Warren A.	2429 N.E. 144th Ave. Portland, Oregon 97230	U.S. Forest Service Forester
Riser, Thomas W.	3037 S.E. 171st Portland, Oregon	Union Pacific Railroad Engineer
Russell, Rochester G.	Rt. 8, Box 8549 Bainbridge Is., Wash. 98110	Civil Engineer
Scotfield, Robert J.	409 S.W. 11th Portland, Oregon	USDA Forest Service Forester
Shackleford, Carmelita O.	Star Rt. 1, Box 355 Belfair, Wash. 98528	LANCE, Housewife
Sigo, Dewey E.	Rt. 1, Box 387 Shelton, Wash. 98584	STOWW

Sigo, Florence	Rt. 1, Box 389 Shelton, Wash. 98584	Squaxin Tribe, Chairman
Sigo, Virginia L.	Rt. 1, Box 387 Shelton, Wash. 98584	Squaxin Tribe, Tribal Aide
Sivo, Dino R.	Box 146 Port Orchard, Wash. 98366	Extension Service Co-Agent
Skrinde, Raymond A.	10818 Marine View Dr. S.W. Seattle, Wash.	Corps of Engineers Engineer
Snuttin, Alice M.	Star Rt. 2, Box 7-D Union, Wash. 98592	Hood Canal Improvement Club
Steinborn, Sydney	7936 B Seward Park So. Seattle, Wash. 98118	Corps of Engineers Civil Engineer
Stirling, Evalyn E.	Star Rt. 1, Box 196 Belfair, Wash. 98878	Belfair Chamber of Commerce
Thorne, Charles M.	Rt. 4, Box 2283 Bremerton, Wash. 98310	Self, Supv. Engineer
Urabeck, Frank J.	25417 35th Pl. S. Kent, Wash.	Corps of Engineers Civil Engineer
Van Santen, George E.	1 Columbia River Vancouver, Wash. 98660	Dept. of Interior Planning Officer
Widditsch, Ann	501 W. Olympia Pl. Seattle, Wash. 98119	Institute for Water Resources
Williams, Walter R.	Olympia, Wash. 98504	State Dept. of Fisheries Fisheries Biologist
Woolley, Grant A.	Box 3737 Portland, Oregon 97208	Bureau of Sport Fisheries & Wildlife, Biologist

**PUBLIC HEARING ATTENDANCE REGISTER  
SEATTLE, WASHINGTON  
22 April 1971**

<i>NAME</i>	<i>ADDRESS</i>	<i>OCCUPATION, ORGANIZATION</i>
Adams, Nigel B.	1800 Beacon Way SE Renton, Wash. 98055	Green River Chamber of Commerce
Andersen, Anders	1401 NE 106th St. Seattle, Wash. 98125	Engineer
Anderson, LeRoy D.	7520 Lucerne Rd. SW Tacoma, Wash. 98498	Planning Coordinator, Washington State Department of Highways
Anderson, Roy A.	6363 Beach Dr. S.W. Seattle, Wash. 98116	Boeing Company
Baker, William W.	P. O. Box 339 Friday Harbor, Wash. 98250	Entomologist
Bell, Lewis A.	416-1st Nat'l Bank Bldg. Everett, Wash. 98201	Lawyer, The Tulalip Tribes
Berg, Al	Rt. 1, Box 183AA Freeland, Wash. 98249	President, Bush Point Park Water District
Bjerge, Warren C.	3803 Taylor Way E. Tacoma, Wash. 98424	Hylebos Creek Diking District No. 1
Black, John C.	P. O. Box 22 Anacortes, Wash. 98221	Real Estate
Brocard, Norman C.	2420-161st Ave. SE Bellevue, Wash. 98008	Forester, Simpson Timber Company
Brown, E. Reade	Rt. 6, Box 94C Mt. Vernon, Wash. 98272	Washington State Department of Game
Browne, John J.	8049-17th NE Seattle, Wash. 98115	Engineer Technician, Washington State Department of Highways
Cagey, Clarence J.	3421 Lummi Shore Dr. Bellingham, Wash. 98225	Lummi Tribe
Carlson, Robert R.	Rt. 3, Box 574 Olympia, Wash. 98501	Nisqually Delta Assn.

Cheslock Les P.	5-57th Ave. E. Tacoma, Wash. 98424	Hylebos Creek Diking District No. 1
Clark, R. Phillip	P. O. Box 1489 Olympia, Wash. 98501	Interagency Agency Committee for Outdoor Recreation
Collins, Bradley J.	2219 Minor Ave. E. Seattle, Wash. 98102	Environmentalist
Collins, William M.	414-3rd Ave. A. Edmonds, Wash. 98020	National Park Service
Cosgriffe, Harry A.	106 Wilson Hall Pullman, Wash. 99163	Cooperative Extension Service, Washington State University
Craig, Purser L.	P. O. Box 232 Kingston, Wash. 98346	Indian
Delanty, Edward A.	10661 Rainier Ave. S. Seattle, Wash. 98178	Engineer
Detore, Bonnie M.	4924-24th S. Seattle, Wash. 98134	Secretary
Dolan, Charles W.	3302 Pacific Ave., Apt. 10 Tacoma, Wash. 98408	Civil Engineer, Sierra Club
Edmundson, J. Robert	309 King Co. Courthouse Seattle, Wash. 98104	Urban Planner, King Co. Planning Department
Enneking, Raymond J.	1513 S. 228th Des Moines, Wash. 98188	Engineer, Ideal Cement Company
Estes, Duane C.	685-120th Ave. NE Bellevue, Wash. 98004	City of Bellevue
Finnegan, W. J.	Puget Power Bldg. Bellevue, Wash. 98009	Puget Sound Power & Light Company
Fraser, Jim L.	3023 S. 220th, Apt. 12 Kent, Wash. 98031	Fish Biologist, Small Tribes Organization of Washington
Fulkerson, Earl T.	2817 S. Manito Blvd. Spokane, Wash. 99203	Soil Conservation Service, U. S. Department of Agriculture
Fulton, Harry R.	Planning Office Whatcom Co. Courthouse Bellingham, Wash. 98225	Director, Whatcom Co. Council of Government

Fulton, Leonard A.	10613 NE 194th Bothell, Wash. 98011	Biologist, National Marine Fisheries Service
Fulton, Leonard W.	10613 NE 194th St. Bothell, Wash. 98011	Student
Gardiner, D. Bruce	302 Hoge Bldg. Seattle, Wash. 98104	Washington Railroad Assn.
Gardner, Dwight R.	P. O. Box 88633 Tukwila, Wash. 98067	City of Tukwila
Gibbons, Larry R.	325 - 233rd SW Bothell, Wash. 98011	Civil Engineer, King County
Giedt, W. R.	5717 NE 57th Seattle, Wash. 98105	Doctor
Gillespie, Wm. B.	5110 - NE 201st Pl. Seattle, Wash. 98155	Civil Engineer, King Co. Public Works
Gohren, Roger L.	1414 S. Cherry Olympia, Wash. 98501	Association of Washington Business
Gonnason, Warren C.	2512 - 2d Ave. Seattle, Wash. 98121	Construction Engineer, Harstad Associates, Inc.
Graf, Donald F.	2023 E. Roanoke Seattle, Wash. 98202	Co-Chairman, King County Workshop, Puget Sound Study
Gronewald, Gail J.	1 Columbia River Vancouver, Wash. 98660	North Pacific Division, U.S. Army Corps of Engineers
Gunby, Virginia K.	2540 NE 90th Seattle, Wash. 98115	Washington Environmental Council
Haacke, Roland E.	724 Pittock Block Portland, Ore. 97205	District Engineer, Union Pacific Railroad Co.
Harnish, Arthur A.	Rt. 5, Box 24 Bainbridge Is., Wash. 98110	Economist
Harper, Zane R.	P. O. Box 3621 Portland, Ore. 97208	Engineer, Bonneville Power Administration
Harris, James P.	31643 E. Lake Morton Dr. Kent, Wash. 98031	Planning Director, City of Kent
Harston, C. B.	177 Johnson Hall Pullman, Wash. 99163	Professor Washington State University
Hattrud, Richard A.	Rt. 1, Box 19A Eastsound, Wash. 98245	Engineer, San Juan County Planning Commn.

Heath, Wallace G. (Dr.)	719 N. Garden Bellingham, Wash. 98225	Planning Director, Aquaculture; Lummi Indian Council
Herrin, George R.	8620 Vashon View SW Seattle, Wash. 98116	Civil Engineer, Housing & Urban Development
Hibbard, Richard L.	12259-6th NW Seattle, Wash. 98177	American Society of Civil Engineers
Hill, R. C. Philip	4712-7th NE Seattle, Wash. 98205	Audubon Society
Howard, Dave C. H.	1126½ State St. Olympia, Wash. 98501	Mountaineers
Jacobson, Anne L.	513 N. "E" St. Tacoma, Wash. 98403	Citizen
Jim, Roger R., Sr.	P. O. Box 632 Toppenish, Wash. 98948	Tribal Councilman, Yakima Nation
Johnson, Howard A.	29838-112th Ave. SE Auburn, Wash. 98002	Steelhead Trout Club
Knowles, E. L.	5225-16th Ave. NE Seattle, Wash. 98205	Self
Kurz, Johannes W.	1623 E. Calhoun Seattle, Wash. 98102	Civil Engineer & Planner Puget Sound Governmental Conference
Lakewold, Claude E.	Room 100 Thurston Co. Courthouse Olympia, Wash. 98501	Thurston Regional Planning Council
Lantz, Patricia A.	Rt. 6, Box 6305 Gig Harbor, Wash. 98335	League of Women Voters
LaRock, Robert C.	1601-2nd Ave. Seattle, Wash. 98101	Hydrologist, Snoqualmie National Forest
Leaver, Robert E.	1309 Smith Tower Bldg. Seattle, Wash. 98204	Planning Engineer, Seattle Health Division
Lemke, George A.	5910 NE 60th Seattle, Wash. 98115	Civil Engineer
Lowthian, Kenneth M.	1015-3rd Ave. Seattle, Wash. 98204	Superintendent of Water, City of Seattle

Lundblad, Dennis L.	335 General Admin. Bldg. Olympia, Wash. 98504	Washington State Department of Ecology
Mack, Anne A.	9428 SE 54th Mercer Island, Wash. 98040	Seattle Audubon Society
Manderscheid, B. E.	Rt. 11, Box 303 Spokane, Wash. 99211	U. S. Bureau of Reclamation
Maulden, Rosemary J.	19919 Marine View Dr. SW Seattle, Wash. 98166	
McCord, William L.	4039-9th Ave NE Seattle, Wash. 98205	Research Technologist
McCormick, Bob K.	15345 NE 36th St. Redmond, Wash. 98052	Washington State Department of Ecology
McNeil, Robert L.	3114 Franklin Vancouver, Wash. 98660	Pacific NW River Basins Commission
Mize, William L.	2342 Smith Rd. Bellingham, Wash. 98225	Workshop Chairman. Puget Sound Study
Musick, Lawrence A.	9931 Champion Ct. Olympia, Wash. 98501	Citizen
Myroie, Willa W.	Rt. 3, Box 670 Olympia, Wash. 98501	Research Engineer, Washington State Highway Department
Nelson, Francis L.	1321-2nd Ave. Seattle, Wash. 98101	Sanitary Engineer, U. S. Department of Health, Education & Welfare (EPA)
O'Mear, Alfred M.	740 Taylor St. Port Townsend, Wash. 98368	County Commissioner, Jefferson County
Ott, Elwood W.	Room 910 Seattle Municipal Bldg. Seattle, Wash. 98104	Seattle Engineering Department
Parker, Eugene C.	P. O. Box 94 Neah Bay, Wash. 98357	Councilman, Makah Tribal Council
Paulson, Jay N.	850 NW Elford Dr. Seattle, Wash. 98177	King County Action Committee, Washington Environmental Council
Paulson, Rae D.	850 NW Elford Dr. Seattle, Wash. 98177	King County Action Committee; Washington State Environmental Council

Paustian, Inez C.	233-14th E. Seattle, Wash. 98102	Draftsman
Perry, Albert R.	19904-4th Ave. S. Seattle, Wash. 98148	Mechanic
Pewters, Edward C.	5403 Rainier S. Seattle, Wash. 98118	Director, Washington State Canal Commission
Phillips, Earl L.	703 Federal Office Bldg. Seattle, Wash. 98104	U. S. Department of Commerce
Pirtle, Robert L.	3101 Seattle 1st Nat'l Bank Bldg. Seattle, Wash. 98201	Lawyer, Makah & Lummi Indian Tribes
Pratt, Clar	335 General Admin. Bldg. Olympia, Wash. 98504	Washington State Department of Ecology
Pulsifer, Theodore	P. O. Box 72 Hoodspport, Wash. 98548	Skokomish Indian Tribe
Randall, Thomas R.	356 S. Forest Bellingham, Wash. 98225	Retired
Reddy, Mary R.	400 Lakesides Seattle, Wash. 98144	Pacific Search Magazine
Rhodes, Dennis D.	Rt. 10, Box 490-75 Olympia, Wash. 98501	Puget Sound Coalition
Riser, Thomas W.	3037 SE 171st Portland, Ore. 98205	Union Pacific Railroad
Satiaicum, Bob	5822-15th St. E. Tacoma, Wash. 98424	Foundation for American Indian Rights
Schoder, Thomas H.	106-153rd Pl. NE Bellevue, Wash. 98007	U. S. Department of the Interior, Bureau of Recreation
Scott, John B.	5816-57th NE Seattle, Wash. 98105	Washington State Department of Highways
Sheldon, Francis J.	Star Rt., Box 870 Marysville, Wash. 98270	Assistant Business Manager, The Tulalip Tribes
Sherwood, Glen W.	P. O. Box 310 Kent, Wash. 98031	City Engineer, Kent
Sipinen, Roy T.	N. 1322 Post Spokane, Wash. 99205	Civil Engineer, U. S. Bureau of Reclamation

Skrinde, Raymond A.	10818 Marine View Dr. S.W. Seattle, Wash. 98146	U. S. Army Corps of Engineers
Smith, LeRoy E.	1514 Rockefeller Everett, Wash. 98201	
Smith, R. Trumbull	3625 W. Viewmont Way W. Seattle, Wash. 98199	Retired
Smits, Ted A.	7004 Federal Office Bldg. Seattle, Wash. 98104	Thomas Pelly, 1st District Representative, U. S. Congress
Snedden, John H.	9-57 Ave. E. Tacoma, Wash. 98424	Hylebos Creek Diking District No. 1
Steinborn, Sydney	7936 B Seward Park Ave. S. Seattle, Wash. 98118	U. S. Army Corps of Engineers
Sylvester, Robert O.	Dept. of Civil Engineering Seattle, Wash. 98105	Professor, University of Washington
Taylor, Eva E.	Rt. 2, Box 533 Port Townsend, Wash. 98368	Writer, Jefferson City Planning Commission
Thomas, Joan K.	5040-16th NE Seattle, Wash. 98105	Washington Environmental Council
Turpin, Robert G.	Rt. 9, Box 472 Olympia, Wash. 98501	Engineer
Ulturchak, Harry (Mr. & Mrs.)	7123 S. Sunnyrest Rd. Seattle, Wash. 98178	Milmanco (Salesman)
Urabeck, Frank J.	25417-25th Pl. S. Kent, Wash. 99301	U. S. Army Corps of Engineers
Van Santen, G. E.	1 Columbia River Vancouver, Wash. 98660	Puget Sound & Adjacent Waters Task Force
Warbington, A. Lee	4237 Aikins Ave. SW Seattle, Wash. 98116	U. S. Army Corps of Engineers
Weber, John J.	5445 SW 63rd Ave. Portland, Ore. 97221	U. S. Bureau of Indian Affairs
Wheeler, Kenneth R.	3104 Western Ave. Seattle, Wash. 98121	
Whipple E. W.	6431 Corson Ave. Seattle, Wash. 98108	Highway Engineer, Washington State Department of Highways

Widditsch, Ann	501 W. Olympic Pl. Seattle, Wash. 98119	Institute of Water Resources
Williams, R. Walter	General Admin. Bldg. Olympia, Wash. 98504	Washington State Department of Fisheries
Williams, Wayne W.	Star Rt. Marysville, Wash. 98270	The Tulalip Tribes
Wilson, Lindsley	4533-89th Ave. SE Mercer Island, Wash. 98040	Tudor Engineering Co.
Winters, Richard L.	1000-2nd Ave. Seattle, Wash. 98104	Bureau of Recreation, U. S. Department of the Interior
Woolley, Grant A.	P. O. Box 3737 Portland, Ore. 97208	U. S. Department of the Interior, Bureau of Sport Fisheries & Wildlife
Yount, Jo	21625-92nd Ave. W. Edmonds, Wash. 98020	League of Women Voters of Puget Sound
Yoshioka, Art	7017 S. 132nd Seattle, Wash. 98178	Planner, Port of Seattle

## SECTION SIX—CONTENTS UNPUBLISHED APPENDIX

A copy of the mailing list for the hearing announcements and the workshop reports by individuals and committees also is contained in the unpublished appendix. *The unpublished appendix* is available for inspection from the Washington State Department of Ecology, Post Office Box 829, Abbott Rathael Hall, St. Martins College, Olympia, Washington.

CONTENTS, UNPUBLISHED APPENDIX

UA#

Submitted by John Weber, Bureau of Indian Affairs, Portland Area Office

- 1 Letter dated 21 May 1970 from L. B. Day, Regional Coordinator, United States Department of the Interior
- 2 Letter dated 3 May 1970 from Alfred T. Neale, Chairman, Puget Sound Task Force, Pacific Northwest River Basin Commission
- 3 Letter dated 1 May 1970 from A. W. Galbraith, Assistant Area Director with inclosures
- 4 Mailing List for Notice of Public Hearing
- 5 Minutes of West Sound Basins Workshop, Jefferson County, held 9 Nov 70
- 6 Minutes of West Sound Basin Workshop meeting, Jefferson County, held 8 Dec 70
- 7 Letter dated 9 Nov 70 from J. O. Taylor
- 8 Minutes of West Sound Basins Workshop meeting, Jefferson County, held 4 Feb 71
- 9 Minutes of West Sound Basins Workshop meeting, Jefferson County, held 22 Feb 71
- 10 Memo from Dr. & Mrs. O. Taylor
- 11 Letter dated 2 Feb 71 from James E. Connolly, Mason Regional Planning Director, Mason Regional Planning Council with following inclosures:
  - 12 Minutes of Puget Sound and Adjacent Water Study Workshop meeting held in Mason County on 27 Jan 71
  - 13 Memo from Evalyn Stirline, Carol Wentlandt, Ruth Bert, Wm. R. Spooner and Carmelita Shackelford dated 23 Jan 71
  - 14 Letter from Wm. R. Spooner
  - 15 Letter dated 27 Jan 71 from Don Hurlbert, District Conservationist, U. S. Department of Agriculture, Soil Conservation Service
  - 16 Appendix IX - Power - submitted by Mrs. George E. Druffin, Group Discussion Chairman

CONTENTS, UNPUBLISHED APPENDIX (Cont'd)

UA#

- 17 Letter dated 27 Jan 71 from U. S. Department of Agriculture,  
Soil Conservation Service
- 18 Statement dated 3 Dec 70 from Carlo J. Hallia, Water Resouces Chairman,  
League of Women Voters of Kitsap
- 19 Letter dated 5 Apr 71 from Robert E. Mitchell, Kitsap County Planning  
Director, Kitsap County Planning Commission
- 20 Letter dated 30 Mar 71 from Doandl F. Graf, Thomas W. Holz and  
Carl Ted Stude
- 21 Letter dated 22 Mar 71 from Edward B. Sand, Director, Department  
of Planning, King County
- 22 Letter dated 8 Apr 71 from R. A. Harup
- 23 Comments made by the Public at the San Juan County Workshops held  
on 30 Dec 70, 30 Jan 71 and 27 Feb 71
- 24 Letter dated 16 Mar 71 from Harry L. Lydiard, County Commissioner,  
Clallam County with 9 incl
- 25 Report submitted by William Mize, County Workshop Chairman, Whatcom  
County dated January-March 71
- 26 Collective comments and letters submitted by Thurston Regional Planning  
Council
- 27 Letter dated 18 Mar 71 from Ralph W. E. Main, Island County Engineer,  
Island County
- 28 Comments by Mr. John F. Durr, Camano Island dated 23 Feb 71
- 29 Comments by Mr. & Mrs. James Collins
- 30 Comments by Col. Archie C. Edwards dated 23 Feb 71
- 31 Comments by Whidbey Women for Water
- 32 Letter dated 10 May 71 from Gene J. Grieve, River Improvement  
Administrator, Snohomish County Road Department

CONTENTS, UNPUBLISHED APPENDIX (Cont'd)

UA#

- 33 Letter dated 6 May 71 from R. A. Andersen, Manager, Port of Everett
- 34 Letter dated 29 Apr 71 from Gene J. Grieve, Hydraulics Engineer, Snohomish County Road Department, Office of the County Engineer
- 35 Letter dated 14 Apr 71 from Mrs. Roger H. Paine
- 36 Letter dated 4 Mar 71 from George Plescher, Planning Director, City of Bremerton
- 37 Letter dated 15 Mar 71 from Donald D. Herrman, City Manager, City of Port Angeles
- 38 Letter dated 29 Mar 71 from E. L. Perry, General Manager, Port of Tacoma
- 39 Letter dated 15 Mar 71 from Russell C. Buehler, Director of Planning, City of Tacoma
- 40 Letter dated 29 Mar 71 from Honorable Wes Uhlman, Mayor of the City of Seattle

**EXHIBIT A**

**INFORMATION BULLETIN 4  
COUNTY WORKSHOPS**

**AN INVITATION to participate in a new kind of effort in public involvement and understanding . . .**

A series of workshops will be held to discuss, learn about, and offer an opportunity to revise the preliminary findings of the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study. These workshops were proposed at the public hearings on Puget Sound Study last May and June in Mount Vernon, Everett, and Olympia. You and your group or agency are invited to participate in planning for the future of our waters and lands.

**What is the purpose of the workshops?**

The broad purpose of the workshops is to provide for grassroots review of the preliminary findings of the Puget Sound Study. Specific objectives include:

- To tell how the study began, how the Task Force worked with local government and citizen groups in each county, where the study is now, and what happens next.
- To consider desired and necessary local and regional projects and programs, especially in the light of the current economic situation. With recent discussion about encouraging public and private investment in needed works as an antirecession measure, perhaps programs and projects identified by the study may be locally and regionally desired as parts of such a program.
- To identify any local and regional needs which have been overlooked, or any inconsistencies with local and regional goals, so that revisions to the preliminary findings of the Puget Sound Task Force can be considered.
- To encourage discussion and communication about the study among all parts of the community in each county. In contrast to formal public hearings, the workshops will be quite informal, and dialogue will be encouraged. In this manner, various interests will have an opportunity to examine and discuss the alternatives considered in the Puget Sound Study, and to propose appropriate revisions to study findings.
- To provide a basis for an official local position on the study at the city or county level in each of the 12 counties that make up the Puget Sound area. If this proves unrealistic, at the minimum the workshops will have provided necessary information about the opinions of organized lay groups and the general public. The result could later serve as a basis for official action by local government.

**Who will run the workshops?**

The workshop effort at the grassroots level will receive its leadership from county government, or from organized citizen groups that do not reflect special interests. Where the local government or lay groups lack sufficient staff, funds, or volunteers, assistance can be provided through our workshop coordinator, (see below) who can also assign technical staff from participating agencies in the Task Force.

- **Workshop Coordinator.** - Mr. Dennis Lundblad of the Water Resources Branch, Washington State Department of Ecology, will be the full-time coordinator of the workshops. He can be reached at 335 General Administration Building, Olympia, Washington 98501, telephone (206) 753-6202. Necessary help and information for the individual workshops will be available through this office.
- **Materials available.** - Copies of the Summary Report Draft of the Puget Sound and Adjacent Waters Study and the published appendices to the study have been made available to each county for review and discussion by the workshop participants. At this writing all technical appendices have not yet been printed. They will, however, all be available soon. Users of the technical appendices are cautioned that each appendix is concerned solely with a single function - municipal and industrial water supply, irrigation, recreation, fish and wildlife, etc. Proposals based on single functions were then considered and revised as appropriate to fit into the overall plan presented in the Summary Report. In other words, where a conflict is found between an appendix and the Summary Report, the latter represents a composite recommendation of the Task Force.
- **Technical help.** - Technical Staff from the Task Force agencies will be available to participate in at least two meetings of each county workshop, being there primarily to listen and answer questions. They will be able to give a brief history of the study and information on the assumptions on which the study is based, and previous reviews. The workshop coordinator will take care of scheduling the Task Force Technical Staff for the workshops.

**What is the schedule for the workshops?**

- The workshops are expected to begin 15 to 30 days after this bulletin is issued.
- A 60-day period is scheduled for the workshops. The first meeting or meetings in each county will be largely organizational, providing for the distribution of documents and identification of

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organizational, pro-  
identification of

groups represented, taking note of any important gaps that should be filled. All kinds of interested groups are needed to make a successful review - community organizations, industry, labor, chambers of commerce, conservation and sports groups, and representatives from all income levels, including the under- or unemployed. There will be a review of previous liaison with local governments, a discussion of early-action plans of the county, and a comparison of local needs identified in the plan with needs as seen by the workshop participants. Each workshop will conclude with a summary, including majority and minority (if any) reports.

- About 45 days after the last workshop we will publish an Information Bulletin 5, with the schedule and location of the last two public hearings, and with the substance of any suggested changes in the study findings resulting from the workshop review.
- About 60 days after the last workshop, the two final public hearings will be held. At these hearings we will describe the results of the workshops and their effect on the Summary Report.
- About 30 days after the last public hearing, the Summary Report of the study will be published, including the results of the workshops and their evaluation by the workshop coordinator. This then will be submitted to the Pacific Northwest River Basins Commission. Following their review, it will be submitted to the Governor of the State of Washington, to the National Water Resource Council, to the President, and to the United States Congress.

#### How will changes in the Summary Report be made?

- All during the workshop review Mr. Lundblad will furnish the Task Force information on changes desired by local interests and on changes needed to correct errors. Particular attention will be given to changes necessary to merge Task Force proposals with on-going programs and goals of individual counties. Task Force planners will use this information in order to develop revisions to the study findings, as appropriate, and will submit them to the Task Force for approval. All revisions approved will then be discussed in Information Bulletin 5 or, where time does not permit, presented at the two final public hearings.
- All substantive changes and revisions desired by workshop participants will be discussed in the Workshop Coordinator's critique and published in the Summary Report. This will assure that all desired changes of any substance may be examined by the public.

How will the plan be implemented?

The Comprehensive Plan published in the Summary Report and as ultimately submitted to Congress will become a guide to all public and private agencies in implementing their plans for the development and conservation of the water resources and related lands in Puget Sound and Adjacent Waters. The development of a specific project, program, or land use will result from those procedures normally used by the agency or entity involved. This means that Federal projects will receive authorization and funding in their normal manner, as will State and local projects and those proposed by private individuals or companies. We would expect that these activities would generally conform to the plan contained in the Summary Report as submitted to the Governor of the State of Washington and to the Congress.

\* \* \* \* \*

All who receive this Information Bulletin are urged to join with us in making the workshop review a significant element of public involvement in our study of Puget Sound and Adjacent Waters. If you are unable to get in touch with the county person listed in this bulletin, please contact Mr. Lundblad.

*Alfred T. Neale*  
ALFRED T. NEALE, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

PUGET SOUND TASK FORCE

- |                                |  |
|--------------------------------|--|
| Alfred T. Neale, Chairman      | State of Washington                                |
| Lewis F. Kehne                 | U. S. Department of Agriculture                    |
| Sydney Steinborn               | U. S. Department of Army                           |
| Earl L. Phillips               | U. S. Department of Commerce                       |
| I. Paul Chavez                 | Federal Power Commission                           |
| Francis L. Nelson              | U. S. Department of Health,<br>Education & Welfare |
| John Merrill                   | U. S. Department of Housing<br>& Urban Development |
| George E. Van Santen           | U. S. Department of the Interior                   |
| Horace W. Harding (Ex-Officio) | U. S. Department of Labor                          |
| Cmdr. Neal G. Nelson           | U. S. Department of Transportation                 |

Where will the workshops be held? Whom to contact?

Whatcom County

Location: Co. Courthouse,  
Bellingham  
Contact: Joe Anderson,  
Mayor of Everson, 966-3411

Mason County

Location: Co. Courthouse,  
Shelton  
Contact: James Connolly,  
Planning Director, 426-3222

Skagit County

Location: Cascade Gas Co.,  
Mt. Vernon  
Contact: Howard Miller, Chm.,  
Bd. of Co. Commsrs., 336-3287

Kitsap County

Location: Co. Courthouse,  
Port Orchard  
Contact: Robert Mitchell,  
Planning Director, TR 6-4441

Snohomish County

Location: Co. Courthouse,  
Everett  
Contact: N. Richard Forsgren,  
Co. Commsr., 259-9494

Jefferson County

Location: Co. Courthouse,  
Port Townsend  
Contact: A. M. O'Meara,  
Co. Commsr., 385-2161

King County

Location: Co. Courthouse,  
Seattle  
Contact: Edward Sand,  
Dir. of Planning, 344-4292

Clallam County

Location: Co. Courthouse,  
Port Angeles  
Contact: John F. Kirner,  
Co. Commsr., 452-2102

Thurston County

Location: Co. Courthouse,  
Olympia  
Contact: Ken Stevens, Chm.,  
Bd. of Co. Commsrs., 352-5091

Island County

Location: Co. Courthouse,  
Coupeville  
Contact: Ralph W. E. Main,  
Co. Engineer, OR 8-4758

Pierce County

Location: Co.-City Bldg.,  
Tacoma  
Contact: Harold Liebe, Co.  
Coordinator, FU 3-3311

San Juan County

Location: Co. Courthouse,  
Friday Harbor  
Contact: Richard Hattrup,  
Chm., Plng. Commsn.,  
378-2161

Time and date will be announced in each county about 15 days before the first workshop.

Photo - Skagit River below Concrete, Sept. 1967  
Courtesy, Bureau of Outdoor Recreation

3

**PUGET SOUND AND ADJACENT WATERS  
COMPREHENSIVE WATER AND RELATED  
LAND RESOURCES STUDY**

# COUNTY WORKSHOPS

Whom to contact?

Mason County

Location: Co. Courthouse,  
Shelton  
Contact: James Connolly,  
Planning Director, 426-3222

Kitsap County

Location: Co. Courthouse,  
Port Orchard  
Contact: Robert Mitchell,  
Planning Director, TR 6-4441

Jefferson County

Location: Co. Courthouse,  
Port Townsend  
Contact: A. M. O'Meara,  
Co. Commsr., 385-2161

Clallam County

Location: Co. Courthouse,  
Port Angeles  
Contact: John F. Kirner,  
Co. Commsr., 452-2102

Island County

Location: Co. Courthouse,  
Coupeville  
Contact: Ralph W. E. Main,  
Co. Engineer, OR 8-4758

San Juan County

Location: Co. Courthouse,  
Friday Harbor  
Contact: Richard Hattrup,  
Chm., Plng. Commsn.,  
378-2161

Each county about 15 days before

release, Sept. 1967  
Outdoor Recreation

2nd Printing

(PUBLIC REVIEW)



4

INFORMATION BULLETIN 4

**PUGET SOUND TASK FORCE  
PACIFIC NORTHWEST RIVER BASINS COMMISSION  
November 1970**

**EXHIBIT B**

**INFORMATION BULLETIN 5  
FINAL PUBLIC HEARINGS**

TASK FORCE MEMBERS  
STATE OF WASHINGTON  
DEPT. OF AGRICULTURE  
DEPT. OF ARMY  
DEPT. OF INTERIOR  
DEPT. OF LABOR  
FEDERAL POWER COMMISSION  
DEPT. OF COMMERCE  
DEPT. OF HEALTH, EDUCATION  
AND WELFARE  
DEPT. OF TRANSPORTATION  
DEPT. OF HOUSING AND  
URBAN DEVELOPMENT

**Pacific Northwest River Basins Commission**  
**TASK FORCE FOR COMPREHENSIVE STUDY**  
**PUGET SOUND AND ADJACENT WATERS**

ADDRESS REPLIES TO CHAIRMAN  
ALFRED T. NEALE  
DEPARTMENT OF ECOLOGY  
P. O. BOX 928  
OLYMPIA, WASHINGTON 98501  
PHONE: 783-6895

ANNOUNCEMENT OF PUBLIC HEARINGS  
ON PUGET SOUND AND ADJACENT WATERS COMPREHENSIVE  
WATER AND RELATED LAND RESOURCES STUDY

HEARINGS TO BE HELD BY THE PUGET SOUND TASK FORCE AT 7:30 P.M. ON 21 APRIL 1971  
IN THE OLYMPIC COMMUNITY COLLEGE CAMPUS THEATER, BREMERTON, WASHINGTON  
AND AT 7:30 P.M. ON 22 APRIL 1971 IN THE EAMES THEATER, SEATTLE CENTER  
SEATTLE, WASHINGTON

Purposes: The purposes of the public hearings, the final of a total of eight conducted during the course of the Puget Sound Study, are to (1) discuss the public workshop review undertaken during the period from November 1970 through March 1971; (2) provide additional opportunity for citizen and public agency comments on the study; (3) discuss how the Puget Sound and Adjacent Waters study report will be used; and (4) review the completion of the report and its schedule for submittal to the Pacific Northwest River Basins Commission and ultimately to the United States Congress.

Public Bulletin 5: The fifth and last in a series of public information bulletins, distributed during the study, will be issued in early April to all persons receiving this announcement. Others who are interested may obtain copies in advance of the public hearing by writing to the Task Force Chairman, whose address is in the letterhead of this announcement. As the workshop review extended beyond the original sixty-day period envisioned by the Task Force, insufficient time remained for publishing in Bulletin 5 the substance of any suggested changes to the study findings. However, the bulletin will present some of the important issues raised during the public workshop review of the Task Force's preliminary findings, contained in a draft Summary Report and supporting technical appendices. The Task Force will address these issues at the final hearings on 21 and 22 April.

Please bring this announcement to the attention of persons you think will be interested.

*Alfred T. Neale*

ALFRED T. NEALE, Chairman  
Puget Sound Task Force

THE NEXT STEP for the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study will be two public hearings:

- April 21 - Olympic College Campus Theater, Bremerton, 7:30 p.m.
- April 22 - Eames Theater, Pacific Science Center, Seattle, 7:30 p.m.

All interested citizens are invited to come, learn further about the results of the county workshops (see below) and, if they wish, testify on the study. Each hearing will cover the entire 12-county study area. You may attend whichever is convenient or, if you wish, both.

What were the county workshops?

A series of workshops were held from November 1970 through early April 1971 in each of the 12 counties involved in the Puget Sound study. The workshops were held in response to desires for more thorough citizen review expressed at the public hearings on the Puget Sound study last May and June in Mount Vernon, Everett, and Olympia. Citizens, groups, and agencies were invited to participate in planning for the future of our waters and lands. Copies of the study's Summary Report draft and 13 technical appendices were furnished to each county and to 17 of the largest cities. Members and staff of the Puget Sound Task Force (which did the study) made themselves available for the various workshops. A summary of the workshop activity is shown below:

PUGET SOUND STUDY WORKSHOPS  
(Does not include committee meetings)

County	First Workshop		Total Workshops
	Date	Attendance	
Jefferson (Port Townsend)	November 9	40	4
Mason (Shelton)	November 30	25	3
Kitsap (Port Orchard)	December 3	33	5
King (Seattle)	December 17	50	6
San Juan (Friday Harbor)	December 19	23	3
Skagit (Mount Vernon)	December 21	40	1
Clallam (Port Angeles)	January 19	21	4
Whatcom (Bellingham)	January 20	108	9
Thurston (Olympia)	January 22	30	5
Island (Coupeville)	January 26	22	3
Snohomish (Everett)	February 2	50	3
Pierce (Tacoma)	February 3	20	4

How were the workshops organized?

A person from the county government usually convened the workshop, and after that the group organized itself. Each group set its own ground rules - the only restriction suggested was an attempt to finish each workshop's activity within 60 days. The organization was generally very informal, with continued effort to draw in as many people as possible, by mailed notices and articles in newspapers and other media.

Who came to the workshops?

Although everyone would have been pleased to have had even more participation in the workshops, more than 500 persons did take part. They represented a broad cross-section of people, including farm groups, chambers of commerce, garden clubs, improvement clubs, power companies and PUDs, labor unions, forest products and other industries, conservation and environmental organizations; students; federal, state, county, city, and district agencies; citizen groups, and just plain citizens.

What will happen at the final public hearings?

The Task Force will respond to the issues raised at the workshops and will answer questions from the floor. A prepared statement on these issues will be distributed at the beginning of the hearings. Copies will also be mailed out later to all participants in the workshops. The main purpose of the hearings is to provide additional opportunity for comment from the public. The hearings will be conducted by the chairman and members of the interagency Puget Sound Task Force, listed on page 6.

What issues were raised at the workshops?

Some of the issues most frequently raised at the workshops are:

- Everyone wondered how the Task Force report would be used. (Is it a guide, a blue print, or just another set of books to gather dust on a shelf? When something is to be done under the report, who does it, how does it get done, and who pays for it? Will local views receive first consideration?)

- Future studies should be based on several different growth rates of population and economic development. (Many persons felt that conscious efforts should be made to decrease or limit growth on the grounds that most residents of the region like it the way it is. There was great concern that growth could cause a dramatic change in the character of the area.)

- In cases of conflicts between resource uses, planners should suggest procedures for resolving these conflicts.

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organized itself. Each group  
restriction suggested was an  
activity within 60 days. The  
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#### Hearings?

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of the hearings is to provide  
information to the public. The hearings  
involved members of the interagency  
committee.

#### Workshops?

issues raised at the workshops are:

Force report would be used.  
Another set of books to gather  
information to be done under the report,  
and who pays for it? Will  
it be done?

Several different growth rates  
are being used. (Many persons felt that  
growth should be limited or limited  
to the way it is. There  
is a dramatic change in the

Resource uses, planners should  
address conflicts.

- The general land-use planning done in the study should be followed by more detailed studies to guide economic growth in accordance with publicly accepted goals. (Some of the areas frequently discussed in relation to future land-use decisions were Nisqually Delta, Skagit Valley, Snohomish-Snoqualmie Valley, and San Juan Islands.)

- Recommendations made in the report should be modified where local conditions and viewpoints have changed by the time specified projects are undertaken.

- Effects of all projects and programs on the natural environment must be thoroughly considered. Hidden costs and benefits must be identified.

- Local areas will need financial assistance to implement their shares of projects and programs. (How will the money for local shares be obtained?)

- User fees should be considered in financing some projects and programs.

- The report should be kept current, with citizen participation throughout future studies. (Updating should include corrections of numerical data, recent changes in the field, and incorporate new federal, state, and local policies for resource management.)

- Benefit-cost analysis should not be the only factor in deciding whether a project should be undertaken. Broader methods must be used in making these decisions.

- Many local problems in estuaries, lakes, and streams were identified as needing immediate attention.

- Flood plain management should be considered for numerous streams in the area.

- The option of nondevelopment should always be considered.

- Wastes from commercial vessels and pleasure craft and related shore facilities must be collected and properly treated.

- Stringent regulations must be imposed to avoid oil spills in Puget Sound. (The Alaska oil discoveries have dramatized the problem. The importance of aquaculture and commercial and recreational fishing was emphasized.)

- The waters of Puget Sound should be studied and managed as a single system.

- All levels of government should strive for public participation at the beginning and throughout all planning activities.

- Technological advances are needed to produce more efficient small-scale units for water supply and sanitation uses.

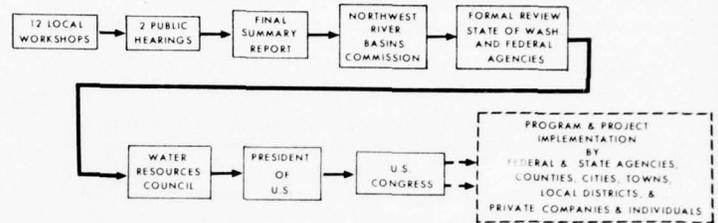
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• Comprehensive planning, enactment of ordinances, and early acquisition of sites for preservation or development should be considered as means for dealing with increasingly heavy demands on natural resources.

• Among matters needing early attention are water supply and distribution problems, location of small-boat harbors, recreational access, nuclear plant siting, and degree of sewage treatment required before dumping into Puget Sound or inland waters.

What will happen to the study after the hearings?

The Task Force will consider all public comments in completing its report, including all written comments received up to May 7. The Summary Report is expected to be published in July and then will be submitted, with its appendices, to the Pacific Northwest River Basins Commission. The Commission will distribute the report for a 90-day formal review by the State of Washington and federal agencies. Then it goes to the Water Resources Council, which will review the report, then send it to the President, who gives it to Congress. (See flow chart on page 6.)



How will the report be used?

The report is intended as a guide to future use of water and related land resources by federal, state, and local governments, as well as by individuals and corporations. On the federal level the report will be the basis for review and approval by the Water Resources Council of federal agency proposals involving programs and projects contained in the report. Congress is expected to use the report, which will include the public views expressed at the hearings and workshops, as one source of information when considering federal agency requests for project or program authorization and funding.

On the state level, the report will be used for continuing appraisal of existing programs and as a basis for future planning for the orderly development and preservation of resources within state jurisdiction. The report will provide a basis for the analysis of long-range trends, so that problems and needs can be anticipated and dealt with. The state will also use the report and the implementation procedures described to improve communication among various levels of government and the public in matters of resources planning, development, and conservation.

Local governments, many of which, like the state, have already been using data from the report, are expected to consider the proposals in future planning of conservation and development of resources within their jurisdiction. Corporations and individuals will play important roles in recreation development and expansion, water quality improvement, storm drainage, and water-related industry.

We appreciate the time and interest of those who have participated in the workshops and public hearings. We urge workshop participants and other interested persons to attend at least one of the two final public hearings on the Puget Sound Study.

ALFRED T. NEALE, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

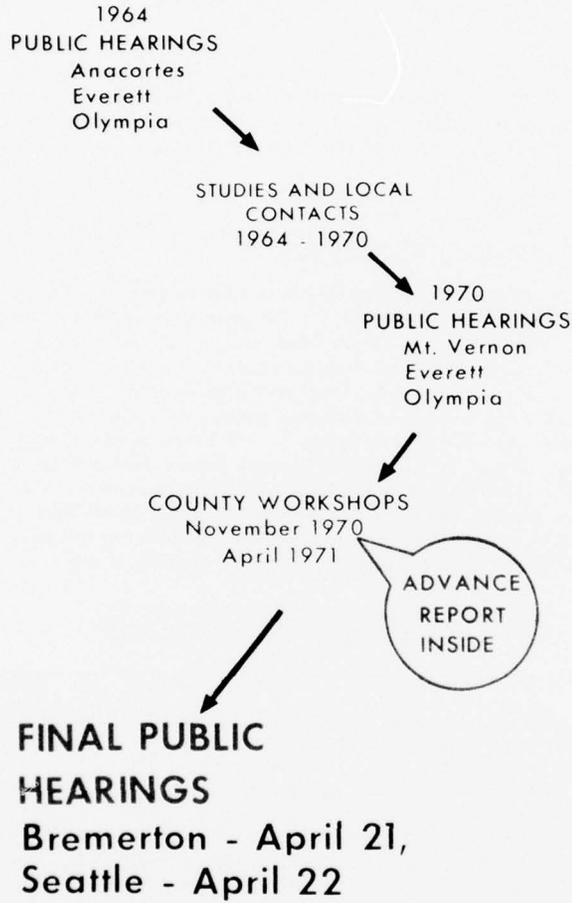
PUGET SOUND TASK FORCE

Alfred T. Neale, Chairman  
Lewis F. Kehne  
Sydney Steinborn  
Earl L. Phillips  
I. Paul Chavez  
Francis L. Nelson  
  
John Merrill  
  
George E. Van Santen  
Horace W. Harding (Ex-Officio)  
Cmdr. Neal G. Nelson

State of Washington  
U. S. Department of Agriculture  
U. S. Department of Army  
U. S. Department of Commerce  
Federal Power Commission  
U. S. Department of Health,  
Education & Welfare  
U. S. Department of Housing  
& Urban Development  
U. S. Department of the Interior  
U. S. Department of Labor  
U. S. Department of Transportation

**PUGET SOUND AND ADJACENT WATERS  
COMPREHENSIVE WATER AND RELATED  
LAND RESOURCES STUDY**

4



**INFORMATION BULLETIN 5**

**PUGET SOUND TASK FORCE  
PACIFIC NORTHWEST RIVER BASINS COMMISSION  
APRIL 1971**

FORMAL REVIEW  
STATE OF WASH  
AND FEDERAL  
AGENCIES

PROGRAM & PROJECT  
IMPLEMENTATION  
BY  
FEDERAL & STATE AGENCIES,  
COUNTIES, CITIES, TOWNS,  
LOCAL DISTRICTS, &  
PRIVATE COMPANIES & INDIVIDUALS

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We urge workshop  
end at least one of  
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ALE, Chairman  
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eartment of Transportation

**EXHIBIT C**

**ISSUES AND RESPONSES**

**PUGET SOUND AND ADJACENT WATERS  
COMPREHENSIVE WATER AND RELATED  
LAND RESOURCES STUDY**

**ISSUES**

RAISED DURING PUBLIC REVIEW  
OF STUDY FINDINGS

**AND**

**RESPONSES**

BY

**PUGET SOUND TASK FORCE  
PACIFIC NORTHWEST RIVER BASINS COMMISSION**

DISTRIBUTED AT  
FINAL PUBLIC HEARINGS  
21, 22 APRIL 1971

Fifty workshops were held from November 1970 through early April 1971 in the twelve counties involved in the Puget Sound Study. The workshops were held because of desires for more thorough review expressed by citizens at hearings last May and June in Mount Vernon, Everett, and Olympia. Citizens, groups, and agencies were invited to participate. Copies of the Summary Report draft and appendices were furnished to counties and cities. Members and staff of the Puget Sound Task Force made themselves available to answer questions.

A broad cross-section of more than 500 persons took part, representing farm groups, chambers of commerce, garden clubs, improvement clubs, power companies and PUD's, labor unions, forest products and other industries, conservation and environmental organizations; students; federal, state, county, city and district agencies; citizen groups, and just plain citizens.

The issues most frequently raised at the workshops are summarized in the following pages. Many of these were listed in Bulletin 5, distributed before the hearings. However, some issues have been added as a result of workshop comments received after Bulletin 5 was published. Following each issue is a response from the Task Force.

The Task Force will consider all comments from the public, including those made at all public hearings and workshops, in completing its report. Any additional comments must be received by May 7.

Comments made subsequent to the hearings should be sent to:

Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

AD-A037 569

COMPREHENSIVE STUDY OF WATER AND RELATED LAND RESOURCES  
PUGET SOUND AND A..(U) PACIFIC NORTHWEST RIVER BASINS  
COMMISSION VANCOUVER WASH A T NEALE ET AL. 1971

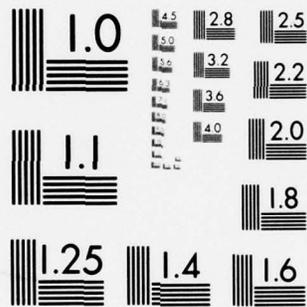
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MICROCOPY RESOLUTION TEST CHART  
NATIONAL BUREAU OF STANDARDS-1963-A

1. Who is the Puget Sound Task Force? (Why are most members from federal agencies? Who chose them?)

Response: Task Force membership is made up of one representative of each of the following:

State of Washington	Department of Agriculture
Department of Army	Department of Commerce
Department of Labor	Department of the Interior
Department of Health, Education and Welfare	Department of Housing and Urban Development
Department of Transportation	Federal Power Commission

The makeup of the Task Force parallels membership on the Columbia Basin Interagency Committee and its successor the Pacific Northwest River Basins Commission. Because each state has only one member in the parent organization and the Puget Sound Study was entirely within one state, only one member was appointed from that level of government. That member, however, who is Chairman of the Task Force, is the focal point for representation of all state and local governmental entities. Representatives were chosen by the respective agencies.

2. Everyone wondered how the Task Force report would be used. (Is it a guide, a blueprint, or just another set of books to gather dust on a shelf? When something is to be done under the report, who does it, how does it get done, and who pays for it? Will local views be considered?)

Response: The Task Force report provides short and long term guidance for detailed water related planning and program administration by federal, state and local governments and by private individuals and corporations.

Updating will occur periodically, as well as detailed planning (see pages 2-108 and 2-109, Summary Report draft).

Any programs and projects described in the report that are carried out will be initiated and paid for according to established procedures. Detailed studies leading to action can be started in many different ways; by requests of citizens to local, state or federal government, by requests of local officials to the Legislature or Congress, or by independent private action. The public will play a continuing but more decisive role in future planning by furnishing local views throughout the implementation process (see pages 2-103 and 2-108, Summary Report draft).

3. Future studies should be based on several different growth rates of population and economic development. (Some of the economic projections were felt to be unrealistically large. Many persons felt that policy decisions should be made to decrease or limit growth, and that conscious efforts could and should be made to do so. There was great concern that growth could cause a dramatic change in the character of the area. Various methods of limiting population could be considered.)

Response: The economic projections used in the Puget Sound Study were based upon what was expected to occur in the future in employment, population, and economic activity. The needs for water and related land resources were estimated and a Comprehensive Plan to meet the needs was developed. Policy decisions about limiting or encouraging growth cannot be made by the Puget Sound Task Force. However, whatever level of growth occurs, the governmental agencies with water resource responsibilities, intend to meet the needs in an environmentally acceptable manner. The value of the Puget Sound Study lies in demonstrating the effects on water and related land resources if growth occurs as forecasted. The Task Force will recommend re-examination of economic projections with local governments and lay citizens participating.

4. In cases of conflicts among resource uses, the conflicts should be clearly set forth and planners should suggest ways for resolving them. (Perhaps the method used - making independent single-purpose studies and then trying to resolve conflicts - is not the best possible. Just what is the status of all the appendices? Will the person interested in power, for example, or watershed management, bother to pick up the Plan Formulation or Summary Report, or just look at the volume with the title he is interested in? The result would just be more piecemeal resource planning).

Response: One of the primary purposes of comprehensive planning is to identify conflicts and then resolve these conflicts considering total resources and alternative solutions. The Task Force believes that public involvement is necessary to resolve conflicts. (In two areas, Skagit River and the Nisqually Delta, the Task Force did not resolve the conflicts but did recommend means for their resolution.) (The procedures used are described in Appendix XV, Plan Formulation, pages 10-17, and 10-60, Plan A and B.)

The Task Force has pointed out that the single-purpose technical appendices were just that, technical resource documents. They are working documents only. The Summary Report presents the final position of the Task Force and reflects the programs and projects recommended by the various technical committees unless modified in Appendix XV, Plan Formulation, or the Summary Report itself.

5. The general land-use planning done in the study should be followed by more detailed studies to guide economic growth toward publicly accepted goals. (Were urban interests in land use adequately reflected? Some of the areas frequently discussed in relation to future land-use decisions were:

Nisqually Delta - Port or wildlife? Can they be combined? How can a moratorium on decisions be enforced?

Skagit Valley - Necessity for more flood control?

Snohomish-Snoqualmie Valley - Dams? Development? Agriculture? Recreation?

San Juan Islands - Real estate? Developments? Water and sewer problems? )

Response: The general land-use planning undertaken in the study demonstrates various land use patterns under four assumptions of population density (see Part 6, Appendix V, Water-Related Land Resources). The Task Force recognizes the need for further detailed land use studies including future management of Puget Sound estuaries (see page 1-9, Summary Report draft) and recommends state guidelines be established to resolve land-use conflicts. The Summary Report will be revised to recommend that land use goals be determined by methods that assure public participation. Under Washington State law cities and counties can control land use.

6. Recommendations should be modified where local conditions and public goals have changed by the time specific projects are begun. (Local population projections for the future have already been reached in some cases. This affects the timing of provisions for water supply and other projects. Decisions to build or not to build a cross-sound bridge and a bridge to the lower end of Whidbey Island have many effects which must be kept in mind.)

Response: Recommendations in the report are subject to complete re-examination to reflect local positions and goals at the time of detailed implementation studies (see page 2-102, Summary Report draft).

7. Effects of all projects and programs on the natural environment must be thoroughly considered. Hidden costs and benefits must be identified, along with ways of comparing natural and economic values.

Response: The Task Force recognizes the importance of preserving the natural environment and recommends a large number of streams, identified in the Summary Report draft, be studied for possible inclusion in a state system of recreational river; protection of significant archeological and historical sites and outstanding natural and underwater marine areas; maintaining riverflows for fish, recreation and aesthetics; and acquiring numerous beach and watershed areas for recreation. Some alternatives were dropped because of their bad effects on basin environments. In two major areas of use conflicts, Nisqually Delta, and Skagit River, alternative plans are presented. In other cases provisions for mitigation of possible adverse effects to the environment are included.

Detailed studies of programs and projects will be done according to the National Environmental Policy Act of 1969 (see page 2-79, Summary Report draft and similar state legislation). All costs and benefits will be identified in these studies. The detailed studies may also alter the Comprehensive Plan.

8. Local areas will need money to implement their shares of projects and programs proposed in the report. (How will the money for local shares be obtained? In spite of the large amounts involved, estimates of costs for some projects seemed too low.)

Response: Financial help to local governments for implementing programs and projects will be obtained through existing federal and state authorities or through private financing. Additional details are contained in Appendix II, Political and Legislative Environment. Some funding must be obtained locally - by tax levees or bond sales. Costs shown in the report are approximate with detailed studies required to determine firm costs.

9. User fees should be considered in financing some projects and programs. (Admission fees or licenses for some activities may provide more and better facilities, as well as assuring careful use.)

Response: The Task Force agrees with the concept of user fees and this is discussed in Appendices VI and X, M&I Water Supply and Recreation. The exact mode of financing specific programs and projects will be determined in the more detailed future implementation studies.

10. The report should be kept current, with citizen and local government participation throughout future studies. (This should include corrections of numerical data, recent changes in the field, and incorporate new federal, state, and local policies for resource management. There must be ways to get and use continued public and local government involvement on policy questions as well as ideas about specific programs and projects. Why was there not more throughout the study?)

Response: The report is intended to be kept current with improved local government and citizen participation recommended in future studies (see Part 7, Appendix II, Political and Legislative Environment and page 2-102, Summary Report draft). The Task Force will include guidelines in the Summary Report for assuring future public involvement in follow-on planning or implementation.

The Task Force sought to obtain public involvement through the initial hearings conducted in 1964 and throughout the study by meeting with interested groups, county governments and regional planning organizations. However, as the May-June 1970 public hearings demonstrated, future public involvement will need to be improved. This is recognized in Appendix II, Political and Legislative Environment and the Summary Report draft. The final versions of the Summary Report will stress that in the detailed implementation studies the public be given an active role initially and throughout the studies.

11. Benefit-cost analysis should not be the only factor in deciding whether a project should be undertaken. Broader methods must be used in making these decisions. (There are a lot of pitfalls to reducing a day of fly fishing on a free-flowing, unpolluted stream to dollars.)

Response: We agree. Benefit-cost analysis was not the only basis of selecting elements of the Comprehensive Plan. Intangible benefits including the saving of human life, improvement of living conditions and the safeguarding of the natural environment were also considered as part of the Planning criteria (see page 1-17, Summary Report draft). Storage projects recommended in single-purpose planning were in many basins excluded from the Comprehensive Plan in order to retain rivers in their free-flowing state (see Appendix XV, Plan Formulation). (Examples, North Fork Skykomish, North and South Forks Stillaguamish, Miller River).

12. Many local problems in estuaries, lakes, and streams were identified as needing immediate attention. (Problems included poor water circulation, lack of access to water, over-use and over-crowding of available areas and littering.)

Response: Help for local problems should be requested by local government or citizens. See Appendix II, Political and Legislative Environment for agencies and the kinds of help they can furnish.

13. Flood plain management should be considered for many streams in the area. (This would not only help hold down flood damages but would make more space available for recreation and greenbelts.)

Response: Flood plain management with local land use zoning, flood-proofing, early warning systems and flood insurance has been recommended for all of the major river basins. The use of flood plain management to reduce the growth in flood damages and facilitate the retention of open space was recognized by the Task Force (see Appendix VII, Flood Control, Appendix XV, Plan Formulation and page 2-67, Summary Report draft). The state, city and county governments already have authority to do flood plain management.

14. Leaving an area undeveloped should always be one of the choices considered. (The effect of not doing anything about a projected need should be compared with an estimate of how critical the need itself is.)

Response: Nondevelopment alternatives were considered throughout the planning process. (See page 1-15 Summary Report draft and Appendix XV, Plan Formulation). Retaining free-flowing rivers, zoning flood plains, and preserving unique and historical sites are some examples. The report will be revised to stress this alternative during detailed implementation studies.

15. Wastes from commercial vessels, ferries and pleasure craft and related shore facilities must be collected and properly treated. (Tax breaks or other inducements may encourage operators and builders of marinas to install sanitary, discharge and garbage facilities.)

Response: Sanitation requirements for pleasure boats and moorages are discussed in the Task Force report and appendices (see page 2-26 Summary Report draft, page 1-68, Appendix XIII, Water Quality Control and page 2-21, Appendix XV, Plan Formulation.) The need for proper waste collection from commercial vessels and pleasure craft will be further emphasized in the final version of the Summary Report.

16. The waters of Puget Sound should be studied and managed as a single system. (Major activities on one part of the Sound may have effects on distant parts of it. There is no consideration of Puget Sound as a transportation corridor for ferries which might be preferred to more highway corridors.)

Response: The navigation studies viewed the deep draft shipping potential of Puget Sound on a regional basis, with waterborne commerce projected for the entire area and then allocated to the various ports. The Summary Report will be revised to include a recommendation for a single planning entity for guiding future developments for waterborne commerce (see page 2-86, Appendix VIII, Navigation). In addition to the Navigation Committee other technical committees recognized the Sound as a single entity (see Appendix X, Recreation, Appendix XI, Fish and Wildlife, and Appendix II, Political and Legislative Environment). However, the Task Force agrees that further studies should place greater emphasis on Puget Sound as one eco-system and will include in the final version of the Summary Report a recommendation for conducting model studies of the Sound for use in forecasting effects of thermal plant cooling water discharges and municipal and industrial waste discharges. The report will be revised to include a recommendation of expanded ferry service as an alternative to cross-sound bridging of Puget Sound.

17. Stringent regulations must be imposed to avoid oil spills in Puget Sound. (The Alaska oil discoveries have dramatized the problem. The transport of other toxic substances must also be regulated. The importance of aquaculture and commercial and recreational fishing was emphasized).

Response: We agree. The importance of aquaculture and commercial and recreational fishing and boating in Puget Sound is discussed in the Task Force report and appendices. (See Summary Report draft, page 1-7, Appendix X, Recreation, page 7-3, Appendix II, Political and Legislative Environment and XI, Fish and Wildlife.) The concern over potential damage to these and other resources has prompted revision of the Summary Report to recommend concerted action by all responsible agencies to regulate vessel movements on Puget Sound and adjacent waters. This revision will include the recommendation that federal and state agencies and marine industry make joint studies leading to a navigation control system that will minimize the possibilities of collisions.

18. All levels of government should strive for public participation at the beginning and throughout all planning activities.

Response: We agree. See response to Issue 10.

19. Technological advances are needed to produce more efficient small-scale units for water supply and sanitation uses. (Outlying areas which are new or growing especially require such systems.)

Response: Those who need small-scale units should contact their county or city health departments or the State Departments of Ecology or Health and Social Services.

20. Comprehensive planning, land use zoning, tax incentives, public purchase of development rights, and early acquisition of sites for preservation or development should be considered as ways to deal with increasingly heavy demands on natural resources. (Many of these means could be used now at the local level).

Response: The Task Force report recommends early identification of sites for preservation or development in accordance with heavy demands on natural resources. Recommendations made in:

Appendix II, Political and Legislative Environment, Section 7  
Appendix X, Recreation, pages 1-6 and 1-7  
Appendix XI, Fish and Wildlife, pages 3-56, 3-78

will be included as part of the Summary Report by reference.

21. Communities with large summer (or winter) populations need methods to finance needed facilities for water supply and sanitation.

Response: The Task Force recognizes the need for more effective methods of financing both seasonal and long term facilities for water supply and sanitation. Specific discussions on financing are contained in:

Appendices II, Political and Legislative Environment, Section 7,  
page 7-3, Administrative and Financial Support.  
Appendix VI, M&I Water Supply, pages 2-29, 2-30 and in each  
basin  
Summary Report draft page 2-102, 103.

Additional references will be included in the final version of the Summary Report.

22. Just what is meant by watershed management, and why are such large sums of money recommended for it in the report?

Response: Watershed management involves the activities of private developers, agriculture and forestry and federal, state and local government in construction of urban and suburban storm run-off systems, small dams and stock ponds, placement of riprap along stream banks, and land treatment and management for drainage and erosion control. Costs are large because most of the land in the Puget Sound area is affected. For specific references see:

Appendix V, Water-related Land Resources  
Appendix XIV, Watershed Management  
Appendix XV, Plan Formulation  
Summary Report draft

23. Irrigation projections should be reconsidered for areas where farmland is being taken out of production because of encroaching residential or industrial use, or tax reassessment under threat of such use. (Farmers are in a state of uncertainty in such areas, and the need for irrigation water may decrease rather than increase. The effects of such losses of farmlands may be lessened by increased farming efficiency and by careful location of new and expanding developments to avoid use of the best farm land. Two new ideas, using cooling water from thermal power plants and irrigating forestlands, may also have an impact on future needs for irrigation water.)

Response: The projections for irrigation developments will be reviewed periodically. Present and future irrigation needs will be determined by the farmers involved. Possible use of thermal power plant cooling water for irrigation and the potential increase in forest production through irrigation will be examined during future detailed studies.

Specific references include: Appendix VII, Irrigation, page 2-19  
Appendix XV, Plan Formulation, page 2-53  
Summary Report draft, page 2-59

24. The effect of tax policies on land and resource-use policies should be carefully considered. Action should be taken to remedy pressures often caused by increased assessments to take land out of open space and recreation use. (It should be possible for land owners to agree to hold lands for later purchase by government. This is difficult under present law.)

Response: The Task Force will recommend in the final version of the Summary Report that federal, state and local governments re-examine current policies with regard to taxation to determine if desirable changes in resource use can be induced through modification in tax policy.

25. The large projections of future power needs should be re-examined. (Estimates of future demands for power and water should take into account the possibility of decreased as well as increased per capita use. A rationale to choose among different kinds of power generation must be developed, as well as better methods of choosing sites, especially for nuclear power plants. Advance purchasing of sites for future power plants should be considered. Citizens should be educated about nuclear power.)

Response: The Task Force agrees. Projections of future power needs are based upon population and economic projections. If these projections should change when they are periodically re-examined, the projections of future power needs will also change.

A projection of decreased per capita use of electric power would require an increase in the projection of per capita use of other energy sources, such as natural gas, coal, oil, wood, paper, etc. for heating, cooking, clothes drying, etc. or a reduction in the standard of living.

There is a very definite rationale for choosing among different kinds of power generation based upon the most economic alternatives to hydroelectric generation. This rationale, termed "Value of Power" was developed by the Federal Power Commission and was endorsed and is followed by the private, public, and federal constructing agencies. (See Appendix IX, Power)

The Task Force endorses the formation of the Washington State Thermal Power Plant Site Evaluation Council. The Council is now examining sites when an interest is shown by a developing agency. Possibly in the future the council could evaluate and recommend advance purchase of sites which meet its criteria.

26. Among matters needing early attention are:

a. Water supply and distribution problems. (Some of the concerns expressed included maintaining the purity of municipal water by closed watersheds or by treatment, or by a combination of both; complete inventory of ground water supplies and appropriate conservation keeping them free of sewage or salt water pollution; what to do under the new water rights registration law, and the status of municipal water rights on various streams; skepticism about interbasin transfers; water tables and whether water supplies are being mined, and the need for recycling to help maintain water tables; the need for more efficient use of existing water resources as a first step in meeting future water requirements.)

Response: The Task Force discussed the problems of multiple-use of municipal watersheds and recommended additional studies be undertaken to determine the desirability and justification for opening these areas to recreational use (see page 2-75, Summary Report draft). A recommendation will be included in the final version of the Summary Report stressing the need for a complete regional inventory of ground water resources, and establishing a program to insure their conservation. Water rights are being reviewed under state law with all who desire a water right required to file with the Department of Ecology by 1974. More efficient use of existing water supplies will be reaffirmed in the final version of the Summary Report. For example, use of pipe instead of open ditches for irrigation; replacement of leaky water systems; and use of meters would allow a reduction in losses and wastage.

b. Small boat harbors. (Most agreed that more are needed, but there was dissatisfaction with some of the proposed locations.)

Response: Sites shown in the Task Force report for small boat harbors are listed as potential sites with detailed studies and public meetings required before final selection (See Appendix VIII, Navigation). Permits are also required from state and federal agencies before facilities can be constructed.

c. Recreational access of various kinds. (Some kinds of recreation seem to have been omitted, for example: clam digging, beachcombing and bird watching. Development of new or existing recreation areas must include planning for bicycle, horse and walking trails. What about the effect of existing or increased pollution on water-based recreation? Pollution can foreclose some recreation uses. The problem of flotsam and jetsam on Puget Sound is not dealt with.)

Response: Recreational planning undertaken by the Task Force incorporated the diverse forms of outdoor recreation activity. (See Appendix X, Recreation and Appendix XI, Fish and Wildlife). The final version of the Summary Report will be made more explicit in this regard.

Measures contained within the Comprehensive Plan are intended to eliminate or reduce the current level of water pollution. The problem of debris as related to pleasure boating was identified in Appendix VIII, Navigation. The Summary Report will recommend a study of debris prevention, control and removal.

d. Degree of sewage treatment required before dumping into Puget Sound or inland waters. (Many advocated secondary and tertiary treatment of wastes.)

Response: The Task Force report supports the Inter and Intra State Water Quality Standards (See page 2-61, Summary Report draft). Secondary and tertiary treatment may be necessary in some instances to meet these standards. Standards will be periodically reviewed and upgraded by the Environmental Protection Administration and the State of Washington Department of Ecology.

e. Estuaries. (Estuaries have special needs and values that should be considered separately.)

Response: The uniqueness and importance of Puget Sound estuaries are of concern to the Task Force and are discussed in Appendix X, Recreation, Appendix XI, Fish and Wildlife, Appendix XIII, Water Quality Control, Appendix XV, Plan Formulation, and the Summary Report draft where a separate section is provided on this subject discussing the need for a coordinated program of future use.

f. Storm water. (Should it be separated from other wastes? Treated with them? Diverted?)

Response: The Task Force supports separation of storm and sanitary sewers (see page 2-26, Summary Report draft). The final version of the Summary Report will recommend an investigation leading to a solution of pollution problems associated with storm runoff.

27. Do we really have enough acres of land and gallons of water to meet the projected needs. (Many uses - for example, waterfowl feeding and water-oriented industry - may be completely incompatible.)

Response: Enough land and water resources are available to meet the projected demands through the year 2020 for most uses if development follows the Comprehensive Plan. Finding this out was the purpose of the Task Force Study.

**EXHIBIT D**

**WORKSHOP SUMMARIES**

LISTING OF CONTENTS

City of Bremerton	Letter of March 4, 1971 George Plescher, Planning Director
King County	Letter of March 22, 1971 Edward B. Sand, Director of Planning
City of Port Angeles	Letter of March 15, 1971 Donald D. Herrman, City Manager
Port of Tacoma	Letter of March 29, 1971 E. L. Perry, General Manager
City of Seattle	Letter of March 29, 1971 Wes Uhlman, Mayor
City of Tacoma	Letter of March 15, 1971 Russell C. Buehler, Director of Planning
Snohomish County	Letter of April 29, 1971 Gene J. Grieve, Hydraulics Engineer
Kitsap County	Letter of April 5, 1971 Robert E. Mitchell, Planning Director
Mason County	Letter of February 2, 1971 James E. Connolly, Planning Director
Pierce County	Letter of April 14, 1971 Bonnie Paine
Island County	Ralph W. E. Main, P.E. Letter of March 18, 1971
Skagit County	Letter of April 6, 1971 Lloyd H. Johnson, P.E.

CITY HALL

2

# City of Bremerton

WASHINGTON

THE OLYMPICS

GLENN K. JARSTAD  
MAYOR AND COMMISSIONER  
OF PUBLIC HEALTH AND SAFETY

AUSTIN M. CLARK  
COMMISSIONER  
OF FINANCE AND ACCOUNTING

239 FOURTH STREET

FRED S. SCHONEMAN  
COMMISSIONER  
OF PUBLIC WORKS AND UTILITIES  
G. C. YEADON, SR.  
CITY CLERK  
AND PURCHASING AGENT

March 4, 1971

RECEIVED

MAR 5 1971

DEPARTMENT OF ECOLOGY

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Department of Ecology  
P.O. Box 829  
Olympia, Washington 98501

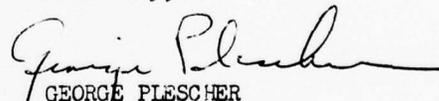
Dear Mr. Neale:

This is to acknowledge receipt of the set of appendices developed by the Puget Sound Task Force.

We have found these to be a valuable tool, particularly in carrying on the comprehensive planning process for the City of Bremerton. The data contained in appendix number 14, Watershed Management, is at this time being used in a comprehensive study of the northern portion of East Bremerton.

Therefore, I appreciate very much your sending us the complete set.

Sincerely,

  
GEORGE PLESCHER  
Planning Director

GP:ds

HOME OF THE PUGET SOUND NAVAL BASE AND SHIPYARD

*City of  
Bremerton  
2/24/71*

JOHN D. SPELLMAN  
COUNTY EXECUTIVE

5  
EDWARD B. SAND  
DIRECTOR

DEPARTMENT OF PLANNING  
KING COUNTY, STATE OF WASHINGTON

KING COUNTY COURT HOUSE—SEATTLE, WASHINGTON 98104

March 22, 1971

Mr. Alfred T. Neal, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
P. O. Box 829  
Olympia, Washington 98501

RECEIVED

MAR 24 1971

DEPARTMENT OF ECOLOGY

Dear Mr. Neal:

In review of the reports of the Puget Sound and Adjacent Waters Study, this department and the Hydraulics Division, Department of Public Works, would like to make the following technical comments regarding the Study:

1. The limit of zero damage in the Snoqualmie River is not elevation 54.0 feet (M.S.L. datum) at the Stossel river gage near Carnation, Washington, as stated in Appendix XII of the Puget Sound and Adjacent Waters Study. The limit of zero damage at this location should be changed to elevation 52.0 feet, or 16,900 cfs. during the winter months, and elevation 50.0 feet, or 12,190 cfs. during the remainder of the year.
2. The levees constructed along the South Fork of the Snoqualmie River provide in excess of 100 year degree of flood protection to the town of North Bend.
3. Flood control storage should be considered in future operations of the City of Seattle's water supply dam on the Tolt River. Presently King County and the City of Seattle are working on a plan to maximize the flood control benefits that can be provided by this structure without decreasing the power and water supply benefits.
4. The Cedar, Green and Sammamish River Basins should be divided into separate sections because they are not tributaries of each other and the summary tables and charts would be clearer.

Mr. Alfred T. Neal, Chairman  
Puget Sound Task Force  
March 22, 1971  
Page 2

5. The Cedar River, from approximately RM 12.5 to Renton, was zoned flood plain in November, 1969, based on 100-year frequency flood.
6. The frequency curve shown for the Cedar River at Renton is low. The maximum 100-year discharge at Renton is estimated to be 9,700 cfs., based on the Flood Plain Information Report for the Cedar River, prepared by the U. S. Army Corps of Engineers. Also, the channel capacity of the lower one mile of the Cedar River exceeds 10,000 cfs.
7. The total project cost for the proposed Chester Morse Dam should not be for flood control only. This project would be most justified as a multi-purpose project, including water supply, irrigation, power and flood control.
8. Levees may need to be constructed upstream of RM 17.5 on the Cedar River prior to year 2020, particularly in the area of Landsburg and other populated areas.
9. A note should be added to their maps in their Flood Control Appendix and Summary Report, showing the 100-year frequency flood plain areas and proposed project for the Snoqualmie, Cedar, Green and White River basins that states "flooding does occur upstream of the flood plain areas shown but no studies have been made to define these limits." Also, the approximate limits of the 100-year frequency flood plain for the Cedar River should be extended upstream to RM 17.5, and the 100-year frequency flood plain for the White River should be added to Figures 9-1 and 9-9 of the Flood Control Appendix.
10. Flooding does occur from overbank topping when flows exceed 9,000 cfs. downstream of Auburn.
11. For approximately ten miles upstream of Auburn, the Green River Valley is mostly wide and does not follow a well-defined course as stated in Appendix XII.
12. A 100-year frequency flood cannot be completely controlled within the lower White River (Stuck River) riverbanks. Also, the channel capacity is becoming less each year due to material deposited in the river channel. Channel improvements are necessary for the White River and should be constructed prior to 2000.
13. Preliminary population projections for King County reflect no growth for the period through 1975, and a much slower growth rate for later years than earlier anticipated. Consequently, the timing and need for many projects should be examined with this factor in mind.

Mr. Alfred T. Neal, Chairman  
Puget Sound Task Force  
March 22, 1971  
Page 3

14. The summary report lists a project 115 on Vashon Island, while Table 11-2 does not list this project.

At this time we have not received a copy of the summary report for King County's "County Workshop." When this citizens review is completed, we will then attempt to discuss broader policy implications.

Yours very truly,

*Edward B. Sand*  
EDWARD B. SAND  
Director

EBS:JRE:jh

cc: Brad Gilesie, Chairman  
Puget Sound and Adjacent Waters County Workshop

# City of Port Angeles

TOURIST MECCA OF THE NORTHWEST

140 WEST FRONT STREET

PORT ANGELES, WASHINGTON 98362

March 15, 1971

RECEIVED

MAR 16 1971

DEPARTMENT OF ECOLOGY

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Dept. of Ecology  
P. O. Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

Mr. Wilson discussed your February 19, 1971 letter addressed to Mr. Harry Hunt to me.

I assigned the studies to various department heads and asked them to comment on portions pertaining to Clallam County. Most department heads had no comments to make, but copies of the reports from three of them are enclosed. These might be of some help to you.

The studies will be placed in the Port Angeles Library where they will be available to all citizens of Clallam County.

Yours truly,



Donald D. Herrman  
City Manager

DDH:mak  
cc: J. Kirks  
Enc.



**MEMORANDUM**

RECREATION Department

**DATE** February 25, 1971

City Manager

**SUBJECT** Comments Ref: Appendix X Recreation and Appendix XI Fish and Wildlife

The most crucial needs in this area are for many more camping sites (both primitive and developed) and picnic sites. Other needs are for salt water and fresh water access. I disagree that there is a need for more swimming pools; except for the west end of the county. It would also be desirable to have Hiway 101 around Lake Crescent classified as a Scenic Hiway and an alternate route constructed for high speed commercial traffic.

Fishery resources are of the utmost importance to sportsmen (tourist and local) and commercial fish interests. The development of fish passage facilities on the Elwha River and the Dungeness River would be a real asset to the propagation of our fish resources; and would be a goal well worth striving for. Elimination of doe (deer) season would help to bring up the deer population.



Dick Mullins  
Director of Parks & Recreation

TO: CITY MANAGER

2/10/71

FROM: LIGHT DEPT. SUPT.

SUBJECT: COMMENTS CONCERNING APPENDIX III OF PUGET SOUND RESOURCES  
STUDY - POWER.

I would have to accept the "Power" study report as being authoritative and correct as I have no way of either contradicting or verifying the figures, tables, future projections, etc. of the report.

There is, however, an area for study that ties in to the "power sources" portion of the report that has not been identified and although the power derived therefrom maybe of <sup>secondary</sup> consideration it could possibly be of greater importance than the geo-thermal sources in the study area. Although new to combustion technology some measure of success has been achieved elsewhere with the burning of garbage in conjunction with fossil fuels in generating plants. The main consideration of this idea was the economical disposition of the vast quantities of garbage that is becoming increasingly more difficult and expensive to dispose of without further major pollution of the environment.

The Puget Sound Study states that the population growth up to the year 2020 will average 2.4 % annually. I would judge from this that the garbage disposal problem will be multiplied many times in the future. We may just as well obtain all the energy possible from its elimination.

b

MEMO: February 26, 1971

TO: Mr. Donald D. Herrman, City Manager

FROM: Paul Reed, Asst. Director of Public Works

RE: Comprehensive Study - Puget Sound and Adjacent Waters

There are a few discrepancies in these reports that possibly could influence future decisions in planning and financing and that I feel should be explored.

Filtreboard is, of course, not operating and should be deleted from all projections.

They have referred to Morse Creek supply as being possible to enlarge to 26 MGD, which we know is impossible.

They have projected the city to take from the Elwha for domestic water in the amount of 5 MGD, whereas, we have projected to 20 MGD.

They have listed the Port Angeles area for ground water as a probable source of supply for the City Water Department and we know this is not feasible.



# PORT of TACOMA

TELEPHONES: TACOMA, FULTON 3-5841 • SEATTLE, VERNON 3-0142 • P. O. BOX 1837, TACOMA, WASHINGTON 98401

RECEIVED

MAR 30 1971

DEPARTMENT OF ECOLOGY

March 29, 1971

Alfred T. Neale  
Department of Ecology  
PO Box 829  
Olympia, Washington 98501

Subject: Puget Sound and Adjacent Waters Study - Pierce County Workshop Meetings.

Dear Mr. Neale:

The Port of Tacoma submits the following statement and attached policy statement concerning the Nisqually Delta as an input to the final report of your task force:

The policy of the Port of Tacoma is in basic agreement with the conclusions concerning future plans for the development of the Nisqually Delta set forth by the Task Force on page 10-53, Volume XV, Plan Formulation: "A comprehensive assessment which analyzes the impacts of each of the proposed uses would form the basis of a decision for future use of this area. Accordingly, a moratorium on development for either recreation and wildfowl or navigation purposes is suggested with an in-depth multi-discipline study recommended for early action to resolve the above questions."

To be effective, however, a moratorium must be binding on all parties having a particular interest in proposed delta usage.

In the interest of continuing the study of Navigation requirements in the Puyallup tributary area, the Port of Tacoma will provide the task force with such statistical information as required in order to provide a firm basis for future projections.

We would be pleased to provide any additional information pertinent to this study for which you may find need.

Very truly yours,

*E. L. Perry*  
E. L. Perry  
General Manager

ELP/WJP/slm

Encls.

1/19/71

PORT OF TACOMA POLICY STATEMENT  
CONCERNING THE NISQUALLY DELTA

1. General

The Port of Tacoma Port District is organized under State of Washington Legislative Acts that mandate terminal and industrial development in support of the local, county and state economy. Implementing these mandates has generated economic influences by Port of Tacoma activities upon the City of Tacoma, Pierce County and the State of Washington, as measured in employment opportunity and tax base, which are a vital part of the regional economy.

2. Evaluation of Port Land Resources

Evaluation of the Port's land resources in Commencement Bay has shown that by 1980 all of the undeveloped real estate in the vicinity of deep water will have been fully developed. In addition, major rehabilitation and rebuilding programs will have up-dated existing obsolete and obsolescent facilities. This development, modernization and improved efficiency of all Commencement Bay Port property fails to provide the 1980 requirements of anticipated regional commerce.

While it has been pointed out many times that Puget Sound has no shortage of deep waterfront property, a careful review of the land adjacent to the water discloses that most of this property

is not suitable for economical development as a terminal facility. In addition to the high bank adjacent to the water, most of the more suitable areas are already developed with housing projects or commercial establishments in such a way that sufficient backup land capable of accommodating large volumes of bulk cargo does not exist.

As a result of this, an investigation and analysis of land resources was conducted of waterfront property in Pierce County. From this investigation, it was determined that a portion of the Nisqually Delta best fitted requirements for a terminal facility.

3. Port Comprehensive Plan

Technological advances in size and carrying capacity of large bulk carriers within the past ten years has grown at a tremendous rate. Predictions for the world's ocean freight fleet indicates that ships carrying up to a million tons of cargo can be anticipated by the year 1980. An evaluation of the requirements for accommodating ships of this magnitude in the Commencement Bay Terminal area discloses that such capability does not exist. As a result of these factors, the Board of Port Commissioners for the Port of Tacoma on December 1, 1965 revised the Comprehensive Plan for development of the Port to include a portion of the Nisqually Delta lying on the Pierce County side of the Nisqually River within its Comprehensive Plan. This Comprehensive Plan was defined and adopted after

public hearings. Since adoption of the Port's Comprehensive Plan for Development of a portion of the Nisqually Delta, several interest groups have proposed alternate uses, some of which excluded any port development.

4. Nisqually Development Plans

The Nisqually Delta is a major national asset in every sense of the word. We feel that a portion of it should be reserved and developed as an ocean shipping terminal. The Port of Tacoma proposes the possible future establishment of such a deep draft terminal adjacent to Puget Sound on the Pierce County side of the Nisqually. The Port further proposes that this development would be for deep draft terminal purposes only.

The Nisqually Delta comprises about 5,000 acres lying astride the Nisqually River. The Nisqually River in the Delta area runs north. Roughly half of this area is above high tide and is in agricultural use under private ownership, except for a portion of it in Thurston County, owned by the State Game Department. The portion east of this river is in Pierce County. Presently, all of this area is, in effect, legally or physically inaccessible to the general public.

At the present time, development plans for the port are not adequate to provide specific details on the size of berthing facilities or the technique of their development. However, based on the past ten years of port development and land utilization experience, the port will be out of space for any terminal development in approximately

ten to fifteen years. The present land area with water access does not provide the characteristics necessary for a deep draft terminal facility.

The area to be developed for a shipping terminal consists of 1,100 acres lying in Pierce County. Three-fourths of the Delta would remain in its undisturbed state, except for the existing agricultural uses. Tidelands would be filled from dredging of a waterway and from nearby high ground. The east bank of the Nisqually River would be stabilized and isolated from the terminal area, so that there is no risk of pollution. No dredging of the river itself is contemplated. Development plans call for a river-side drive which would provide access to scenic areas, at least one marina site and other recreational facilities. Deep draft berths would be on Puget Sound frontage, with lesser draft provided in the waterway. A unit-train loop would connect with the main line railways and encircle the bulk and general terminal areas. Roads on the east side provide access to a scenic overlook and other sites for recreational areas.

Terminal development would improve rather than impair the facilities for recreation and conservation, as well as the environmental and esthetic values. Tidelands are inaccessible because of intermittent submergence, uplands are mostly inaccessible because of private ownership, and even the scenery is inaccessible. That portion of the tideflat west of the river, in Thurston County, is not part of the development. However, the improved access would

promote increased utilization by the public and thus encourage funding for more effective conservation and wildlife management by the agencies skilled in these functions. Although the main purpose of the terminal development is for economic development, it appears the related benefits, conservation, recreation, and scenic values can be provided much more extensively and economically than if single purpose developments were attempted. The Port is especially desirous of supporting and promoting additional recreational facilities in this entire area and planning would include maximum accommodations toward this end.

5. Nisqually Complements Commencement Bay

It must be emphasized that development of the deep draft terminal facility in the Nisqually Delta area does not eliminate requirement for development of general cargo, container and specialized small bulk facilities in Commencement Bay. Comprehensive Plan for development in Nisqually complements current Commencement Bay development.

6. Economic Justification

At the present time there does not exist sufficient economic justification for development of a major deep-draft terminal facility in the Nisqually. Cargoes in the volume required to provide such justification are not moving in Puget Sound at the present time. However, the lead time on development for such a facility under most ideal conditions would be 5 to 8 years. The

trend to larger ships and other economic development factors such as diversification of industry in the Puget Sound area appear to indicate such a development in Puget Sound between 1975 - 1980.

The Nisqually Delta appears to have the characteristics most desirable for such a terminal development.

#### 7. Conclusions and Recommendations

The Port of Tacoma does not quarrel with the desirability of preserving most of the Nisqually Delta area for waterfowl, conservation and biotic research purposes. However, justification should be provided by the agencies engaged in such activities for their projects.

The Port of Tacoma believes that a study in depth should be undertaken immediately. This study should determine whether a deep draft terminal can exist along with other proposed purposes; what the highest and best uses of the Delta are; and how these factors fit into the overall planning for the State of Washington.

If a deep draft terminal proves feasible it is recommended that:

- a. An accommodation be agreed to between the Port of Tacoma and all authorized agencies for joint utilization of the area.
- b. Assurances be given by all parties that the agreement will be honored.
- c. A joint study be undertaken for utilization of the Nisqually Delta by the Port of Tacoma and these agencies.
- d. A master plan for such utilization be adopted.

Unanimously adopted by the members of the Port Commission  
of the Port of Tacoma at its regular meeting held on the 28th day of  
January, 1971.

Richard Lake Smith  
President

W. R. Cott  
Vice President

A. H. Crowley  
Secretary



**OFFICE OF THE MAYOR—CITY OF SEATTLE**

**Wes Uhlman, Mayor**

March 29, 1971

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

Dear Sir:

King County held a series of workshops from December 1970 to March 1971 to review the Puget Sound and Adjacent Waters Comprehensive Study of Water and Related Land Resources prepared by the Puget Sound Task Force of the Pacific Northwest River Basins Commission. The purpose of this review was to provide a basis for an official local position on the study. Representatives from the City of Seattle participated in these workshops. The workshop chairmen agreed to forward Seattle's official comments.

In early February, I appointed a City Coordinating Committee to review the Task Force Study. Representatives from appropriate departments analyzed the Study to determine its relevance to the City of Seattle. Because the time available is limited, I am forwarding the resultant comments directly to your office.

The Task Force should be commended for its efforts in assembling the voluminous data required in the study. The published volumes are important and useful reference documents and should be a good general background source for future planning and plan adjustment.

However, comments need to be made to indicate areas in which the study is lacking or is inconsistent with local policy. Assumptions and proposals made in the technical appendices are based on economic and population projections set forth in Appendix IV, Economic Environment. These projections were made from the top of the Puget Sound growth curve (1968) and provision must be made to update the figures periodically to reflect the changes in the economic situation. There should be several alternates to the proposed plans so the study can be updated and related to public policy shifts.

The system of obtaining local government and citizen viewpoints on policy assumptions is subject to question. Policy makers below the state level were apparently involved only sporadically, resulting in PSAW policies which conflict with established local policy and public sentiment. The hearings held in 1964 were intended to provide public input, but the priority in public values has shifted significantly during the remaining planning period. For a study as lengthy as this, local input should be encouraged periodically.

Even though the planning objectives state that the "well-being of all of the people shall be the overriding determinant in considering the best use of water and land resources," several proposed projects appear to give fish a top priority for water use planning. This emphasis may have been changed if there had been more local representation and consultation in the Task Force processes.

The funding of the proposed projects is of major concern to Seattle. Many of the cost estimates appear to be too low to accomplish the stated objectives. Federal funding will be necessary to a greater degree than indicated in the study if the proposed plans are to be implemented.

The disposal of solid wastes is an ever increasing problem that can greatly affect the water quality downstream from a disposal site. A study of these effects should have been included in the Puget Sound and Adjacent Waters Study.

In several instances, stated policy or plans proposed by the Task Force do not match locally approved comprehensive plans. For example, the decision to use intensive Land Use Pattern C-2, which includes cross Sound bridges, affects decisions made elsewhere throughout the study. The cross Sound bridges concept is not supported by current Puget Sound Governmental Conference policy. Also, the proposal to restrict the Green River Valley to industrial development conflicts with PSGC policy expressed in its Interim Plan.

Several individual proposals made in the study are not in agreement with Seattle's present plans. Some of the more important of these include:

1. The proposal for uncontrolled use of Seattle's watersheds.
2. The proposed construction of a fish ladder at the City of Seattle Landsburg Dam on the Cedar River.
3. The proposal that Seattle obtain water from the Skykomish River to meet future demands. (The present sources augmented by water from the North Fork of the Snoqualmie River should supply Seattle's needs to the year 2020.)
4. The proposed continuous waterfront boulevard from North Fort Lawton to South Lincoln Park. (Portions are opposed by community organizations and do not have the City's support.)

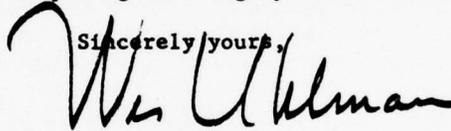
March 29, 1971

5. Several locations proposed for small boat moorages. (Seattle can support only two. The others are unfeasible because of physical site problems or political and economic reasons.)
6. The proposed tentative flows in the Skagit River for the maintenance of fish production levels. (The benefit from greater power development appears to outweigh the small incremental benefits derived from increased fish production.)

The Task Force states that additional studies will be required in certain areas. The City of Seattle is currently participating in the River Basin Coordinating Committee for the Water Pollution and Abatement Plan for the Lake Washington and Green River Basins (RIBCO) effort to develop a comprehensive water pollution control and abatement plan for the Cedar (Lake Washington) and Green River Basins. Included in this plan is the in-depth comprehensive study of the Lake Washington system called for in the PSAW Study. (Appendix XIII, page 7-22)

The Puget Sound and Adjacent Waters Study is a valuable reference document and planning tool. Contained within the volumes is an accumulation of data which will be utilized in both present and future planning efforts. Again, I commend the Task Force for its efforts in compiling this highly useful inventory.

Sincerely yours,



Wes Uhlman  
Mayor

WU:nt

cc: Edward B. Sand  
Workshop Chairmen (3)

# CITY OF TACOMA

WASHINGTON

City Planning Department

March 15, 1971

REC-10

MAR 1 1971

DEPARTMENT OF ECOLOGY

Mr. Alfred T. Neale  
Department of Ecology  
P. O. Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

The Tacoma City Planning Department submits the following general comments concerning the Puget Sound and Adjacent Waters Study.

The comprehensive nature and extensive volume of data compiled in this study are very impressive. It appears to be an excellent beginning which hopefully can lead to establishment of meaningful goals and policies for water and land resources planning in the Puget Sound region.

The study should be continued, the data maintained on a current basis, and the resulting plans, goals and policies reviewed and reshaped as necessary and appropriate to meet the ever-changing situation.

Following are some specific comments relative to the Puyallup Basin and Tacoma. Under "needs", there should be mention of the need for shoreline development and maintenance standards. Also, the report mentions the need for maintenance dredging of Port of Tacoma waterways. While this need does exist, this office feels there should be consideration for additional dredging of these waterways, and that these waterways should be extended deeper into the Puyallup Valley for deep water super tanker shipping.

The question of industrial development of the Nisqually seems to have been avoided. It seems that a study such as this, if it had given due consideration to this important issue, could have helped to resolve the matter.

COUNCIL-MANAGER GOVERNMENT

page

Mr. Alfred T. Neale

-2-

March 15, 1971

Under "recreation" it is suggested that linear river front parks be planned wherever possible from the river mouth to Puyallup and Sumner along the Puyallup River.

The "fish and wildlife" recommendations concerning the enhancement of fish production and upland game are excellent. The reestablishment of sport fishing to what it had been in past years, for both the local population and tourists, would be very desirable.

Very truly yours,

A handwritten signature in cursive script, appearing to read "Russell C. Buehler".

RUSSELL C. BUEHLER  
Director of Planning

RCB:RN:ew

April 29, 1971

Mr. Dennis Lundblad  
Department of Ecology  
P. O. Box 829  
Olympia, Washington 98501

**RECEIVED**  
**DEPARTMENT OF ECOLOGY**

**MAY 3 1971**  
**AM** **PM**  
**7,8,9,10,11,12,1,2,3,4,5,6**  
**▲**

Dear Sir:

Enclosed are the review comments on the "Puget Sound and Adjacent Waters, Water and Related Land Resources Study". These comments are from the committees formed by the workshop, interested citizens, and the Snohomish County Planning Department.

The County Engineering office does concur in general with the committee report on Flood Control with an additional comment: that a multi-purpose dam should be considered on the Pilchuck River where flood control and water supply for the towns of Snohomish and Granite Falls would be included as part of the benefits.

One additional report on power, navigation and water quality control will follow very soon.

Very truly yours,



GENE J. GRIEVE  
Hydraulics Engineer

GJG:pm  
Encl.

SNOHOMISH COUNTY WORKSHOP, PUGET SOUND AND ADJACENT WATERS STUDY

Report of Citizen's Committee on Flood Control, Irrigation, and Watershed Management

SUMMARY

This committee, made up of resident farmers, property owners, and interested citizens, concurred with the principal recommendations of the Task Force, as summarized in Appendix XV of the Study Report.

The committee unanimously favored construction of the Middle Fork Dam on the Snoqualmie River, and proceeding with second stage construction of the Culmbach Dam on the Sultan River. Some flood control projects appeared to require clarification or additional feasibility studies.

Irrigation requirements appear to be easily met without affecting other water uses, and without public funding.

Intensive watershed management appears to be required to obtain the maximum benefit from the major flood control measures. Continued cost-sharing between private landowners and governmental agencies is necessary, and local improvements on this basis, particularly in the Snohomish Estuary, show the highest cost-benefit ratio found in the study.

The River Basins Commission is to be complimented on the organization, scope, and depth of the Study and the Report.

Committee membership, notes from the discussion, and specific recommendations are included in the body of this report.

I. Committee Membership

Gosta Eriksson	Everett
Joseph B. Heineck	Everett (Acting Chairman)
Mrs. Norman Klisath	Everett
Agnes Phipps	Everett
James Reid	Edmonds
James Rhodes	Marysville
Dennis Roetcisoender	Everett
Richard Rodland	Everett
Sidney Staswick	Everett
George Yount	Edmonds

Additional information on the Committee members is presented in Attachment I.

Consultants

Loren Curry	USDA Agricultural Extension Service, Everett
Richard Mathews	USDA Agricultural Extension Service, Everett
Lloyd Repman	Consultant in Economic Development, Everett
Ray Skrinde	U. S. Army Corps of Engineers, Seattle
Byron Taylor	USDA Soil Conservation Service, Frontier Village

II. Notes and Conclusions from Discussion

I. Objectives

The committee agreed that its objectives were to increase citizen awareness and understanding of the River Basin Study, and to develop agreement with, or exceptions to the Study Report.

2. Committee Make-up

An effort was made at the Workshop to bring together a cross-section of citizens of the County in the study committees. While this was not completely successful, this committee included representation from people most affected by the flood control and related proposals -- valley farmers, residents, and property owners, and technical consultants in agriculture and flood control.

3. Scope of Discussion

Primary attention was paid to flood control and related problems in the Snohomish River Basin. A letter was received from another group meeting on the Stillaguamish Basin and is attached to this report. Watershed Management was discussed briefly with respect to the Patterson Creek and Snohomish Estuary areas of the Snohomish Basin. Additional details on the Snohomish Estuary proposals were obtained from Mr. Earl Fulkerson of the Spokane office of the USDA Soil Conservation Service. There was little opportunity to discuss irrigation, but findings of the study were simple and are included in the conclusions below as a Chairman's note.

4. Notes and Conclusions from the Discussions

a. Flood Control

1. The committee unanimously favors early construction of the Middle Fork Dam and stage two of the Sultan River Project (increasing height and storage capacity of Culmback Dam).

"The many diking, pumping, drainage, and flood control districts in this watershed attest to the interest in flood control. A large flood control area would take over and include the smaller drainage districts. It could operate more efficiently and provide much better flood protection and drainage than has been provided in the past by the small districts."

3. Financing (Chairman's Note)

The Committee did not have opportunity to discuss means of financing the local cost-share of especially the Watershed Management proposals. Existing diking and drainage districts have taxing authority, and individual farmers pay a share of the cost of many current watershed management practices. It is suggested that these bases are equally applicable to an increased level of watershed management.

Respectfully submitted:

The Committee  
Joe Heineck, Acting Chairman

ATTACHMENT I

COMMITTEE MEMBERS

PHONE NUMBER

Gosta Eriksson 915 61st Avenue S. E., Everett		252-8424
Joseph B. Heineck Route 1, Box 1410, Everett	Engineer/Farmer (Res.) (Bus.)	334-1371 343-0557
Mrs. Norman Klisath 1110 Oakes St., Everett		259-1306
Agnes Phipps 1102 Cascade Drive, Everett	Property Owner	353-2453
James Reid 324 Main St., Edmonds		778-1171
James Rhodes 4315 12th St., N. E., Marysville	Rancher	252-7584
Dennis Roetcisoender Route 2, Box 146, Everett	Dairyman	
Richard Rodland Route 2, Box 235, Everett	Property Owner	334-2856
Sidney Staswick Route 2, Box 138, Everett	Dairyman	334-3602
George Yount 21625 92nd Avenue W., Edmonds	Teacher	776-0726



TELEPHONE TR. 6-4441, EXTENSION 255

## KITSAP COUNTY PLANNING COMMISSION

ADMINISTRATION BUILDING • PORT ORCHARD, WASHINGTON 98366

DIRECTOR

ROBERT E. MITCHELL

April 5, 1971

Mr. Dennis Lundblad  
Water & Resources Branch  
Washington State Dept. of Ecology  
335 Gen. Adm. Bldg.  
Olympia, Washington 98501

Dear Mr. Lundblad:

On behalf of the Kitsap County Workshop Committee, which reviewed the Puget Sound and Adjacent Waters Task Force appendices as they pertain to the Kitsap County area, I have enclosed a series of recommendations regarding this study. We hope these recommendations will be put to use by those in a position to implement these plans as we spent many hours reviewing the reports and appendices produced by the study. We also appreciate having had the opportunity to be involved in this effort.

Yours truly,

Robert E. Mitchell  
Kitsap County Planning Director

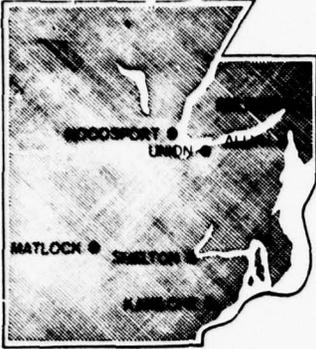
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ENCL.

RECOMMENDATIONS TO THE PUGET SOUND AND ADJACENT WATERS TASK FORCE  
FROM THE KITSAP COUNTY WORKSHOP PARTICIPANTS.

We recommend the Puget Sound and Adjacent Waters Task Force members, as well as those officials in a position to implement the study and plan, do so in light of the following resolutions and recommendations:

1. That the Puget Sound and Adjacent Waters Task Force up date their plans as data is provided by the Puget Sound Governmental Conference research team efforts in this area.
2. That we not export water from the twelve ( 12 ) county area due to its possible limited nature.
3. That Appendix VI., Municipal-Industrial Water Supply, indicates that through the year, 2020 Municipal-Industrial Water Supply will be mainly from ground water. Consideration must be given to measure withdrawal rates and monitoring for salt water intrusion to protect this resource from depletion and/or pollution.
4. Study results indicate that economic activities associated with agriculture, forestry, recreation, fisheries, and mining will expand to meet the need of a growing population. Another county function, that of a suburban community for the Central Economic Division of Puget Sound, will expand especially with the construction of a bridge over Puget Sound by 1990. It is recommended that the water related subjects in this study be coordinated with the report "Overall Economic Development Plan for Kitsap County, Washington."
5. That the Kitsap County Workshop of the Puget Sound and Adjacent Waters Task Force reflects the increasing concern of the people of the entire Puget Sound area, that all possible measures be taken to develop the tremendous potential of the Puget Sound fisheries and Marine " Farming" into a new asset to the economy of the area. Therefore, be it resolved, that no new or expansion of existing oil handling ports or facilities be permitted which would necessitate increased tanker traffic in the confined waters of greater Puget Sound and the San Juan Archipelago; and that drilling for oil in the sea floor of the inland waters of Washington State be prohibited by law; and that tankers and barges over 20,000 dwt carrying petroleum cargo be prohibited by law from entering Admiralty Inlet into inner Puget Sound, and from entering the San Juan Archipelago; and that studies be initiated to establish procedures and controls for all petroleum tankers and barges over 5,000 dwt and other vessels carrying large quantities of petroleum and hazardous pesticides and poisonous chemical products which transit the confined waters of greater Puget Sound and the San Juan Archipelago; and that scientific studies be initiated immediately by competent chemists and marine biologists to establish baseline levels of toxic hydrocarbon content in edible shellfish at selected locations throughout greater Puget Sound.
6. That there be a reestablishment and enforcement of the Rivers and Harbors Act, especially Sec. 13, wherein it requires removal of construction rendered objectionable by age and state of repair prior to transfer of ownership.



PHONE 426-1351  
AREA CODE 206

JAMES E. CONNOLLY  
DIRECTOR

### MASON REGIONAL PLANNING COUNCIL

P.O. BOX 488 • COURTHOUSE  
SHELTON, WASHINGTON 98584

February 2, 1971

Mr. Dennis Lundblad  
Department of Ecology  
State of Washington  
General Administration Building  
Olympia, Washington 98501

Dear Dennis:

We are enclosing herewith minutes and reports in connection with the final Puget Sound and Adjacent Water Study Workshop, which was held in the Mason County Courthouse on January 27, 1971.

Sincerely,

James E. Connolly  
Mason Regional Planning Director

/ve  
Enclosures

**RECEIVED**

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PUGET SOUND AND ADJACENT WATER STUDY WORKSHOP

January 27, 1971

The Puget Sound and Adjacent Water Study Workshop met in the County Commissioners Room of the Mason County Courthouse at 2:00 P.M. with James Connolly, Mason Regional Planning Director, in charge.

Reports of the various committees on the study books were given as follows:

Appendix VIII - Navigation and Pleasure Boating Study

Mrs. Evalyn Stirling, who represents the Belfair Chamber of Commerce, gave this report. She stated that it covered 12 counties and the committee did not feel that Mason County was given enough emphasis. Three recommendations were presented in her written report. It was suggested by the group present that copies of the recommendations be sent to the U. S. Coast Guard, the State Legislature and to the Shelton Mason County Journal.

Appendix X - Recreation

This report was given by Don Ahrens.

He stated that there are 70 recreation areas in the West Sound District. He recommended that the people who are going to use the area be the ones to raise the necessary funds. His committee recommended putting a tax on campers, hikers, or anyone who is going to use the land. It was asked if he meant to advocate an admission charge to parks, etc. This was the intention. Those who own land in the area are already paying taxes; the additional charges would be on the visitors.

A discussion followed on how money is raised for the acquisition of park lands - these funds come from the gas tax, boat tax, etc.

It was mentioned that a Park Board is being formed in Mason County.

The State buys land for park sites and development of this land comes later. There are three sites presently being considered by the State for parks in Mason County.

Appendix XIII - Water Quality Control

William R. Spooner gave this report, which was also submitted in written form.

Mr. Spooner mentioned that the study did not give any possibility of more efficient use of present water sources to cope with the expected increase in demand due to the population and industrial growth in the future. He suggested recycling the effluent from sewage plants.

The re-use of dishwater, bath water, etc., would have to be carefully studied, due to the detergent content, etc. The necessity for double plumbing and other costly and complicated problems which would arise, were discussed. From the standpoint of fire control, etc., another source of water supply would become necessary. It was stated that it is not uncommon in the Mountain States to use ditch water for garden watering in the summertime.

#### Appendix XI - Fish and Wildlife

Al Rasmussen of the Department of Game reported. He believes the study is highly idealistic, from the standpoint of funding. He stated that the study gives any project wanted but money must be found for it. Funding is a major problem and a difficult one to solve. The question was asked as to whether there might be a license required for salt water fishing in the future. There is a possibility of this sooner or later as an additional source of revenue.

#### Appendix V - Water Related Land Resources

Carol Wentlandt gave this report. She stated that the section on soils was considered by everyone to be very good. She wondered if this section could be printed separately for distribution to those interested. Her committee stated that the report projects a cross-sound bridge by 1980 and they are most concerned about its effect on the area.

Dennis Lundblad of the Department of Ecology concurred with the report in that there will be a loss of forest and agricultural land in the future to make room for the increase in population.

The question was asked as to whether summer resident population is included in the study, since it was not mentioned as such. Mr. Lundblad stated that the study was based on the permanent population.

#### Appendix VII - Irrigation

This report was given by Don Hurlbert of the Soil Conservation Service, with a written report submitted.

This study consisted of a breakdown between the Olympic and Kitsap Peninsulas, with Mason County land in each area. One half the land irrigation is in the Chimacum area and the other half in the Skokomish Valley, with a total of 1200 acres under irrigation. The irrigation rights consist of only three per cent of the total surface and ground water rights. Total surface and ground water supplies are adequate to meet irrigation needs except on the Kitsap Peninsula.

No project type developments are anticipated.

#### Appendix IX - Power

Alice Snuffin gave this report and submitted a written report.

Her committee wishes to stress the use of nuclear power to meet the needs of the year 2020. She made three points: (1) keep population down, (2) buy sites now for future power plants, and (3) educate the people that nuclear power can be safe. The committee is in favor of the Breeder Reactor.

Jud Holloway said that contamination could be kept to a minimum. Thermal pollution is the greatest danger. It might increase the danger to fish.

#### Appendix XII - Flood Control

This report was given by Don Hurlbert with a written report submitted. There were two areas studied - the Skokomish River Valley and the Hamma Hamma.

Flood plain management is the nucleus of the flood control plan. It is believed that flood plain management should be initiated immediately because the flood plain has excellent recreation potential.

Appendix XIV - Water Shed Management

Don Hurlbert of Soil Conservation Service gave this report and submitted a written report.

Projects include watershed rehabilitation, protection measures, recreation benefits, fish and wildlife habitat improvement and water supply improvement.

Recommended projects are listed in the report.

---

Dennis Lundblad stated that the workshop reports will be summarized and recommendations will be included. The cost of printing copies to have readily available is difficult; however, there will be copies sent to the Regional Planning Office and to the Shelton library, where copies of the study books are also available.

Mr. Dennis Lundblad,  
335 General Administration Building  
Olympia, Washington 98501

April 14, 1971

Re: Puget Sound and Adjacent Waters Study---Appendix VIII NAVIGATION

Dear Mr. Lundblad:

Although I have not been able to attend any of the workshop meetings on this study, I have been working with the NAVIGATION APPENDIX and do have a comment to offer. First, may I say this volume is so valuable for current studies of the League of Women Voters that I wish we could have our own copy and not have to return this shortly. Other members of the League have said the same thing about volumes they have reviewed.

As for comment: In regard to reservation of shoreline, I feel that the amount recommended to be set aside for industrial development was way out of proportion in its extent of maximum acreage to the almost minimal amounts recommended for open space, recreation etc. There also seemed to be little or no emphasis on preservation of unique and special resources for their own intrinsic values.

I would like to see included some strong recommendation as near to compulsory guidelines as possible to apply to location of industrial development on shorelines ONLY for such types of use as require water for their operation. The Army Corps of Engineers already must make decisions on this basis. Such rules should apply to every inch of shoreline and riverbank we have left.

Thank you for this opportunity for comment,

Sincerely yours

*Bonnie Paine*

Mrs. Roger H. Paine  
1328 Fifth Avenue SW  
Puyallup, Washington 98371

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DEPARTMENT OF ECOLOGY

APR 15 1971  
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ENGINEER



PHONE  
ORANGE 8-4758

**OFFICE OF ISLAND COUNTY ENGINEER**  
COUPEVILLE, WASHINGTON

18 March 1971

Mr. Dennis Lundblad  
Water Resources Branch  
Washington State Department of Ecology  
335 General Administration Building  
Olympia, Washington 98501

Re: ISLAND COUNTY Workshop  
Puget Sound & Adjacent Waters  
Study - Comments

Dear Mr. Lundblad:

Enclosed please find a summary of the Island County Workshop comments on the Puget Sound Task Force Study.

Your participation in the workshop program as Moderator was sincerely appreciated.

Respectfully,

A handwritten signature in dark ink, appearing to read "Ralph W. E. Main".

RALPH W. E. MAIN, P.E.  
Island County Engineer  
(& Coordinator, Island County Workshop)

RWEM:bje

Enclosure: Island County Workshop comments

ISLAND COUNTY WORKSHOP COMMENTS  
on  
COMPREHENSIVE STUDY OF WATER AND RELATED LAND RESOURCES  
PUGET SOUND AND ADJACENT WATERS

PUGET SOUND TASK FORCE

PACIFIC NORTHWEST RIVER BASINS COMMISSION

A. FACTUAL COMMENTS (Offered to correct, complete, amend, and/or update the study)

1. TRANSPORTATION

In Volume V, Page 7-87 the report states "State Highway 532 runs the length of Camano Island." State Highway 532 extends only from Stanwood to Terry's Corner.

2. POWER

Volume XV, Page 6-9 should indicate Whidbey Island is served by Puget Sound Power and Light Company. Camano Island is served by Snohomish County P.U.D. No. 1.

3. RECREATION

The following are recommended additions to Section X of the above-mentioned study:

a. Page 5-1 - Climate - Paragraph 4

High winds are not unusual and the total number of windy days is not small. It is common to experience winds in excess of 20 miles per hour during all seasons of the year.

b. Page 5-2 - Table 5-2

For updated listing of park inventory for Island County, refer to 1969, "Parks and Recreation Study, Island County" by Charles A. Bentley, County Planner. Appendix "A" of that publication is a listing of individual park sites showing number of acres and legal description of each.

c. Page 5-4 - Potential Supply

Fort Ebey State Park at the present time remains in an undeveloped state. Ultimately it will add 150 or more campsites to the existing state park total now in use on the island. Areas of Deception Pass State Park will likewise be developed to swell the campsite numbers by several hundred. The State Department of Natural Resources also plans to develop designated small rustic camping areas near Point Partridge and in Rhododendron Park during 1971-73. "An Appraisal of Potential for Outdoor Recreational Developments, Island County, Washington, February 1968" as compiled by the U.S. Soil Conservation Service in cooperation with state and county citizens treats this subject.

3. RECREATION (Continued)

d. Page 5-5 - Exploration and Fur Trade Period - Paragraph 1

Fort Ebey was also built near West Beach on Point Partridge. It was constructed as a W.W.II Coast Artillery installation in 1942, and subsequently disarmed in 1943.

Paragraph 3

The Crockett Blockhouse, a replica of the original fort, is located several hundred yards North of the entrance to Fort Casey State Park.

e. Page 5-6 - Outstanding Natural Areas

A third outstanding natural area may be described as that portion of beach and bluff extending from Ebey's Landing to Point Partridge. This is presently a wilderness stretch of beach and bluff with public access at each end. Significant interest has been expressed on a region-wide basis for preserving the area in its present undeveloped state to protect its unique vegetation and expansive shoreline beauty.

f. Page 5-10 - End of Paragraph 1

An excellent example of such a scenic easement to be acquired would be the western Whidbey Island shore between Fort Casey and Fort Ebey. Public access presently exists on each end and in the middle of this 7+ miles of beach.

Public access to state-owned tidelands of Penn Cove is presently nonexistent. These tidelands represent a major recreational resource in terms of clam digging. Convenient access to this resource should be a high priority for the immediate future.

4. POPULATION

Throughout the study, population projections are not consistent. This is demonstrated below:

	<u>1960</u>	<u>1963</u>	<u>1965</u>	<u>1970</u>	<u>1980</u>	<u>2000</u>	<u>2020</u>
Volume XIV, Pg 6-1 and Volume IV, Pg 1-89, Table 1-66:		19,900			26,900	36,200	49,500
Volume VI, Pg 13-3, Fig. 13-2:			20,200		26,900	36,200	49,500
Vol. VI, Pg. 13-8&9, Tbl. 13-8, 9, 10&11			20,200		26,900	36,200	49,500
<u>(In contrast)</u>							
Volume XV, Pg. 6-3, Tbl. 6-4:		19,900			56,000	80,900	115,000
Prelim. Draft-Summary Rpt, Pg 2-15, Tbl 2-8:		19,600			56,000	80,900	115,000
Official Final Bureau of Census:				27,011			
	19,638						

## B. WORKSHOP OPINIONS

### 1. MUNICIPAL WATER SUPPLY

The Puget Sound Task Force Study, among several other, repeats the theme that the ground water resources of Island County are limited. Municipal Water Supply is therefore of greatest concern to the residents of this area. In the Task Force Study, the "paper solutions" inspire no confidence because:

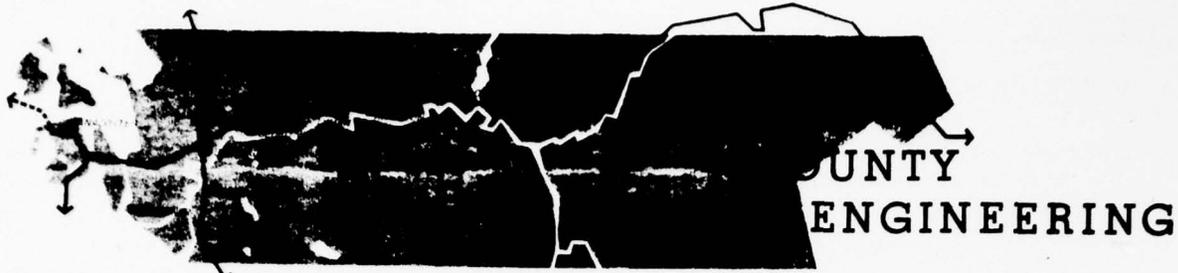
- a. Population projections are not consistent.
- b. Actual usage of surface water is the very basis for proving a claim to surface water rights. The process of bringing mainland surface water to Camano and Whidbey Islands seems complicated, expensive, and even tenuously uncertain. Expense will increase as time goes by. Some residents anxiously wonder if mainland surface water rights will ever be established for Island County.

### WORKSHOP CONCENSUS

In view of the uncertainties indicated above, the County workshop group supports the updating and maintenance of a current Island County Comprehensive Water and Sewer Plan. This would be held in readiness for, and in anticipation of, that time when the availability of construction funds, both State and Federal, will allow progress in this area on the most reasonable economic basis.

### . RECREATION

- a. There is strong concurrence in the need to provide small boat moorages on Whidbey and Camano Islands. It has been suggested that some of the West Whidbey moorages might well be programmed for the Keystone site. This site is already partly developed.
- b. There is a strong desire to develop land recreation sites in Island County. Participants in the workshop expressed the desire to promote the full development and utilization of existing parks. Also expressed was the desire to provide horse, bicycle, and pedestrian trails.



P. O. Box 396 - Mount Vernon, Washington 98273 - Telephone: 336-6147

April 6, 1971

RECEIVED  
APR 7 1971  
DEPARTMENT OF ECOLOGY

Mr. Alfred T. Neale, Chairman  
PUget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

The work shop studies were conducted in Skagit County with very poor attendance on the part of the individuals wishing to take part. The principal request of the parties taking part was an inquiry for additional information in the preliminary findings found in your various bulletins.

Skagit County is happy with the work and planning coordination shown by the Task Force regarding the study findings of the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study.

We hope this information will be helpful in your final hearings to be held in Seattle on April 22nd.

Respectfully,

LLOYD H. JOHNSON, P. E.  
Skagit County Road Engineer

LHJ/fm

**EXHIBIT E**

**PRESENTATIONS NOT INCLUDED  
IN OFFICIAL TRANSCRIPTS**

## CONTENTS

<u>Number</u>	<u>Received at the public hearing from witnesses</u>
1	Letter dated 29 March 1971 from Honorable Wesley Uhlman, Mayor, City of Seattle, submitted by Kenneth M. Lowthian
2	Resolution adopted by the Whatcom County Council of Governments, submitted by Harry R. Fulton, Director, Whatcom County Council of Governments
3	Statement of Lewis A. Bell, Tulalip Indian Tribes
4	Statement of the North Cascades Audubon Society, submitted by Mrs. Anne Mack, President, Seattle Audubon Society
5	Letter dated 22 April 1971 from Edward A. Delanty
6	Testimony of Mrs. Jo Yount, Puget Sound and Adjacent Waters Study
7	Letter dated 4 March 1971 from The Valley Greenbelt Association, submitted by Warren Gonnason, Harstad Associates
8	Statement of Charles W. Dolan, Conservation Chairman, Puget Sound Group, Sierra Club
9	Statement of the Portland Area Office of the Bureau of Indian Affairs, submitted by John Weber
10	Statement of Mrs. George Gunby, King County Action Committee, Washington Environmental Council
11	Statement dated 24 March 1971 of Dennis D. Rhodes, Thurston County Action Council of the Puget Sound Coalition
	<u>Received before and after public hearing</u>
12	Letter dated 28 April 1971 from Robert O. Sylvester, Professor and Head, Water and Air Resources Division, University of Washington
13	Letter dated 28 April 1971 from James E. Zervas, Chairman, Whatcom County Park Board

## CONTENTS (Cont'd)

<u>Number</u>	<u>Received before and after public hearing</u>
14	Letter dated 3 May 1971 from Gerald B. Digerness, Chairman, Whatcom County, Soil and Water Conservation District
15	Letter dated 4 May 1971 from R. C. P. Hill, Member, Seattle Audubon Society
16	Letter dated 5 May 1971 from Dick Taylor, Secretary, Steelhead Trout Club of Washington
17	Letter dated 6 May 1971 from L. Joe Miller, City Manager, City of Bellevue
18	Letter dated 6 May 1971 from Charles V. Gibbs, Executive Director, METRO
19	Letter dated 6 May 1971 from R. A. Andersen, Manager, Port of Everett



**OFFICE OF THE MAYOR—CITY OF SEATTLE**

**Wes Uhlman, Mayor**

**March 29, 1971**

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

Dear Sir:

King County held a series of workshops from December 1970 to March 1971 to review the Puget Sound and Adjacent Waters Comprehensive Study of Water and Related Land Resources prepared by the Puget Sound Task Force of the Pacific Northwest River Basins Commission. The purpose of this review was to provide a basis for an official local position on the study. Representatives from the City of Seattle participated in these workshops. The workshop chairmen agreed to forward Seattle's official comments.

In early February, I appointed a City Coordinating Committee to review the Task Force Study. Representatives from appropriate departments analyzed the Study to determine its relevance to the City of Seattle. Because the time available is limited, I am forwarding the resultant comments directly to your office.

The Task Force should be commended for its efforts in assembling the voluminous data required in the study. The published volumes are important and useful reference documents and should be a good general background source for future planning and plan adjustment.

However, comments need to be made to indicate areas in which the study is lacking or is inconsistent with local policy. Assumptions and proposals made in the technical appendices are based on economic and population projections set forth in Appendix IV, Economic Environment. These projections were made from the top of the Puget Sound growth curve (1968) and provision must be made to update the figures periodically to reflect the changes in the economic situation. There should be several alternates to the proposed plans so the study can be updated and related to public policy shifts.

EXHIBIT 1  
Page 1 of 3

The system of obtaining local government and citizen viewpoints on policy assumptions is subject to question. Policy makers below the state level were apparently involved only sporadically, resulting in PSAW policies which conflict with established local policy and public sentiment. The hearings held in 1964 were intended to provide public input, but the priority in public values has shifted significantly during the remaining planning period. For a study as lengthy as this, local input should be encouraged periodically.

Even though the planning objectives state that the "well-being of all of the people shall be the overriding determinant in considering the best use of water and land resources," several proposed projects appear to give fish a top priority for water use planning. This emphasis may have been changed if there had been more local representation and consultation in the Task Force processes.

The funding of the proposed projects is of major concern to Seattle. Many of the cost estimates appear to be too low to accomplish the stated objectives. Federal funding will be necessary to a greater degree than indicated in the study if the proposed plans are to be implemented.

The disposal of solid wastes is an ever increasing problem that can greatly affect the water quality downstream from a disposal site. A study of these effects should have been included in the Puget Sound and Adjacent Waters Study.

In several instances, stated policy or plans proposed by the Task Force do not match locally approved comprehensive plans. For example, the decision to use intensive Land Use Pattern C-2, which includes cross Sound bridges, affects decisions made elsewhere throughout the study. The cross Sound bridges concept is not supported by current Puget Sound Governmental Conference policy. Also, the proposal to restrict the Green River Valley to industrial development conflicts with PSGC policy expressed in its Interim Plan.

Several individual proposals made in the study are not in agreement with Seattle's present plans. Some of the more important of these include:

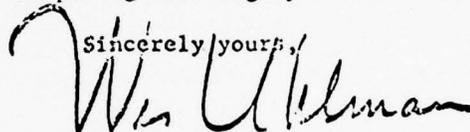
1. The proposal for uncontrolled use of Seattle's watersheds.
2. The proposed construction of a fish ladder at the City of Seattle Landsburg Dam on the Cedar River.
3. The proposal that Seattle obtain water from the Skykomish River to meet future demands. (The present sources augmented by water from the North Fork of the Snoqualmie River should supply Seattle's needs to the year 2020.)
4. The proposed continuous waterfront boulevard from North Fort Lawton to South Lincoln Park. (Portions are opposed by community organizations and do not have the City's support.)

March 29, 1971

5. Several locations proposed for small boat moorages. (Seattle can support only two. The others are unfeasible because of physical site problems or political and economic reasons.)
6. The proposed tentative flows in the Skagit River for the maintenance of fish production levels. (The benefit from greater power development appears to outweigh the small incremental benefits derived from increased fish production.)

The Task Force states that additional studies will be required in certain areas. The City of Seattle is currently participating in the River Basin Coordinating Committee for the Water Pollution and Abatement Plan for the Lake Washington and Green River Basins (RIBCO) effort to develop a comprehensive water pollution control and abatement plan for the Cedar (Lake Washington) and Green River Basins. Included in this plan is the in-depth comprehensive study of the Lake Washington system called for in the PSAW Study. (Appendix XIII, page 7-22)

The Puget Sound and Adjacent Waters Study is a valuable reference document and planning tool. Contained within the volumes is an accumulation of data which will be utilized in both present and future planning efforts. Again, I commend the Task Force for its efforts in compiling this highly useful inventory.

Sincerely yours,  
  
Wes Uhlman  
Mayor

WU:nt

cc: Edward B. Sand  
Workshop Chairmen (3)

THE WHATCOM COUNTY COUNCIL OF GOVERNMENTS

IN THE MATTER OF )  
THE PUGET SOUND AND ) R E S O L U T I O N  
ADJACENT WATERS STUDY )

WHEREAS, this Council finds the objectives of the Puget Sound and Adjacent Waters Study entirely commendable; and

WHEREAS, the results of the Study are disappointing and incon-  
vincing in several respects, especially as regards: explana-  
tion of alternatives and the making of trade-offs, estab-  
lishment of timing and priorities, financing of projects and  
programs, interest rate and feasibility assumptions,  
cost-benefit analysis, and provisions for future coordination  
and updating; and

WHEREAS, we find there is a lack of public confidence in the  
Study, and that local governments have not been sufficiently  
involved to support the conclusions of the Study,

THEREFORE BE IT RESOLVED

1. This Council hereby advises the Puget Sound Task Force,  
concerned State and Federal agencies, The Pacific Northwest  
River Basins Commission, the Water Resources Council, the  
President, and the United States Congress that the Puget  
Sound and Adjacent Waters Study does not fulfill current  
standards of good water resources planning practice and needs  
additional effort to make it acceptable to local government  
and to the general public.

2. This Council requests that the Plan Formulation and  
Summary volumes of the Puget Sound and Adjacent Waters  
Study be rewritten in consultation with local government  
and the general public, that portions of certain other  
volumes be reconsidered, and that appropriate organizational  
and financing arrangements be established for these purposes.

3. Copies of this Resolution shall be circulated to all  
State and Federal agencies which participated in the Study,  
to all county and regional planning agencies in the Puget  
Sound basin, and to all members of our State and Federal  
legislative delegations.

Done and passed this 14th day of April, 1971.

*Cecil Barr*  
Chairman

*Stanley J. Jellott*  
Executive Board Member

*Bob Williams*  
Executive Board Member

*Frank R. Rahlke*  
Executive Board Member

Attest:

*Harry R. Fulton*  
Harry R. Fulton  
Director

EXHIBIT 2

STATEMENT OF THE TULALIP TRIBES OF WASHINGTON  
ON ITS OWN BEHALF AND ON BEHALF OF OTHER INDIAN  
TRIBES SIMILARLY SITUATED, CONCERNING PUGET  
SOUND AND ADJACENT WATERS COMPREHENSIVE STUDY  
BEFORE THE PUGET SOUND TASK FORCE OF THE PACIFIC  
NORTHWEST RIVER BASINS COMMISSION AT PUBLIC  
HEARING IN SEATTLE, APRIL 22, 1971.

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Appendix II, Political and Legislative Environment,  
of the Comprehensive Study of Water and Related Land  
Resources, Puget Sound and Adjacent Waters, in part six  
thereof at pages 6-1 through 6-7, clearly and distinctly  
recognize Indian Water Rights, the federal authority  
exclusively vested in the Congress over them by Article I,  
§8 (3) of the Constitution of the United States, the limita-  
tions placed upon the jurisdiction of the State of Washington  
in relation thereto by that state's Enabling Act and the  
disclaimer of interest in Indian land contained in this  
Constitution in Article 26, §2.

There is further recognized in the pages cited that  
the Indian's rights arise from treaty, which treaties fall  
under the protection of the United States Constitution and  
are treated as if made with a foreign nation and are the

supreme law of the land.

However, the full import of these statements contained in part six is nowhere considered in the voluminous reports and appendices of the entire Comprehensive Study.

By reason of the fact that the Indian rights, though acknowledged, are not given full credence or study, the entire Comprehensive Study and its conclusions and summary and any action to be based thereupon must inevitably proceed from false premises, in effect, have feet of clay and result in eventual confrontation with the Indians by any person or party relying thereupon. The doctrine of supremacy of Indian Water Rights is based upon the cases of United States v. Winans, 198 U. S. 371, and Winters v. The United States, 207 U. S. 564.

The Indians in the study area are governed by treaty with the United States, called the Treaty of Point Elliott, or other treaties having similar provisions, which treaties were made on or about the year 1855 and provide that the Indians shall have the exclusive occupancy of lands reserved to them as well as the right of taking fish

at all usual and accustomed places.

It is essential to the understanding of the Indian's water rights to first fully appreciate the nature and extent thereof.

The Winans and Winters decisions as well as others clearly establish that the Treaty did not constitute a grant of right in water to the Indian people from the federal government, but was a ceding of rights from the Indians to the United States, with a reservation in the Indian of those rights not so granted to the United States. The correct light in which the nature of the title of the Indians to water under the treaties and between them and the United States is to affirm that Indian title thereto does not stem from a conveyance to them, but, rather, the title which resides in them to their lands and waters, was one which they always had and was retained by them when they granted away the title to the other vast areas of the State of Washington which had been theirs.

It is also of primary importance to realize and comprehend that water rights of Indians are usufructs and constitute real property to which they have a title and are not public rights in water withdrawn or reserved unto the United States as the sovereign. This distinction is analogous to the right in fee simple of a citizen to use water upon the lands he owns as compared to the rights of the

EXHIBIT 3  
Page 3 of 9

United States as a sovereign to have water for the public benefit on lands it owns and puts to public use, such as a national forest.

Seen in this light, statements relating to Indian Water Rights contained on pages 6-1 and 6-2 of part six, are misleading for they tend to the average mind, to equate the water right which the Indian reserved unto himself as part of his property with a water right reserved by the United States for the public benefit. The Winans and Winters doctrine enunciated by the Supreme Court of the United States is that at the time the United States created the Indian Reservations there was reserved by the Indians, through treaty, unto themselves their water rights to make use of waters of streams flowing upon and adjacent to their lands which reservation of water was not limited to existing uses but included sufficient water for future requirements of the Indians to carry out the purposes for which their lands were set aside.

These studies on page 6-2 thereof, part six, makes the following statement:

"Thus, any determination of the extent of the quantity of water necessary for the Indian's use would require a study of present uses as well as future uses for which water would be required."

As far as the Indians know, no such study has been conducted nor included in the Puget Sound and adjacent

waters comprehensive study. Without such a study included, the entire effort is abortive and unreliable to any user thereof or planner therefrom.

This is for the reason that until the present and future uses of water on Indians lands has been fully comprehended and evaluated, no other individual person or governmental agency can, with safety, assume any given quantity of water for such one's present or future needs.

In effect, any water user other than Indians, takes the same at the peril that when the Indian lands require water, theirs will have the first priority and other users will have to yield.

In short, the waters available for appropriation in the Puget Sound Basin are those waters left at any time, both present and future, after Indian demands and needs of water have been met.

It is appropriate to inquire what are the needs of Indians for water, both present and future.

As to the present, those needs are basically for fishery which requires sufficient flow of waters to and through Indian reservations to perpetuate and forever sustain anadromous fish runs, which flow must not be so contaminated

or obstructed or cutoff as to interfere with its natural propagation.

In addition, the Indian lands must have water for domestic use and agriculture, and the consumptive use required by industry and economic development.

The policy of the United States has recently been enunciated by President Nixon who, saying that such was to correct injustices to the Indians of the past, stated,

"My administration will promote the economic development of the reservation by offering economic incentive to private industry to provide opportunities for Indian employment and training."

On September 12, 1968, Senate Majority Leader Mansfield placed in the Congressional Record Concurrent Resolution No. 11, entitled, "National American Indian and Alaska Native Policy Resolution," which stated:

"The Resolution would assure our Indian citizens that federal programs will be concentrated where the problems are most acute - on the reservations and that it is the sense of Congress that Indian and Alaska native trust property continue to be protected; --that efforts be continued to develop natural resources."

At this time, there is at least seventy to eighty thousand acres, or more, of Indian Reservation lands that are pockets of poverty and economic depression lying within

EXHIBIT 3  
Page 6 of 9

the burgeoning urban area of Puget Sound lying wholly or mostly undeveloped. Such lands have tax exempt status, are free of state and county zoning, are uninhabited and lie at the mouths of the major rivers of the Puget Sound area with an assured ample supply of water, generally close to rail and highway networks and with assured power and communication facilities.

By the very reason that such are undeveloped and of special beneficial status in the same work of our society, and its laws, they constitute the first and greatest opportunity for economic development on a large and massive scale, basically unfettered by the bureaucratic rules and regulations of our society.

It is therefore apparent that if national policy as enunciated by the President and the Congress is implemented, and the assumption must be that it will, the Indian lands on Indian Reservations being open and unused, yet ideally situated, both under law and geography, will become the focal point for the industrial and economic development of the Puget Sound area. This increase in their use will require substantial consumptive uses of water for industrial purposes which under the Winans and Winters doctrine

will mean in the event of insufficient water to satisfy all needs, the taking of water from white water users and the delivering of it to Indian lands as a matter of first priority.

The success of any program in furtherance of development in Puget Sound Basin is, of necessity, predicated not only upon a present firm supply of water, but likewise upon a firm supply in the future. What amount of water will be required for future purposes may not be determined with absolute accuracy at this time but the Indians hereby assert their right to whatever water may be reasonably necessary for the development and use of their lands, not only for present uses, but for future requirements.

Therefore, it is imperative that the Puget Sound and adjacent waters comprehensive study first and foremost undertake an inventory of all of the Indian rights to the use of water in the streams and other sources of water arising upon, bordering upon, traversing or underlying their lands, and that there then be determined the highest and best use which can be made of these invaluable rights to the use of water, together with an invaluation from the standpoint of their maximum potential in the future by reason of the fact that those water rights must be exercised in perpetuity and in contemplation of the ever changing environment of the Puget Sound

area with its increasing population and increasing water demands.

Until such is done, all of the assumptions, conclusions, summaries and recommendations of the Puget Sound and adjacent water study are fallacious and should not even have been commenced. Two years ago, the Indian people requested inclusion into the planning and such request has been ignored. Today, they again request it and sound the warning that any planning or study which does not first determine their water rights and recognize the priority thereof, will not be accorded verity by them nor can it be by any person considered a reliable plan for future water uses.

Respectfully submitted

*Lewis A. Bree*  
\_\_\_\_\_  
Attorney for the Tulalip Tribes.  
416 1st Natl. Bank Bldg.  
Tumult, Wash. 98201

EXHIBIT 3  
Page 9 of 9

STATEMENT OF THE NORTH CASCADES AUDUBON SOCIETY AT PUBLIC HEARINGS ON THE PUGET SOUND AND ADJACENT WATERS AND RELATED LAND RESOURCES STUDY

I am taking this opportunity to present the views of the North Cascades Audubon Society on the Study of the Puget Sound Task Force. Our organization, comprising some 150 members in Whatcom and Skagit Counties, is deeply concerned with the protection and preservation of wildlife and wildlife habitat. Our members have taken part in both the Whatcom and Skagit County Review workshops. However, we wish to speak more directly to the areas of our main concern.

There are a number of very disturbing proposals which appear in the draft summary. These include proposals for the channelization of over 300 miles of streams in Whatcom and Skagit Counties and a proposal for a major dam on the South Fork of the Nooksack River. These projects are slated for the 9 year period ending in 1980. In the periods from 1980 - 2020 there are plans for considerably more stream channelization projects, an additional dam on the North Fork of the Nooksack, and an industrial and port development on the Nooksack River delta. We would like to concentrate on the small watershed projects because they seem to have received very little attention to this point.

It is our feeling that each of these so-called "small watershed management" projects will involve severe and permanent destruction of significant areas of bird, animal and sport fish habitat. We regard stream channelization as an extremely destructive and unnecessary engineering fad providing dubious public benefits and severe and documented environmental costs. These projects have been carried out under the Public Law 566 program in other states. They have converted streams from shaded, attractive waterways which provide habitat for a variety of fish and wildlife as well as aesthetic and recreational values into barren drainage ditches. They provide benefits almost exclusively to private landholders at the expense of both the public and the public interest.

The list of streams slated for this destruction in our area alone includes virtually every major stream in Western Whatcom County. The Skagit County list proposes, incredibly, the channelization of the Samish River. This is undoubtedly the most popular steelhead stream in Northwest Washington, attracting fishermen from all around the Puget Sound area. This channelization could very likely wipe out the steelhead runs as well as the runs of salmon and sea run cutthroat. While this is the most fantastic of the channelization schemes, most of the others are severely damaging. We have attached a detailed list as an appendix to this statement.

The study outline indicates that the stream channelization projects were conceived primarily by the Soil Conservation Service. It was understood that after each agency group completed its special purpose plans, the various special purpose plans would be merged with conflicting projects being eliminated. And yet, a comparison between the recommendations of the final draft and the earlier Appendix XIV compiled by the Soil Conservation Service indicates that every single project conceived by the Soil Conservation Service in the entire Puget Sound area was adopted into the final plan. There is little evidence that effects of these projects on fish and wildlife were given any consideration in the formulation of the final draft. Indeed, the blanket acceptance by the Task Force of every last one of these projects confirms the feeling we have that the study is largely a 50 year pork barrel project plan.

At this point in time the public is at last becoming aware of the enormous damage which has been done to vast areas of our land and waterways through ill-conceived developments, both public and private. When there is so much damage to be repaired, it is difficult to understand the recommendation that in the next 9 years we spend almost \$34 million to channelize and destroy 478 miles of streams in the Puget sound area. We hope that these projects never see the light of day.

Respectfully,  
Robert Jepperson, President  
North Cascades Audubon Society  
P.O. Box 305  
Bellingham, Wash. 98225

COMMENTS ON PROPOSED STREAM CHANNELIZATIONS: WHATCOM AND SKAGIT COUNTIES

- (1) Middle Nooksack tributaries includes a large portion of the bottom land in the Lynden-Everson area and includes some of the finest waterfowl hunting territory in Whatcom County.
- (2) Fishtrap and Bertrand Creeks both support steelhead, sea run cutthroat, coho and chum salmon runs. They are important spawning and rearing areas; there is also some good waterfowl habitat in these drainages.
- (3) The Sumas River system includes some excellent waterfowl habitat and some resident fish population.
- (4) Ten Mile and Four Mile Creeks support steelhead and sea run cutthroat runs as well as a small number of coho and chum salmon. The Ten Mile Creek drainage also includes some excellent waterfowl habitat.
- (5) The Lower Nooksack Tributaries are primarily important for waterfowl.
- (6) Dakota and California Creeks both are extremely important from the standpoint of steelhead, sea run cutthroat, coho and chum salmon; they are important spawning and rearing streams.
- (7) Silver Creek drains Tennant Lake which is a highly important waterfowl resting, feeding and hunting area. Also, near the mouth of Silver Creek there are extensive marshy areas that provide excellent waterfowl habitat.

Most of these drainages also support fair to good populations of furbearers, including muskrat, mink, and an occasional otter, and they furnish habitat for small game such as rabbits and upland birds.

In Skagit County there are only four small watershed projects proposed for the early period in the study. Two of these, Gage's Slough and South Mt. Vernon, will result in some destruction of waterfowl habitat.

- (8) The proposal for the Skagit Flats could be quite damaging to waterfowl habitat, but details are not spelled out sufficiently to make a proper evaluation.
- (9) The final project, however, which concerns the Samish River would be extremely damaging to our fisheries. The Samish River supports an extremely important steelhead and sea run cutthroat fishery as well as one of the larger salmon runs in the Sound. Salmon species include chinook, coho, pink and chum. It consistently ranks 12th or 13th in the state in the number of steelhead produced. Channelization of this stream would do an untold amount of damage to this fish resource. It would also result in the destruction of some excellent waterfowl habitat.

Edward A. Delanty  
10661 Rainier Avenue South  
Seattle, Washington 98178

April 22, 1971

Chairman  
Puget Sound and Adjacent Waters  
Comprehensive Water Resource Study  
Puget Sound Task Force  
Pacific Northwest River Basins Commission  
Seattle, Washington

Dear Sir:

I request that this letter be made a part of the public hearing literature of the PS&AWS documentation.

I am an aerospace engineer somewhat active in flood control and land use issues as an avocation for several years. I live in unincorporated King County and have no financial connection with any property effected by this study. I represent only myself as a citizen.

During earlier 1971, I participated in the King County PS&AWS workshop but due to other pressing commitments was unable to reduce my oral presentation to that body to written form by the deadline and so am taking this opportunity to include these thoughts, and others, in the record.

As a preliminary, I would like to thank the Task Force for a monumental data collection, analysis and reduction task. The study volumes will become the best single source of reference material on this topic for years to come. I would like specifically to thank Mr. Frank Urabeck and Mr. Ray Skrinde from the Seattle office of the Corps of Engineers and Mr. Brad Gillespie from the King County Flood Control office for actively aiding me to understand the study and providing me with technical information necessary to evaluate selected parts of the study. They also provided the necessary sounding board to vent emotions in areas where agreement was not total.

In order to limit my discussion to reasonable length, I will concentrate on river systems and related land, primarily in King and Snohomish Counties, but it should be recognized that some comments have much broader implication.

FLOOD CONTROL VERSUS THE ENVIRONMENT

The majority of meetings I have attended tend to represent three distinct factions: 1) The "Professionals" (i.e. people representing official agencies interested in a particular project); 2) The Environmentalists ("save" everything); and 3) The "Financially Interested" (save anything if it doesn't effect me). Somewhere among the aims of these principals lies a "reasonable" solution which will be the best for our entire society.

Probably no single area brings these factions to the surface any faster than a hearing on a flood control issue which involves physical works. In this particular situation, the "professionals" and the "financially interested" are most generally paired against the "environmentalists" and frustration is rampant. Let us consider some elements of this problem.

- . High Valley Dilemma: The high valleys of the rivers emptying in the King-Snohomish County area are a very scarce resource representing a unique form of recreational opportunity that cannot be substituted with man-made recreation. The very fact that these valleys rise majestically from free flowing rivers to snow-capped peaks also make them the potential storage site for flood control works and hence the dilemma: Flood control or environment?
- . Low Valley Dilemma: The low valleys of the area (disregarding the delta regions of the rivers) are characterized by primarily agricultural land subjected to the triple threat of devastating floods, galloping urbanization, and river bank destruction. An agricultural landowner sees this threat as flood caused crop and building loss, increased taxation and soil erosion. An environmentalist sees the floods as a means of limiting galloping urbanization while protecting "greenbelts" and far prefers riverbank erosion to "#16 Black Riprap" and ugly channelization. The low valley dilemma becomes: "Wall-of-Water" zoning code or flood protection?

Let us reflect a moment on our current situation in this area and that implied by the PS&AWS. The high valleys of the Green and Cedar Rivers are not only dammed and filled but are closed to entry as watersheds for Tacoma and Seattle. The small high valley of the Snoqualmie South Fork has a major highway through it. The high valleys of the Snoqualmie Middle and North Forks are scheduled for three dams. The high valleys of the Tolt are dammed in one case and scheduled in another case and are closed watershed for the City of Seattle. The high valley of the Skykomish South Fork is used as a passage for a major highway and transcontinental railroad. The high valley of the Skykomish North Fork has a dam site which has appeared in other plans and for reasons not clear to me was omitted from the present plan but will no doubt be included as a project as further flood control is demanded in the lower valleys of the Skykomish and Snohomish Rivers. The high valley of the Sultan is dammed for Everett's water supply.

This represents our inventory of high valleys and as one can plainly see, only the Snoqualmie Middle and North Forks along with the Skykomish North Fork have any possibility of preservation in their more or less natural state, and that will occur only with considerable public outcry.

The major lower valleys of concern in the maintenance of "greenbelts" are those of the Green, Cedar and Snoqualmie-Snohomish systems. The 100 year (or so) flood protection in the Green River Valley coupled with planned levee improvements and present high level of development indicates to me that this beautiful valley is doomed to wall-to-wall asphalt and building from Auburn downstream to the mouth of the Duwamish. I somehow feel it almost criminal to bury 50 feet of alluvial deposits representing some of our finest farmland under galloping urbanization, but be that as it may, it is most probable.

The Cedar's flood plain, however, is another story. The PS&AWS cost of only those improvements attributed to flood control, represent a cost of \$8,300 per acre over the very small 800 acre flood plain. There is no doubt that we could buy this entire flood plain plus improvements for that sum and one must recognize that much of the area in the flood plain is already in government and railroad utility ownership. While this course of action is not specifically recommended, it does show how far afield from reason we have progressed in this basin. Because of its very close proximity to metropolitan population centers, I believe the Cedar to be potentially one of the greatest recreational and environmental assets of this entire region, even

with the existing level of development and closed watershed above Landsberg. This is a small, sparkling river which will be virtually destroyed with the proposed riprapping from 2.5 miles above Maple Valley to Renton. Far too much riprap has already and is being placed on this gem. The potential damage to the spawning grounds of the huge sockeye run in this river alone make it mandatory that we cease this course of action immediately.

The lower valley of the Snoqualmie presents the biggest dilemma as all parties appear to want a "greenbelt" in this area. The farmers, however, need flood protection to stay economically viable in providing that greenbelt and would like bank stabilization. They also need, although not generally recognized, protection from urbanization should they receive flood control.

#### WHAT THE PS&AWS STUDY DOES AND DOES NOT DO

This is basically a good study which provides an excellent source of problem identification, a wealth of background data and long term project identification.

It specifically does not provide (1) land use policy, (2) enforcement tools and (3) sensitivity analysis. Land use policy and enforceability will be discussed in a later section.

The lack of sensitivity analysis is perhaps the greatest engineering shortcoming of this study and virtually all studies I am familiar with from the agencies involved. It is imperative that results be presented in this form so rational evaluation can be made of changes in baseline parameters such as population figures, interest rates, etc. This serious technical deficiency has been previously pointed out to at least the Corps of Engineers in the past and would not be tolerated in engineering projects of similar magnitude in other fields of endeavor.

A further area of concern was the entire formulation with respect to Watershed Management. Neither the appendix devoted to this topic or the constantly repetitive small sections in the plan formulation seem to support the fact (considering only the Snohomish and Cedar/Green basins) that this item requires 97.5% of the total formulation program cost and over 1/3 (\$694 million) of the total cost of everything including physical works.

Page Five

I recommend a very careful review by an agency other than the Department of Agriculture to determine whether this sacred cow shouldn't be made over into a sacred mouse. If this is not, in fact, a whitewash then let us document it. As an aside, the Department of Agriculture should not administer many of the programs spelled out as was recommended in numerous places as they are about as closely related to Agriculture as the moon landings.

#### LAND USE PLANNING AND ENFORCEMENT

This topic brings me to the real possible solution to many of the dilemmas presented in my previous statements. Land use planning has considerable direction from the federal level under Senate Document 97 and the Environmental Policy Act, but this is quite general in scope and really fails to perform the means for regional planning and enforcement. Local (County) planning is not all bad but it tends to be neither geared to regional needs nor long range enough to adequately solve the major problems facing us. This, coupled with the fact that we are constantly planning items such as water resources with total absence of a long term land use policy, makes our job impossible. In addition, enforcement at this level is non-existent and unworkable.

Direction would most logically be provided to regional planning bodies such as the Puget Sound Governmental Conference along with "teeth" to require compliance and enforcement of the sub-governments. However, this has not been done and the State's policy is, at best, a conglomeration of single purpose policies which do not effectively solve the need. Additionally, some measure of guidelines need to be provided to require regional bodies to plan with direct local planning body coordination to prevent the all too common "planning in a vacuum". I hope the legislative appendix can effectively convey this message. The continuation of defacto land use planning by the implementing agency is, of course, not a substitute for the land use policy that should be provided to them as a starting place.

In closing, I would like to say that we can live with any of a hundred plans but to live with no plan (or a defacto plan) will never work and means that there is no hope for a livable environment for our children.

Thank you,



Edward A. Delanty

EAD:gl

EXHIBIT 5  
Page 5 of 5

TESTIMONY PRESENTED TO THE TASK FORCE OF THE PUGET SOUND AND ADJACENT WATERS STUDY  
ON APRIL 22, 1971 BY THE LEAGUES OF WOMEN VOTERS OF PUGET SOUND.

The Leagues of Women Voters of Puget Sound have made <sup>representing 9 local leagues around P.S.</sup> ~~their~~ position on this study clear in previous testimony, letters, and participation in workshops and other meetings.

We respect the efforts to compile the projections of the future needs in the various areas related to water and to record the current thinking of the specialists in these interest areas regarding how best to meet these predicted needs. This compilation offers a unique resource document — a valuable outline of the sort of future to which we can look forward. Specifically, it gives us a view of the kind of future we will have if we plan and build according to the projected trends. (One startling example is the projection that per capita electrical use in the next 50 years will increase six times over the present per capita consumption.)

The greatest merit of this kind of outlining is that it may alert us to the almost untapped possibility of planning for desired goals — planning for a future which we want instead of one which we are told is inevitable. The projections of future needs are inevitable only if we do not make conscious efforts to change the trends. By plan or by default, we do determine our futures.

We also want to restate our strong position that emphasis must be placed on the region as a whole and particularly on Puget Sound itself. In reality the Puget Sound and Adjacent Waters Study appears to be little more than a collection of what special interests in each local area want for themselves. Therefore, we submit that this total document must be looked at as "preliminary background findings" which will serve as one resource in the necessary process of developing a true regional plan based on desired future conditions in Puget Sound.

The Task Force talks about review and updating; we want to underline this need. There are many items in the report that are already out of date even before the document moves beyond the local review stage. This time gap is always a problem in a study of this magnitude and every effort must be made to be sure that readers and users of the material understand this. Examples of areas in which important changes have taken place include the proposed Snoqualmie dams and the potential development of the Nisqually Delta.

There were many reasons for scheduling this second set of hearings, but one important

-2-

one was to provide citizens an opportunity to comment on the changes made by the Task Force in response to the earlier hearings and the citizen workshops. However, since these Task Force responses were not available until this evening, we wish to hold further comment until they can be studied.

Thank you.

Submitted by

Jo Yount, President

The Valley Greenbelt Association  
Carnation, Washington  
March 4, 1971

Mr. Ted Stude  
Department of Civil Engineering - WARD  
More Hall  
University of Washington  
Seattle, Washington 98105

Dear Mr. Stude:

The Snoqualmie Valley Greenbelt Association wishes to thank you and the other staff members for the opportunity to participate with you in the Puget Sound and Adjacent Waters Workshop. Several of our members actively participated in the discussions regarding the Middle Fork Snoqualmie River Flood Control Project and it is to these discussions that we desire to address ourselves. As far as the other policy questions you raised, we would only comment generally that we have no quarrel with the policies and studies leading to the plan formulation as accomplished by the Task Force.

Much of the debate and discussions regarding the Middle Fork Snoqualmie River Flood Control Project was centered around the subject of maintaining greenbelts and open spaces by flood plain regulation. On this, there was general agreement that it was desirable to maintain the lower Snoqualmie Valley from Fall City to the Snohomish River as an agricultural greenbelt. The biggest debate centered around how this could most effectively be accomplished and the impact that the Middle Fork Dam Flood Control Project would have on the ability to maintain the Valley as an agricultural greenbelt.

It is the express purpose of the Valley Greenbelt Association to do all within its capabilities to assist in the maintenance of the Snoqualmie River from Fall City to the Snohomish River as an agricultural greenbelt. It is the opinion of the Valley Greenbelt Association that the construction of the Middle Fork Snoqualmie Flood Control Project as proposed by King County will enhance our ability to maintain the Valley as a greenbelt. This is the position we take and would like to substantiate it as follows:

1. **Flood Control Benefits.** Agricultural operations in the lower Snoqualmie Valley provide a marginal agricultural enterprise from an economic point of view and this is especially true as a result of the damages from flooding. Crop damage, siltation to pasture land and other agricultural damages

that occur as a result of late spring flooding and early fall flooding have a substantial adverse effect on the agricultural potential of the Valley. The construction of the Middle Fork Dam would substantially reduce this hazard and enable the agricultural enterprise to be accomplished on a more profitable basis. The Middle Fork Dam, however, would not have the capacity to reduce the flooding of the major winter floods sufficiently to permit the elimination of the flood plain zoning requirements.

2. Establishment of Flood Plain Zoning Regulations. As you recall, this was a matter of great debate at the workshops. We concur in the establishment of the flood plain regulations as proposed by King County. The Federal government requires the local assurance that the Valley storage available for flood overflow purposes be maintained and, in order to accomplish this, it will be mandatory that the County adopt the necessary regulations to give the Federal government this assurance. During the course of the flood control planning investigations, it was determined to be essential that the Valley storage be maintained so as to prevent a worsening of the flood condition on the Snohomish River downstream from its confluence with the Snoqualmie and Skykomish Rivers. This Valley storage would have to be maintained unless or until further major flood works and channel improvements are accomplished on the Skykomish and Snohomish Rivers. These works are not contemplated at this time and a positive governmental program to maintain the agricultural greenbelt for this area, a more direct approach to the acquisition of private property rights to maintain Valley greenbelts could be taken. This will mean that the County will be locked in to the Federal government by an appropriate agreement to guarantee the open spaces and Valley storage in the lower Snoqualmie Valley. We feel that this would add tremendous weight to the ability of the County to maintain agricultural flood plain zoning regulations in the lower Snoqualmie Valley.
3. "Flood Plain Zoning by Default". It has been our experience that environmental planners have attempted to use the failure to provide needed flood control improvements as a means of perpetuating open space and agricultural greenbelts. If the public interest requires that agricultural greenbelts be maintained and this is the established policy of the governmental jurisdiction representing that public interest then this should be approached in a positive manner rather than in a negative manner by not providing justified works of improvement for flood control purposes. In this instance, the public agencies are King County and the State of Washington. The best way to proceed on this in a direct manner would be to determine the public's capability to purchase or acquire those rights necessary to maintain the Valley as an agricultural greenbelt. This would include the acquisition of parks and open spaces for public use, acquisition of sloughs and other areas

for wildlife and water fowl sanctuary and game preserve, and the acquisition from the farmer-owner himself of the development rights to his property, thus perpetuating its agricultural use. In order to realistically and profitably improve its agricultural potential, provide sufficient flood control to accommodate the needs of the Valley for agricultural enhancement.

This acquisition plan could be accomplished as a part of the local assurance requirements to the Federal government and could, in fact, be considered as required to perpetuate the present use as an agricultural flood plain.

If the status quo is maintained and nothing is accomplished, you can rest assured that the economic pressures and the fact that the agricultural operation is marginal will lead to speculator and industrial development pressures within the Valley. These developments could be "flood-proofed" and accomplished within the flood plain with the ultimate loss of the rural agricultural character of the Valley.

In conclusion, we feel that the construction of the Middle Fork Flood Control Dam will serve the purpose of maintaining the lower Valley in an agricultural greenbelt from an environmental point of view as well as provide the agricultural benefits to we who make our living from the land.

Sincerely,

THE VALLEY GREENBELT ASSOCIATION

Robert Kusters, Chairman  
Member, King County Environmental Development  
Council

Myron H. Berry  
Former Professor of Dairy Sciences,  
University of Maryland currently with  
Carnation Farms

Vern Pickering  
Former Member of King County Planning Commission  
8 years

Russell Rathbone, Jr.  
Vincent Republican Precinct Committeeman

Mr. Ted Stude

4

March 4, 1971

Nits Sato, Chairman  
King-Kitsap Agricultural Stabilization Committee

Wes Larson  
Past Chairman, Board of Supervisors  
King County Soil Conservation District

Scott Wallace  
Former King County Commissioner  
Valley Dairyman, 8 years

Ralph Taylor, Councilman  
Town of Duvall

Robert Koba, Truck Gardener  
Snoqualmie Valley

STATEMENT OF THE PUGET SOUND GROUP OF THE SIERRA CLUB ON THE  
PUGET SOUND AND ADJACENT WATER STUDY

Presented by Charles W. Dolan, Conservation Chairman

Planning is the establishment of a specific goal and is implemented by specific steps aimed at achieving that goal. In this process, priorities are established to consistently resolve any conflicts in land and water utilization. Planning cannot be construed to be the sum total of all special interest group objectives as generated by trendline projections. Since the Puget Sound and Adjacent Waters Study is an amalgamation of trend line projections, it fails to perform a planning function.

The volumes making up the Task Force report are presented as a complete planning unit, yet they are in fact prepared and sold as separate volumes. When several volumes are consulted simultaneously, it is evident that there are conflicting water uses. For example, water that is assigned to power generation may also be assigned to irrigation, even when the irrigation use diminishes the power output. In spite of these discrepancies, the Economic Analysis volume states that a critical task force assumption is "Sufficient quantities of water of acceptable quality will be available through timely development to avoid being a constraint to economic growth" (Appendix IV, Economic Environment, page 1-32).

Initial trendline projections presented in the report are based on assumptions of economic and population growth. No consideration is given to external factors affecting this area. Even minor changes in the social field of population limitation, or increased pressures to clean up and preserve the Northwest environment will drastically alter the report projections. Water use conflicts are generally neglected or hidden in separate volumes. The resolution of water resource utilization conflicts is not specified. Is each conflict to be resolved by the short sighted economic pressures that result when a conflict arises?

Since the Task Force does not provide any orderly steps toward any specific goal, it cannot be accepted as a master plan. It can, and does, serve as an useful inventory of the status of the Puget Sound Basin in the years leading up to 1968. As such it is a valuable reference. The Puget Sound Group of the Sierra Club position is that no project outlined in any of the technical volumes can be considered until it is determined that the project is: 1) consistent with the maintenance and enhancement of the environmental quality of the Puget Sound Basin, and 2) is not in conflict with some other project for the utilization of the water resources.

Statement prepared by Portland Area Office of the Bureau of Indian Affairs for presentation at Public Hearing to be held April 22, 1971, said Hearing dealing with the Puget Sound Task Force Report and Appendices

We of the Bureau of Indian Affairs are pleased to have this opportunity to appear before the Puget Sound Task Force and present a few comments which we would ask be made a part of the record of this Hearing.

Appendix II, Political and Legislative Environment, incorporates on Pages 1-27, 4-7, 5-25, 5-26, 6-2, 6-5, and 6-7 consideration information relative to the interest and status of Indian tribes in the Puget Sound Area as well as the corresponding interest and responsibility of the Bureau of Indian Affairs as the designated representative of the Secretary of the Interior in fulfilling his responsibility as trustee for Indian natural resources.

To supplement material contained in Appendix II, in order that it be available to those interested, we are attaching to this statement material which deals in more detail with the interest of specific Indian tribes, and shows the location of the lands belonging to those tribes. Also attached is a statement of the Assistant Regional Solicitor, Department of the Interior, dated April 15, 1970, giving an elaboration of the generalized statement contained in Appendix II. We are also attaching a map showing the location of these Indian lands in relation to the various river Basins covered by the report of the Puget Sound Task Force. More detailed information is available upon request at the Western Washington Indian Agency, 3006 Colby Avenue, Everett, Washington 98201, or at the Portland Area Office, Bureau of Indian Affairs, P. O. Box 3785, Portland, Oregon 97208.

It must be recognized in any considerations having to do with the total material resources of any specific area containing Indian lands, the title to which is held in trust status, that the United States government is trustee for all Indian natural resources. In spite of the relationship to, and the responsibilities of the United States government, the Indian natural resources are private property. Indian tribes, as well as the Bureau of Indian Affairs as representative of their trustee, should be a party to any plan implementation for the use of water related resources which affect the Indian natural resources of either land, water or fishery.

The proposal presented by Mr. Neale, Chairman of the Puget Sound Task Force, in his letter of May 5, 1970, to Mr. L. B. Day, Department of the Interior Field Representative, to continue a multi-agency approach to the

solution of problems and plans for the use of the water of the Puget Sound and adjacent areas has been favorably concurred in by Mr. Day, and has the wholehearted support of the Bureau of Indian Affairs. Such approach can prevent unfortunate things happening due to a lack of adequate communication and ultimately resulting in litigation or similar difficulties. In keeping with this we hope the multi-agency approach will be pursued in future years. The Bureau of Indian Affairs is working with each affected Indian tribe in developing an inventory of all Indian land and water resources and their present and projected needs for the uses of these resources.

It is hoped that this effort, when completed, will be a significant contribution to any detailed multi-agency plan as well as assisting other entities in implementing plans and in their search for conflicts with the plans they hope to implement.



A. W. Galbraith  
Assistant Area Director  
(Economic Development)

- 8 Incl
1. Memo fr Ofc Reg Solicitor  
to Joe Dwyer, 4/15/70
  2. Ltr fr A.W. Galbraith to  
Mr. Neale, 4/17/70
  3. Ltr fr Tulalip Tribes to  
Mr. Neale, 10/16/69
  4. Ltr fr Mr. Neale to Joe  
Dwyer, 4/2/70
  5. Ltr fr Mr. Galbraith to  
Mr. Neale, 5/1/70
  6. Ltr fr Mr. Neale to Mr. Day  
5/3/70
  7. Ltr fr Mr. Day to Mr. Neale  
5/21/70
  8. Map of Puget Sound

UNITED STATES GOVERNMENT

# Memorandum

TO : Joe Dwyer, Special Assistant to the Area Director, Bureau of Indian Affairs

DATE: April 15, 1970

FROM : Office of the Regional Solicitor, Portland

SUBJECT: Preliminary Draft, Appendix II, Political and Legislative Environment, Puget Sound and Adjacent Waters Comprehensive Water Resource Study

We have reviewed the above draft with reference to Indian water rights. The report does not consider such rights except to make a brief reference to their existence (see page 155). The report also fails to note the Indians' rights to the tidelands within a reservation and, finally, the report does not incorporate the 1969 amendment by the Washington legislature to the Water Rights Registration Act of 1967 (RCW 90.14.010 et seq.).

The full extent of the Indians' reserved water rights as first pronounced by the U. S. Supreme Court in Winters v. United States, 207 U.S. 564 (1908), is a controversial question. While we recognize that it would not be appropriate to debate the Winters Doctrine, a more definitive statement of the extent of the Indians' claim under the doctrine should be inserted. We suggest the following statement be inserted at page 155 in lieu of the paragraph which now refers to the Winters case.

"Indian water rights, as defined by the Winters Doctrine (Winters v. United States, 207 U.S. 564 (1908)), is based upon the principle that the United States, at the time Indian reservations were created, reserved the water from streams upon and adjacent to the reservation and exempted them from appropriation under state laws. Such a reservation of the water was not limited to existing uses but included sufficient water for the future requirements of the Indian reservation. Thus, any determination of the extent of the quantity of water necessary for the Indians' use would require a study of present uses as well as future uses for which water would be required. The determination of these rights is a federal question and is not in any way affected by state law."

We suggest that the second paragraph on page 70 be amended by inserting the words "or reserved for the use of Indian tribes" after the word "conveyed" and before the word "by" so that the first sentence of the paragraph will read as follows:



5010-108

INCL. 1

EXHIBIT 9

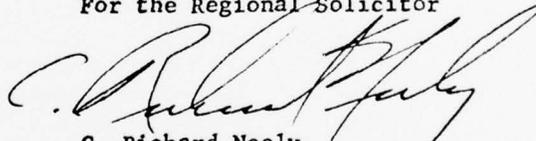
Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

Page 1 of 2

"The ownership of the state of Washington, over the beds of navigable waters did not extend to tide and shorelands sold, conveyed or reserved for the use of Indian tribes by the federal government prior to statehood (Shively v. Bowlby, 152 U.S. 1 (1894))."

At page 77 of the draft reference is made to the Washington Water Rights Registration Act. It is stated that the act applies to the United States. The Washington legislature amended the act in 1969 by defining "person" to mean "an individual, partnership, association, public or private corporation, city or other municipality, county or state agency, and the United States of America when claiming rights established under the laws of the State of Washington." RCW 90.14.031. By such definition, the United States would not be included when claiming water rights which were reserved prior to the formation of the state or under the Winters Doctrine. It is further stated at page 77 that "Failure to comply with the Act will work a waiver and relinquishment of the water right to the state of Washington where it will become again available for appropriation under the Code." We think that this statement is in error as to any rights claimed by Indian tribes under the Winters Doctrine. It is our understanding that the Attorney General's Office for the State of Washington was not making such claim, and we have asked for a confirmation of his position regarding the refusal or failure of Indian tribes and the United States to register their claims with the state. A copy of our request was forwarded to you on April 9, 1970. We will advise you of the Attorney General's reply upon its receipt.

For the Regional Solicitor



C. Richard Neely  
Assistant Regional Solicitor

cc:

Ernest Allen, Bureau of Outdoor Recreation, Seattle, Wn. (w/c of inc. memo)  
Supt., W. Wash. Agency (w/c of inc. memo)

Branch subject

Land Operations

Branch chrony

Yellow chrony

JDDwyer/mb/4/16/70

APR 17 1970

Mr. Alfred T. Neale  
Chairman, Puget Sound & Adjacent Waters  
Task Force  
Washington State Department of Pollution  
P. O. Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

Attached is a memorandum from the Office of the Regional Solicitor, Department of Interior, Portland, which contains suggestions for making changes in Appendix II, Political and Legislative Environment. We concur in the suggested changes the Solicitor recommends, and we request that you incorporate them in the appropriate places in Appendix II. We are very interested in having the revised statements concerning reservation water rights emphasized.

The attached memorandum also has a reference to the Washington Water Rights Registration Act which is mentioned on page 77 of Appendix II. The Regional Solicitor points out that he disagrees with the language which presently exists. He further states that he has raised a question of interpretation since the Act was amended by the 1969 legislature. I request that you consider the points raised by the Regional Solicitor with the Attorney General and determine if a change should not be made on page 77.

In addition to the attached material, the Western Washington Indian Agency Office at Everett is reviewing additional data related to Western Washington Indian Reservations. It is anticipated that this material will be transmitted to you for use in the main report prior to April 30, 1970.

Sincerely yours,  
A. W. GALBRAITH

A. W. Galbraith  
Assistant Area Director  
(Economic Development)

Enclosure

ENCLOSURE 2  
EXHIBIT #9

# THE TULALIP TRIBES

STAR ROUTE -- BOX 870  
MARYSVILLE, WASHINGTON 98270  
October 16, 1969

To: Alfred T. Neale, Chairman  
Puget Sound and Adjacent Waters Study

Subject: Summary of Water Related Resource  
Needs and Planning Opportunities,  
Tulalip Indian Reservation

OCT 22 1969

WATER QUALITY  
C

## I. Water Related Resources

- A. The reservation includes an area of 22,000 acres lying to west of Marysville, Washington & north-west across the mouth of the Snohomish River from Everett. The area is bounded by 16 miles of shoreline and forms a portion of the east boundary of Port Susan. The population of the reservation is 3,470 persons, of which 350 are Indians. The Tulalip Tribe owns 5,700 acres of land and the balance is under individual ownership, both Indian and non-Indian.

Lands under Tribal ownership are available for leasing as home sites and for industrial use. Two or more potential sites are available for marine facilities development. The potential for shellfish aquaculture remains to be evaluated.

- B. The reservation contains several small lakes and 3 creeks: Tulalip, Mission and Quilceda, all having summer flows of less than 10 c.f.s. These creeks originally supported self-sustaining salmon runs but now require annual planning.
- C. Water Quality Problems are:
1. Lakes
    - Bacterial contamination is anticipated above a domestic water source due to the expanding use of septic tanks and drainfields in an adjacent residential area.

INCLOSURE 3  
EXHIBIT #9  
Page 1 of 3

## 2. Streams

Problems include sedimentation due both to land development and highway construction. Also summer temperatures approach 70° F.

## 3. Marine waters

Fisherman nets and equipment are suspected of being affected by the presence of Kraft mill wastes in the waters of Port Gardner.

## II. Planning Opportunities and Needs

### A. Tulalip Bay

A preliminary engineering study is needed on the feasibility of installing sewerage collection and treatment facilities for the potential residential development at Tulalip Bay and, the areas along the shore line. Tulalip Bay is also ideally situated for the development of a potential moorage site.

### B. Industrial

The use of land for industrial use is suggested by an examination of the water depth fronting a part of the reservation. Land lying in the Snohomish River area is also regarded as industrial property after it filled.

### C. A fishery management study should be implemented to determine the productive potential of each stream and to document the management and development needs. Special reference should be made of the costs to rehabilitate the 1 1/2 acre lake, dam and fish ladder on Tulalip Creek.

### D. Marine Waters

Feasibility studies should be completed on the potential for shellfish aquaculture. An evaluation of the water quality of port Susan should be made in terms of established criteria and recognized water uses and productive values.

E. Shore Lands

The reservation is experiencing a tremendous growth. The population projections by the County Planning staff place the total reservation population at 10,000 people by the year 1975. The impact of these people on the area and on the shore and waters of the reservation must be considered in light of the great demand for water front property.

F. Tide Lands

Inasmuch as the tribe owns the tidelands and is presently in the process of developing a Comprehensive Land Use Plan for the entire reservation a close working relationship must be established and maintained between the tribe and the various agencies concerned with water resources.

TASK FORCE MEMBERS  
STATE OF WASHINGTON  
DEPT. OF AGRICULTURE  
DEPT. OF ARMY  
DEPT. OF INTERIOR  
DEPT. OF LABOR  
FEDERAL POWER COMMISSION  
DEPT. OF COMMERCE  
DEPT. OF HEALTH, EDUCATION  
AND WELFARE  
DEPT. OF TRANSPORTATION  
DEPT. OF HOUSING AND  
URBAN DEVELOPMENT

Pacific Northwest River Basins Commission  
TASK FORCE FOR COMPREHENSIVE STUDY  
PUGET SOUND AND ADJACENT WATERS

ADDRESS REPLIES TO CHAIRMAN  
ALFRED T. NEALE, ASST. DIRECTOR  
WATER POLLUTION  
CONTROL COMMISSION  
P. O. BOX 829  
OLYMPIA, WASHINGTON 98501  
PHONE: 753-6885

April 2, 1970

Mr. Joe Dwyer, Special Assistant  
to the Area Director  
U.S. Bureau of Indian Affairs  
Department of Interior Building  
Portland, Oregon

Dear Mr. Dwyer:

The enclosed statement of October 17, 1969 for the Tulalip Tribes is transmitted in accordance with our conversation of Thursday, April 2, 1970.

A similar summary statement for the Reservations of the PSAW study area, and comments on legal problems and needs and suggestions for plan implementation for Reservation programs and projects is urgently needed.

Your assistance in providing this information will be greatly appreciated.

Very truly yours,

*Alfred T. Neale*

ALFRED T. NEALE, Chairman  
Puget Sound Task Force

ATN:pc

enclosures

RECEIVED  
APR 3 10 32 AM '70  
U.S. BUREAU OF INDIAN AFFAIRS  
PORTLAND AREA

INCLOSURE 4  
EXHIBIT #9

cc:  
Supt., Western Washington Agency  
Branch subject  
Branch chrony  
Yellow chrony  
JDwyer/mb/5/1/70

Land Operations

*Dwyer*  
*MB*  
MAY 1 1970

Mr. Alfred T. Neale  
Chairman, Puget Sound & Adjacent Waters  
Task Force  
Washington State Department of Pollution  
P. O. Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

Attached is additional material related to Indian reservations which are within boundaries of the Puget Sound Study. We hope that you may find it useful in the preparation of the Main Report.

We have identified the reservations which we believe would fall within the purview of the "Winters Doctrine" in respect to reservation water rights. Since many of the tribes are either preparing or considering preparing comprehensive developmental plans, consistent with the "Winters Doctrine," those plans may well result in a considerably greater demand for water on reservations than presently exists. Accordingly we believe that off-reservation projections for water use should be tempered to the potential limitation which may arise due to future Indian reservation development.

As related in our letter to you April 17, 1970, we think it might be advisable to specifically equate the language of the "Winters Doctrine" in the report of each basin, which has an Indian reservation. The wording we prefer was prepared by a member of the Regional Solicitor's staff and was attached to the April 17 letter.

While it is probably too late to make a change now, we want to point out that the Indian reservations are not identified on the basin maps. As an alternative we recommend that each reservation be identified in the text of the main report.

Sincerely yours,

*A. W. Galbraith*  
A. W. Galbraith  
Assistant Area Director  
(Economic Development)

Enclosures

INCLOSURE 5  
EXHIBIT #9

The Tribe has indicated the possibility of developing a boat marina near the present ferry dock and the Stommish grounds.

The reservation has been designated as a redevelopment area by the Economic Development Administration.

The Lummi's are in the process of compiling an application for a Neighborhood Facilities Grant.

### SWINOMISH

#### 1. Location

The Swinomish Reservation is located on Fidalgo Island approximately  $\frac{1}{2}$  mile from LaConner, 8 miles east of Mount Vernon and approximately 5 miles west of Anacortes. It is bordered on the east by Swinomish Channel, on the west by Similk Bay and Skagit Bay. Of the 3,473 acres in trust, 8 are under lease for agriculture and 134 acres for business purposes. There is an undetermined amount of acreage under tidelands ownership (estimated 34,320 front feet). The total acreage within the boundaries is 7,063.

#### 2. Population

364 - Indian (Semi-Annual Labor Force)  
370 - O.E.D.P. undetermined non-Indians

#### 3. Water Areas

Swinomish Channel - fishing commercial, hunting  
Similk Bay and Skagit Bay - commercial and recreational fishing and hunting  
All ground water is subject to the Winters Doctrine

#### 4. Land and Minerals

Primarily agriculture and timber in nature

#### 5. Development Plans

Indian Bay-(Shelter Bay) leased for recreational and residential development. The area has been filled and lot sales in process.

Industrial Park-The tribe has designated the tideland area north of Memorial Highway for an industrial park.

Fish Processing Plan-The tribe has been granted \$38,000 to do the feasibility study which should lead to the establishment of their own marketing and processing plant.

AD-A037 569

COMPREHENSIVE STUDY OF WATER AND RELATED LAND RESOURCES  
PUGET SOUND AND A..(U) PACIFIC NORTHWEST RIVER BASINS  
COMMISSION VANCOUVER WASH A T NEALE ET AL. 1971

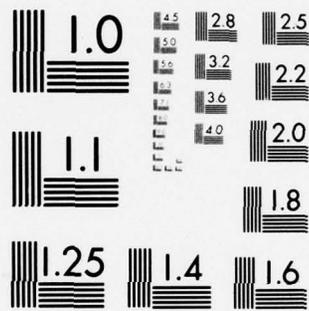
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NL





MICROCOPY RESOLUTION TEST CHART  
NATIONAL BUREAU OF STANDARDS-1963-A

## LUMMI

### 1. Location

T. 37-38 N., R. 1-2 E. Approximately 8 miles northeast of Bellingham, Washington. Lummi Bay forms the western boundary, Bellingham Bay forms the eastern, Lummi River -the northwesterly, and the Nooksack River-the northeasterly, the Straits of Georgia-the westerly. 12,311.52 acres within the boundary. 7,073 in trust plus an undetermined amount of tideland acreage.

### 2. Population

669 - B.I.A. Semi-Annual Force Report (inaccurate)  
1,500 - O.E.D.P.

### 3. Water Areas

Nooksack River - used for domestic water, fishing, hunting and as a fresh water source for aquaculture

Lummi River - domestic, fishing and hunting

Bellingham Bay - fishing, hunting and limited recreation, prospective aquaculture site

Lummi Bay - fishing, hunting and aquaculture project

Straits of Georgia - fishing, hunting, recreation, prospective boat marina, and ferry landing

Note: The Winters Doctrine should apply to the water area identified. Ground water has been depleted and is of concern to this group. Please refer to the transmittal of April 17, 1970, to your committee where it states, the Winter Doctrine.

### 5. Development Plans

The tribe is presently negotiating with the Housing and Urban Development agency for a section '701' Comprehensive Planning Grant. The plan will more fully identify the development potential.

The Lummi Aquaculture Project has been identified and is in progress (Phase II). This is located in Lummi Bay on Tribal Tidelands.

## PUYALLUP

### 1. Location

T 20 - 21 N., R. 3-4 W M The reservation is located in the Tacoma-Puyallup metropolitan area. It is bordered on the west by Commencement Bay.

### 2. Population

171 Semi-Annual Labor Force Report  
Non-Indian population unavailable

### 3. Water Areas

Commencement Bay - commercial and recreational fishing

Puyallup River - commercial and recreational fishing;  
The Winters Doctrine may apply to all surface and sub-surface waters

### 4. Land and Minerals

No minerals identified; land is utilized for residential and limited agriculture

### 5. Development Plans

None identified

## MUCKLESHOOT

### 1. Location

Muckleshoot Reservation is located in King County adjacent to Auburn. The reservation originally contained 3,440 acres. Of the total 2,203 has been alienated, 1,237 remain in trust.

### 2. Population

338 Indian Semi-Annual Force Report  
Undetermined non-Indians

### 3. Water Areas

White River- used for fishing and hunting; ground water may be under the Winters Doctrine.

4. Land and Minerals

Limited agriculture and timber - mostly residential

5. Development Plans

Now under study, none previously identified

NISQUALLY

1. Location

T 18 N., R 1 E., W M The Nisqually Reservation is located in Thurston County adjacent to Fort Lewis. Of the 4,717 acres originally included in the reservation 836 acres remain in trust.

2. Population

189 Indian Semi-Annual Force Report  
No estimate on non-Indians

3. Water Areas

Nisqually River - commercial and recreational fishing  
domestic water; The Winters Doctrine will apply

4. Land and Minerals

Some limited agriculture and timber - no minerals identified

5. Development Plans

None identified at this time

SQUAXIN ISLAND

1. Location

T 19-20 N., R. 2 W, WM Surrounded on the east with Peale Passage, on the west by Pickering Passage. Approximately 15 miles north of Olympia 828 acres remain in trust.

2. Population

129 estimated  
No estimate on non-Indians

Note: No year around residents on island.

### 3. Water Areas

Peal and Pickering Passage - fishing, hunting and shell fish growing and harvesting; The Winters Doctrine may apply to sub-surface waters

### 4. Land and Minerals

No minerals and limited timber

### 5. Development Plans

The tribe has been included in a '701' Planning Proposal. They intend to expand their oyster industry as well as possibly create a small recreation area.

## SKOKOMISH

### 1. Location

T 21-22 N., R. 3-4 W. W M Bordered on the south by the Skokomish River, the reservation lies approximately 10 miles south of Shelton, adjacent to the Hood Canal.

### 2. Population

220 estimated (Semi-Annual Force Report)  
No estimate of non-Indians

### 3. Water Areas

Skokomish River - fishing, hunting and domestic water

Annas Bay- fishing, hunting and shellfish; The Winters Doctrine applies

### 4. Land and Minerals

No minerals identified - limited timber

### 5. Development Plans

None identified

PORT MADISON  
(SUQUAMISH)

1. Location

T. 26 N., R. 2 E., W M Bordered on the east by Port Orchard, Agate Passage, Millers Bay, Port Madison and the Puget Sound. Located in Kitsap County directly across from Seattle.

2. Population

189 estimated  
No estimate of non-Indians

3. Water Areas

The Sound area provides for commercial fishing, sports fishing and recreation and shellfish; The Winters Doctrine may apply to ground water

4. Land and Minerals

Not identifiable

PORT GAMBLE

1. Location

T 27-28 N., R. 2 E., W M Bordered by Port Gamble Bay totally Indian Owned 1,301 acres

2. Population

122 estimated  
No estimate of non-Indians

3. Water Areas

Port Gamble Bay - fishing, hunting, and shellfish; The Winters Doctrine may apply

4. Land and Minerals

No minerals identified; 1,169 second growth timber;  
132 grasslands, tidelands and residential

5. Development Plans

None identified

LOWER ELWHA

1. Location

Bordered on the northwest by the Strait of Juan De Fuca  
372 acres tribally owned

2. Population

131 estimated  
no estimate of non-Indians

3. Water Areas

Elwha River - domestic water, fishing and hunting  
The Winters Doctrine may apply

Strait of Juan De Fuca - fishing and recreation

4. Land and Minerals

no minerals identified; primarily residential; agriculture  
in nature

5. Development Plans

Flood control

~~1A~~  
~~1A~~  
Pacific Northwest River Basins Commission  
TASK FORCE FOR COMPREHENSIVE STUDY  
PUGET SOUND AND ADJACENT WATERS

3. *DeWeger*  
ADDRESS REPLY TO CHAIRMAN  
ALFRED V. DEALE, ASST. DIRECTOR  
WATER POLLUTION  
CONTROL COMMISSION  
P. O. BOX 828  
OLYMPIA, WASHINGTON 98501  
PHONE: 753-6899

TASK FORCE MEMBERS  
STATE OF WASHINGTON  
DEPT. OF AGRICULTURE  
DEPT. OF ARMY  
DEPT. OF INTERIOR  
DEPT. OF LABOR  
FEDERAL POWER COMMISSION  
DEPT. OF COMMERCE  
DEPT. OF HEALTH, EDUCATION  
AND WELFARE  
DEPT. OF TRANSPORTATION  
DEPT. OF HOUSING AND  
URBAN DEVELOPMENT

May 5, 1970



Mr. L. B. Day  
Department of Interior Coordinator  
Department of Interior Building  
Portland, Oregon 97208

Dear Mr. Day:

A number of very important inputs for comprehensive planning have been provided by Department of Interior agencies during the course of the Puget Sound Study. There is a recognized need to maintain this concept of positive action and united effort to resolve water related resource problems of a multiagency nature. One element of such a course of action could be as follows:

1. During the course of the Puget Sound and Adjacent Waters Study it has become apparent that the Indian Tribal Lands of the area have significant potential for resource development in terms of commercial and recreational navigation, recreation, fish and wildlife and aquaculture.
2. There are compelling social and economic reasons for federal and state assistance for such programs, especially in reservation areas in which these types of development are desired.
3. A practical approach to the resolution of the environmental and ecological questions involved would be to conduct a state-federal multiagency analysis on selected reservation areas where planning opportunities are available and action programs are locally desirable.
4. Such a series of investigations and action programs would produce guidelines and procedures to realize meaningful multipurpose use of water related resources with minimal or no significant impact on environmental or ecological quality.
5. Guidelines and procedures for multipurpose use with ecological protection could be demonstrated on prototype developments and then would be available as reference requirements for other related marine developments.
6. As you know, the Department of Interior includes a number of bureaus and administrations which could provide assistance in a program of this nature.
7. With your concurrence, I would like to recommend such a program as a specific element of the plan implementation phase of the Comprehensive Study of Puget Sound and Adjacent Waters.

INCLOSURE 6  
EXHIBIT #9  
Page 1 of 2

Page two  
Letter to Mr. L. B. Day  
May 5, 1970

Your comments on this matter will be appreciated.

Very truly yours,

*Alfred T. Neale*

ALFRED T. NEALE, Chairman  
Puget Sound Task Force

ATN:pc

cc: Office of Governor Evans  
Mr. H. Maurice Ahlquist  
Mr. Wayne Williams  
Mr. William Jeffries

INCLOSURE 6  
EXHIBIT #9  
page 2 of 2



RECEIVED  
MAY 23 1970

PORTLAND

United States Department of the Interior

OFFICE OF THE SECRETARY  
PACIFIC NORTHWEST REGION  
P.O. Box 3621, Portland, Oregon 97208

May 21, 1970

Mr Baldwin

*1. Asst. Sec. (L.R.)*

*2. J. Sawyer  
Spec. Asst.*

*Raymond Sandfill*

*MR*

Mr. Alfred T. Neale  
Chairman, Puget Sound Task Force  
P. O. Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

I appreciate very much the kind words contained in your letter of May 5, regarding Department of the Interior inputs to comprehensive planning. You can be sure that we intend to continue to strengthen this effort and to assist in whatever way we can in resolving problems associated with the Nation's land and water.

The proposal contained in your letter for a multiagency analysis of selected Indian Tribal Lands has been discussed with the Bureau of Indian Affairs. It has their wholehearted support, and they are looking forward to participating in such a study.

Several of the western Washington reservations are well advanced in HUD comprehensive planning assistance studies, commonly called the "701 Program." Eventually all reservations will complete such studies. Accordingly, it would be advisable to conduct prototype studies on those reservations that are in the final stages of their 701 Programs.

The agencies within the Department have considerable capacity in the fields of environment and ecology. They stand ready to cooperate with other state and Federal agencies in developing balanced overall resource development programs wherever such programs are desired and needed.

Consequently, I concur with your proposal to recommend a multi-agency analysis of selected reservation areas with a view to developing their resources with minimum adverse effects on the environment and ecology.

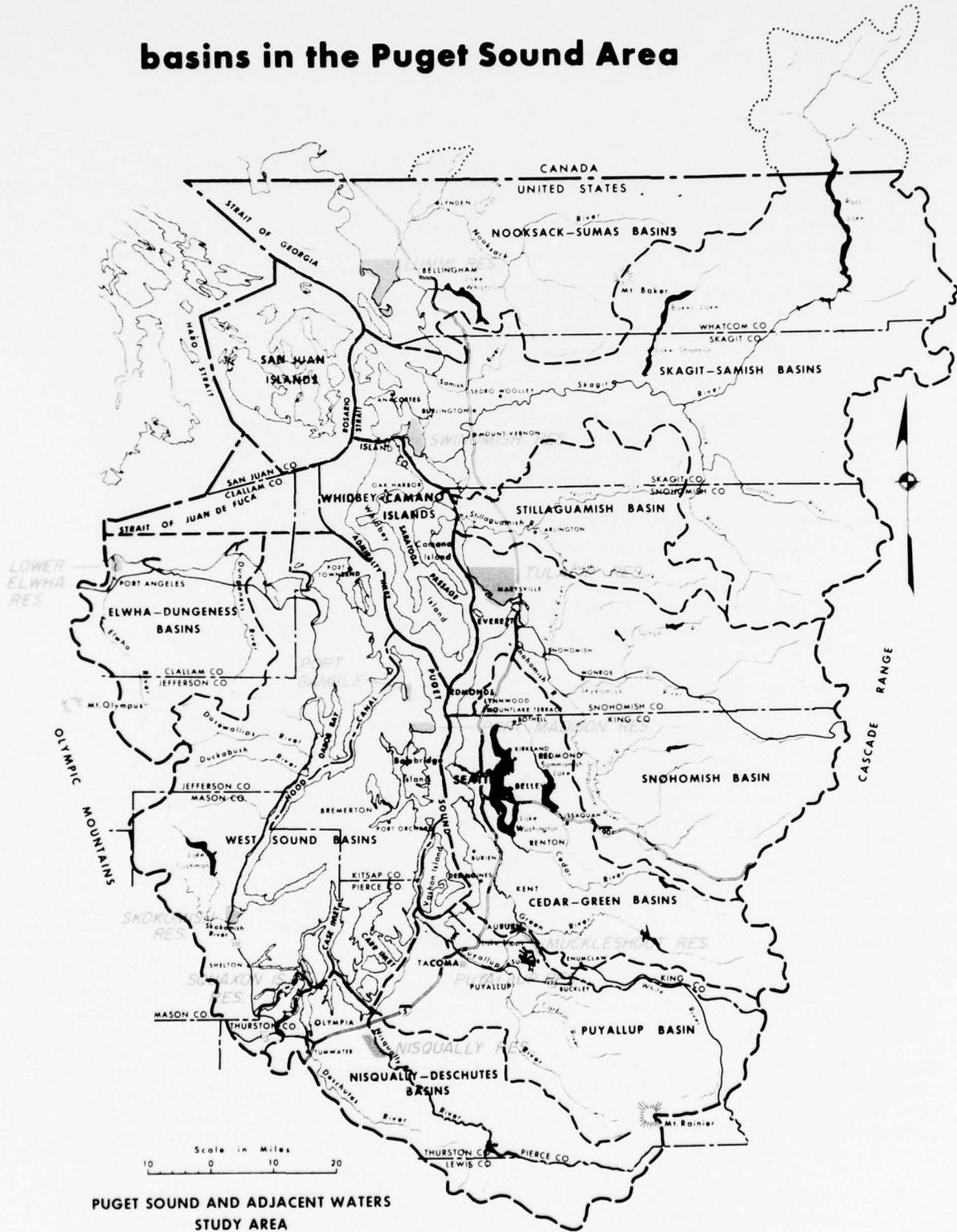
Sincerely,

ENCLOSURE 7  
EXHIBIT #9

L. B. Day  
Regional Coordinator

cc: Field Committee Members

# basins in the Puget Sound Area



PUGET SOUND AND ADJACENT WATERS  
STUDY AREA

TO: PUGET SOUND AND ADJACENT WATERS TASK FORCE  
RE: APPENDIX II, POLITICAL AND LEGISLATIVE ENVIRONMENT  
From: Mrs. George Gunby, King County Action Committee, WEC

3/1/71

The introduction of this Appendix II, Preliminary Draft, states that the purpose of this report is to present the-

1. Legal framework within which the study has been developed, and a
2. Summary of the Federal, State and Local agencies history, objectives, policies and operations, and the
3. Requirements for changes in existing legislation and regulations to accomodate the proper handling of water and related land resources

Unfortunately the third purpose, the part that could be evaluated and discussed was not included. An insert stated that it "was to be furnished upon completion of the study". In the opinion of the reviewer, this third part will be proposals which should be studied and reviewed later.

The origin, background, responsibilities and policies of Federal and Washington State departments and agencies, other political subdivisions and special purpose districts are summarized along with a detailed history of Washington State and Federal Laws of Water resources. It is reference information. For example, "Congress established the Corps. of Engineers in 1775 after recommendation of President George Washington," former engineer and General. (p.93)

The report is misnamed because the contents do not speak of Legislative or political action, but primarily cover reference information on the administrative agencies concerned with water at the Federal and state level.

What seems to be lacking through the 1960's, while these reports were under preparation was any legislative or administrative review that was visible to the public, which could have redirected or up-dated the study format. In the future, Congress and the State Legislature should never allow a long-term expenditure of public funds to be made without periodic evaluation. The State and local governments must also participate in the continuous process of review, with as many citizens involved as possible.

There has been at the Federal and State level a redirection in our goals and priorities to include environmental quality. Any projects proposed to Congress and the State will have to meet higher environmental standards.

The assumptions of economic growth and progress with no consideration of the environmental consequences is a product of the pre-Environmental Age.

The destruction proposed in these studies, financed by public funds would result in an unliveable environment. Very little discussion was included on the conflicting demands for retaining flood plains, scenic open space, or the need to consider ecological considerations in the use of the land and water.

Local, regional and state governments have been struggling with very little money for comprehensive planning, while this study was being made, yet there was little coordination or participation with these governments by the separate agencies involved.

A basic principle of planning in government is to never allow single function interests to plan their own projects, especially if large construction projects are involved. By the time it is reviewed by a neutral agency the single purpose group has a vested interest in the proposals.

The Puget Sound and Adjacent Waters Study "early warning study" of the maximum development of the area. A local "1984" updated to the year "2020". An Orwellian view of the future, fathered by engineers, conceived in computers. It is "nice to know information" and history but should never be used to justify the projects.

It is my hope that the Environmental Quality Act of 1969, the federal Environmental Protection Agency, the Council of Environmental Quality, the Washington department of Ecology, the Governor, and the local officials of the Puget Sound Governmental Conference will propose alternatives.

One concern is that to criticize the studies may lead to another expenditure of millions of dollars. The task of any planner is complex and difficult, but he must be rationally and objectively prepared, with alternative courses of action after a comprehensive study and analysis. These separate studies, unrelated to one another are a product of single function planning of the 1960's, and will provide background information for the broader multi-disciplinary studies underway in the region in the 1970's.

On October 8, 1970, after review of the reports, the Puget Sound Governmental Conference, consisting of elected officials from the four county Puget Sound region approved a resolution requesting that the Northwest River Basins Commission defer adoption of the studies until all proposed projects are determined to be consistent with the Puget Sound Regional Environmental Plan. This is <sup>part of</sup> the Legislative and Political Environment which was not included in Appendix II.

We concur with the Conferences and the elected officials resolution.

Attached: 1. PS GC - RSEAWS - 10.8.70  
2. Citizen Participation Principles.

TO: PUGET SOUND AND ADJACENT WATERS TASK FORCE 4/22/71  
RE: KING COUNTY PUBLIC HEARING  
FROM: Mrs. George Gunby, King County Action Committee, WBC

The King County Workshops are objectively reviewed in the summary report sent to the State Department of Ecology.

My review of Appendix II, Political and Legislative Environment was incomplete because the "requirements for changes in existing legislation and regulations to accommodate the proper handling of water and related land resources" was to be furnished "upon completion of the study" I had hoped that I would receive this final section before the public hearing. Since I have not, I would like to request that a copy of the completed Appendix II be sent to me when it is available.

In addition to the completion of the missing section, and changes in legislation, an additional section should be considered which would detail the relevant agencies and citizens organizations relationships with the proposed actions.

The citizen participation process in planning is rapidly changing to provide citizens greater opportunities to become involved in decisions that effect their lives and future generations.

Ad hoc reviews of plans, outside of the framework of local, regional or state planning agencies are an unsatisfactory, de facto, and invisible procedure. Until the King County Workshop Summary was issued I was not aware of the private firms and public agencies represented by the "citizens" participating. The profession, and identity of workshop participants should always be visible, and the physical setting should lend itself to good discussion.

In my opinion, the King County Task Force was greatly handicapped for lack of studies, time, information and discussion. They must be considered an experiment. Attached to my statement I will submit some suggested principles for citizen participation in public projects. They are the bare essentials to assist citizens until a more effective citizen planning process has been structured.

An impartial review by an inter-disciplinary team could have assisted the citizens through the voluminous study, particularly if they had taken the role of the citizen's advocate.

In the meantime the policies governing the study, were appropriate to the 1960's but are out of phase with the 1970's. The implementation of any part of the plan must be reviewed with additional information on the environmental impact. Many new and dynamic changes from the Federal to the local level--executive reorganization, decentralized regionalization of the federal government, the prospect on a National Environmental Research Center in the Puget Sound Region, revised OMB A-95 Review and Comment procedures include many of the Federal agencies involved in the study, and the management plan for the Lake Washington and Cedar River-Green River Basins RIBCO, King County Flood Plain Policies, make it imperative that the programs of the PS&AW be incorporated into the local, regional and state planning process, with the involvement of planning agencies and elected officials from each jurisdiction. Incl. to EXHIBIT 10

*Mrs. George Gunby*

AN ANALYSIS OF THE PUGET SOUND AND ADJACENT WATERS STUDY CONDUCTED BY THE  
PUGET SOUND AND ADJACENT WATERS TASK FORCE OF THE PACIFIC NORTHWEST RIVER  
BASINS COMMISSION.

Submitted to the Thurston County Workshop, •

March 24, 1971,

by Dennis D. Rhodes, *DR*

Representing the Thurston County Action Council of the Puget Sound Coalition.

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The Puget Sound and Adjacent Waters (PSAW) study is the product of six years of intensive research performed by a task force of multi-disciplined experts at a cost to the taxpayers of about 4.5 million dollars. The study consists of many thousands of pages of written material assembled into 15 volumes covering every subject that has bearing on the water and land resources of the Puget Sound region.

When the preliminary draft of the study was released in May, 1970, it was the subject of much public criticism regarding both its content and its basic plan concept. Shortly after release of the draft the Task Force announced that additional funds were being requested to finance a series of "workshops" to be conducted in each of the eleven study areas. The workshops were to provide the public an opportunity to examine and evaluate (but not change) the study before it was submitted to Congress.

Since I had found the preliminary draft rather unsettling myself, I was somewhat relieved to learn about the forthcoming workshops. I called Thurston County Commissioner, Ken Stevens' Office in November and again in December and was assured both times that I would be notified when and where the workshops would be held. I was never notified. Nor were any of several other persons who had also been told that they would be notified.

The first "public" workshop in Thurston County was held at 3:00 P.M. on a Friday afternoon (a time which is impossible for the average working person to attend) without any advance notice or publicity through the local media. A total of four workshops have now been held.

At the second workshop some confusion existed regarding the nature and purpose of the PSAW study and how the workshops fit into the picture. After some discussion a consensus was reached between the local citizens and the Task Force representatives present. This consensus is summarized in the following four statements:

1. The Task Force spent six years inventorying and cataloguing the water and related land resources of the Puget Sound Region.
2. The Task Force measured current trends in population, industry, power, economic growth, etc., and made 50 year growth projections to the year 2020.

3. The Task Force then calculated the requirements for water and land resource development related to their projections, and formulated plans for timely development of those resources to satisfy the requirements.
4. The purpose of the "workshops" was to give people at the local level an opportunity to view the picture of the future represented by the growth projections of the Task Force; and to consider the plans formulated by the Task Force for development of local water and land resources to meet the projected demands. Local people could also point out errors and omissions in the study. After viewing the picture of the future and considering the plans for resource development, the local people were to evaluate the desirability of this future picture and the plans for achieving it. If they found it undesirable, they were to describe the sort of picture they wished to see and recommend appropriate changes to the plan formulation to achieve the desired picture.

On the surface the purpose of the workshops appears to be a realistic one. In practice however, such a task has shown itself to be impossible. The PSAW study is the result of years of work by an army of technical experts. Yet it considers only one alternative. It shows us what things will be like if present growth trends continue, and it provides us with the appropriate plans and schedules to make it all happen. It does not consider other equally valid alternatives such as diminishing growth or no growth at all. Yet the Task Force is the only entity with the staff, expertise and time to investigate such alternatives and formulate recommendations, plans and schedules to achieve them. The notion that such a job could be done by a group of interested citizens (no matter how strongly motivated they might be) over a period of five or six weeks, borders on the ludicrous.

It is our belief that studies such as this one generally wind up as the master plan for a region because no comparable plan exists. If this be true, then we have summarily dismissed a whole range of other alternatives without ever having considered them.

We believe that any picture of the future that is based upon the continuance of existing growth trends, is only one of a range of alternatives that begin with the alternative of zero growth. We further believe that the Task Force should have explored this full range of alternatives and formulated plans and schedules for achieving each one. While this admittedly involves more work for the Task Force, it insures that the people and their representatives will indeed be given a choice from which to select the alternative that best suits their goals and desires for the future.

Finally, if all of the facts and alternatives were presented, we believe that the great majority of the people of this region would choose (if the choice were their's) to limit growth because they can see the effects that growth has already had on the Puget Sound region. State and local governments and services are now strained beyond capacity. The quality of our water, air, lands, and forests is being steadily degraded in spite of our efforts to prevent it. And the general quality of life itself has deteriorated in rough proportion to the growth that has occurred. Yet according to the PSAW study, the rate of growth we are about to experience will totally dwarf our growth to the present. The Task Force projections of future electric power demands provide a good example of this sort of growth.

The PSAW study forecasts a 30 fold increase in power consumption over the next 50 years. This means that we will have to double our total power generation capacity every ten years to keep pace with power demands. Such fantastic growth represents a gigantic commitment of economic and natural resources that should not be accepted lightly. This is the equivalent of building all of our present power generating facilities 30 times over in the next 50 years. On the other hand, if our goal is to retard or limit growth in the Puget Sound region, perhaps we should consider the placement of a limitation or ceiling on the amount of power that will be developed for the region as a possible means of achieving this goal. A limit on power would have the effect of limiting growth and development. A balance between industry, commerce and population could be achieved by fixing the allocations of power for industrial, commercial, municipal and domestic use. Such limits would also encourage more efficient use and less waste of power.

In the final analysis it can be said that the PSAW study accomplishes two useful things: 1) It catalogues the resources of the region, thus making such information more accessible; and 2) It gives the people of the region a look at what the future will bring if present growth trends continue. However, the single alternative of growth that the study offers is truly an anachronism. It represents the thinking of the early 1960's when growth and development were still largely regarded as beneficial to the public good. However, such values have been seriously questioned with increasing vigor and public support in recent years, and they can no longer be held sacred. Thus, while the Task Force has done some of the homework and presented one alternative, the job of finishing the work and presenting other alternatives remains to be done. Either the Task Force or someone of the stature of Ian McHarg should be given the job without delay.

UNIVERSITY OF WASHINGTON  
SEATTLE, WASHINGTON 98105

*Department of Civil Engineering*

April 28, 1971

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Department of Ecology  
Box 829  
Olympia, Washington 98501

Dear Al;

I am writing to compliment you and your Puget Sound and Adjacent Water Study Task Force on the workshops and hearing reviews that you have held this past year. You all rose to the occasion in a most commendable manner and I think have set a new tone and precedent in public involvement on studies and decision making. It is not easy to take the criticism of the informed and uninformed on a project wherein you have all worked so hard and sincerely. Congratulations to all of you.

Sincerely,



Robert O. Sylvester  
Professor and Head,  
Water and Air Resources Division

ROS:rs

cc: Mr. John Biggs

RECEIVED

APR 30 1971

DEPARTMENT OF ECOLOGY

EXHIBIT 12-

Phone 733-2900

*Whatcom County*

Courthouse, Bellingham, Washington 98225



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APR 29 1971

DEPARTMENT OF ECOLOGY

James E. Zervas, Chairman  
Terry Wahl, Vice Chairman  
William J. Dittich  
Mrs. Harlin Hovander  
Frederick D. Chesterly  
Ed Nelson  
Dr. Richard A. Johnson

Kenneth D. Hertz, Director

April 28, 1971

Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

Dear Sirs:

After reviewing the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study we find that although the report is obviously the result of a great amount of effort and although there appears to be much valuable data, the studies of the various agencies do not appear to be related well enough to form a coordinated plan in terms of the total environment.

We would sincerely hope that the Task Force would recommend the additional coordinating effort of an experienced and capable environmental planner to coordinate the various facets of the Study and to recommend a course of action based upon a broad and comprehensive evaluation of the data.

We regret that the planning work of the local agencies was overlooked until the final stages of the Study and that it may be too late for effective coordination of this work into the Study. However, we will submit as soon as it is completed the results of a Citizen Committee study of the Natural Resources of Whatcom County and recommendations for preservation of those areas deemed necessary for recreation and protection as natural areas. We hope these will be incorporated in the final report of the Puget Sound Study.

It is commendable that the Federal Government should study the Puget Sound area with the intent of conserving the natural land and water resources and providing for public recreation.

It is important, however, to understand that the allocation of Federal Aid for projects of such critical nature to the residents, present and future, of Whatcom County so richly endowed with natural resources and beauty must be carefully considered in view of the knowledge and experience of those laboring on the scene to provide the most desirable

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Page 1 of 2

April 28, 1971  
Page Two

environment for the people here in the years to come. We would suggest that the Puget Sound Study not be used as a guideline for aid but as a guide for evaluating the merit of a particular project in light of the data presented in the Study and its impact on all areas of the environment.

Very truly yours,

WHATCOM COUNTY PARK BOARD

*James E. Zervas by ma*

James E. Zervas, Chairman

JAZ/ma

cc: Senator Henry Jackson  
Senator Warren Magnuson  
Representative Lloyd Meeds

EXHIBIT 13  
Page 2 of 2



## Whatcom County Soil and Water Conservation District

301 Federal Office Building • 104 W. Magnolia Street • Bellingham, Washington 98225  
Phone 734-5454, Ext. 486

May 3, 1971

RECEIVED  
MAY 1971  
DEPARTMENT OF AGRICULTURE

Alfred T. Neale, Chairman  
Puget Sound Task Force  
Wash. State Dept. Ecology  
P. O. Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

For your records, attached is a copy of our letter to Harry Fulton, Director of Planning, Whatcom County Planning Commission concerning the Puget Sound and Adjacent Waters, Comprehensive Water and Related Land Resources Study.

We believe our letter to Mr. Fulton reflects the attitude of the majority of the adult landowners in this area.

Sincerely,

*Gerald B. Digerness*

Gerald B. Digerness, Chairman  
WCSWD *g.*

March 23, 1971

Harry R. Fulton  
Director of Planning  
Whatcom Co. Planning Commission  
Court House  
Bellingham, Washington 98225

Dear Mr. Fulton:

The Board of Supervisors of the Whatcom County Soil and Water Conservation District originally supported the proposal to complete the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Use Study.

We believe that the study contains many essential facts and information useful to local resource planning authorities.

We are aware of discrepancies in certain proposals but consider the entire study an inventory of present and future needs of the Nooksack Sumas area.

The report should prove to be of value and benefit to local people in planning water and related land use programs.

Sincerely,

Gerald B. Digerness  
WCSWCD Chairman

Incl. to Exhibit 14



# Seattle Audubon Society

A Washington Chapter of National Audubon Society

712 Joshua Green Building • Fourth Avenue and Pike St., Seattle, Wash. 98101 • MAIN 2-6695

May 4, 1971

RECEIVED

MAY 6 1971

DEPARTMENT OF ECOLOGY

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

The Seattle Audubon Society welcomes the opportunity to present some of its views with respect to the findings of the Puget Sound Task Force. It is well known that our society is dedicated to the sensible development of our natural resources so as to minimize the damage that will be wreaked upon the natural environment. This is a simple enough principle but in reading the fifteen volumes published by the Task Force we find that it has not been given the consideration that it is due. For this reason we find the Report and its proposals to be of grave concern and hope very much that public concern will be able to stop some of the projects.

First the Society endorses the plan of considering the Puget Sound area's water resources as a unit. However, we feel the fifteen volumes lack the overall integration to accomplish this. An example of this lacking, of which there are unfortunately too many instances, is that in Appendix XIV, "Watershed Management", it is suggested that the Swamp, Bear, North and Evans creeks be channelized for essentially their entire lengths. The projects would completely destroy these beautiful streams with their attendant wildlife and turn them into little more than barren drainage ditches. The writers of Appendix XI, "Fish and Wildlife", are well aware of the value of these streams and point out that they are used by spawning Chinook, Steelhead, Coho and Sockeye salmon. Another example of conflict between the contents of two different Appendices which shows the report's lack of integration is in the area of the Cedar-Green Basin's inland lakes. The proposals of Appendix VIII, "Navigation", suggest that there are no less than six potential sites for water-oriented industry on or around the lakes. The only ocean accessibility of these lakes is through the Hiram Chittenden locks. But, the opposing information that added use of these locks in the summer months by pleasure boaters alone is enough to change quite appreciably the amount of salt water intrusion into Lakes Washington and Union is outlined in Appendix XIII, "Water Quality Control". It ought to be quite obvious what the effect of the added year around commerce of just one extra industrial site would do,

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Mr. Alfred T. Neale  
Page two

let alone six more industrial areas. Finally, Appendix XV, "Plan Formulation", states that its purpose, with respect to the other volumes, is "the focal point of accumulation, analysis and presentation of ... data", it is just such a volume that should contain the answer to the sorts of conflicts and problems outlined if the Task Force is to be allowed to claim it has done a comprehensive study of the Puget Sound Basins. The fact that it does not leads us to believe that this report lacks its own integration which unfortunately is at the expense of our natural environment.

Further, we deplore the excessive means by which the Task Force Planners propose to control the streams of the whole area by use of dams and channelization. For instance, again, there are far too many; plans for one basin alone (Puyallup) call for building two huge dams for flood control, thirteen more dams for general use storage and, also for flood control, a total of sixty-three miles of stream channelization. All this is listed with no alternatives or priorities; much of the expense of flooding, for instance, could be reduced by sensible zoning laws. The excessive use of channelization alone required by the report would add up to the complete devastation of eight major streams in the Nooksack-Sumas Basin, four in the Skagit-Samish Basin, two each in the Stillaguamish, Cedar-Green, Puyallup and West Sound Basins and one in the Snohomish Basin. This list does not include the excessive damage that would be done to many others. In conclusion we would like to draw your attention to the strong statement of the North Cascades Audubon Society given at the Public Hearing in which our views are the same as theirs - we too do not wish these excessive engineering projects to "see the light of day".

And so, we feel this Task Force Report does not deserve the title of a Comprehensive Study of the Puget Sound .... and adjacent waters until it becomes a series of well-integrated documents that reconsiders the devastating impact on our natural environment that the present proposals would reap. We feel that although the Task Force's problems are not easy it is essential that the simple principle of a sensible development of our resources be followed and that it is not too much to ask that this be done.

Yours sincerely,



R. C. P. Hill  
Member, Audubon Society

# Steelhead Trout Club of Washington

## OFFICERS

PHIL TUCKER, President  
4052 N.E. 178th  
Seattle, Wash. 98155  
Res. EM 3-0183

L. T. (DOC) WHITE, Vice President  
DICK TAYLOR, Secretary  
ED CONROY, Treasurer  
BUD KENN, Game Warden



## CLUB ADDRESS

1367 99th Avenue N.E.  
Bellevue, Wash. 98004

## TRUSTEES

HOWARD JOHNSON  
ELMER SMITH  
DAVE PETERSON  
ED HIX  
DAVE JOHNSON

SEATTLE CHAPTER, INC.

May 5, 1971

RECEIVED  
MAY 1971  
DEPARTMENT OF ECOLOGY

Mr. Alfred T. Neale  
Chairman, Puget Sound Task Force  
Washington State Department of Ecology  
P. O. Box 829  
Olympia, Washington 98501

Gentlemen:

The Steelhead Trout Club of Washington submits the following comments concerning the issues raised during the final public hearings April 22, held on the Puget Sound and Adjacent Waters Study:

1. We feel that comprehensive zoning, particularly of the flood plains, should be imposed on a statewide level. Flood plain zoning should be used to minimize flood damages rather than the extensive and expensive flood control and watershed management proposals recommended in the study. We strongly oppose the stream channelization and the construction of flood control dams in lieu of flood plain zoning.
2. We strongly recommend the preservation of the Nisqually Delta with expansion of existing port facilities where deemed economically justified. Even the partial development of the delta would be both ecologically and economically unsound. The great hazard to the recreation, fisheries, wildlife and shellfish that a port in this area would create demands that the delta be preserved as a park or greenbelt reserve.
3. Future power requirements should be met by completely utilizing the present capability of existing dams. No new hydroelectric dams should be considered in the Puget Sound area. If the present capability should be exceeded, nuclear power should be considered based on the best technology available during that time period.

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Page 1 of 2

DEDICATED TO CONSERVATION SINCE 1928

4. Minimum water flows should be established on all streams and rivers consistent with the propagation of anadromous fish. Other uses should be compatible with these flows, i.e., irrigation, industrial uses, etc.

5. Shorelines, both fresh and saltwater, should be managed or zoned for public use wherever possible. Shoreline parks, trails and easements for pedestrian travel and use must be obtained, developed and maintained.

6. We concur with the many adverse comments that the plan establishes requirements based on trend information and considers only those alternatives rather than recognizing or recommending other courses of action (except in some specific cases). In general, other data should be at least considered and alternative courses of action discussed. The present plan is incomplete in this regard.

Conservationally yours,



Dick Taylor  
Secretary, Steelhead Trout Club



**CITY OF BELLEVUE** 111 116th Avenue S.E., Bellevue, Washington 98004 Phone 454-8161

May 6, 1971

Office of the City Manager

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
P.O. Box 829  
Olympia, Washington 98501

RECEIVED  
MAY 1971  
DEPARTMENT OF ECOLOGY

Dear Mr. Neale:

It is my understanding that May 7 is the final date for the submission of comments with regard to the Puget Sound and adjacent waters comprehensive water and related land resources study. Since my last letter of June 10, 1970, many of the factors which I felt were not given proper attention in the study and which I sought to point out in my letter have continued to develop and today I think present a picture of growth on the East Side which merits some substantial comment.

It is a bit disturbing to me to find that as a result of the public hearings and county workshops held in 1970 and 1971 the basic findings and recommendations of the Task Force Study have not been altered or modified in the slightest. Rather, all comment has simply been entered as an addendum to the final study. I think this is unfortunate because many of the findings and recommendations, especially with regard to municipal and industrial water supply, were based on erroneous assumptions involving incomplete information and the absence of a proper evaluation of current events in the Seattle and metropolitan area. The findings and conclusions of the study apparently assumed that Bellevue and the East Side are merely a suburban extension of the City of Seattle. Further, that water supply to the East Side is currently provided by many small special service districts which shall continue in their role as wholesale distributors of City of Seattle water. While some of these assumptions may have been true when the study began in 1964, or even up to 1968, but since that time the East Side has experienced exceptional growth and dramatic change.

The City of Bellevue's current population is approximately 65,000. An annexation now pending will bring Bellevue's population to 73,000 by this August and with the present development of another annexation will bring the population to approximately 80,000 by early 1972. Population forecasts for Bellevue and the surrounding East Side indicate a growth to over 200,000 people in the late 1980's, with future projections showing the population of the East Side exceeding that of the City of Seattle before the turn of the century.

A major finding with which we find substantial objection is the apparent conclusion that Bellevue, the East Side, and the water districts

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Mr. Alfred T. Neale  
May 6, 1971  
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providing water thereto will continue forever to receive water supplied by the City of Seattle. This is, in fact, far from the case. There is currently no contractual or otherwise formal arrangements between the City of Seattle and the many districts on the East Side, and consequently there can be no guarantee of future supply or the terms and conditions under which such supply might be received. As a result of a number of annexations, the City of Bellevue now embraces more than 60 percent of three of these districts serving a population of approximately 80,000 both inside and outside of Bellevue. It is expected that with the culmination of the afore mentioned annexations by early 1972 that at least one more district will be within the City of Bellevue. Washington state law provides that when the boundary of a city expands to encompass 60 percent or more of any district the city may, in its sole discretion, assume the ownership, maintenance, and operation of such districts. Some time ago the City Council declared its intent to pursue such a merger with each of the districts so encompassed. At the present time, negotiations and the actual merger have been culminated for Water District No. 99 and Water District No. 97. Negotiations are also rapidly proceeding with Water District No. 68 relative to its merger with the City. One of the largest of these districts, Water District No. 107, will be at least 60 percent surrounded by the City of Bellevue as a result of the afore stated pending annexations. We have already received preliminary indications from that district of their desire to pursue merger with the City in a manner similar to the other water districts. The consolidation of these initial districts represents a very strong service area from which an even greater planning and financial base is available for an independent source of water supply.

An independent source of water supply that is one other than the City of Seattle, is a dimension of the study which was given no consideration or credibility. It is not inconceivable, rather highly probable, that given the absence of a contract with the City of Seattle and the fact that Seattle imposes a very substantial surcharge on the cost of water to its surrounding customers, an independent source of water supply for the East Side will be enthusiastically pursued in order to obtain high quality, long-range source of water at the lowest possible cost. For these reasons, the City of Bellevue and several water districts on the East Side have already begun to investigate the feasibility of developing their own source of supply. Preliminary financial and engineering findings indicate that a source of supply from originally Lake Calligan and finally tapping into Lake Hancock would provide the East Side with large volumes of high quality water at a cost substantially below those now charged the East Side by the City of Seattle. Because water is supplied economically by the City of Seattle to their own residents does not justify the conclusion by the Task Force that the City of Seattle can and should supply water for the East Side. Rather, we find it paramount to emphasize another Task Force finding that

Mr. Alfred T. Neale  
May 6, 1971  
Page 3

a primary consideration in water resource planning is the ability to deliver water at the lowest possible cost.

Therefore, it is our hope that when, and if, the Task Force Report is to be used as a guide by Federal or State agencies with regard to funding projects or further studies that any such program involving water supply either by, or for, the City of Seattle or its surrounding environs will recognize the needs and rapid growth taking place on the East Side.

In addition, the rapid growth has resulted in other projects in Bellevue which may lend themselves to being more urban in character. The same state law previously alluded to authorizing the municipal takeover of water districts similarly authorizes the takeover and merger of sewer districts. Consistent with their position with regard to water districts, the Bellevue City Council has authorized the merger of the surrounding sewer districts. At the present time, mergers with the Bellevue Sewer District and Lake Hills Sewer District have already been consummated. It is expected that some time during 1972 mergers with Eastgate Sewer District and Newport Hills Sewer District will also be realized. This will result in not only the consolidation of sewer districts into a city sewer department, but also provide for the more efficient combination of water and sewer into a common utility department. The consolidation of sewer districts, just as that of water districts, will facilitate the comprehensive planning of utilities as well as the more functional benefits of providing area-wide water quality control over an area of responsibility similar to that of the City's water utility. In addition to the advantages of improved water/control quality is the fact that such an operation will provide additional coordination in the area of health planning and services.

Finally, it should be noted that the City of Bellevue is currently involved in a streams resources study. While this in itself may appear to be insignificant, it is but a small part of a larger study regarding storm water and flood control. While streams may be a small segment of our land resources, they play a very substantial role in Bellevue with regard to erosion and our entire drainage program. The quality in some cases may also effect the quality of water as well as the creation of a health hazzard. This is, I think, just another example of the manner in which a rapidly growing and urbanizing city must seek comprehensive methods of analyzing its problems and creating imaginative and viable solutions on a large scale.

I sincerely appreciate this opportunity to make a final address to the Task Force. You are to be complimented on the thoroughness of your report and the assembly of vast amounts of information which I am sure

Mr. Alfred T. Neale  
May 6, 1971  
Page 4

will be highly useful in future planning for our land resources in  
Puget Sound.

Sincerely yours,

A handwritten signature in cursive script that reads "L. Joe Miller". The signature is written in dark ink and is positioned above the typed name and title.

L. JOE MILLER  
City Manager

RCC:tam

# METRO

410 WEST HARRISON STREET • SEATTLE, WASHINGTON 98119 • ATwater 4-5100



May 6, 1971

Chairman  
C. Carey Donworth

Mayor  
Wes Uhlman  
Councilmen  
Ted Best  
Charles M. Carroll  
George E. Cooley  
Tim Hill  
Mrs. Arthur V. Lamphere  
Wayne D. Larkin  
Sam Smith  
Liem Eng Tuai  
Mrs. Jeanette Williams

Councilman  
Kenneth A. Cole

Councilman  
Albert A. King

Mayor  
Aubrey Davis, Jr.

Mayor  
Selwyn L. "Bud" Young

Mayor  
Avery Garrett

Richard K. Sandaas  
Mayor, Yarrow Point

County Executive  
John D. Spellman  
County Council  
District Representatives  
Thomas M. Forsythe  
William H. Reams  
A. Dean Worthington

Executive Director  
Charles V. Gibbs

Mr. Alfred T. Neale, Chairman  
Puget Sound Task Force  
Washington State Department of Ecology  
Post Office Box 829  
Olympia, Washington 98501

Dear Mr. Neale:

In review of the issues raised at the public hearings and County workshops during public presentation and evaluation of the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study, I would like to add a few comments which should help to clarify certain issues at least as far as the King County situation is concerned.

One of the major criticisms of the task force study apparently was the lack of local input. This of course is a lesson learned from changing attitudes of the public in the past few years and the task force can hardly be criticized for their approach since the study was conceived and implemented somewhat in advance of an involved public. It is obvious that the task force has addressed themselves to this issue by repeated reference and recommendations for local input throughout the public hearings. However, from the experience at the workshops and public hearings, it is apparent that communication with the general public has not been completely established. In this case, direct communication, both to and from the public, should be developed and local input incorporated into the study before implementation of any portion of the study is carried out.

In the area of local needs, two studies are being developed cooperatively between local governmental agencies in King County which should provide valuable input into the Basins overall land use plan as recommended by the task force committee. It should also answer some of the local problems outlined in the committee reports as well as serve as a model for future studies in other areas. The first of these studies is the water resource management study proposed as

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MAY 1971

DEPARTMENT OF ECOLOGY

EXHIBIT 18  
Page 1 of 3

CLEAN WATER

Mr. Alfred T. Neale  
May 6, 1971  
Page Two

a cooperative venture between the City of Seattle and Metro. The objectives of this study are to develop an inventory of water sources in the Lake Washington (Cedar) and Green River basins both as to quantity and quality, to identify all current and future water uses in the basins and to develop a management plan to insure an adequate supply of water for each use.

This study in turn will provide valuable input into the second planned study by the River Basin Coordinating Committee (RIBCO), on the development of a water pollution control and abatement plan for the two drainage basins. This study will produce an inventory of existing waste sources and environmental conditions in all marine and freshwater resources within the basins, will identify present and future water pollution control needs and develop a water resource management plan in coordination with other local land use plans to provide complete environmental protection for all beneficial uses. One important aspect of the RIBCO study are the water quality studies that will be carried out in the suburban and rural lakes and streams of the County which is one of the areas of critical need identified in the committee reports and public hearings.

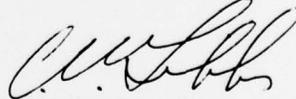
One issue of continued contention throughout the public meetings was that of appropriate degree of treatment for Municipal and industrial waste discharges to Puget Sound. The task force recommendation in this case was that interstate and intrastate water quality standards should be the controlling factor, a position that Metro supports wholeheartedly. However state and local agencies must proceed further in establishing a priority system for construction of pollution abatement facilities based on the maximum benefit to be desired by the limited local financial resources. Such a system should also consider the question of storm water separation and/or treatment as an integral part. Present information provided by storm water studies being carried out by Metro indicates a relatively low level of contamination from storm water compared to combined overflows which would place storm water treatment low on the priority list.

Mr. Alfred T. Neale  
May 6, 1971  
Page Three

Of equal importance in answering the question of treatment requirements for discharge to Puget Sound is the coordination of all resource studies being carried out in Puget Sound. We support the task force's position of considering Puget Sound as a single entity and feel that both present and future resource studies must be designed on this basis. Coordinated studies including development of a predictive model for forecasting effects of M & I waste discharges must be initiated as soon as possible if we are to answer the question of treatment requirements within the time framework established by EPA-WQO. In this respect, Metro is presently engaged in negotiation with the neighboring cities and sewer districts for carrying out a cooperative monitoring program in Central Puget Sound between Tacoma and Everett. This program has been developed in coordination with both state and federal agencies and will provide invaluable information as to the effect of primary treated effluent on water quality conditions in the Central basin.

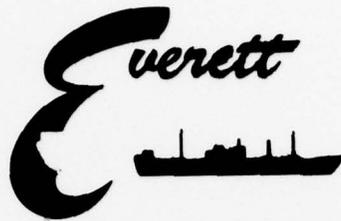
The task force committee is to be commended for implementation and completion of such a formidable task considerably in advance of our present thinking on regional cooperation. In general, Metro supports the concept of a unified planning effort for the Puget Sound as developed by the task force committee. Given more local input, the study should provide a good basic background and continued guidance in the development of a land use and water resource plan for the entire basin. As noted, greater emphasis must be placed on considering Puget Sound as a single eco-system since each development or land use application in the basin affects the Puget Sound area as a whole.

Very truly yours,



Charles V. Gibbs  
Executive Director

CVG:jb



May 6, 1971

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MAY 15 1971

DEPARTMENT OF ECOLOGY

Puget Sound Task Force  
Washington State Department of Ecology  
P. O. Box 829  
Olympia, Washington 98501

Attention: Alfred T. Neale, Chairman

Gentlemen:

We have had an opportunity to read over the brochure you have sent covering the final public hearings held on April 21 and 22, 1971.

In our opinion the report consists primarily of generalities for all projects and the responses discuss their guidance in a detailed manner for water-related planning. However, a note of comment is as follows; on Page 3, Item 5 there is specifically mentioned the Snohomish and Snoqualmie Valleys regarding land use planning. Of interest to us is Item 6, on Page 3 regarding a cross Sound bridge to Whidbey Island followed by your response of Item 16 on Page 7 which states that the report will be revised to recommend expanding of ferry service as an alternate to a cross Sound bridge. There are many generalities mentioned which evidently apply to the Snohomish River Basin, however, we do not detect any specific mention to a determination. This undoubtedly was your intent and for the obvious reasons we are sympathetic to your desires.

However, we specifically requested representation of the Snohomish County Economic Development Council to attend this final hearing for the purpose of expressing a singular point. That is, that the projections you have put forward in regards to the Snohomish River Basin, and in particular the lands adjacent to deep water in the Port of Everett. The indication seems to appear that the Port of Everett and these invaluable lands are to be used for marinas and small craft moorages until the year 2000 when suddenly the Port of Everett springs out of the ashes like a Phoenix and becomes a port of equal size to the Port of Seattle. This is based upon the assumption that the existing Port of Everett should remain unparticipating, stagnated by no growth and based upon the condition of the Port of approximately 1965. This, I am sure, you know is an impossibility. We have just completed the largest and busiest year in the Port's history and we intend to become bigger and better in the immediate years ahead of us.

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Page 1 of 2

May 6, 1971

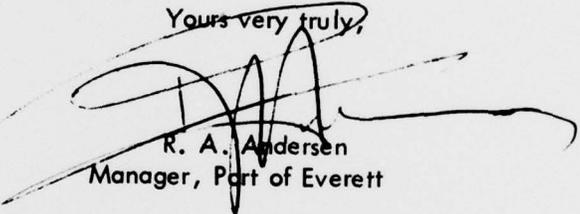
You have indicated tonnages by your estimations that will move through the Puget Sound customs district. It is not for us to question these projections, although we honestly believe them to be quite conservative. What we do request of you is honest and serious consideration of the fact that the Port of Everett will handle a greater portion of that total estimated tonnage than you have now given us credit for.

Our growth will be greater than you are now giving us credit for and our plea to you, is to be realistic and in the final issue that you will produce, assuming there will be a final issue, we plead that you give proper consideration to the Port of Everett's existing and future development. An express example of this is the minimum of 350,000 tons of alumina ore now coming across our dock annually which has never been taken into account in the allocation of port tonnages. In addition in 1970 the Port, exclusive of the private docks around us, shipped 336,582,691 B/F of logs, which confirm to be the largest quantity shipped in the history of the Port during a one year period.

It is these statistics that we feel you should consider when you are evaluating port growth and we would hope that you could include this in your final issue.

You are to be complimented on your many, many months of very hard work and if we can be of assistance to you, I hope you will call upon us.

Yours very truly,



R. A. Andersen  
Manager, Port of Everett

RAA/kse

CC: Mr. Lloyd Repman  
Mr. Dick Fowler