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PUBLIC WORKSHOPS ON THE PUGET SOUND AND ADJACENT WATERS STUDY: AN EVALUATION

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# PUBLIC WORKSHOPS ON THE PUGET SOUND AND ADJACENT WATERS STUDY: AN EVALUATION

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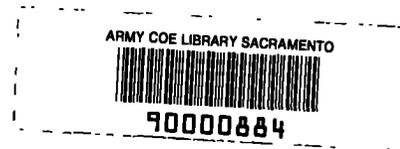
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K. B. COOPER  
Brigadier General, USA  
Director



**PUBLIC WORKSHOPS ON THE PUGET SOUND AND  
ADJACENT WATERS STUDY: AN EVALUATION**

**A Report Submitted to the**

**U. S. Army Engineer Institute for Water Resources  
2461 Eisenhower Avenue  
Alexandria, Virginia 22314**

**by**

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## FOREWORD

Citizen participation in water resources planning is not entirely a new concept--most agencies have usually held open public meetings at selected points during the planning process and have maintained close coordination with governmental officials during planning. In recent years, however, there has occurred a vastly increased public interest and concern in governmental planning and decision making, leading to a demand by the public for a greater voice and influence in the process. At the same time the scope and type of issues of concern to the planner have changed to the point where the groups who have been traditionally involved in water resources planning are no longer capable of representing the full spectrum of public views during planning. The planner is thus faced with the challenge of expanding his concept of the relevant public, of providing earlier and more frequent opportunities for participation, and with attempting to balance the often conflicting views and preferences of diverse public groups. This challenge is being met through the development of a planning philosophy which is called by various names, including public participation in planning, citizen participation, public involvement, fishbowl planning or simply open planning. By whatever name, this planning approach is a response to the clear need for an expanded public role in planning for the wise use of the nation's resources.

This report documents one of the early efforts to apply this concept by a Task Force of the Pacific Northwest River Basins Commission on the Puget Sound and Adjacent Waters Study in the State of Washington. As the Task Force neared the end of a six-year study effort, public reaction to the study was largely unfavorable. There had been only limited attempts during the study to actively involve the public and most of the dissatisfaction centered around this point. The Task Force response to this problem was to hold a series of public workshops in the planning area to explain the study to the public and to give them an opportunity to review the plan and recommend changes to the preliminary findings of the Puget Sound Task Force. The Institute for Water Resources' interest in the workshops stems from the major role of the Corps of Engineers

on the Puget Sound and Adjacent Waters Study and the Institute's responsibility for developing methods for more effective public involvement in Corps planning. The author was engaged by IWR to monitor the workshop process, and to prepare an evaluative report documenting the results achieved through the process. This document contains the result of the monitoring and evaluation, together with recommendations for more effective public involvement in future studies.

This report is largely a case study, describing the background of the study and the factors leading to the decision to conduct the workshops, a description of the organization and functioning of the workshops, and an evaluation of their success in meeting the goals for which they were established. The author has concluded that the workshops were largely successful. Citizens and local governments had an opportunity to express themselves on the content of the study and did so. Some changes in the preliminary report findings were made as a result of the workshops. Information about the study was more widely disseminated as the workshops proved to be a stimulus to expanded media coverage. People began to think more broadly about water resources issues as groups were brought together and given the opportunity to establish relationships which had not existed prior to the workshops. Finally, many members of the public learned more about the workings of the water resource agencies and the agencies learned a great deal more about the public which they were charged with serving.

While it is not intended in any sense that the process described herein be used as a model, there is little doubt that the problems faced by the Puget Sound Task Force are not unique. The evaluation of the workshops and the recommendations suggested by the author are largely relevant to any type public participation program. As such, it is felt that this report will be useful to Corps of Engineers' planners in their efforts to develop and implement public participation programs.

The evaluation is largely subjective, based on the author's interactions with the Task Force, her attendance as an observer at 28 of the 49 workshops held, and her extensive experience with many citizen public interest groups. The work is of an exploratory nature and, of course, the conclusions, opinions and other statements are those of the author and not necessarily those of the Corps of Engineers. It is hoped that this report, as part of a

growing body of literature dealing with public participation in planning, will encourage and stimulate new and innovative approaches to planning with the public.

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## ACKNOWLEDGEMENTS

I am particularly grateful for the patience and cooperation of members and staff of the Puget Sound Task Force. Many other federal, state, and local agency people and workshop participants also deserve my thanks. Special gratitude goes to the planners, local officials, and workshop participants whom I interviewed. They cannot be named specifically, because many of them spoke to me in confidence.

A general acknowledgement is in order, for all the ideas I have appropriated from many sources: meetings, reading, personal conversations. Probably some have become so hard to trace that I unjustly regard them as my own by now. However, full responsibility for what is in this paper rests with me.

I would like to dedicate this paper to three people without whose help it would never have come into existence:

Sydney Steinborn, Army member of the Task Force, who provided ideas and encouragement throughout;

Dennis Lundblad, workshop coordinator, whose help was essential and always ungrudging and, most important,

Bob Widditsch, my husband.

## INTRODUCTION

This is a new thing--this first workshop, a new thing for the agencies involved. We know environmentalists can stop anything from being done, but how do we help get good things done? It's very important. We have to stick with it and get other people to come. I hope the agencies will be patient with us--it's Christmas time, there are other meetings, family things to do. But it's a good faith effort on the part of the agencies. Let's keep the dialogue going and not give up...The idea is not just to look at all these volumes, but at the total context. We asked to look at the books, but we also wanted a meaningful opportunity to participate in the whole process. We can't leave all our other ideas at home. Now it's happening, maybe for the first time in the U.S. Let's get more people involved for the next meeting.\*

Joan Thomas, Vice President  
Washington Environmental Council,  
at the first King County workshop,  
December 17, 1970

This report on public workshops on the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study does not pretend to be unbiased, scientific, or scholarly. Nor does it evaluate all possible types of public involvement, although some discussion of other efforts is included. It is a report on how the workshops happened, what they were like, and how they could have been improved, with some recommendations for similar future efforts, on the basis of this experience.

First, to comment on my bias: public participation in government and in all things that affect people's lives is important to those who believe in the democratic ideal; that people are fit to govern themselves. We believers feel that means must be found to make public participation not only possible, but convenient and practical. The

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\*Unless otherwise noted, all quotations are from my notes, which I believe to be substantially accurate. However, they may not be word-for-word.

democratic idealist need not close his eyes to manifest problems which will quickly be pointed out by opponents, like apathy, misinformation, the difficulty of getting and keeping the attention of "the people," corruption, and self-interest. These are some of the things that make democracy so difficult, time-consuming, and discouraging. But we democratic idealists, even though we may have become cynical, are convinced that the alternatives are worse.

For a long time before the Puget Sound workshops appeared on the horizon, I had been involved in attempting to increase the quantity and improve the quality of public participation in all types of political and governmental affairs through the League of Women Voters and other public interest citizen organizations. And, for some time before I began this study, my acquaintance with some of the members and staff of the Puget Sound Task Force had gotten me interested in public participation aspects of the study. I was convinced that without effective public participation the study would be added to the large shelf of plans never implemented. (See Appendix A for my brief exhortation on this subject.)

Because of my existing opinions and because the workshops, as late as they were, seemed to be a reasonable way of eliciting public response, I had difficulty in being a neutral observer. Even before I officially began the study, I made suggestions about the content and format of Information Bulletin 4 (Appendix B). With passion for the cause overcoming my initial diffidence, I gave unsolicited advice to the Task Force and the workshop coordinator (who listened patiently and sometimes took the advice). I used any avenues I could to increase interest and turnout,

made suggestions about publicity, and called the attention of the Task Force to issues and points raised by workshop participants, as will be seen later in this report. I did not, however, enter into the workshop discussions, nor did I try to get my substantive opinion into the Summary Report--my goal was to help the workshop participants get a fair hearing.

At the time the workshops came to an end, after I had attended close to 30 of them (see Figure 2), I had reached a tentative verdict of "respectable effort." Disappointing turnouts, lack of organization, and publicity, misunderstanding and disinterest from agency and local people led me to this only mildly favorable conclusion, in spite of such positive factors as broad representation and sustained interest among participants, and good-faith efforts of many government and agency people.

However, examination of written comments from individuals, agencies, organizations, and groups constituted just for the workshops caused me to revise my conclusion upward considerably. Varying greatly in quantity, quality, and content, the comments nevertheless are impressive. They demonstrate that people in the Puget Sound region have had an opportunity to think about water resources planning in a more organized way than ever before, that they have taken time to study large, dull books and come to inconvenient meetings in bad weather, and to write down their opinions and findings for purposes still rather undefined. New relationships have been formed around this area of central concern.

The Puget Sound workshops provided some solid successes, in spite of their difficulties and problems. What can we learn from them?

## CHAPTER 1

### History and Background of the Puget Sound Study

I've lived here all my life. Not too many people want to hear what an Indian says. We want to keep this beautiful country this way. The river, the water is destroyed by people who want to make their pocket bigger. Seventy years ago there was no water shortage, timber shortage, nothing to pollute the air. People out in the country should have just as much to say as anybody. We want to help. We live by the river. Trees are being cut down up in the hills. Animals are dying, they have no shelter. Why do we have to sell the water to big industries that pollute the air and water? Why can't we take care of that? If you dip a pail of water out of the bay and put a fish into it, the fish will die.

Joe Louie, Chairman of the Nooksack Tribe, at the first Whatcom County workshop January 20, 1971

The Task Force for the Puget Sound and Adjacent Waters Comprehensive Water Resource Study was formed in 1964 by the Columbia Basin Inter-Agency Committee, and continued under the Pacific Northwest River Basins Commission. The CBIAC, begun in 1946, was made up of federal agencies with water resources responsibilities in the Northwest, and the governors of all the states in the basin. The CBIAC was superceded by the River Basins Commission in 1967, under Title II of the Water Resources Planning Act of 1965.

In 1960-61, the Senate Select Committee on National Water Resources recommended comprehensive planning on a river basin basis. Shortly thereafter President Kennedy issued an Executive Order requiring comprehensive plans for the nation's major drainage basins by 1970. This was after years of single-purpose, limited area planning by one agency at a time, which had resulted in inefficiency, controversy, and dissatisfaction. The Puget Sound Study was begun in response to this

Executive Order. Sometime during the period of the study its name became the Puget Sound and Adjacent Waters Comprehensive Water and Related Land Resources Study.

The Puget Sound basin (see Figure 1) lies in northwestern Washington, bounded on the north by Canada, on the east by the Cascade Mountains, on the west by the Olympic Mountains, and on the south by low hills. The Sound itself, about 2,500 square miles in area, is an inland arm of the Pacific Ocean, generally in the center of the total study area of 16,000 square miles. Twelve fairly large river systems and several smaller ones drain into the Sound.

Around two million people live in the area, about two-thirds of Washington state's total population. The bulk of the population is on the east side of the Sound between Bellingham on the north and Olympia on the south. The area is well watered, summers are cool and winters mild. The economy is based mainly on timber, fishing, tourism, some manufacturing and agriculture, and marine industries.

The study of the Puget Sound Basin began in 1964 with a \$4 million budget and public hearings in Anacortes, Everett and Olympia. (Completion was originally scheduled for 1969.) According to Alfred T. Neale, final chairman of the Task Force who was involved in the study in several capacities throughout, 2,500 notices of the original hearings were distributed. He described the purpose of the study at the first Kitsap County workshop December 3, 1970:

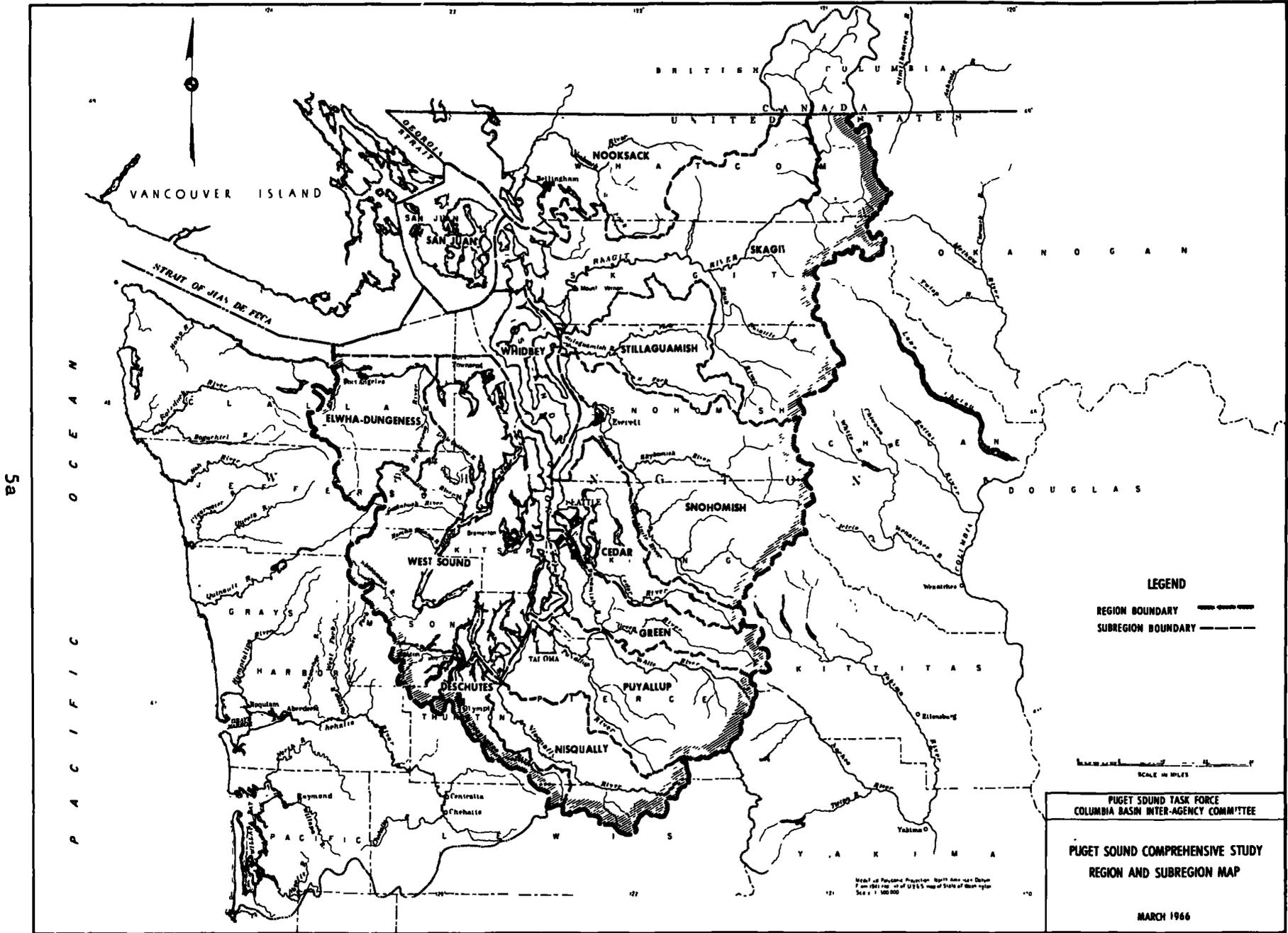


FIGURE 1

The theory of the study was to get federal and state agencies concerned with water to work together in terms of the present situation, uses, and projections of future needs. The study is a guide, not something that has to be done. Lots of things are already going on, like water supply, navigation, pollution control projects and programs. How can we get the best sequence of time, save money, and find out the best way to go in the future? That's what the study is all about.

The Task Force members worked more than a year to determine how to proceed. Finally, they decided to treat the various uses of water resources individually, in each case as if the particular use were the only one to be considered. Available resources were to be described, needs projected, and ways to meet the needs recommended. Then the single-use studies were to be compiled and reconciled with each other. Conflicts would be eliminated in the plan formulation.

The Task Force sometimes has been described as federally dominated, as it had one representative for each of nine federal agencies and only one for the state.\* In 1967 the state began to take a more active role in the study, with the addition of one or two persons to the staff of the Task Force. At that time also, the Governor wrote a letter to each of the counties involved suggesting that a Water Resources Advisory Committee be formed in the county, primarily to advise the Task Force. Committees were named in some counties, but as far as I can determine, few of them became active.

There was some contact with local government and organizations and groups throughout the period of the study, but the frequency of the contact and its precise nature are in dispute.

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\*See page 5 of Information Bulletin 4, Appendix B for list of Task Force members and agencies.

In any event, the Task Force and staff proceeded with the study which neared completion in late 1969. The appendices, most of which detailed the background information and single-use studies, began to be printed in early 1970. The complete list of appendices is as follows:

- 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

In addition, a Summary Report, summarizing the entire study, was in draft form until after completion of the workshops, and was published in July 1971. According to its foreword,

This report describes the expected needs of the Puget Sound Area's future population for water and related land resources projected to the year 2020 and presents a comprehensive plan for meeting these needs. This plan is intended as a guide to the future use of water and related land resources. Along with a plan and alternatives, a discussion of the effects of the plan on the Area and the requirements of implementation are included together with the conclusions and recommendations of the Puget Sound Task Force.

The meat of the study, though, is Appendix XV, the Plan Formulation, which contains (according to the Summary Report), "a detailed description of the Comprehensive Plan for the Puget Sound Area and its individual basins and describes the alternatives considered in formulating this multiple-purpose plan."

All appendices except I and II had been printed in neat, impressive books by November 1970, when the county workshops began. Appendix II, Political and Legislative Environment, was published during the workshop period, but not early enough for more than a limited number of people to see it before the workshops ended. The Digest of Public Hearings, Appendix I, was published in the summer of 1971.

As the study neared completion, final public hearings were scheduled for May 27, 1970 in Mount Vernon, June 2 in Everett and June 5 in Olympia. As it turned out, these were not the final public hearings after all.

## CHAPTER 2

### Public Reaction and Response

#### 15-VOLUME PLAN FOR PUGET SOUND: A \$4 MILLION WHITE ELEPHANT?

Under attack for its basic assumptions, its decisions and its lack of public review, government's massive plan for the Puget Sound area may turn out to be a \$4 million white elephant...

Civic groups are angry that the public won't get a chance to comment on the full study. The 15 volumes are being kept secret until after the only three hearings...

The public will be able to comment only on a vague list of projects planned for the first 10 years of a 50-year plan. The information given them does not even tell how much proposed dams, harbors or other projects would cost...

Local governments are unhappy at their lack of voice in the planning...

Federal officials who took part in drafting the volumes say that the public's interest in ecology is too recent. The plan's pages considering environmental effects were added almost as afterthoughts, one said.

Others complain that the plan doesn't consider enough alternatives. Two possible courses of development are listed for some river basins around the Sound...

From an article in the Seattle Times  
May 27, 1970

As the "final" public hearings on the Puget Sound study approached, there were rumblings, of which the above is representative. Whose advice and comments had planners sought throughout the study? Citizen leaders, local government officials and staff asserted that they had not been consulted. Counter-assertions by the Task Force, sometimes with specific lists of dates and places, were not effective in convincing these people that they themselves (or counterparts earlier in time) had been involved.

Other questions were raised. Why were the appendices produced by the study not available before the final public hearings? They were not being "kept secret" but most of them had not yet been published in final form. Draft copies of many appendices had been circulated but mostly to government agencies. The appendices could not be considered publicly available, though enterprising members of the public could--and did--get hold of some of them. Why was no hearing scheduled for Seattle, the metropolitan center of the region? Some seemed to feel that the study was a plot to force unwanted water resource developments (some of them, like a proposed dam on the Middle Fork of the Snoqualmie River, already very controversial) upon the people of the Puget Sound region against their will and without their knowledge.

The concept of comprehensive inter-agency basin-wide planning was widely supported as a step in the right direction toward coordinated planning. The Task Force must have felt not only that it had a mandate to proceed, but that whatever it did would be a giant step forward. What changed the study from a pioneering effort in coordinated planning into an environmentally questionable plan imposed by overbearing federal agencies?

A number of factors can be identified in this change from 1964 to 1970. The ecology explosion had occurred, with the great outpouring of concern for preservation of the natural environment. The movement was well advanced in the Puget Sound area, with its spectacular natural environment. Groups like the North Cascades Conservation Council, Olympic Park Associates, the conservation committee of the Mountaineers,

and local Audubon Societies had burgeoned since the end of World War II. Many members of these groups were new residents who had come to Washington partly because they wanted to enjoy its unspoiled environment.

The organizational ferment culminated in formation of the Washington Environmental Council, began in 1968 as a federation of environmental, conservation and citizen groups. The Council had flexed its muscles in successful lobbying in the 1970 special session of the state legislature, and was ready to do battle on many aspects of the Puget Sound study. Attempted liaison between the Task Force and the Environmental Council had not been very successful.

Concurrent with the new awareness of the natural environment, public participation ( and even participatory democracy) had been discovered. Groups like the League of Women Voters had been laboring for years not only to turn out the vote at elections, but to help voters become informed and involved in government at all levels. These efforts had not been crowned with spectacular success.

But with the city riots of the 60's, governments and the establishment in general began to discover that millions of citizens felt disenfranchised and unconsulted about decisions vital to them. They were shunted from office to office, moved out of their dwellings as freeways came through, denied welfare, expelled from school, all with virtually no voice in what was happening to them. Governments at all levels began to realize the necessity of, as citizen groups promoted, substantial public involvement in the decisions affecting people's lives.

These were some of the factors behind the rising protests about the Puget Sound Study. The Task Force members were upset. They were convinced that their plan was useful, progressive, and good. They cast about for some way to mollify the public, and out of the demand for additional hearings (especially in Seattle, where a hearing reportedly was being asked for by one of the area's Congressmen), the plan for workshops began to grow. Let one of the Task Force members, Sydney Steinborn, Corps of Engineers representative, describe it:

Faced with this unfortunate public image, something drastic was called for--but fast. As was customary, and as it turned out, fortunately, the Task Force met before each hearing. Before the Mount Vernon hearing we met, digested our bad press and stewed for a few moments...We saw no point to more hearings if the public and local governments were in fact as ignorant of our study as the press indicated. Our pile of documents was admittedly fairly high by this time. We needed a way--and time--to assure that local governments and the general public could become familiar with our study. So as part of the plan for additional hearings, we also adopted a program of public review of our preliminary findings at workshops to be held in each of the twelve counties in the study area. (At Fifth Annual Conference, State and Federal Water Officials, "Public Involvement in Water and Related Land Resources Planning," Des Moines, Iowa, June 8, 1971.)\*

According to the Bellingham Herald for May 28,

...Sometime between a press conference Wednesday afternoon when Task Force chairman Al Neale outlined the progress of the plan's windup as three final hearings..., the change occurred...By the time the hearing started at 7 p.m., Neale announced that in addition to the planned three hearings, the task force would hold workshop sessions in all 12 of the affected counties, and then hold two final meetings in Port Angeles and Seattle after the plan is modified with information gathered at the workshops...He also promised wider access to the 15 volumes of technical data.

The complaints continued at the three hearings, with many of the speakers seeming not to have noticed the promise of the workshops. For

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\*See Appendix G for full text of Steinborn's presentation.

example, Huntly Gordon of the Bellingham Herald wrote of the Mount Vernon hearings:

Conservation groups, governmental bodies and private citizens pounded for nearly five hours the procedures and data which the Puget Sound Task Force used to bring its comprehensive water and related land resources study to its first formal hearing...

Of the second (Everett) hearing, Bob Lane of the Seattle Times wrote:

State and federal officials last night changed their script for describing the \$4 million Puget Sound and Adjacent Waters study. But the change didn't save them from a second evening of criticism from individuals, groups and some governmental officers.

And Mike Layton wrote in the Sunday Olympian about the third (Olympia) hearing:

A mixed bag of city and county officials, birdwatchers, plain private citizens, a farm wife, an economist, a ship captain, biologists and conservationists Friday night figuratively ripped to pieces a \$4 million river basin study.

Some members of the Task Force were enthusiastic about the workshop idea; others were unenthusiastic or even hostile. As Mr. Steinborn said in his Des Moines speech:

...Our response to a field or combat condition was not quite definitive as implementation required acceptance by a number of less-than-enthusiastic Federal agencies. The lack of enthusiasm was probably due to the unstructured and essentially uncontrollable nature of public participation through workshops. This could introduce changes or new elements into the planning process that some agencies would rather not address. Our member agencies were also very concerned with increased costs and more delays in an overdue study. All these were very valid concerns...

Few of the Task Force members had much experience with large numbers of the angry public, and they were not anxious for more. They were more used to pro forma public hearings with praise for the plan at hand far outweighing criticism. The possibility of even more public

controversy was distressing. The appropriations for the study were gone, these workshops would clearly cost something, time was short. (The target completion date for the study at this point was June 30, 1970.) The plan was essentially finished--could the public contribute anything useful at this late date? And, even if the public were heard, would that quiet its anxiety and apprehension, satisfy it so that the plan, amended or not, could proceed?

## CHAPTER 3

### Development and Progress of the Workshops

This is the first workshop--it proves that it does happen. I will be the coordinator between the Task Force and the county groups which will review, comment, recommend. I will be the information getter, interpreter. How to conduct the workshops is something to discuss--everybody will have feelings about organization and scheduling...You should review the documents for corrections and oversights. There might have been some overlapping and independent studies by local governments--some statistics are already old. The most important aspect for use of the study is that the recommendations and conclusions incorporate local policy, objectives, opinions. What do local people want their resource to look like 10, 20, 50 years from now? That should be the main theme of a workshop report. Planning and management will be going on in the future, and we need to bring out public desires and goals. We need the guidance that can come out of workshop groups.

Dennis Lundblad, workshop coordinator  
at first workshop (Jefferson County),  
November 9, 1970

#### How workshops began

Task Force proponents of the workshops prevailed. The state of Washington agreed to furnish a full-time workshop coordinator. The various agencies represented on the Task Force agreed to fund time and travel of their representatives to three additional Task Force meetings (in addition to those which would have been needed to finish the study report in any case), as well as attendance of their representatives at workshop meetings when needed. The Corps of Engineers, in addition to its share of the above expenses, printed and distributed Information Bulletins 4 and 5 (Appendices B and C),\* the later Issues and Responses (Appendix E), and furnished a large flow chart of the study process for each of the 12 counties (Appendix D).

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\*Information Bulletin 1, which announced the study, was published in July 1964. Information Bulletin 2, published in January 1967, brought the first bulletin up to date. Information Bulletin 3, which was published April 20, 1970 for the public hearings, was a 32-page summary of the preliminary study findings. Supplementary to it were folded sheet summaries of the early-action plan (1970-80) for each of the 11 basins. The longer-range plans were to be discussed at the public hearings.

More copies of the appendices and the Summary Report (which was available in draft form in the fall of 1970) were printed. Each county was to have at least three sets of the documents that could be circulated among workshop participants as the county saw fit. Later, in February 1971, sets of Appendices III-XV and the Summary Report draft were also sent to the 18 largest cities in the area for their review.

Dennis Lundblad, an employee of the State Department of Ecology who had been working on the Puget Sound study as a geologist-planner since 1967, was appointed workshop coordinator. The next step was for Mr. Lundblad to get in touch with appropriate persons in each county to set up workshop meetings. This was a time-consuming process. He began with county government: some counties were interested and cooperative; others were unenthusiastic. For example, Pierce County refused to sponsor any workshops, though eventually it permitted workshops to be held in its commissioners' chambers.

Mr. Lundblad scheduled a meeting on October 15 with people from all the counties to discuss workshop plans and procedures. In his letter of invitation (October 7, 1970), he described the proposed process:

...As envisioned, the work sessions would be coordinated and moderated by the county and attended by a cross section of interested local individuals, groups and agencies, who would review the Puget Sound Study documents, especially the draft Summary Report. After a review and discussion of study material, the work groups would develop a report of their conclusions. The report produced by the workshop participants would offer comments that might include suggestions for alternative recommendations in the preliminary findings of the Study, ideas for future updating of the Study data, corrections of data and general evaluation of Study reports from the viewpoint of local objectives.

Although the workshops are an opportunity for development of an official county position on the Study, it is not anticipated that excessive manpower demands would be placed upon county staffs for conduct of the workshops, inasmuch as the principal purpose of the workshops is to encourage citizen participation. The county staff involvement in the work sessions would be to set dates and meeting places and moderate the sessions. Report review, discussions, note-taking and development of workshop reports would logically be the activities of the participants...

Representatives of only four of the twelve counties came to this meeting: Kitsap, Mason, Pierce and Whatcom, as well as representatives of Puget Sound Power and Light (a private utility), and the Puget Sound Governmental Conference, a council of governments in the four central counties, King, Kitsap, Pierce and Snohomish.

After this only minimally successful meeting, Mr. Lundblad continued to talk to county government people so that someone from each county could be listed in Information Bulletin 4 as a contact for the public. Mr. Lundblad had to use the good offices of other Task Force people in order to get the cooperation he needed in some counties, and even with these various efforts many counties never fully responded to the workshop proposal. The difficulties of this process helped hold up the publication of the bulletin.

Bulletin 4 was finally issued in November, about the time of the first workshop, much later than had been hoped. (The bulletin itself states, "The workshops are expected to begin 15 to 30 days after this bulletin is issued.") The bulletin briefly described the purpose and mechanics of the workshops, included a list of county contacts and some information about what would happen to the study after the workshops.

## First Workshop

The first workshop meeting, at 2 p.m. on November 9, 1970 in the commissioner's chamber of the Jefferson County Courthouse in Port Townsend, was chaired by County Commissioner A. M. "Bud" O'Meara. I will give some details of this first meeting because in many ways it was representative (though each workshop had its own characteristics), as well as memorable.

Port Townsend is a city of about 5,350 people in a county of 10,661. It is considered quaint and historic and is a regional tourist attraction, especially in summer when there is some artistic activity there. Port Townsend was once slated to become the state capital, and in earlier years was an important port. Its chief industry today is a pulp mill.

There were about 40 people at this first workshop, a broad cross section representing farm groups, garden clubs, chambers of commerce, the pulp mill and other local industries, utilities, community clubs, and fire and sewer districts. About a third of the participants were in outdoor work clothes. One member of the Task Force and someone from the parent River Basins Commission were present, but they did not speak. A second Department of Ecology employee was there, and he made some contributions to the discussion (upon Mr. Lundblad's request). There was also a reporter from one of the Seattle daily newspapers.

Mr. Lundblad made a presentation and answered questions. These indicated that most of those present had little knowledge of what the study was all about, its purpose, and what its future might be (in spite of the Corps-furnished flow chart of the whole process which Mr. Lundblad explained in his talk). The following exchange was typical, and something like it occurred in almost every county:

- Q. Is there a legal status to this? Is this just another comprehensive study that nobody has to do anything about?
- A. The path was set out in the legislation authorizing the study. Where does it go? First a formal agency review, then to the governor, to the Water Resources Council, to Congress. The plan can be used as a guide. It is not binding. The activity and input from the workshops will help make it more realistic.
- Q. What is the time factor? How long will it take to get to Congress?
- A. A year, or two years.
- Q. Then the study shows the needs, but doesn't say this is how it has to be handled?
- A. Right. It is not binding. For example, there is a demand for port facilities--how can we satisfy it and not harm another use?
- Q. There is no time table, or information on who will do projects?
- A. There is a time table--a sequence of development. Some projects may have a time schedule. Projects are now subject to more and more public review. The study shows one efficient way of doing it.

Someone else wondered what the point of the whole study was:

- Q. I remember the WPA boondoggles. We don't need make-work programs. How do you determine what you're going to investigate?
- A. No one individual does determine it. In this study, it was the Task Force.
- Q. Does the federal government contribute to your salary?
- A. The money has come from both the state and the federal government--13% from the state, the rest from federal agencies. They pooled the financial pot to enable everyone to work together.
- Q. It sounds like a very loose sort of idea, loose sort of organization. I'm confused about what we're headed for. It's binding on nobody, has no authority. If it's not binding on anybody, what use is it? I'm wondering about the taxpayer's money.
- A. To review what's said and whether the people want it is the idea of the workshops. The proposals seem good from an efficiency standpoint, but do you want it?

- Q. It seems to me the purpose of the organization is to hunt for places to spend the taxpayer's money.
- A. The idea is how can needs and problems be handled in a more efficient way. This usually involves spending money.

The following exchanges, also from the first workshop, was one of the most memorable (to me and to Mr. Lundblad) in all of the workshops:

- Q. Not too long ago there was a survey on the Big Quilcene River. The people that were supposed to be doing the survey were seen fishing at the same time. Why couldn't they have given the money to the county and have them clean up the stream? What was the idea?
- A. Whoever did the survey probably had no authority to give money to the county.
- Q. A helicopter sprayed poison at the headwaters of our waterworks. Did they create a new commission in Olympia to do something about these things? The Bonneville Power Administration did it. It was mixed 4 times as strong as the state allows--killed brush 100 feet downwind. You don't have any authority, I can see it just by looking at you. Every time the federal government comes in, it costs money. I can't even draw unemployment--they fixed the loggers good. The logger's got \$40,000 tied up in his log truck, and can't put shoes on his kids. Everything in here costs money, raises taxes, lowers the value of the land. This meeting was poorly advertised, or you'd have more people than this. They wanted to put in a commercial area. Those Army engineers have to have a job, so they're going to build that apartment building in Union City...How much money do you get a month, anyhow? You can't be fired, you in your white shirt.
- A. The fact that you're here shows you're concerned. We want you to look at the study and comment on it.
- Q. You mean it's a chance to complain about what the big industries are doing? Cut 600 acres, flood the creek. They have an utter disregard for flood control if there's money involved.
- A. The workshop is the place it can be done. The report won't be written by me--the people in the counties will do it. We can't write new laws here.
- Q. The governor wants to take over all the waterfront. We're outnumbered. The city people just take over. We can't stop them. The big timber companies are taking over all the land. The big doctors and real estate people are going to run this ecology business. Unless you get some way to take it away from them. You won't get anything out of us poor country jakes. We're just wasting our time, just blowing smoke. Come on, honey, let's go. (He left, with his wife.)

After a somewhat stunned pause (and mutual congratulations on patience between Mr. Lundblad and the remaining audience), there were other questions. Would there be more meetings? What effect would workshop recommendations have on the plan? Someone put it, "you mean a lot of little guys all over Puget Sound can have an effect on what happens?" Mr. Lundblad answered, "very definitely. Their reports are to be incorporated in the whole study before it is finalized. The staff and Task Force will review them."

Some local issues were discussed. The session lasted until almost 5 p.m., and the last person to speak ended the meeting on a positive note:

...The workshops will be of tremendous help to our committee [the Tri-County Committee on Hood Canal] and the county commissioners. This group isn't going to cram anything down our throats. Let's come and present our good ideas. Let's keep Jefferson County abreast of the times--I think it's the finest in the state.

However, participants broke up without setting another date or the agenda or goals for the next meeting, and without selecting a chairman or doing any other organizing.

I have given some details of this meeting because it was representative in numbers, attitudes, and casual organization. As the first meeting, it set a pattern for Mr. Lundblad and the rest of us who attended many of the workshops. I must admit that the meeting is also indelibly imprinted on my mind. The Seattle newspaper reporter whispered to me during the discussion with the unemployed logger, "If they have this going in 12 counties, they're going to go out of their minds!"

## General Characteristics of the Workshops

Figure 2 is a table showing the workshop meetings in each county, with some additional information. These meetings soon began to fall into a routine, although there were some surprises. As Mr. Lundblad said in a speech at the Des Moines conference on public involvement in water resources planning:

The slowly starting program also revealed during early meetings that participation and interest were quite different from one county to another. One of the least populated counties had, by far, the greatest attendance of any of the other eleven counties. Interests ranged from complete orientation to agriculture in some areas to recreation or pleasure boating or water pollution in others. Somewhat surprisingly, participants frequently showed quite informed opinions, even prior to review of the Puget Sound reports.\*

At the first meeting Mr. Lundblad would explain the study and the purpose of the workshops, with the help of the flow chart, and distribute copies of the appendices, information about the particular basin under discussion or other material. There would be a more or less successful effort to select a chairman and/or committees, questions would be answered, and the next meeting would be set. Sometimes virtually the whole process was repeated at the second meeting, as many of those who came to the first meeting did not attend the second and were replaced by others. Also, definite goals and schedules for subsequent meetings often had not been set at the first meeting, so that no progress had been made by the second.

Success in organization seemed to depend more on the personality (and determination) of the convenor of the meeting than anything else. For example, Richard Hattrup, Chairman of the San Juan County Planning Commission,

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\*Fifth annual conference, State and Federal water officials, "Public Involvement in Water and Related Land Resources Planning," Des Moines, Iowa, June 8, 1971. See Appendix G for full text of Mr. Lundblad's presentation.

WORKSHOP MEETINGS

Name of County Population of County (1970 Census) Name of County Seat	Dates of Workshop Meetings** Estimates of Attendance Where Available ( )						
Clallam - 34,770 Port Angeles	1/19/71* (21)	2/1/71	2/8/71	2/15/71	3/8/71		
Island - 27,011 Coupeville	1/26/71* (22)	2/23/71* (31)	3/9/71				
Jefferson - 10,661 Port Townsend	11/9/70* (40)	12/8/70* (17)	2/4/71	2/22/71* (15)			
King - 1,156,633 Seattle	12/17/70* (50)	1/5/71* (50)	1/19/71	2/2/71	2/16/71	3/2/71* (30)	
Kitsap - 101,732 Port Orchard	12/3/70* (33)	12/17/70	1/21/71* (23)	2/25/71* (17)	3/18/71* (12)		
Mason - 20,918 Shelton	11/30/70* (25)	1/6/71* (25)	1/27/71				
Pierce - 411,027 Tacoma	2/3/71 (20)	2/16/71* (19)	3/4/71* (18)	3/25/71* (8)			
San Juan - 3,856 Friday Harbor	12/19/70* (23)	1/30/71	2/27/71				
Skagit - 52,381 Mount Vernon	12/21/70* (40)						
Snohomish - 265,236 Everett	2/2/71 (50)	3/19/71* (39)	4/5/71* (28)				
Thurston - 76,894 Olympic	1/22/71* (30)	1/27/71* (25)	2/10/71* (28)	3/3/71* (22)	3/31/71* (10)		
Whatcom - 81,950 Bellingham	1/20/71* (108)	2/2/71	2/9/71	2/16/71	2/23/71	3/2/71	3/9/71

\*Observer was present.

\*\*Subcommittee meetings not included.

FIGURE 2

suggested that someone not connected with county government be chosen as co-chairman with him. There was no dissent, but no one was nominated, so Mr. Hatstrup continued to function capably as sole chairman.

In Mason County, James E. Connally, Director of the Mason Regional Planning Council, called without success for a chairman at the first meeting. He tried again at the second meeting, and after suggesting to a couple of those present that they might do the job, he walked out of the meeting room into his office. The group, non-plussed, sat in silence for a few minutes until he came back and said, "Well, that didn't work either." He finally abandoned the effort and he, too, continued to act as chairman himself.

King County achieved the best organization. Ed Sand, King County Planning Director, opened the first meeting and quickly began trying to enlist a chairman. Three graduate students from the University of Washington Department of Civil Engineering, Donald F. Graf, Thomas W. Holz, and Carl Ted Stude, volunteered to be co-chairman. They were students in a water resources management course which was studying and critiquing the Puget Sound Study during the fall 1970 quarter. Mr. Sand's haste to get off the platform after the students volunteered was almost unseemly! With important logistic help from Mr. Sand's department, the three conducted a more organized series of workshops and produced a more impressive final document than any of the other counties.

In most counties there was an attempt to divide the group into committees, usually based on subject matter but occasionally on geography. San Juan County's Mr. Hatstrup suggested that committee meetings be held on each island to prepare recommendations for the full workshop group, and this was done.

(Since San Juan County consists entirely of small islands connected only by ferries, it has special problems.) Usually each committee volunteered or was assigned to review one or more of the appendices. Initial presentations by Mr. Lundblad and other discussion were directed toward this approach.

In King County there was a committee (at least on paper) for each appendix, and most of them functioned to some extent. Elsewhere, there were not enough active people to form 15 separate committees. For example, Kitsap County formed three groups reviewing respectively Hydrology and Natural Environment; Municipal and Industrial Water Supply; Water Quality Control; Economic Environment and Water Related Land Resources; Recreation, Fish and Wildlife; and Navigation. Other counties also grouped the subjects, and when there was little or no interest in a particular appendix it simply was not reviewed in that county.

Second, third and later meetings were usually devoted to reports from committees, questions raised after the participants had had a chance to review some of the material, and general discussion of water resource problems of the basin. Often someone from the Task Force or its staff was present to answer questions raised at an earlier meeting, or simply as resource in case questions did arise. Usually Task Force people spoke little, and in answer to specific questions, though occasionally they participated in the discussion from their position of expertise.

An effort was made to get a list of participants at each workshop meeting, but the list was not always compiled in a useful form, with complete addresses, telephone numbers, and organizations or occupations represented (if relevant).

Most of the meetings were on weekday evenings, to allow citizens to come who worked or had children at home. In some counties afternoon appeared to

be the preferred time, even for the citizens. San Juan County meetings were held between 11 a.m. and 2 p.m. on Saturday, this being the period between ferries when people from all the islands could gather at the county seat. Thurston County's first meeting was at 3:30 on a Friday afternoon, a time maximally inconvenient for almost everybody. That error was not repeated!

As can be seen from Figure 2, some counties held meetings as often as every week, while others let a month elapse between them. Like other aspects of the workshops, this was generally determined by the participants.

Workshop meetings were most often in the county courthouse, in a courtroom or the commissioners' chambers, although in some places schools or libraries were used. All the King County meetings except the first were held in an auditorium-style classroom at the University of Washington in Seattle.

As mentioned above, there was some material available for all the workshops. Frequently, Mr. Lundblad transported a set of all the appendices to the county for its disposition to libraries, county offices, or wherever the county thought people would be able to see it. Sometimes these appendices were loaned out at the workshop meetings. Mr. Lundblad usually had copies of the relevant basin fold-out sheets that had been included in Information Bulletin 3, issued before the "final" public hearings. Sometimes the information about the basin was duplicated from Appendix XV, Plan Formulation. Occasionally, the workshop group itself produced written interim reports, outlines, or list of participants that were mailed out or distributed at the meetings.

Judging by the file of clippings on the workshop meetings, publicity was plentiful, but judging by the complaints of many at the workshops, not

plentiful enough. The State Department of Ecology sent out news releases on meetings it knew about, did periodic roundup releases and sent notices to some people. Some counties prepared their own news releases or let the press know of meetings by telephone. Some also sent individual notices to persons known to be interested, or a representative list of people in the county. Sometimes the help of the state or agencies represented on the Task Force was enlisted to get out notices. In any event, it was evident that not all the people who wanted to know about the meetings learned about them. Gene Grieve, County Hydraulics Engineer, who conducted the Snohomish County meetings, commented ruefully at the last one that "the news on the workshop has been leaking out for the past three months. Somebody asked me why it was a secret." This was in spite of articles in several local newspapers.

According to Bulletin 4, and in the plans of the Task Force, a 60-day period was scheduled for the workshops. Though the original intention was that this be 60 days for all the workshops, it turned out to mean 60 days for each county from its first workshop, and even this schedule was stretched by several counties. Bulletin 4 also stated, "Each workshop will conclude with a summary, including majority and minority (if any) reports."

Mr. Lundblad had explained that workshop conclusions in writing should be sent to him, so, as the series of meetings in each county approached its end, there was an effort to pull together the conclusions and recommendations reached by the participants. Jefferson, our sample county, submitted brief minutes and attendance lists for its four meetings, with several communications from individuals.

Some counties, at least Kitsap and San Juan, had reports or resolutions formally presented and voted upon at the last meeting. Other counties just sent in whatever pieces of paper were presented to them by committees, organizations, ad hoc groups, or individuals, without evaluation or comment.

There was little attempt to summarize by most of the workshop groups. However, the King County co-chairmen went through the thick pile of material submitted to them and summarized such consensus as they found. They also sent Mr. Lundblad the whole pile of papers. In addition, they asked people to answer a questionnaire. The results were not tabulated in any formal way, but were included as part of the material summarized by the chairmen.

The Task Force had hoped that the workshops might provide a basis for an official position on the study at the city or county level (see page 2 of Bulletin 4). Claude Lakewold, Assistant Director of the Thurston Regional Planning Council, who ran the Thurston County workshops, was one of the few workshop convenors who visibly made a serious attempt to do this. When the workshops were first proposed in the fall, the Regional Planning Council (a council of governments within the county) offered to conduct them. The council was brushed aside because one of the three county commissioners wished to handle the workshops but, because of a current political situation, the matter was ignored for weeks. Eventually, after one commissioner fell seriously ill and another was replaced in an election, Mr. Lakewold did get the authority to do it. He envisioned proposing a summary statement to the Planning Council, which would then vote on it for an official position.

However, at the last Thurston County workshop meeting Mr. Lakewold said that the staff would prepare a report to turn in to Mr. Lundblad, but that

there would be no official Council statement. Time was too short, and the problems of trying to reach a Council position were only too evident. The County Commissioners would do their own report, but there is no record that they did so. Mr. Lakewold anticipated that the county commissioners would attend and testify at the public hearing in Seattle. They did not testify; they may have been present.

In another county, Whatcom, an official position was adopted by the Whatcom County Council of Governments in time to be presented at the final public hearing in Seattle. According to Harry Fulton, Planning Director, he was directed to prepare the resolution "after well-attended citizen workshops," and it was adopted unanimously by the Council on April 14. Presumably, it reflects some of the concerns of the workshop participants.

The King County material includes a lengthy statement from the City of Seattle with a cover letter by the Mayor. According to the letter, representatives of the city participated in the King County workshops. However, the comments are those of a City Coordinating Committee appointed by the Mayor from appropriate city departments to review the Puget Sound Study. Thus the review, while it can be taken as the official position of the city, is not really a workshop report in the sense expressed in Bulletin 4, but only a part of it.

By late March or early April Mr. Lundblad had written reports from some of the counties, plus his experience and impressions of the workshop meetings. How were they to be handled?

## CHAPTER 4

### Task Force Response, Final Public Hearings, and After

...It wasn't a voluntary act of the Task Force to have more public input. It was a landslide of public opinion. The material will appear in a separate volume, not in all the other volumes. Is there any way to block dissemination of the report in its present form? The average Congressman will just look at the Power book.

Participant in Pierce County  
workshop, February 16, 1971

On January 28, 1971 I went to a meeting of the Puget Sound Task Force for the first time, at my request. I wanted to learn how the Task Force viewed the workshops, what it expected to get from them, and how the workshops fitted into the schedule of the study. (At that time they had been underway for almost 12 weeks.) Mr. Lundblad reported on workshop progress and problems at that meeting, and the Task Force also asked my impressions. I invited myself to all subsequent Task Force meetings (March 24, April 16, April 21 and 22, and May 26) and frequently joined in its discussions, whether invited or not. I was anxious to be sure that the Task Force take seriously the results of the workshops, and the members kindly tolerated my presence and my comments.

Bulletin 4 had stated:

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.

As the workshop period lasted longer than anyone had expected, and the final public hearings approached, the Task Force considered how to fulfill the promises made in Bulletin 4. Mr. Lundblad had been unable to furnish the Task Force much specific information during the review period, because of the generally glacial pace of the workshops. The next Task Force meeting was March 24, less than a month before the public hearings--and almost two weeks before the last workshop of the last county to finish. Mr. Lundblad had very little in writing until the counties turned in their comments at the last possible moment. Virtually, the only written source of information about what was happening at the workshops was my notes, taken for purposes of this report.

Mr. Lundblad described in his Des Moines speech what happened:

As the meetings continued in the 12 counties over a 5-month period, a semblance of local, usually informal, policy began to emerge. More unexpectedly, however, there evolved a nucleus of major issues that were identified in a large enough number of counties to be considered applicable for the entire Puget Sound area. This area-wide nucleus of issues was the signal for responsive action by the Task Force. As the workshops neared completion--or perhaps exhaustion--with 50 meetings around the Puget Sound area, planning of the final public hearings began and with this, the development of Information Bulletin #5 (Appendix C). The bulletin was designed to announce the hearings and also to display the area-wide issues that had arisen during the workshops. Several thousand bulletins were distributed...

In a process that was pragmatic rather than scientific, Mr. Lundblad and I worked separately at first, pulling out the issues that seemed to us to have been raised most frequently and/or most strongly at the various workshops. Then we combined our efforts, using the few written county comments that had

come in, my notes, and Mr. Lundblad's notes and recollections. The format and substance of Bulletin 5, with 20 major issues listed (in the words of workshop participants wherever possible), were approved by the Task Force at its March 24 meeting.

The next question was how to respond to the issues. It was impractical to answer them in Bulletin 5 itself--there was no time to work out the answers. The bulletin had to be printed and mailed as soon as possible, because one of its purposes was to announce the public hearings. Some of the issues involved policy matters which required at least some thought, if not consultation. And an oral discussion at the hearings would take too much of the time allotted for public comment. Bulletin 5 described how the Task Force would respond to the issues:

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...

Bulletin 5 was sent to the whole list of interested people, including workshop participants, about 2,000 in all.

Additional written comments from the county workshops were now coming in. A preliminary version of Issues and Responses (the "prepared statement" mentioned above--see Appendix E) was circulated to Task Force members before their next meeting on April 16. This pamphlet contained the issues listed in Bulletin 5 and draft responses to them, as well as the additional issues identified subsequently and responses to them.

The meeting began at 10 a.m. and adjourned in late afternoon--except that those of us who could stay worked on until almost 11 p.m., agonizing

over Issues and Responses, preparing it for the hearings five days later. A weekend of work by Frank Urabeck of the Report Planning Committee and others at the Corps of Engineers office meant that the pamphlet was ready on time. Since none of the public had seen Issues and Responses until the evenings of the hearings, time was allowed then for people to look at it. In addition, it was sent to the entire mailing list as promised in Information Bulletin 5, though it could not be mailed until after the hearings.

More workshop comments came in after the public hearings. From them, additional issues were identified and, with responses, were published in the final Summary Report as a supplement to the original pamphlet, which was included in the Summary Report in duplicated form.

What did happen at the final public hearings? Not very much, compared to the three 1970 hearings. The final hearings were scheduled for the evenings of April 21 and 22 in Bremerton (Kitsap County) and Seattle. Both evenings the Task Force, chaired by Mr. Neale, made a presentation which may have seemed somewhat lengthy to the assembled public, but was felt by the Task Force to be necessary and appropriate. Then testimony was called for. In Bremerton not one person testified, though the total audience (including involved agency people) was about 60. There was some discussion in small groups after the formal hearing ended.

At the Seattle hearing 20 people testified, about half of whom I recognized as having been involved in workshops. Many other workshop participants were in the audience of about 150, and much (though not all) of the testimony reiterated points that had been brought up at the workshops.

The tone of the Seattle hearing was described by Bob Lane in the Seattle Times of April 24:

A year's review has not mellowed opposition to the six-year, \$4 million Puget Sound and Adjacent Waters study.

State and federal agencies which prepared the massive planning study were criticized at three hearings a year ago for the manner in which they conducted the study, for its content and for its lack of consideration of its environmental impact.

Similar comments were made Thursday night as the study task force conducted its last public presentation on the project...

A letter from Mayor Wes Uhlman of Seattle...provided a summary of what many had to say about the project.

Uhlman praised the task force for assembling volumes of data that will be useful in future planning efforts. He noted, however, that the economic and population projections come "from the top of the Puget Sound growth curve in 1968" and needed revision.

Uhlman also said the plan should include alternative plans of development "to relate public policy shifts." He added that many cost estimates were too low and that in many places the policy proposed by the plan did not match local planning policies.

There was indeed criticism of the study at the hearing, similar to that at the 1970 hearings, and sometimes from the same people. However, the tone of the criticism was generally more moderate, almost always including compliments at least on the amount and usefulness of the information compiled in the study.

The Task Force breathed a collective sigh of relief after the hearings. Eight additional comments came in by May 7, the deadline, and the Report Planning Committee began to revise the Summary Report. The last Task Force meeting on May 26 considered the changes proposed for the Summary Report, based on the issues raised at the workshops. Very conscious of time constraints (the Summary Report was due at the printer's by June 1), the Task Force was also anxious to respond adequately to the issues raised.

This last meeting of the Task Force was somewhat valedictory, hurried but friendly, as it dealt with the large question of what next. The Task Force was disbanding, and who would do all the additional studies called for by both the Task Force and the public? At the end, there was general agreement that leadership in future planning should come from the state, and that was the way it was left.

The Summary Report was printed in mid-July and, as of this writing (October 1971), is under formal review by the state and federal cabinet members. A thorough comparison of the draft and final versions of the Summary Report is beyond the scope of this study. However, some of the changes in its recommendations quickly show the results of the workshops, the hearings and, perhaps, second thoughts on the part of some of the Task Force people.

In the draft version the recommendations consisted mostly of urging that the study be a guide for future water resource development, that it be reviewed periodically, and that additional studies be done. The final version changed the recommendation for a continuing cooperative planning body to provide that it be under state leadership. Most of the following new recommendations stem directly from citizen concerns: citizen advisory groups to arrange continuous and broad public participation in all future studies and actions, reexamination of economic projections with local government and citizen participation, public participation in determination of land use policies and goals, determination if resource use can be improved by changes in tax policy, a single port planning entity for the whole region, and regulation of vessel traffic to minimize the danger of pollution caused by collisions and accidents.

The workshop review is also reflected in the additional studies called for in the Summary Report. Besides the studies proposed in the draft version (some of which the workshop participants called for again, apparently not realizing they were there), the following are newly proposed in the final version: effects of waste discharge on the Puget Sound ecosystem, navigation control systems to prevent collisions, cooperative study of the San Juan Islands to classify recreation areas and suggest methods of management and control, management of Puget Sound itself with all needs and uses taken into account, state studies of recreation rivers and special interest areas, debris prevention and control on recreational waters, additional hydrological data gathering, and preservation of the values of fragile high country while permitting recreational use.

The final Summary Report also contains an added section on the workshop review, with each county discussed separately, as well as an evaluation by Mr. Lundblad and suggested guidelines for future public participation efforts.

There is little evidence that the public is aware that the Summary Report has been printed in final form, or that anyone has gone through it to see what changes have been made. Bob Lane in the Seattle Times of September 26 took note of its publication and some of its recommendations:

Although the controversial and complex Puget Sound and Adjacent Waters study seemingly is complete and on its way to adoption, study officials warn that much more planning needs to be done...

Some recommendations apparently were in recognition of criticism of the planning effort--mostly that it did not consider public opinion during its formulative years and that some of its data and conclusions are out of date.

The study task force recommends organization of citizens' advisory groups in future studies and actions to carry out the comprehensive plan.

What happens next? Will the process shown in the flow chart (Appendix D) continue as neatly as shown? Even one of the Task Force members, referring to this process, said on January 28, "We aren't really sure if it will work." Perhaps whatever happens next will have a greater degree of public acceptance, or at least understanding, than it would have had without the workshops.

## CHAPTER 5

### Were the Workshops Successful?

The workshops were a good idea, and the "establishment" is to be commended for its efforts. But workshops "after the fact" cannot solve the mistakes of a 6 year, \$4 million project. Let this be a lesson for the future and let us learn the importance of community involvement at the beginning. This will take much time and patience to perfect, but let's start.

Participant in King County workshops,  
in response to questionnaire

Judgments on the success of the workshops depend partly on what their goals were thought to be. Were they really to find out public preferences in each county about water resource management and development, or were they to convince people of the rightness of the plan presented? Or were the workshops a mere show to satisfy people they were being heard, while planners could later proceed according to their own wisdom?

#### In their own terms

First, I will discuss the workshops in terms of the goals for them expressed in Information Bulletin 4, one at a time:

#### What is the purpose of the workshops?

The broad purpose of the workshops is to provide for grass-roots 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.

This objective was fairly well met by Mr. Lundblad's opening explanation in each county. However, as is discussed elsewhere in this report, most

of the local governments and citizen groups who spoke at the workshops and public hearings were not convinced that the Task Force had worked with local governments and citizen groups. Perhaps there were those who felt otherwise, but they did not speak.

. 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 public works as an anti-recession measure, perhaps programs and projects identified by the study may be locally and regionally desired as part of such a program.

There was not much discussion of this objective. Local and regional projects and programs were discussed everywhere, but most often because people favored or loathed a project for its substantive purpose (or side effects), rather than because of its possible economic effect. Economic effects were more often seen as increased taxes than as desirable economic activity and employment.

. 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.

This objective seemed to be met to a large extent. Of course, though many such points were brought out in the workshops, one cannot be sure that what was thus exposed included all matters of concern in the local area. Such completeness probably could not have been achieved short of an individual questionnaire (or interview) for all residents.

. 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.

This goal seems to have been fulfilled--this was what the workshops were all about. It was evident at many of the meetings that people who had never talked to each other before were now doing so. Quantity and quality of the interchange varied from county to county, but without the workshops it would have been nonexistent.

. 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.

As is illustrated in the discussion on pages 28-29, the goal of arriving at an official city or county position was mostly unfulfilled. However, perhaps such a position will be more possible in the future than it would otherwise have been, as is suggested above.

Looked at as a whole, the workshops met the goals set for them in Bulletin 4 fairly well.

#### What others expected

Those who saw the workshops as a way to convince people that the study plan was basically right as it stood, and I believe there were some among the Task Force people, must have been disappointed. Criticism of the plan continued, in the workshops and in the final public hearings. The criticism was less strident than it had been at the 1970 hearings, however. Was this because--as is suggested below--the workshops "appeased" people? (One person I interviewed asked me if the workshops were part of a strategy to wear people down!) Perhaps people were appeased because two of the major complaints at the 1970 hearings (lack of information about the study and lack of public or local participation) had been partly met

by the workshops. They provided the information, and the opportunity for public involvement.

If the workshops were a mere show to satisfy the public, it is too early to tell. The changes that were made in the Summary Report argue against this view. A final judgment will depend partly on what happens to the plan in the years ahead. (Whatever the intent, most of the execution will likely be in the hands of different planners than those who worked on the study.) As Mr. Lundblad wrote in the Summary Report (in a somewhat different context):

...Much of the benefit that can be assigned to the workshops is, as yet, impossible to measure; not only because of the abstract nature of many of the recommendations but also because the ultimate use made of those recommendations can only be judged by observing the course of resource management from here on in the future.

Perhaps the workshops tended to fulfill one's expectations, whatever they were. When I asked one of the planners what he thought, he replied that the workshops had turned out as he had anticipated. The participation was not helpful in altering the end product, and he himself did not learn anything worthwhile. He did feel that the workshops contributed to the lack of "negative yelling" at the final hearings.

The workshops probably also fulfilled the expectations of the participants. Those who expected them to be worthwhile found them so, and vice versa. One of the King County participants wrote in his answer to the questionnaire:

...Citizen participation is a tough nut to crack. It has been disappointing to watch it at these workshops, because it has been very limited and often very confused. To me, this results from long years of citizens trying to be heard and finding no success; so that when they finally have a legitimate opportunity, they don't really believe it and if they do believe it they don't know how to express their ideas effectively.

The League of Women Voters of Tacoma-Pierce County was more favorable.

They wrote that they :

...appreciated the opportunity to participate in the recent water workshops and want to commend the Puget Sound and Adjacent Waters Task Force for making this effort to hear the public will.

We were pleased to have the full set of technical appendices available for review. We feel our response to the comprehensive study is now founded on substantial, solid information. We cannot help but note the contrast to our position of last spring when we were attempting to review the study and there was such a scarcity of public information.

The chairman of the Whatcom County workshops, in transmitting his report to Mr. Lundblad, wrote:

Our participation in the workshop process (a last-minute decision by the Task Force as a result of public reaction) indicates our willingness and desire to be involved in determining the plans which will affect the quality of our local environment...

...It was made clear by various state and federal officials that the effect of the county workshops will be merely to add a set of footnotes to the study. The study itself will remain unchanged.

One of the most interested local planners was enthusiastic about the possibilities of the workshops, but was disappointed in his own performance as convenor and chairman. He felt the workshop idea was a good approach, but (like many others) regretted that it had not been part of the program initially. "But I recognize how that happens," he said. "We all learn. The whole atmosphere has changed a lot--people are more aware. Now there is the strong movement toward being involved."

Mr. Lundblad's opinion (in the Summary Report) is favorable. While this might be expected, since he had more of a stake in the workshops than anyone else, he was beset with many grave concerns about them throughout the process, and he worked very hard to make them effective. In any case, his opinion is relevant, since he was closer to the workshops than any other person:

An obvious major benefit was that 500-plus workshop participants were made aware of the findings of the first regional analysis of water resources in the Puget Sound area. The counterpart of this basic communication process was that the resource-managing agencies also learned from the experience. Hopefully, the result will be that both the public and the government have a reinforced attitude to work toward the ideal of involving all those who are willing in guiding how the resources are managed.

A more specific benefit of the workshops was that participants were able to make their opinions known on the individual projects contained in the Puget Sound study. The opinions covered a broad front and comments ranged from major support for some projects to criticism that some projects were being resurrected in the report despite long-standing local opposition. Without any attempt to weigh the attitudes for and against a project, the benefit rests in the fact that those attitudes, as well as those projects, were brought to the surface for discussion and examination...

In brief, the workshops were a positive step in public participation. The comments from the workshops, while not often showing unanimous attitudes, did reveal an encouraging degree of interest and awareness by participants...

The workshop program of the Puget Sound study achieved a degree of pioneering in public involvement but more important it acted as a new educational experience for both public and government with the resulting benefits far exceeding the costs.

#### My conclusions

My own conclusions doubtless reflect both my expectations and the bias explained in the Introduction. Even though the workshops came late in the study and obviously could not satisfy the demand for public participation throughout the study, I felt (see Appendix A) and still feel that

they were essential. And I believe that they were worth the time and money spent, primarily for the following reasons:

1. The workshops gave citizens and local governments an opportunity to express themselves on the content of the study, an opportunity they had not fully had before. Some changes were made in the study as a result of this public involvement.

2. The plans and ideas of the study were disseminated among more people than usual. They gained some understanding of the history and nature of the study, how it was done, and its future.

3. The workshops helped people think in broader ways about water resources issues. They provided an opportunity for discussion of these issues among many groups that had never talked to each other before. Some continuing relationships, formal or informal, were established.

4. Citizens learned more about the workings of government and government agencies, and how to accomplish things by working with or through (or against!) them.

5. Some of the planners came to understand the necessity for and the possibilities of public involvement.

In spite of these beneficial results, there were several ways the Puget Sound workshops could have been improved. One reason some of the improvements were not made is that there was so little time for feedback during the workshops, and so few resources--there was no way to start over. While there will never be another program exactly like this, the lessons learned can help other public involvement efforts in the future. How could and should it be done differently, if it were to be done over?

## CHAPTER 6

### Workshop Problems

Could the workshops have been made better at this point in time? Practically speaking, probably not. If the Task Force had been willing to spend more money and more time thinking it out, maybe. The question is, how to present to local people a clear picture of what the study involves in their area and aggressively seek to get their information. The Task Force people were ready to answer questions, but the citizens didn't know what to ask. Teams could have gone to each community, to really ensure lots of advertising and publicity, to convey the idea that this is really the planning vehicle for your area. The Task Force should have been better geared to accumulate input than they were. The counties were left with the job of collecting it, and it was just an extra job for them...You can't just put a bunch of people in a room and say OK, make something happen.

Some ideas of one workshop participant, from an interview

The workshops were something between a nuisance and a good thing.

County planner

#### Whose job was it?

Who was supposed to organize and run the workshops, and on what authority? What were the roles of the Task Force, the counties, the State Department of Ecology?

Earlier I mentioned the difficulty Mr. Lundblad had in getting cooperation from some county governments. Many of them were understandably not enthusiastic about this unexpected task which descended upon them, with few resources to go with it. As one county staff person said to me, "Something was being imposed on us, we felt. We didn't stand up smartly and run forward with it right away." He had misgivings about having an agency with no responsibility for the study doing the workshops.

Most of the counties did make valiant efforts, but their negative feelings did not contribute to the effectiveness of the review.

County governments did not have enough lead time. Theoretically, it should have been enough, but their own priorities were being interrupted, and the time was too short. County elections in the fall of 1970, for example, were just one factor.

If some money had been provided for mailings, meeting room rent, or part-time help, the response might have been more enthusiastic. One of the county planners suggested that an all-day planning session would have been helpful, for the Task Force to give local government people an idea of what they wanted to get out of the workshops. Of course, this was what Mr. Lundblad had tried to do at his October 15 meeting (see pages 16-17), to which few came. Perhaps further efforts to meet with county people should have been made, but the results might have been equally discouraging. Or perhaps some written suggestions--a manual or checklist--might have been helpful. But what the counties did still would have depended on Mr. Lundblad's persuasion.

An additional irritant was the feeling of many county people that they had not been consulted throughout the study. For example, one local official said, "They assumed they had taken us in by sending us a document every few months." The few meetings that did take place, he said, were wholly devoted to what the Task Force was going to do, "a few questions, lunch, and that was it." According to this official, "Local governments were a zero partner in the planning--they had no staff and no money."\*

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\*Councils of government, especially the Puget Sound Governmental Conference, should be mentioned here. The four counties belonging to this conference (King, Kitsap, Pierce, Snohomish), which have the bulk of the population in the study area, early in the course of the Puget Sound study decided to work with the Task Force through the conference.

At the 1970 hearings members of the Puget Sound Governmental Conference joined in the general critical chorus, complaining that they had not been significantly involved in the study. The Task Force produced a list of meeting dates to show that it did consult with the Conference, but this did not satisfy them. On October 8, 1970 the Conference adopted a resolution which, among other things, asked the Pacific Northwest River Basins Commission to defer action on the Puget Sound study until the Puget Sound Governmental Conference completed its own regional land use plan:

Prime intent of the resolution, however, was to turn the duties of the Puget Sound and Adjacent Task Force over to regional general purpose government.

In other words, the conference said counties should continue the water planning through cooperation in a regional agency like the Puget Sound Governmental Conference. (From an article in the Seattle Post-Intelligencer, October 12, 1970)

The conference did not testify at the final hearings in 1971. To what extent all this represents real philosophical and organizational differences and to what extent a power struggle, I am not sure.

The question of where councils of government fit into water resources planning is beyond the scope of this report, but it was one of the reasons the Task Force decided that the state should take the leadership in the future, on the ground that the state would be best able to cope with the councils. Like the Task Force, councils depend on voluntary cooperation and consensus.

Other councils in the Puget Sound region have been mentioned in this report. The Whatcom and Thurston councils, for example, rather than county government as such, provided the leadership for their workshops.

The county format had some other drawbacks. County lines seldom follow watersheds, which meant that some important watersheds (Nisqually, for example) were being dealt with separately by two counties. Having the workshops by county also emphasized local problems, which was the intent, but at the same time (as was stated in one of the written King County workshop comments) the relationship to the whole region tended to become obscured. As the writer said, "...It is of primary importance that neither workshop procedures nor output lose awareness of the overall study." It is significant that under these conditions so much consensus among various counties did emerge, for example on the danger of oil spills, or the need for dealing with boat sewage.

The state had its own problems with the workshop program. With Mr. Lundblad, an employee of the State Department of Ecology, conducting or at least attending most of the meetings, inevitably some workshop participants felt that the Department was promoting the study. Bruised and battered by this type of criticism, Mr. Lundblad issued a statement on February 11 pointing out that his role did not mean that the Department of Ecology approved all the proposals in the study, and that the Department would review the whole study and individual projects and programs just as other agencies would.

The Task Force authorized the workshops and technically had responsibility for them, but with its scattered members and infrequent meetings, it exercised little control or influence on them, except for the few members (notably Mr. Steinborn) or staff people who attended more than one meeting.

Essentially, Mr. Lundblad had to sink or swim on his own. He was the man in the middle--he had no authority to tell anybody what to do, and no weapons to use against those who would not cooperate. His only tool was persuasion. He could not force the counties to sponsor the workshops or to conduct them in the fashion he thought best; he could only report back to the Task Force on what was happening, without any authority over what the Task Force might do; and clearly he could not force the participants to do their homework, come to meetings, or do anything else.

Few persons in the Department of Ecology or state government exhibited any interest in the workshops. Mr. Lundblad's major advantage was that he was out on the scene doing the job, with almost nobody looking over his shoulder (except, usually, me, and often Mr. Steinborn). He always had to keep in mind the substantive results that were expected from the workshops, and he expressed some of his concerns in a letter to the Task Force and Department of Ecology on November 24:

In summary, the workshops have begun with a hesitant but optimistic start. The workshops offer major potentials for incorporating acceptability into the Puget Sound study and the future planning of all involved interests. They also carry a potentially disastrous effect if not fully supported to completion. ...The activities solely associated with the workshops account for an amount of time that is increasing steadily to over eight hours per day.

Consequently, my concern is that the opportunities that the workshops offer to the public and to resource managers will be jeopardized by inadequate manpower. I plead for Task Force consideration of these opportunities.

When the job of workshop coordinator was first discussed with Mr. Lundblad, it was to be a full-time effort for two or three months.

Actually, he estimates that it turned out to be full time for five months (November-April), except for minor interruptions for other duties in the Department of Ecology. In addition, he spent varying amounts of time on the workshops beginning in August 1970 and after the last workshop at least until the end of July 1971.

In his evaluation in the Summary Report Mr. Lundblad suggested that some of the problems with the workshops could have been alleviated by using a coordinating staff rather than a single coordinator. Even with the small budget allowed for these workshops (see page 80), perhaps several part-time coordinators could have done the job. Each, living close to his area of responsibility, could have taken care of two or three counties. (Large King County should have had a coordinator all its own.)

Olympia, Mr. Lundblad's base of operations, is at the southern end of the study area, and a very long way from some of the places where the workshops were held (especially those requiring ferry trips). In most of the counties he did not have a chance to see local newspapers, hear local radio programs, go to related meetings, or run into interested persons on the street. Someone closer at hand could more easily have helped with publicity, with local government liaison, and with possible participants. See the recommendations of the King County chairmen on pages 67-68 for some other ideas along these lines.

Having several staff people would have required meetings and communication to assure a common approach in all counties, but it would also have meant that the staff could exchange ideas and learn from each other's experience.

Mr. Lundblad said in Des Moines:

...A local coordinating body is badly needed not only to accomplish detailed work and good communication but to strive for greater credibility by operating closer and closer to a truly "local public" level.

Involvement of local government must be achieved; but total reliance for coordination should not be placed upon these bodies, many of which are severely understaffed.

Although there probably would have been no more practical way to organize the workshops than by county, perhaps the central role of county government was not appropriate. If citizens are the ones who should elicit citizen reaction and comment, an existing voluntary citizen group might have been used to handle the workshop program. Because it is what I am most familiar with, I think of the League of Women Voters, but other citizen groups could also carry out such a program. For example, there are community or civic clubs, service clubs, or other women's groups, depending on which organizations are active in the area.

Mr. Lundblad made an effort to get the League of Women Voters to help organize the workshops, especially where the county government people were so disinterested. Again, someone else's priorities were being interrupted, and the League did not feel that it could devote the time and people needed to do the job. Citizen organizations require even more lead time than county governments! The League did help publicize the workshops, and the best informed and most energetic workshop participants in many of the counties were League people.

In general, much negotiation and advance work are needed to enlist such a group to handle a time-consuming, ambitious program like the workshops. One or two or a few leaders have to be sold on the program

first, and they will help sell it to the others. Providing money for postage, printed materials, meeting places, and possibly the time of somebody to do some of the legwork can be very persuasive. Voluntary citizen groups want to do important, worthwhile things, and are often prepared to spend a lot of time on them, but they have few resources of money and office facilities.

#### Materials and information available

There were many complaints, both oral and in the written workshop comments, about the limited number of documents available. And the form of those that were available (16 formidable volumes, most of them specialized and somewhat technical) was not very suitable.\* Messrs, Graf, Holz and Stude, the King County co-chairmen, commented on this:

The Study was presented in a way that could be understood by a person lacking a technical background. However, there was such a massive amount of material to consider, much of it repetitious, that it was nearly an impossible task for people with non-technical backgrounds, and normal demands on their time, to review the study and offer constructive criticism of it.

This problem could be alleviated somewhat by condensing the information intended for public review into a document which could be read in about an hour's time. The sections of the Plan Formulation Appendix relating to specific river basins would have met this requirement, had they been published separately with some general information included...

I agree. A book specifically intended for workshop review, something like Information Bulletin 3 (Preliminary Study Findings), which was issued before the 1970 public hearings, would have been helpful, if it

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\*Workshop discussions generally treated all the books as similar and equal. See pages 66-67 for comments on problems thus raised.

had included the appropriate basin information from the Plan Formulation. The original basin foldout supplements to Bulletin 3 were regarded with suspicion because they contained only the early-action proposals (through 1980), not the longer range ones.

With workshops organized by county, citizens needed clear and specific basin information (and some general information for the whole region), written in clear but simple language, so that they could evaluate the impact of the proposals on their counties. One participant noted that it took the suggestion of a citizen to get the relevant Plan Formulation pages duplicated for all participants in his county, and that all this should have been thought out long before the workshops. Another, a county planner, remarked that a few thousand copies of the Summary Report would have gone a long way to satisfy people.

One problem with a brief summary is that some people worried that if they did not review all 16 volumes of the study, something important might slip by them. This attitude was partly a legacy of the 1970 public hearings, when people felt that the appendices were being "kept secret." Suspicion continued. This illustrates a pitfall of the formal governmental review process. People knew the documents existed and that some people had seen them, but that they were not available to all. Not surprisingly, people were distressed. One pair of King County participants even called for "more citizen accessibility to...inner office memos" in response to a question about how citizen participation could be improved.

Some counties made borrowing and exchanging the available books much easier than others. And some of the complaints about lack of materials were exaggerated. One county planner commented that few people came to his court house office to borrow from the set of books he had there for that

purpose. Some people seemed to feel that every participant had a right to a set of his own--clearly impractical. However, the feeling that documents were being withheld was hard to dispel, and its effect was not helpful.

If a summary booklet like that suggested above had been available for all at the first meeting of each workshop group, and if at the same time all those who were seriously interested in reviewing one or more of the appendices had been encouraged to do that as well, the whole review process might have been both easier and more productive.

The flow chart (Appendix D) furnished for each county, showing the entire progress of the study from beginning to end, was helpful in Mr. Lundblad's initial presentations. However, it was too complicated for most people to absorb fully, at least as used at the front of the room. Having both the large poster version and a reduced version in a booklet like the one suggested above might have been more helpful. Large-scale maps of the basins also would have been useful.

There was a strong effort throughout not to give the impression that workshop participants were there merely to put their stamp of approval on something that was already decided. Partly for this reason the Task Force members and staff who came to meetings usually said nothing unless specific questions were raised that they could answer. (One of the King County chairmen said the Task Force people were generally not too intrusive, but "they volunteered facts--sometimes pretty often.")

Participants were told that Task Force experts were available to come to future meetings and answer questions. When such questions arose,

arrangements were made for the most appropriate person to come to the next meeting. This did not work as smoothly as might have been expected, because usually there were some different people at the next meeting, and the subject of major interest had changed.

With a study so complex and comprehensive no one person could have answered all the questions. And, even if it had been possible, having a phalanx of all or most of the Task Force and staff at every meeting, overwhelming the public, would hardly have been desirable. A telephone number, preferably non-toll, to call for answers to questions might have been a practical solution.

Task Force members obviously found it difficult not to be defensive about the study, and the groups usually reacted negatively to such defensiveness. It is not surprising that experts on various aspects of water resources planning are not necessarily particularly skilled at dealing with (often hostile) groups, but somehow planners must be prepared to perform this educational function from now on. They should be able to explain or even defend their findings without causing a negative reaction. It can be done. I observed one person do this at several workshops (in fairness, it was easier for him, as he was a state employee not directly connected with the Task Force). He told me he "tried not to interfere with the direction the meetings were going, but made an effort to prevent grossly unjustified statements from being accepted as fact."

#### Participation

Information Bulletin 4 stated a goal for participation in the workshops:

...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...

Information Bulletin 5 tells what happened:

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 PUD's, labor unions, forestry products and other industries, conservation and environmental organizations; students; federal, state, county, city, and district agencies; citizens groups, and just plain citizens.

As can be seen from Figure 2, participation in the first meetings in each series ranged from 21 to 108. The numbers usually declined somewhat throughout each series, but many of the same people continued coming to the workshop meetings throughout the effort. This indicated a high degree of interest and motivation, at least partly generated by the workshops themselves.

To me, the breadth of participation also was surprising. There was no way of identifying everyone's interest, but the list from Bulletin 5, above, could be even longer. And most of the categories of people were represented in most counties. Several of the people who were involved in the workshops--Task Force planners and county people--felt that participants in the workshops were more environmentally-oriented than the population at large. My subjective judgment does not agree with theirs, but I report it herewith.

Some also felt that participation was not representative of the general public. I would say the workshops were representative of the portions of the general public who will ever come to any meeting about

anything. The hope that poor persons, the unemployed, and racial minorities would take part was mostly unfulfilled. (The unemployed logger on pages 19-20 is an exception.) Water resources problems must seem to most poor and minority people much farther removed from their direct interests than jobs, housing, welfare, or education--and it is not easy to get adequate citizen involvement on those issues. Much more active, time-consuming, and sophisticated recruitment would have been needed to involve these people--beyond the manpower and budget of the workshop program.

As far as I know, no blacks came to the workshops. This is not as much of a lack of representation here as it would be in other parts of the country, since even in Seattle blacks make up only 7.5% of the population, and the percentage is probably close to zero in some of the counties. However, the lack was regretted, as were the others. A few young people came, but not nearly as many as their proportion in the population.

Perhaps the most missed minority group was Indians. I only identified two Indians at all the workshops I went to, though there may have been others. A relatively large number of Indians live in the study area, and under their treaties with the federal government they control or claim control over a large amount of water resources and waterfront. Several representatives of Indian groups testified at the final public hearing. On that occasion Chairman Al Neale referred to the efforts of the Task Force to get Indians involved in the study, but apparently these efforts were even less satisfactory to the other side than the attempts to involve local governments.

At the hearing Lewis Bell, attorney for the Tulalip Tribe, said that two years before he had requested inclusion of the Indians in the planning and "was ignored." According to his testimony, Indian water rights were not given adequate attention in the plan, and therefore any action on the plan would proceed from a false premise, and would lead to confrontation. Mr. Bell again requested the Task Force to include Indians in the planning. Most knowledgeable people expect future conflict and litigation on Indian water rights, which have been described as a bomb waiting to go off.

Mr. Lundblad, in his Des Moines speech, called attention to another problem of representation:

...how individuals who are government employees but are participating as citizens can do so and not be regarded as agency representatives. Several such individuals were thwarted during the Puget Sound workshops in attempting to participate using only their own personal objectivity.

The increasing numbers of government (at all levels) employees should not lose their rights as citizens in situations where they are not spokesmen for their agencies.

In his critique of the workshops, one of the local planners remarked, "Forget about Joe Citizen--he stays home and watches TV. The only ones who do anything belong to a group." But the King County chairmen wrote in their summary, "With a few exceptions, the apparent original intent of the workshop organizers to have participation by organized groups was not realized." I believe a principal reason was that there was not enough time for necessary advance planning. This is especially needed by voluntary citizen organizations. With little or no staff, office or money,

and with large demands on their resources, they find it hard to plunge quickly into a new program like the workshops. Spokesmen for such groups may have to check back with a board or committee before they speak, to make sure that only appropriate commitments are made. This may be difficult with a complicated, comprehensive study like this, where simple approval or opposition is not enough.

Some of the Task Force people expressed bitterness that organizations that were most critical at the 1970 public hearings, like the Washington Environmental Council, did not participate actively in the workshops. Many individual members did. Perhaps the criticism is justified; sometimes groups that readily criticize will not spend the time to help produce a plan they find acceptable. On the other hand, consider this statement from Dennis D. Rhodes, a Thurston County participant and local Puget Sound Coalition representative (see Appendix F):

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...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.

Mr. Lundblad's view in the Summary Report seems reasonable:

...it is incumbent upon the public when finding the opportunity to participate, to do so in the spirit of constructive and shared government. The extra effort and costs required of the public to actively work at participation can perhaps be eased in the future by increased budgets within government that are earmarked for that particular purpose. Until the time when that assistance is made available, the work done by the public must be expected to include the gritty duties as well as the glorious aspects that are imagined of planning.

## Meeting Times and Places

While there was a strenuous effort to get the workshops underway by early fall, this did not happen. As Mr. Lundblad wrote in the Summary Report:

The workshop program waited almost inactively for nearly six months between the time of announcement and the actual beginning of meetings. The delay was the result of staff and financial deficiencies in local government, not a sufficiently long preparation time, unfamiliarity with the workshop concept, absence of local coordinators who could initiate the program and, in some cases, governmental apprehension toward the program.

County elections (primary in September, final in November) were another factor--which may have increased governmental apprehension.

One result of the long delay was that many of those who had been interested and excited at the time of the public hearings had become involved in other things or perhaps had lost interest by the time the workshops started.

The season was bad, too. Beginning with the first workshop on November 9, they extended over the Thanksgiving and Christmas holidays, during the time of year with maximum weather problems. Even in the locally mild climate, there was enough snow to cancel several meetings, and attendance suffered at several others because of bad weather. Between September 15 and December 15 would have been a much better period.

More often than not, the workshop groups set one meeting at a time--the next meeting two weeks hence, for example. This made staffing the meetings with Mr. Lundblad and the Task Force members (and the observer!) difficult, as there were many conflicts. A well-publicized schedule for

a whole series of meetings would have been more convenient for citizens, too, and might have improved attendance. Scheduling further in advance also could have helped in getting publicity (as in weekly newspapers, with their early deadlines, and in organization newsletters).

The long, drawn-out schedule for the whole series of workshops was very wearing for Mr. Lundblad and those few Task Force people who attended many of the meetings. It also placed serious constraints upon the Task Force in responding to suggestions and comments from the workshops and the public hearings. The Task Force made heroic efforts to deal with the comments, but more time would have made things easier for them and might have meant additional consideration of the workshop results. However, if the schedule had been more concentrated it would have been completely impossible for Mr. Lundblad to do it alone.

The meeting hours seemed to be generally satisfactory. Sometimes the first meeting was held in the afternoon, and one or more of those present suggested that more people would be able to come in the evening. In most such cases subsequent meetings were held in the evening.

The court rooms and commissioners' chambers where so many of the meetings took place were inappropriate for relaxed free exchange of ideas. Lights were dim or glaring and seats hard. Usually, a rail or counter separated the audience from the chairman or speaker. Only experienced or sophisticated people were not somewhat intimidated by the atmosphere.

On the other hand, at least almost everybody in the county can find the courthouse. The University of Washington, where all the King County meetings except the first were held, is centrally located in the city and

easy to find, but it is not easy to find a specific building and parking lot (often full by the time one arrives), especially at night. Public transportation is infrequent and inconvenient in the evening. And the amphitheater-styled room was hardly conducive to a relaxed discussion, either. Good meeting places for workshops are scarce, and in some places simply not available. A need for some community meeting facilities obviously exists.

One suggestion was that several concurrent workshop series in different parts of the county would have been helpful in large, populous King County. The idea is appealing, except for the mind-boggling additional organization and time that would have been required (possible if there had been one coordinator for King County and others for other areas).

Ferries control much of life in some parts of the Puget Sound area, and a meeting place reasonably convenient for most of the people was hard to find in some counties (Island, for example).

#### Publicity and notices

The many complaints about lack of publicity have been mentioned. Nevertheless, in some counties, like Whatcom, the local newspaper gave many inches of coverage to the workshop meetings (which were usually contentious there). TV cameras appeared at at least one King County meeting.

The delayed publication of Information Bulletin 4 was one factor, and probably some of the people who would have liked to have known about the workshops never did see it. However, there was a serious effort to disseminate it widely. For example, enough copies were given to the

state League of Women Voters to send to each local League in the area. Bulletin 4 was passed out at the big December 5 meeting of the Puget Sound Coalition (see Appendix F), with a noticeable effect on attendance and publicity. Some of the county contacts listed in Bulletin 4 began to report they were getting calls about when the workshops would begin. (Mr. Lundblad was not distressed; he had hoped that this would be one result of distribution of the bulletin, and that it would encourage the county people to begin scheduling the workshops.)

There were constant problems with mailing lists. Many people reported they had expressed interest and had asked to be notified of meetings, but were not. Some felt they were being deliberately excluded, which I am sure was not the case. Different agencies did mailings at different times. Sometimes lists had to be put together from different agencies, and sometimes they had to be separated by counties, and always some names seemed to get lost.

Some of the counties, like King and Kitsap, sent summaries of workshop activities, lists of participants, or other material out with their meeting notices. This must have been helpful in sustaining interest. Participants should routinely have had lists of all participants in the county, so that they could have gotten in touch with each other between meetings.

The ideal publicity program, probably would have included massive publicity in the local newspapers (and, where possible, on radio and TV) at the beginning of each series of workshops, with routine notices for in-between meetings, and massive publicity again for the last, summary meeting. At the same time, notices for the initial meeting should have

been sent individually to all known interested persons or those who would be expected to be interested, and for later meetings to those who came to earlier meetings, plus any persons suggested by them. If there were any possible way to do it, people should have been telephoned, as well.

#### Organization, format of meetings

For reasons of philosophy, strategy, and lack of resources, the workshops were planned to be self-organizing, informal and unstructured. This idea sounded good in theory, but in practice it led to total lack of organization except in a few cases where leadership fortuitously appeared. And it meant that there was little local continuing responsibility for the progress of the workshops. If no chairman volunteered at the first or second meeting, there was no mechanism to find or elect one. Some advance planning to get a chairman, and perhaps lining up some prospects, would have been helpful. Simple written instructions, a checklist, or a manual, together with some assurance of needed assistance, might have made the job less frightening to prospective chairmen or helpers.

Mr. Steinborn said in his Des Moines speech:

...Leadership of the workshop effort was to come from county government. We also hoped that they would be helped by organized citizen groups that did not reflect special interests. The Task Force intended to stand back and answer questions and keep hands off.

As has been mentioned, the groundwork needed to get substantial help from citizen groups did not get done, and there was little assistance from the groups as such. (Many of their individual members were useful participants: getting people to come, keeping meetings on the track-- and sometimes even doing news releases.)

Recognizing the problem without losing sight of the goals,

Mr. Steinborn went on:

...At the tactical level a little more structure to the workshops would have helped considerably...Not too much structure, however. Remember, as planners we are trying to surface as many ideas and aspects of a problem or study as we can. Close control can shut off debate--avoid it! Keep things open and informal...

Most of the meetings were reasonably well run, though almost everyone was handicapped by not being very sure of what was expected of him. Only occasionally were there difficult participants. Several of the meetings might have benefited by a somewhat more businesslike approach, and there were occasional lapses into bureaucratic or planning jargon. Mr. Lundblad feels strongly that more guidance for the workshops was needed:

...without firm guidance, the workshop discussions sometimes departed from the overall purpose of the meetings and resulted in debate...that did not relate directly to the findings of the Puget Sound study. (From Summary Report)

Besides using a coordinating staff rather than a single coordinator, he advocated

...a more ordered and nearly step-by-step review procedure and the most important requirement of all--early, and more detailed education of the participants as to the purpose of their involvement and the consideration that would be made of their thoughts and ideas. It is also essential that this early education include the purpose and degree of detail that is intended in the final report on plans that they are helping to produce. (From Summary Report)

Mr. Lundblad tried to get a list of participants at each meeting, with a copy for him to keep and one for the local people, but this goal was not always met. Some counties were inexplicably reluctant to let him have copies of their lists. Finally, he had sheets duplicated with the proper headings, to be sure to get the needed information. Even then, the lists did not always get circulated. This was undoubtedly one source of the mailing list problem.

As was mentioned earlier, most of the workshop groups divided into committees by appendix or groups of appendices. The appendix-by-appendix approach was reasonable, but it led to some serious problems. Many people never understood that some of the projects and programs proposed in the single purpose appendices had not been incorporated in the final plan because of conflicts with other uses and policy decisions among various uses. This point was emphasized frequently, but the impressive printed format and specific details in the appendices lent them an air of apparently inescapable finality.

One of the Task Force members wondered whether this problem could have been avoided by publishing the appendices only as working papers until after the whole study were completed. This might have helped, but since preliminary drafts of some of the appendices are sometimes still quoted as if final, perhaps it would not have made a significant difference.

The summary booklet designed for workshop review (see pages 52-54), if it had existed, should have emphasized this point, so that the information at least would have been in the hands of all participants (even if they did not read it). It could have been pointed out to them specifically.

The appendices (and even the Summary Report) were usually treated as substantially equal and similar parts of a whole in discussions with participants. It is now clear that the Plan Formulation, Appendix XV, should have been treated entirely differently, and that all participants should have had at least the information on their own basins from the Plan Formulation. Probably a large proportion of the workshop participants never really grasped the general plan for their basins because they never saw the Plan Formulation, or the pages from it relating to their basins.

The appendices on Hydrology and Natural Environment, Economic Environment, and Political and Legislative Environment also needed a different kind of treatment from that of the single-use appendices. The implication was that all of these books were being put together into The Plan--true in a way, but the appendices were not all comparable in treatment or content. Those mentioned above were the ones on which the workshops should have concentrated along with the overall Summary Report.

Another problem with the committee-by-appendix approach was that interest groups involved in a particular type of water use often reviewed that subject. For example, port people would review the navigation appendix. This procedure was not without merit, because they could criticize or amend with expertise, but more general interest review (in addition to, if not in place of, specialized review) of all the subjects was needed. Sometimes the committees would report back to the full workshop group and there would be an opportunity to discuss their comments or recommendations. This was a good method, but trying to carry it out in all cases would have been unrealistic, given the problems of time and limited participation. Often whatever the committee produced was just included as part of the workshop comments.

As Mr. Lundblad pointed out,

The undirected approach to the workshops, the difficulty in attracting participants who were willing to do in-depth studying, and the frequent tendency of participants to review only one, two or three favorite subjects, sometimes combined to result in comments that were inappropriate or out of context with the study. (From Summary Report)

The King County co-chairmen had many suggestions, all revolving around a staff director, for ways the organization could have been improved:

...The organization and effort required to have a successful workshop seemed to indicate the need for a paid workshop director. Functions of the director might be to:

1. Advertise the workshops and personally invite representation from various interest groups.
2. Distribute copies of the plan being considered, prepare a format for reporting the results of the review, prepare mailing lists, etc.
3. Organize sub-groups to study various aspects or sections of the plan.
4. Arrange sub-group meetings, provide facilities, etc.
5. Arrange for guest speakers with expertise in areas of particular interest to workshop participants to appear at meetings.
6. Help to formulate casual remarks and suggestions into working alternatives to the plan.

Some planners and participants hoped that the workshop groups could grow into continuing bodies. The Skagit County planner, Lou St. John, organized his group into four continuing committees to help with the county's economic planning. He pointed out that the Puget Sound study is basically a capital improvement plan and therefore fits well into other planning and economic activity. The areas of responsibility set up were parks and recreation, transportation and utilities, natural resources, and economic development. In May, Mr. St. John reported that the informal structure was still working, although the natural resources committee was the only one which completed a report and turned it in for transmittal to the Task Force at the end of the workshop.

In at least one other county, Kitsap, there was an interest in forming a continuing body--a water resources advisory council like the one which

was supposed to have been constituted in 1967 (see page 6 ). Irene Hallia, League of Women Voters water activist, had a copy of the Governor's 1967 letter and an indication that the local council was appointed at that time. As far as anyone knows, it never met. Mrs. Hallia has been working to assure that such a group continue, based on the nucleus of the workshop participants. The purpose would be early public involvement in the planning processes of state and federal agencies.

### Reporting conclusions

The idea of establishing an official or semi-official county or city position on the study was probably impractical from the beginning. There were just too many disparate people, ideas, and political and economic factors to allow such a neat result--at least without more time and logistic support.

The lengthy statement from the city of Seattle clearly represented a useful kind of review. A similar review by every city and county from its own governmental point of view would have been helpful, in addition to whatever came out of the workshops. This was one of the reasons for the distribution of sets of the study volumes to the 18 largest cities, in addition to the counties. Several cities, counties, and other governmental bodies sent in comments. Not surprisingly, most of them are more brief and limited than Seattle's. The citizen participants in the King County workshops probably would have been interested in reacting to (for example) Seattle's statement. There was no opportunity to do this.

The original implication that only some sort of written statement would be considered seriously as a workshop result was also unrealistic.

Every county got some of the important ideas written down and submitted, but there were always other ideas worth Task Force consideration that were expressed only orally, and that might not have been recorded at all except for my notes. (And I missed 20 of the meetings--and who knows how many good ideas?) An experienced recorder should have taken notes at every meeting. The coordinator was too busy to take detailed notes, and often it was simply not done. This is the kind of logistic help that was needed. Using a tape recorder sounds appealing, but probably such a large volume of material would never be transcribed.

Evaluating the written comments is not always easy, because often there is no way to know how many people were involved, or what their special interests were. For example, many interesting and valuable ideas are expressed in the large amount of raw material turned in from King County. But many of the contributions are unsigned, and even when they are signed often one cannot tell if they were from committees of several people (of unknown interests) or individuals. Of course, ideas can--and should--be judged on the basis of their intrinsic worth, as well as on the basis of how representative they are. But it is useful to know whether they represent a groundswell of public opinion, or one person.

Some of the local ideas, whether formally or informally expressed, seemed irrelevant or minor, but they needed to be treated with respect and given appropriate consideration in future planning efforts, as well as in the deliberations of the Task Force before finishing the Summary Report. Sometimes a lot of minor points add up to a major one. Local and citizen ideas have to be gotten into the works, and not be dismissed as foolish or irrelevant. If people find that their ideas are ignored, they will not bother with such efforts in the future.

Mr. Lundblad was concerned about this. In the Summary Report he wrote:

It should be noted that many of the workshop comments cited extremely detailed data corrections. These corrections will be useful in future work on the study to bring it up to date. Therefore, this detailed information, as well as all other comments, will be retained intact for the use of the organization that will perform the updating...

And in Des Moines he said:

...Even considering the thoughts that were out-of-context, the final comments accomplished three major things: They defined a slice of local policy or at least informal preference or opposition on future projects; they provided ideas on how some of the public feels about participating in planning and they provided ideas on what future updating of the reports should include.

#### Problems inherent in the methods of the study

To critique the Puget Sound study is not part of the purpose of this report. However, some elements of the study were so frequently and vehemently criticized at the hearings and workshops that the concerns of the critics deserve some brief mention. Some of these factors affected the credibility of the workshops and are therefore relevant. A few factors from my own observation are also included.

Probably the most frequent criticism (except for lack of local and public participation) was of the basic assumptions, goals, and projections of the study. For example, the newspaper quotation on page 9, in describing the controversy just before the 1970 public hearings, begins, "Under attack for its basic assumptions..." Note also the quotation from the Bellingham Herald following the Mount Vernon hearing, on page 13 : "Conservation groups, governmental bodies and private citizens pounded for nearly five hours the procedures and data which the Puget Sound Task Force used..."

This comment of a workshop participant was representative:

The study should have been organized around doing more than just finding the trends, making predictions, and then planning and scheduling on that basis. More brainpower should have been put in. What other alternatives are there? The Task Force hasn't thought beyond the end of the space of time they set out. If in 2020 we have a population of x, what will it be like 10 years later? What kind of hot potato are we leaving--one last salute and pass on, it's your problem, folks? If the trend is exploding at the end, it's a signal to planners to work out some alternative courses. I boggle when I project the lines on the graphs (power demand, for example) just 10 years more.

Many people felt that the study was not really comprehensive. It merely extended historical trends. Public values and goals for the region should have been established at the beginning. People were dissatisfied with the high population and economic projections used by the Task Force. They feared that if growth is planned for, it will come. As the Snohomish County Planning Department put it, the questions that should be asked are "Where do we want to go?" and "What means do we use to get there?" rather than speculating as to where we are going and how to get there fastest.

An optimum population size is what we should work for, these critics thought. Perhaps previous trends were not satisfactory and, in any case, extending current trends indefinitely is impossible. By extending historical trends into the future aren't we just extending non-planning?

To this the Task Force usually responded that its mission was not to establish goals, which has to be done by some sort of public or political process as yet undefined, but to plan to meet the future needs that can be foreseen. It certainly was not authorized to suggest ways to limit

population! The Task Force's defenses were reasonable, but it would have been in a stronger position to meet such criticisms if the study had specifically laid out alternatives in population and economic projections. Presumably some public and/or governmental decisions can affect future economic and population growth of the region, and discussing the likely consequences would not have been inappropriate for the Task Force. Possible ways to change the results could also have been pointed out.

Questions were also raised about the method of doing single purpose studies of water resources uses and then just adding them up except where there were conflicts. This meant that every resource agency was able to include all its own projects and programs without critical analysis by the whole group or some other agency, except in cases of conflict. Critics of the study did not feel that this represented integrated water resources planning.

The makeup of the Task Force was another sore point. Early publications listed each federal agency as one entity and the state of Washington as one entity, which certainly made the Task Force look federally dominated. The final printed Summary Report divides the agencies as impressively as the federal ones. But, while this looks balanced, it does not change the fact that the state actually was a weak participant, despite the heroic efforts of the state people who worked on the study. The state simply did not have the money or the staff to be a full partner with the federal government.

Similarly, some of the agencies seemed to exert more power and influence than others. People often referred to the Corps of Engineers as dominating

the study. Whether or not this was true, clearly there was interagency rivalry. It caused friction from time to time in such areas as division of labor, geographical assignments, and expenditure of funds. According to one of the planners, the study worked well at the beginning and at the working level, but toward the end orders began to come down from the top: don't tread on our projects! Eliminating such rivalry is obviously not easy, but several people felt that a stronger state presence could have helped balance the federal agencies.

Another factor was the turnover on the Task Force. Some of the members lasted through the whole study, but there were many retirements and replacements, and each new person was a new complication--he had to learn what was going on, and the others had to learn his attitudes.

In my visits to Task Force meetings I got the impression that the Task Force was working together more cohesively than ever before as it dealt with the workshop material and prepared for the public hearings and completion of the report. The members were disbanding just at the point when they had learned to work together, and after they had had some stimulating comments from the public, including the hope that planning would continue. I could not help but fear that the workshop comments would be filed and forgotten, while the hard-won expertise and cooperation of the Task Force would dissipate--and someone else would have to start over from the beginning.

The Task Force was inexperienced at planning and implementing a public participation program. Their public relations throughout the study seemed to have been haphazard, dependent on talent and time borrowed from one

or another of the agencies. My experience in offering gratuitous advice just from my vantage point as a member of the public and a water resources activist indicated that (whether they knew it or not!) they had desperately needed more of that sort of advice all during the study. Especially in planning the workshops, a staff person or consultant to advise on the public impact of what they were doing (and had done) would have been very helpful. The Task Force and its staff were supposed to do the planning; public relations were not part of their mission. But any important venture needs somebody to keep relations with the public in mind throughout, and to suggest ways to inform the public and get feedback from it. None of the things I suggested were exactly new breakthroughs in public information techniques, but I kept having the feeling that they simply would not have come up if I had not been there.

Several of the speakers at the public hearings and workshops called for an ecological look at the whole region. They thought that an environmental consultant should be hired to critique the study from that point of view. This is related to a point referred to in the article quoted on page 9 :

Federal officials who took part in drafting the volumes say that the public's interest in ecology is too recent. The plan's pages considering environmental effects were added almost as afterthoughts, one said.

Though the criticism irritated the Task Force, it is probably justified. And my opinion is that they need not be so defensive about it. The general environmental consciousness did change during the period of the study. Perhaps the authors of the study should have been more perceptive,

or had more foresight. Then they could have been in the forefront of environmental concern, instead of the rear-guard. But it is easy to criticize from hindsight.

The Snohomish County Planning Department suggested that, at least, the study should

...have considered the possibility of changing public attitudes, and proposed alternative plans for accommodating changing situations. Flexibility is a requirement for allowing the plan to adjust to changing and unforeseen situations.

The final version of the Summary Report gives much more consideration to environmental matters than the original version, probably simply because the report writers were subjected to the emphasis from the hearings and the workshops--as well as at every hand, both at work and at leisure. But such a viewpoint is just not easy to apply piecemeal, and so a special ecological study would be beneficial.

The Puget Sound workshops are over, but there will be other public involvement programs in the future. How can we do them better?

## CHAPTER 7

### Recommendations for Effective Public Participation

I cannot answer the question on how citizen participation can be best achieved. As yet no one has come up with an answer to that question. It is obvious that citizen participation is a difficult thing to motivate until someone is adversely affected, then they come out in droves...

From a written comment by a  
King County participant

The following suggestions, based primarily on experience with the Puget Sound and Adjacent Waters workshops, are not intended to imply rejection of other ideas or other whole forms of public involvement.

#### Start early, plan carefully, know what you want, be flexible

Many of the problems with the Puget Sound workshops grew out of their lateness in the study, and the short time available to initiate them. One such problem was convincing people that the workshops could affect the plan after the study was essentially completed. Ensuring broad participation, encouraging thorough review of the limited number of copies of the study documents, and inducing productive ideas and useful interchange were all made more difficult by lack of time.

Public participation should be an intimate part of planning throughout, not just at the end, or from time to time. The call for public involvement throughout the planning process has become a cliché (in this paper as elsewhere), but whether the call will be answered effectively remains to be seen. As one of the King County workshop participants wrote,

...Citizen participation can best be achieved with the realization that participation cannot be channeled to flow only at specific instances and that government must be responsive to citizen input to make that or any input credible. Citizen input and participation is where you find it. Citizens will only become part of the procedure when they realize they have a definite stake in what is happening and not before.

Public participation should be part of the program, planned for and budgeted for from the beginning of the study. It must be understood to be a continuing activity, and those running the program must be committed to the idea and its value. People must be convinced that what they say and do can make a difference in the final results; otherwise, they may be unwilling to participate in a productive manner. A continuing process will help accommodate changing ideas over time, and will help bring the planners and the public along together.

Before the first workshop, advisory committee meeting, or public meeting, planners should decide what they expect to get from public participation, how they propose to get it, and what will be done with it. One or more persons should have responsibility for the public participation program, probably persons not involved in the actual study (though well informed about it)! Such a person would advise on the public impact of the study throughout.

Provision for schedule slippage should be built into plans. Everything always takes longer than it should, and planners might as well be prepared. The Puget Sound Task Force had much too short a time to deal with the workshop results before the public hearings. And the perhaps subconscious expectation that the results would be neat and easy to summarize was a

miscalculation. The time constraint meant that there was little time to make mistakes and learn from experience--there was no opportunity for feedback. Plans for public involvement should be flexible and reviewed frequently, so that planners can benefit from experience and change plans if necessary.

A reasonable public involvement procedure is for experts to lay out alternatives in broad outlines at the first public meetings in various places, with widespread publicity, and appropriate written material available. After the experts and technicians have heard from the public, organizations, and governmental bodies, they can begin discussing different ways of reaching public goals. Subsequent meetings with the public can discuss alternatives and gradually narrow objectives. The whole planning process must display the alternatives clearly, so people understand the choices before them. All this should increase the probability of public acceptance of the plan in the end.

It may seem unfair, but the primary responsibility for effective public participation is the government's, not the citizen's. The government has the money, the staff, the time, and can hire the needed talent. (Government people who feel they lack these things should make a realistic comparison of their resources with the citizens.)

Mr. Lundblad agreed substantially with these conclusions. He said in Des Moines:

Start public participation early; seek to budget for it well in advance; plan to include all who are willing; build in clear guidance for participation; strive hard for a cross-section of interests and keep people's interest alive. Plan to spend extra time--and patience--to consider and use ideas that people take time to develop...

Finally, the first step in gaining truly useful participation both from the standpoint of good public relations as well as obtaining valuable information, is to fully educate participants on the purpose and scope of the job at hand. No amount of repeating can ever substitute for a clear and complete set of ground rules at the beginning of the process. That process is called public involvement, but it is clearly the obligation of all government to assure that it is informed public involvement.

Mr. Steinborn, in his Des Moines speech, also agreed:

...we should; (1) keep the public fully informed and participating during the entire study--and we should leave a good record of this effort; (2) we should operate in a manner that surfaces as many ideas as possible; (3) we should operate to permit and encourage citizen contribution to the study process; (4) we should do all this in a very visible way as citizen participants want to be seen, and visibility can help compromises to be worked out locally rather than deferred to our traditional arenas of compromise, the State or Federal legislature; (5) and always we should remember our responsibility to furnish our bosses--usually an elected official or someone appointed by an elected official--a recommendation for action or inaction articulated in a manner that can readily be translated by that official to the electorate.

Achieving these goals will require thorough planning and a good deal of finesse. It will also cost money--in the Corps we estimate this cost at between 25 percent to 40 percent of the study effort and we are beginning to budget on that basis.\*

Remember too that public participation in the planning process is not likely to be a routine affair--it can and will be wild and disorganized, discomfitting and discouraging--but always informative if you keep your eyes and ears open.

#### Know who is doing what

Responsibilities and lines of authority must be clear to all. The entity having primary responsibility for public involvement should arrange for meeting places, send out notices, get publicity, and take care of followup and any other attendant activities. If responsibility or part of it is given to someone else, as was the case with the Puget Sound

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\* (IWR note: The overall Corps program is evolutionary at this time and no firm or representative data is available on costs. However, tentative indications from other sources lead to expectation of lower percentages.)

workshops, enough money and time to do the job well should go with the responsibility.

A citizens advisory committee which would serve throughout a study, with broader public meetings or workshops scheduled at intervals, could be effective. A citizens committee alone may tend to become too much the voice of the affluent, respectable, and interested. But such a committee as part of the effort could provide continuity, and could have as one of its missions the involvement of other citizens. Committee members must be recruited, not just invited. A real campaign may be needed to get some of the most useful people. Such a committee should be a representative cross section in all ways, including geographical. Prospective committee members should be given a realistic idea of the amount of work involved--the group will not be an honorary, status list.

An existing voluntary group like the League of Women Voters could be used to help organize and conduct meetings like the Puget Sound workshops, but if this is contemplated, negotiations should start very early, as such groups need a lot of lead time. The Snohomish County Planning Department even suggested that citizens be included on planning teams themselves for future comprehensive plans. Any of these suggestions could help improve the credibility of the end product.

Some way should be devised to pass on what is learned from experience. Those who are involved in conducting the meetings could get together and exchange ideas. A written manual or checklist of what to do could be written and distributed. However, it should never be assumed that people

will necessarily follow written directions. There must also be continuous personal contact between the planners and the public involvers. Briefing sessions before meetings and critique sessions afterwards could be helpful.

#### Provide useful information

Appropriate written material must be available. Documents produced by a planning agency are often not suitable for review and understanding by most people. Early publication of short pamphlets or booklets would be helpful, as well as constant scrutiny of the planning documents by a lay-oriented interpreter who could help bring out the points that people are really concerned about. A digest of lengthy material may well be enough for most people, but those who are really anxious to study the complete documents should be encouraged to do so. The formal governmental review process should not prevent people from seeing plans in the making.

People working on the study should come to meetings prepared to explain what they are doing and why. Even if the best person to answer a specific question is not there, people are reassured to see that real live human beings are doing the work. A telephone number to call (without toll, if possible) for answers to questions would be helpful.

Maps, displays, slides, or films may be useful. But they should not make the study look so finished that people will think that the conclusions have already been reached, and that they have no chance to change them (as was the case with the printed appendices of the Puget Sound study).

Visual material may not necessarily be more effective than appropriate written material. The flow chart of the Puget Sound study seemed a good

idea, but turned out to be confusing. All informational materials should be carefully thought through with the help of the public participation staff, and should be changed or abandoned if experience proves them ineffective.

#### Work for broad participation

Every effort must be made to assure attendance of persons known to be interested in water resources and public affairs including, for example, those from farm groups, chambers of commerce, garden clubs, improvement clubs, public utilities, labor unions, industries, conservation and environmental organizations, students and other young people, and governmental agencies. Participation by minority groups is highly desirable but difficult to achieve--another area in which active recruitment is necessary. Special efforts may be made to get participation from persons felt to be most valuable, but the impression should never be given that other people are not welcome. If there is a citizens advisory committee, members should not be so expert or so talkative that they overwhelm the other citizens.

Public officials and civil servants should take part, but also should not overwhelm the group, either by their numbers or their expertise. Public officials should come to watch the performance of their staff people.

Ways to maintain interest throughout the study should be devised, so that participants keep coming--and new participants are attracted.

### Make meetings convenient

Times and places should be convenient and suitable for the general public in the area. In most communities weekday evenings are best, but custom may be different and should rule. Meetings should be scheduled reasonably far in advance. The meeting place should be centrally located in the geographical area, easy to find, and comfortable or at least not forbidding. Gathering around a table is ideal, sitting in a sloped amphitheatre or a formal court room far from ideal.

### Get lots of publicity

Individual notices (specific and simply written) should be mailed to all known interested people. They should be encouraged to invite their friends and associates. Everything should make the gatherings sound welcoming and open to all. Those who are not really interested will drop out anyhow. If there is an information bulletin, it should be clear, non-technical and interesting. Notices should be sent "address correction requested" so that address changes will be learned. One individual should have responsibility for developing and maintaining a mailing list.

The chairman, coordinator, or someone on the public participation staff must have time and appropriate contacts to get publicity in local newspapers (including weeklies) and on radio and TV. He should talk to the press in all the major towns, including radio and TV. This will take time, but good relations with the press will pay dividends for a long time.

If at all possible, people should be called about meetings--especially the most needed people. The results will be worth the effort. Busy people do not always read their mail, and a personal call adds motivation even when the notice is seen.

Other possible ways to get publicity and maintain or increase interest include: getting the news into newsletters of organizations, posting notices, using advertising, publishing a newsletter, or sending out various other types of written material.

There should be an effort to get publicity throughout the study and public participation process. Controversy will help--it may be uncomfortable, but it will keep people interested and coming.

#### Be organized, but informal

Some sort of organization should be set up at the first meeting. One or more prospects for chairman can be lined up in advance, and if the group does not immediately organize itself, one of these people can volunteer. The job need not be difficult, and it helps assure continuity. A citizen is probably best as chairman. He or she should not be expected to do the staff legwork, like mailings and telephoning. That is what makes it hard to get chairmen!

Meetings should be run informally, but moderated in a businesslike way, without technical jargon, intimidation, or defensiveness. The purpose and expected results of the meeting or series of meetings should be clearly defined each time. The atmosphere should be that everyone is pooling knowledge and experience to work constructively for a common goal. Everyone's contribution should be welcomed, as long as he lets others have their say. Any presentations by staff or invited experts should be dynamic. There should be no unnecessary rules about whether comments are to be in spoken or written form--or anything else. If the group is large, consideration should

be given to breaking into smaller groups with discussion leaders, who might then need some training. The major points raised should be reviewed at the end of each meeting.

There should always be an attendance sheet at each meeting, with space for names, addresses, telephone numbers, and affiliations. The list should be made available to all participants. Name tags may be helpful, as may a blackboard or bulletin board.

### Report conclusions adequately

People should be encouraged to write down what they think. It will be more organized if they have taken time to think it over and summarize it, and it is easier to deal with. It can be read back or distributed to the group for further comment (with the writer's permission). But, in addition, somebody should take full notes of all the meetings to capture their flavor and make sure that no useful information escapes.

### Unanswered questions

Giving advice, like the foregoing, is intoxicating. There is just one little problem about it: will it work? Many questions, some of which appear below, remain unanswered.

Inducing public involvement is not an exact science, and there will be much trial and error in devising methods for it. As Johannes Kurz of the Puget Sound Governmental Conference said in his King County workshop comment,

Procedures for meaningful citizen participation and for the involvement of local government in the planning of federal and state public works projects, such as highways, dams, power plants, river and shoreline corrections have yet to be developed.

All recommendations must be regarded as tentative. Mr. Kurz goes on to say,

Also, funding by the project sponsor of these participatory efforts will have to be established in order to enable local agencies with their limited resources to allocate an adequate amount of manpower.

If local governments are to review lengthy planning documents of other governments, and contribute to them, should they get money to pay for the time of the staff that will do the reviewing, and other expenses? If not, how does it get paid for?

If the public is expected to come to meetings and spend time reviewing such plans, who pays for working people to take necessary time off work, or for out-of-pocket expenses like baby sitting and parking fees? Should planners continue to depend on people who can afford this activity to represent the entire public? Should citizens perhaps even be compensated for the time spent on such projects, or would this destroy their independent status?

One participant had an interesting idea. He said,

I've lived here for 27 years, and I haven't been a citizen. I want to be...I didn't come here because I'm interested in planning, but because I'm interested in what kind of life I'm going to have...We should set up a system so we get a day a month off the job to be a citizen.

How should the ideas of different people and groups be weighed?

Mr. Lundblad was concerned about this. In his Des Moines speech he spoke of the problem of

...how to seek consensus on various projects and programs being considered in planning. Whether or not to weigh comments and preferences continually arises as a question from planning agencies as well as the public. If weights are not assigned, then the next question is the consideration that should be given to often opposing views. Planners consider this situation as one when both views should be shown along with the consequences of each. However, with the variety of attitudes and preferences available from a broad public cross-section, new methods of treatment are needed. "What are you going to do with all the ideas and comments?" was a common question from workshop participants.

Who does or should speak for the various parts of the population or interest groups: blacks, Indians, farmers, sportsmen? How does the would-be public involver know? How does he bring in those who are reluctant to get involved, but whose views are needed, like some of the above mentioned minorities?

How should the views of local people be weighed against the interests of the whole state or nation, as in the Nisqually Delta or North Cascades National Park controversies? What about, for example, a dam on the Middle Fork of the Snoqualmie River, desired for flood control by many local people, but opposed by some nearby city dwellers (and some local people) because it will drown a free-flowing stretch of river? One King County workshop comment on this particular question was:

Flood storage projects for the Snoqualmie River may have been "locally" reviewed, but the real base of interest in this project is regional, at least. At this time, a truly broad exposure must be insisted upon. This would call for full disclosure in the press and on television, with local review groups being given up to a year to thoroughly evaluate and respond intelligently to the overall plan.

Even if a plan like that suggested above is carried out, what mechanism can be devised for resolving such conflicts? Who will decide what is

really in the public interest? It cannot be done by merely using cost-benefit ratios, nor even environmental impact statements. How does this fit into the political process, or does it? Referenda on all such issues would be impractical. (For one thing, who would get to vote?) If our government were working the way it is supposed to, would we need public involvement in planning?

How can interest in a plan or project be kept alive over the long period of planning? With every agency competing for citizens, the minority who can and will participate will be worn out with going to meetings about highways, parks, dams, schools, and other projects and plans. The process will also wear out the planners and public officials. Even when citizens maintain their interest, there is much turnover because people move away, change jobs, have babies, start or finish school, grow up, get sick or die. How can continuity be maintained?

How can electronic media be used to inform the public and get feedback from it? The Puget Sound Coalition (see Appendix F) provides one such experience. One King County participant suggested,

Community awareness time should be made available by TV and radio for presentation of things that would be bettered by community involvement. This type exposure, coupled with workshop input at both early and mid-study points, could introduce more meaningful citizen participation.

How can the public keep control of the specialists it has hired? What happens when they disagree? The public may trust an engineer to decide how to build a dam, but not to decide whether to build one. The public should make this decision, but how? And citizens need to influence planning early enough so that their only option is not just to say yes or no. How can planners ask the right questions to get the answers they need from the public?

These questions, among others, will provide further adventures in public participation in planning in the years ahead.

\* \* \* \* \*

Upon reflection, I find little in the workshop experience to change the opinions expressed in my first paper on the Puget Sound workshops (Appendix A). I am still convinced that

...People will no longer quietly accept massive changes in their personal environment, or that of a group or minority, without having had--and feeling they have had--a substantial role in the planning process...even though there may not necessarily be tangible good results from the workshops, tangible bad results can probably be expected if they are not held...Workshops must be held, they must be carefully planned and executed, and their results must be taken into account before the Puget Sound and Adjacent Waters study is made final.

The workshops were held. They were far from perfect, but many people worked hard on them, produced worthwhile results, and learned something about public involvement in planning. I am glad I was able to be there.

**Appendix A**

**Workshops in the Puget Sound and Adjacent**

**Waters Study - Some Comments**

## APPENDIX A

### WORKSHOPS ON THE PUGET SOUND AND ADJACENT WATERS STUDY

#### SOME COMMENTS

At the first of a series of three public hearings on the Puget Sound and Adjacent Waters Study, on May 27, 1970 in Mount Vernon, a proposal was made to hold workshops in the 12 counties involved, in order to increase public understanding of and involvement in the study. The suggestion was greeted enthusiastically by the public and the groups concerned. It probably took some of the heat off the Task Force and the agencies, who were under attack for lack of appropriate public input into the study and inadequacy of information available to the public before the hearings. These workshops have not been held, and there seems to be some question about whether they will be - or, if they are, in what form and with what degree of seriousness.

One problem, from the point of view of the public as well as that of the agencies, is the late entry of the workshop idea. Members of concerned groups and people who feel unrepresented by any of the agencies may feel that the purpose of the workshops is to engineer consent, rather than to encourage any changes in the conclusions of the study. Probably some of the agency people also view the process in this way - they do not expect a vocal minority with an indefinable constituency to challenge the experts with any substantial effect.

Public officials who feel that this sort of public involvement is time-wasting and unnecessary should study the history of plans for the R. H. Thomson Expressway and Interstate 90 in Seattle. (Other examples from here and elsewhere could be given.) No matter how troublesome and irrational it may seem to the "experts," people simply will not any longer put up with being told what is good for them (usually rather late in the process). People will no longer quietly accept massive changes in their personal environment, or that of a group or minority, without having had - and feeling they have had - a substantial role in the planning process. It can be argued that the frightening rhetoric of revolution we hear today, sometimes from formerly respectable quarters, is in part a result of what people regard as the unresponsiveness of their public officials.

Officials in turn feel misunderstood and unjustly attacked, because they have followed the statutes: held public hearings, had liaison with appropriate governmental officials and private groups, put jobs out to the lowest bidder, submitted to constant reviews, cooperated with news media, and done whatever else was required. What in the world more does the public want?

Well, at least some segments of the public want notices of public hearings that are simply written, explaining what is really at stake, so they can understand when their presence is required. They want hearings held in evenings at convenient places, so they need not take time off work to come (no wonder this kind of public involvement is largely limited to upper middle class housewives - who else can afford it?). They want informal hearings, where they will not be intimidated by technical jargon or testy officials. There are many persons who feel deeply about an issue (and oftentimes are well informed), but who find speaking before even a small group frightening. They want convenient, uncomplicated ways to register comments and complaints (about violations of pollution laws, for example), and some follow up to learn what is done about their concerns.

People want to have the information to evaluate the proposals being made. At best, citizens operate at a big disadvantage: on their own time, with their own money, without hired expert lawyers, engineers, lobbyists, or public relations persons. The proposer of a project always has a big advantage - he has studied the site, made an evaluation, looked into the economics of the situation. All this is completely new to the citizen or local official who wants to make an objective evaluation on his own. The proposer reveals what he is required to - and what he feels is in his best interest. The citizen must painfully research the rest, with few resources at his command. These are some of the reasons that public outcry comes late in a project. The public usually has not really understood what was going on until it came to the point of tearing down houses, flooding farms, or pouring concrete.

Of course the Puget Sound and Adjacent Waters Study Task Force did not commit all the errors mentioned above. Neither did it avoid all of them, however. And it is late in the day for this study. What lessons can be learned for the future?

In such a massive study it is truly hard to involve the public in the early stages; however, ways must be found to do so. Perhaps early public meetings could be held at various geographical locations, where experts could lay out the alternatives in broad outlines, with widespread publicity like that described below, and with appropriate written material available. When the experts and technicians had heard the various concerns of the public, the organizations and the governmental entities, they could begin meeting and defining alternative methods of reaching the goals discussed. Some would be mutually exclusive. In such cases, the nature of the problems and the alternative solutions should be clearly laid out, so that informed decisions could be made. Different projections of population growth and other unknowns could be used for different results. Then there could be subsequent meetings to discuss alternatives and gradually narrow the objectives of both the

technicians and the public. The whole planning process must display the alternatives in understandable form, so people know the choices open to them. This process could lead eventually to well worked out majority and minority opinions for decision at a political level, which is where the decisions ultimately will - and should - be made anyhow.

In the case of Puget Sound and Adjacent Waters, where local governments were consulted, it would have been advisable for them to have had local public hearings - is there, or can there be, some machinery for this? All these things take time and money which must be put into budgets and schedules from the beginning. One reason for lack of appropriate review by local governments is that they are always short of staff and money. They are ill equipped to do an adequate review of something like the Puget Sound study. They may also lack a sense of urgency - it is not apparent that their input is going to make any difference.

Another problem is continuity: elected officials, citizen groups and the general public change, both in personnel and in outlook and interests, over a period of years; the staff remains generally the same. Staff people become exasperated at having to start from the beginning with explanations to new people (and in new terms), but it is inevitable and should be accepted as a fact of life. And the staff may begin to make the decisions that should be made politically, not out of bad intent, but simply because it is so much easier than struggling through the political process.

The main point is that it is in the best interest of governments and public works agencies themselves to bring the public along from the beginning of the process, and continuously thereafter. It may take longer and be more troublesome and less neat, but it increases the probability of satisfaction with the project - and even the probability that the project will be built at all. Is that not preferable to the threat of being stopped cold?

All this being so, at least in my view, where do we go from here? First, since workshops were promised, it is absolutely essential that they take place. Otherwise, there will be another black mark against all the agencies involved, and all their future proposals, for showing their disregard of public interest and outcry. People feel a commitment was made. If you think people have forgotten about it, just wait till you announce that there will be no workshops.

Second, even if workshops are duly held, do not expect gratitude from the groups which protested at the three public hearings. They see something like the proposed workshops as the minimum due at this point, not something to be grateful for. And, in fact, past lack of public involvement, or - equally important - what is perceived as such, makes the workshops even more obligatory. In these days of confrontation

and name calling it is more than a little frightening to encourage public involvement. However, if the workshops are done well, and especially if they actually result in some changes in the final version of the study, there is a hope for more amicable and fruitful relations between people and their government in the future.

Citizen participation at this point must be within the existing framework of the study. From the point of view of the Task Force, workshops are worthwhile if they help the public understand the goals, process, and likely effects of the study. From the public's point of view, the workshops are worthwhile if they can affect the conclusions of the study. One hopes that both these purposes can be served. It is important to make sure that no questions are left unanswered. Also, if some community goal has been overlooked, it should not be too late to take care of it. Irreconcilable differences should be clearly defined.

Initial publicity (as well as that throughout the process) should be informal, specific about what is to be taken up and what is to be accomplished, and very widespread. Daily and weekly newspapers, radio and TV should all be used. There should be excellent cooperation from the media, in view of their current interest in matters environmental. In some remote areas other means might be considered -- notices on utility poles, in post offices, etc. This could be decided in conferences with local people.

The public information folder is extremely important. It must be clear and non-technical, but specific and informative. No jargon!

Availability of materials is absolutely essential. Nothing so infuriated the interested public before the hearings as the lack of copies of the material. The Federal Government's rules on review before publication, and the lack of funds for printing and distribution of this study on which so much money had already been spent, are simply inadequate and unacceptable reasons. Some way could and should have been found. On a future occasion the mechanics of the reporting process should be reviewed carefully to avoid these pitfalls. The proposal to have two complete sets of the study per county before the workshops seems just barely adequate.

Group representation should be as broad as possible. Initial contacts would not be difficult, but would take some time and work. For example, there are lists of state and local organizations available in libraries, which could be canvassed for groups that should know of the workshops. Someone with knowledge of the particular community, and good judgment, should work on this in each county. It is better to get in touch with some who are not interested than to leave out any group that is. Various kinds of interest groups must be involved: chambers of commerce, industry, community organizations, conservation organizations, economic groups from the poverty level on up. Thought

should be given to geographical representation. Any miscellaneous groups or individuals should be welcomed also.

Workshops should be confined mostly to local people. However, this rule should not be rigid. If some local interest or appropriate broader interest were unrepresented by a local person, and an outside person were available, he could take part. People could be asked to call or write to say they are coming, to get an idea of numbers, but no one should be excluded, even if he did not notify anyone he was coming.

Those conducting the workshops should not be surprised or dismayed if only 10, 20, or 50 come out of the hundreds or thousands who could be presumed to be interested in and informed of the workshops. This, too, is a fact of life, and it would not mean that the workshop was a waste of time.

Format - An initial meeting might identify the groups represented, take note of any important gaps, and get suggestions from those present of how to fill the gaps. There should be a conscious effort to make every meeting as representative as possible. Those who participated in the first meeting should be called to remind them of the subsequent ones, unless numbers were completely unmanageable.

There could be some explanation and discussion at the first meeting of how the study began, where it is now, and what happens next. Important points to bring out would be the powers of the various participants in the study, the function of the chairman, how the study was financed, and its likely practical effect on the future of the area. The workshop participants should understand the assumptions on which the study was based, and they should be reminded of them frequently. They should also keep in mind the review process that has already taken place, and that which will take place in the future. The various appendices could be parcelled out to representatives of appropriate groups for review, study and recommendations.

It would be desirable to schedule at least two additional meetings, unless interest were completely lacking - one in about two weeks at which the groups could report back on their respective appendices, allowing for some general discussion, and a second a week or two later to draw up a report (and minority reports, if appropriate) on the whole study as it applies to the area.

Maximum newspaper, radio and TV coverage of the process is advisable. Persons who did not learn about the first meeting, or get to it, should nevertheless be welcomed at subsequent meetings. It is better to have all possible ideas considered by the group, even if rejected, than not to have them come out until too late.

The meetings should be discussions, not hearings with formal presentations. They would need a strong moderator and a person (possibly but not

necessarily the same) experienced at pulling discussion together and expressing such consensus as may exist - frequently discussion participants are not aware of it. There are League of Women Voters persons who could do this, and no doubt members of other citizen groups would also be suitable. It would be a good idea to have someone (maybe the same person) who could help write the report in an orderly, sense-making fashion. A Steering Committee, especially in the larger counties, could be helpful. Sending a draft around to participants before finishing it might be considered.

If appropriate questions could be devised, newspaper questionnaires might be considered as additional input (similar to those legislators and congressmen send to their constituents). Another possible technique would be the use of some sort of phone hookup to allow persons to call in their opinions. People should be allowed to send in written comments until the last meeting of the workshop, so that their ideas could be taken into consideration even if they cannot come in person.

Relations with the county commissioners would be delicate. They would also be political, as many of the commissioners will be up for election this year. This doesn't necessarily present any problem, but those working with the commissioners should be sensitive to it, so that the real purpose of the workshops is not subverted. Ideally, all the county commissioners (and in King County, the executive) should be at each meeting. However, there should not be so many elected or other officials that the public feels overwhelmed. The officials must be kept in their place!

Task Force representatives should also be available at each meeting, and they should be there primarily to listen and answer questions. They would make a brief presentation of the history of the study, and do the periodic reminding about the assumptions and reviews, but they should not dominate the meeting. They should be resource people, and one hopes, would be learning something about community sentiment.

In conclusion, even though there may not necessarily be tangible good results from workshops, tangible bad results can probably be expected if they are not held. And the interested public will quickly detect whether they are merely for show. Workshops must be held, they must be carefully planned and executed, and their results must be taken into account before the Puget Sound and Adjacent Waters study is made final.

Ann Widditsch

July 30, 1970

**Appendix B**

**County Workshops - Information Bulletin 4**

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

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**COUNTY  
WORKSHOPS**

**(PUBLIC REVIEW)**



**INFORMATION BULLETIN 4**

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

**November 1970**

**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 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, 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**  
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**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**

Where will the workshops be held? Whom to contact?

Whatcom County

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

Skagit County

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

Snohomish County

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

King County

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

Thurston County

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

Pierce County

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

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

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

**Appendix C**

**Final Public Hearings - Information Bulletin 5**

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

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**1964  
PUBLIC HEARINGS**  
Anacortes  
Everett  
Olympia

**STUDIES AND LOCAL  
CONTACTS**  
1964 – 1970

**1970  
PUBLIC HEARINGS**  
Mt. Vernon  
Everett  
Olympia

**COUNTY WORKSHOPS**  
November 1970  
April 1971

**ADVANCE  
REPORT  
INSIDE**

**FINAL PUBLIC  
HEARINGS**  
**Bremerton – April 21,**  
**Seattle – April 22**

**INFORMATION BULLETIN 5**

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

**APRIL 1971**

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 the 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.

- 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. (Up dating 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.
- 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?

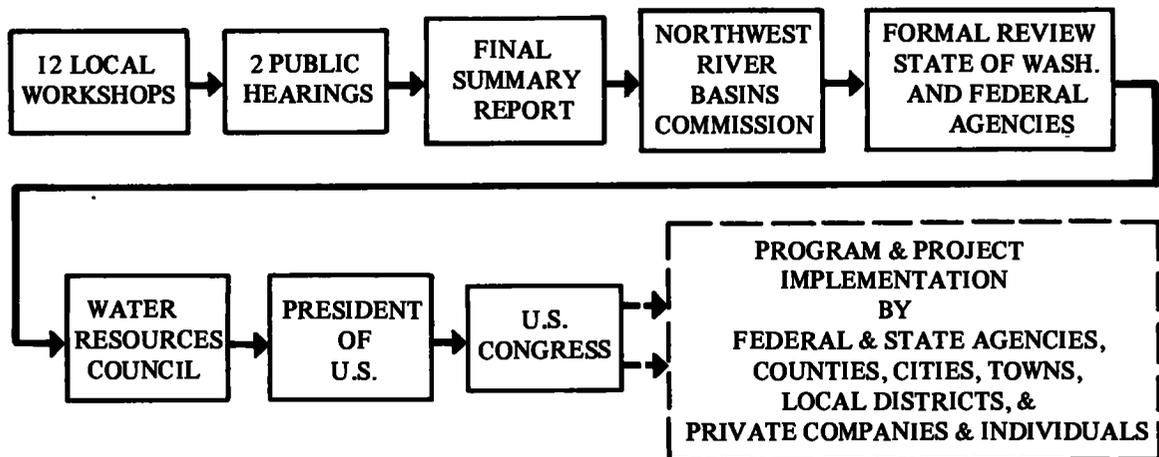
The Task Force will consider all public comments in completing its report, including all written comments received up to May 7. The Summary Report is expected to be published in July and then will be submitted, with its appendices, to the Pacific Northwest River Basins Commission. The Commission will 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

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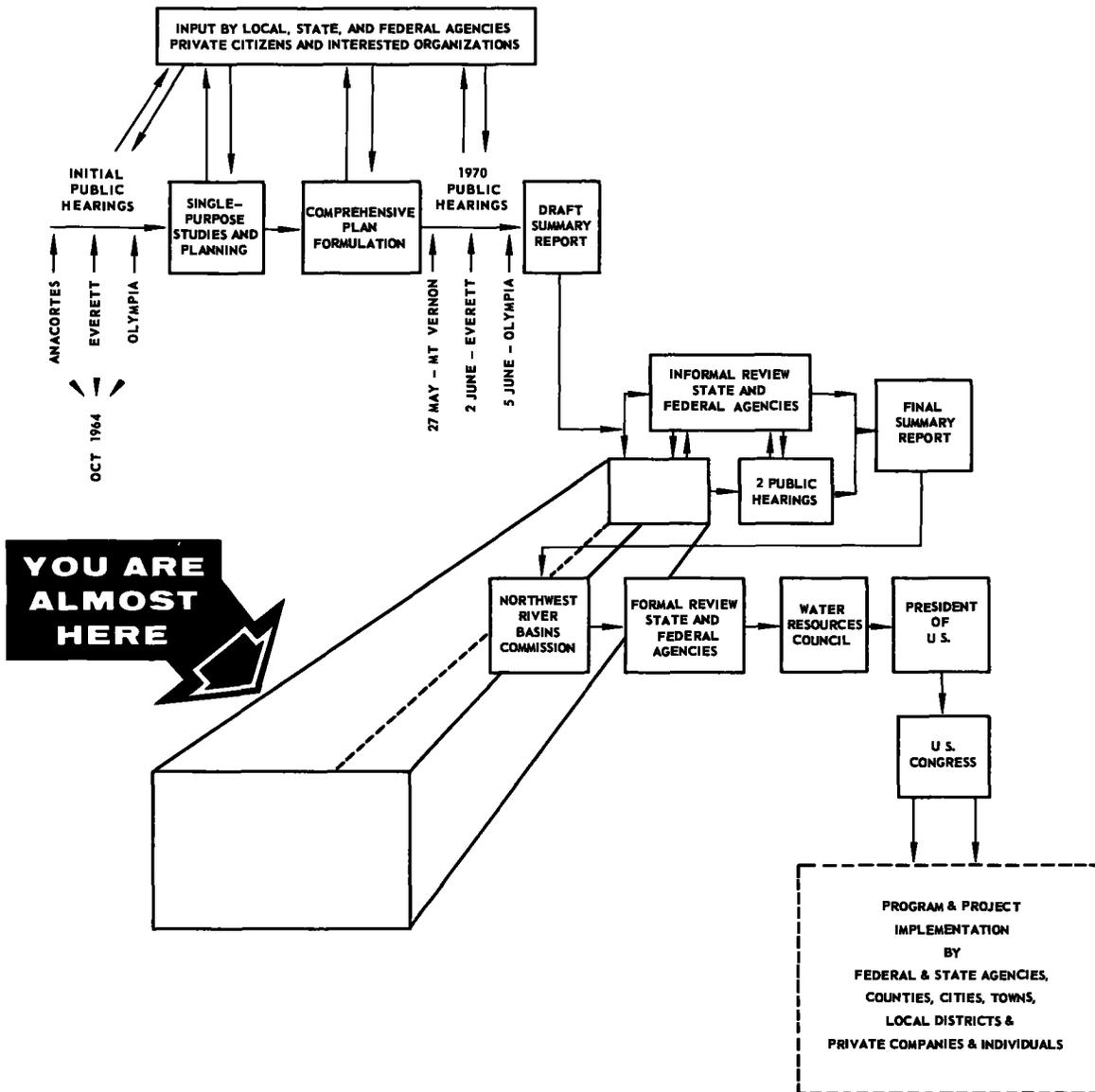
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 Cmdr. Neal G. Nelson

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

**Appendix D**  
**Study Procedure**

# STUDY PROCEDURE



**Appendix E**  
**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

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.

**Appendix F**

**Some Other Current Public Participation Efforts  
in the Puget Sound Area**

## APPENDIX F

### Some Other Current Public Participation Efforts in the Puget Sound Area

#### Puget Sound Coalition

One of the chief sponsors of the Puget Sound coalition was KING-TV, a commercial television station in Seattle. Here is its description of the Coalition:

...it began with the belief that a better future is possible if men will find alternatives, and take action.

...it began with a unique alliance: a broadcasting company, newspapers, colleges and universities, libraries, churches, state agencies and citizen associations.

...it began with 5,000 concerned people in discussion/action groups, and a series of TV programs which informed & prompted discussion on the topics of population, land use, conflicting social values, urban decay, economy, ecology & political recourse.

...it continues as a large constituency, demanding a better future for the Puget Sound area.

KING-TV produced and broadcast, beginning in the fall of 1970, a series of programs called "The Eighth Day," which were to stimulate discussion of the quality of life. Small groups of neighbors or associates watched the programs together, and then discussed them. There was a massive drive to recruit discussion leaders, who recruited their own groups. Leagues of Women Voters, PTA's, and churches were the sources of most of the leaders. There were two training sessions for the discussion leaders, and a two-day session for coordinators, who acted as "middle management" in the program. A Quality of Life Discussion/Action Manual was produced and distributed to discussion leaders, and questionnaires were provided for self-evaluation of the groups throughout the period. A newsletter was published.

The participation of the educational institutions was made possible by federal Title I funds. The Seattle educational TV channel and a Tacoma channel rebroadcast the programs so that they could be seen in all areas and at different times for the convenience of different discussion groups. KING also did a flyer on the program, TV spots, and a special on the environmental future called "1985." One of the Seattle newspapers contributed space for substantive articles on the subjects under discussion, in addition to massive publicity. Other media also gave the program publicity. All these things were helpful for recruiting participants.

While the object of the Coalition was to help the public think about, discuss, and arrive at goals for the quality of life in the Puget Sound region, in practice the discussions tended to focus more on environmental quality than other aspects of the quality of life.

This program required a large commitment in time, organization, and money. A well-known Seattle conservation attorney, Marvin Durning, worked for KING half time for six months getting the program set up in all its aspects, in addition to all the groups and organizations noted above.

The program grew throughout its duration. More than 5,000 people, in about 400 groups, took part. On December 5, 1970 there was an all-day meeting at a suburban high school to which all participants were invited. My estimate was that there were about 500 people there, which in itself is impressive. The purpose of the meeting was to decide the direction of the Coalition: whether there should be more, different groups doing the same program; the same groups doing a different program; or whether groups should become more involved in action.

The decision was to do all three of those things. The programs are being rebroadcast, with an effort to get new groups organized and involved; new programs are getting underway on law and justice; and action groups are acting. Not as much money is available for these efforts as for the original program, so much more bootstrapping will be needed.

The Coalition gave publicity to the Puget Sound and Adjacent Waters workshops, and many of the most lively workshop participants were coalition people.

Leaders and participants in the Puget Sound Coalition are enthusiastic about it. They feel that the goal of creating an informed constituency has been met. Nothing has ever been done to compare it with, though other groups are now experimenting with similar efforts.

#### Lawrence Halprin & Associates Study for the City of Everett

The Halprin firm is involved in three plans for the city of Everett: a 10-year plan, a 20-year plan, and a central business district plan. The 10-year plan and the central business district plan are both required to be directly coupled with proposals for financing. April 1971 was the ninth month of 20 for the studies.

Everett is part of the Seattle metropolitan area, but a city in its own right, with a population of about 53,000. Pulp and paper manufacturing is its major industry, and it has an active port.

Gordon Cultum, a local Everett architect, is the city's liaison with the Halprin firm. He and an assistant have a storefront office in downtown Everett. They moved out of City Hall in order to be closer to the people and make drop-in visits easier.

Mr. Cultum reported that they are trying all kinds of public participation efforts. They are gleaning ideas from all over, plagiarizing them, synthesizing them, and using them in Everett. Halprin's usual practice is to identify community leaders, get them involved, and then get other people involved through them. Everett is doing this, but it is also trying a number of other techniques. They do not wish to use the community only as feedback, but are attempting to involve people before the design work is done.

Mr. Cultum contrasted the Halprin method with that used by the University of Washington Bureau of Community Development, which does a lot of community planning in the state. Its practice is to survey every person in the community. When the information has been collected, there is a meeting to report back to the people what they thought. Then the community can proceed to action. However, the Bureau feels this is impractical for a community of more than 20,000, so Everett is too large.

Everett is using several more restricted types of surveys. They surveyed 100% of the merchants by mail, and got a 44% response. Another survey was done by the women's group of the Chamber of Commerce, on the shopping habits of 200 people. Everett Community College did a computerized survey of customers of professional people in downtown Everett. The downtown association did personal interviews with downtown merchants.

One of the biggest problems in trying to involve all kinds of people is that most of the millworkers do not belong to any organization. Much of the population of Everett is in this category, and they are hard to reach. One way the city has tried is a local closed circuit TV station that carries discussions with an open telephone line for questions and comments. The millworkers, along with many other people, watch this channel.

The community planning office has been organizing teams of interested people, not necessarily favorable to the interim preliminary plan. There are workshops for small groups in people's living rooms (not in structured places), the interim plan is distributed, and people are asked to respond. Halprin is moving slowly in order to allow for more community participation. They feel that the public is a good source of ideas, and should be given a chance to express them.

#### Puget Sound Governmental Conference

The Puget Sound Governmental Conference is a council of governments, one of the first to be formed in the United States. Geographically, it consists of King, Kitsap, Pierce, and Snohomish counties, and it takes in most of the cities and towns within those counties as well as the county governments.

During the period of the Puget Sound and Adjacent Waters workshops, the Conference also embarked on a public participation workshop program, to lead to adoption of its interim regional development plan. The plan must be adopted before local governments can qualify for federal funds.

The Conference announced that it would hold citizen workshops in each of the four counties. Indications at the first one, which was in King County February 24, 1971, were that they thought one meeting in each county would be enough. One participant said, "Do you plan on us doing regional planning in one evening? We met every week for a year on I-90 [a controversial highway project]. That's what you have to do to be effective."

One of the officers of the Conference, a Kitsap County Commissioner, spoke first at the first workshop, acknowledging that the Conference is responding to the conditions of today: people demand to be heard. An advisory committee of 25 citizens had been chosen, he said, and they would determine the citizen participation format for the Conference. These workshops were the first step. The program had the full support of the Conference.

The acting Conference director said they were experimenting with different ideas for involving the public directly. Their objective is to develop a plan that has citizen input, not to present the citizens with a fait accompli. "The Governmental Conference is committed to a management plan that is ecologically sensitive," he said. "This takes time to develop--we don't even know yet how our natural environment works in Puget Sound. Meanwhile, decisions are being made all the time. So, we need an interim plan for guidance during this period."

Then those present at the workshop broke up into groups for discussions of physical environment, social environment, economic environment, and the citizen participation program. I sat with the group on citizen participation, and the people in it were just as suspicious and cynical as any that came to the Puget Sound workshops. They were especially critical of the citizen participation advisory committee, which by its composition was seen as an extension of the "establishment."

The Governmental Conference's workshop program has continued, with workshops in the other counties and other activities.

**Appendix G**

**The Workshops from the Task Force Perspective**

## APPENDIX G

### The Workshops from the Task Force Perspective

The following comments were made by two members of the Puget Sound Task Force at a conference of Federal and State water officials in Des Moines, Iowa.\* Mr. Sydney Steinborn is the Chief of the Engineering Division, Seattle District, Corps of Engineers and the Department of Army representative on the Task Force. Mr. Dennis Lundblad is an employee of the Washington State Department of Ecology and served as the Task Force workshop coordinator during the Puget Sound and Adjacent Waters Study.

#### Remarks by Mr. Sydney Steinborn - Part I:

I will spend a few moments describing the Puget Sound study, the circumstances that led to our adopting the workshop review technique and my idea of what that review was to accomplish. Mr. Lundblad will tell you what really happened and both of us will conclude by telling you how it all looks in retrospect and how we might proceed in the future.

The genesis of the study was a recommendation of the Senate Select Committee on Water Resources for a program of Comprehensive Water Resource Planning to cover the United States. This was in the early 1960's. A task force from State and Federal agencies was formed in 1964 to accomplish the Puget Sound study. This was an action by the Columbia Basin Inter-Agency Committee. The Task Force is now a satellite element (if that is the proper word) of the latter's successor entity the Pacific Northwest River Basins Commission.

Originally the Task Force was co-chaired by the State of Washington and the Corps of Engineers. Since 1968 it has been chaired solely by the State of Washington in the person of Al Neale of the Pollution Control Commission and its successor agency, the Department of Ecology.

Now for a brief description of the study area; the Puget Sound drainage basin lies in Northwestern Washington, bounded on the north by Canada, on the east by the Cascade Mountains, on the west by the Olympic Mountains and on the South by some low hills. The Sound is an inland arm of the Pacific Ocean some 2,500 square miles in extent, and approximately in the center of the total study area of 16,000 square miles. Twelve fairly large river systems and several smaller ones drain into the sound.

Nearly two out of every three people living in the State of Washington live in the study area - about two million and mostly strung along the east side of the Sound between Bellingham on the North and Olympia at the South. The area is well watered - perhaps even a bit wet - summers are cool and winters mild. The economic base leans to resource oriented

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\*Fifth Annual Conference of State and Federal water officials, Des Moines, Iowa, June 8, 9 and 10, 1971.

industries like timber, fishing, and tourism, to airplane manufacturing, and to navigation and marine industries. Both the Willamette Basin and the Puget Sound basin are geologically in the same rut - the Puget Trough - the only difference being that we think our end is better - and prettier - but we admit to being prejudiced.

The study began in 1964 with a \$4 million budget and public hearings at Anacortes, Everett and Olympia. Liaison with Federal, State and local agencies and with citizens was accomplished - but not in accordance with any organized or structured way - and certainly not in a way that was visible to the general public - this is a hindsight view and I must admit my vision is considerably improved as a result of experience with this study.

In any event, last May just before the opening of the first of three supposedly final hearings we learned that the public - at least the articulate public - did not feel that they had really participated in the planning process. The press joined in a good fracas by noting the poor reception we were getting and by referring to our study as a "four million dollar white elephant." Before the hearings were over other planning entities jumped on our bleeding torso - for example, a local Council of government, the Puget Sound Governmental Conference, issued a very uncomplimentary statement at the Olympia Hearing. Even a staff member of the River Basin Commission - our parent body - was quoted by the press just before the first hearing in a way that tended to destroy our credibility. We needed band aids and aspirin and got tear gas when our eyes were already wet.

Faced with this unfortunate public image, something drastic was called for - but fast. As was customary, and as it turned out, fortunately, the Task Force met before each hearing. Before the Mt. Vernon hearing we met, digested our bad press and stewed for a few moments. A staff member from the Northwest River Basin Commission reported that a Congressman was asking for a public hearing in Seattle. We saw no point to more hearings if the public and local governments were in fact as ignorant of our study as the press indicated. Our pile of documents was admittedly fairly high by this time. We needed a way - and time - to assure that local governments and the general public could become familiar with our study. So as part of the plan for additional hearings, we also adopted a program of public review of our preliminary findings at workshops to be held in each of the twelve counties in the study area. This was called the Mt. Vernon plan. Our response to a field or combat condition was not quite definitive as implementation required acceptance by a number of less-than-enthusiastic Federal agencies. The lack of enthusiasm was probably due to the unstructured and essentially uncontrollable nature of public participation through workshops. This could introduce changes or new elements into the planning process that some agencies would rather not address. Our member agencies were also very concerned with increased costs and more delays in

an overdue study. All these were very valid concerns. Despite this general and deep seated reluctance, implementation was ultimately authorized and we had our first workshop on 9 November 1970. This was nearly 150 days after we had made our tactical decision that permitted the hearings to proceed in an atmosphere of simple, mutual suspicion.

An important facet of the workshop effort was determining what might or should be expected of the workshops. Brainstorming this began immediately after the hearings and culminated in an Information Bulletin given wide public distribution. The Bulletin, which I will hand out after this discussion, is a blueprint for the workshop effort. It articulates purposes, procedures, and schedules and implies what constitutes a successful workshop. Here is a listing of the principal topics inside the Information Bulletin. It gives the purpose, leadership, schedules, how changes in the draft summary report will be made, how the preliminary plan will be implemented.

I had one personal goal - and this was shared by Chairman Neale - and that was to acquaint all citizens who elected to join in this review with just how we had worked with their local governments during the study period. Mr. Lundblad will comment on how well these and other goals were realized.

From the standpoint of participation, note that we were seeking to assure ourselves that we had not overlooked any local or regional needs or had not proposed some things that were inconsistent with local and regional goals. We were also seeking to encourage discussion and communication among all parts of the community in each county. Hopefully, this dialogue would confirm compromises and trade-offs that the Task Force staff had already developed by reference to local officials. In the absence of confirmation we hoped for new compromises to be developed by opposing interests. Leadership of the workshop effort was to come from county government. We also hoped that they would be helped by organized citizen groups that did not reflect special interests. The Task Force intended to stand back and answer questions and keep hands off. We were concerned that the review be broadly based, therefore, exclusion of anyone interested was contrary to our blueprint - that is the Bulletin - which reads as shown on this chart. The word "unemployed" proved to be a stumbling block with at least one Task Force agency but we did get to use it. Perhaps because the word is becoming respectable again.

Assistance in developing our workshop plan came from a member of the League of Women Voters in Seattle - actually a former Chairman of the League's State Water Resources Committee - Mrs. Ann Widditsch, a free lance public affairs consultant. Mrs. Widditsch helped develop the ideas on public participation expressed in Bulletin 4 and prepared the interior graphics and most of the narrative. The Corps of Engineers' Institute for Water Resources has Mrs. Widditsch under contract observing and reporting on this entire workshop effort as well as on two other similar activities in the same area. The IWR will make her report available to Corps of Engineers Districts and to other planning entities on request. Now Dennis will tell us what actually happened when we passed him the ball.

Remarks by Mr. Dennis Lundblad - Part I:

Thank you, Syd. (Ladies and) Gentlemen, as the ball was passed to me I had no trouble hanging onto it -- it was almost jammed down my throat! I had early apprehension regarding the public workshop program based upon a concern that genuine responses could not, or would not, be made to issues that might arise during the review process. In a moment I'll discuss that apprehension in retrospect but first I'll describe the workshops as they actually happened.

As Syd mentioned, the concept was to maintain a completely informal atmosphere throughout the program. In addition, the organization of workshop groups, selection of a chairman, setting of meeting dates and places, and preparation of the group's report were all choices that were offered to the groups themselves. These choices, along with general background on the workshop program and the Puget Sound Study itself, were the information that was expectantly passed to all those who gathered for the first meeting in each of the 12 counties.

The workshops showed great difficulty in getting started, mainly because of attitudes in local government. When once started, it was found that the basic background information had to be repeated again and again. The Information Bulletin shown to you earlier by Syd described all aspects of the entire program; however, only a few people thoroughly read that information and took it to heart.

The slowly starting program also revealed during early meetings that participation and interest were quite different from one county to another. One of the least populated counties had, by far, the greatest attendance of any of the other eleven counties. Interests ranged from complete orientation to agriculture in some areas to recreation or pleasure boating or water pollution in others. Somewhat surprisingly, participants frequently showed quite informed opinions, even prior to review of the Puget Sound reports.

The review of reports was sometimes done by individuals and sometimes by committees, but almost always, the reports that were tackled for review included the favorite topics of the reviewers. The meetings, which ranged in total from one to nine in the various counties, usually embraced discussions of the items of interest that had been encountered in the reports. Occasionally the discussions involved debate between participants and local officials but little or no effort was made to control this.

Throughout the meetings, Task Force personnel maintained an attitude of non-involvement since that was the design of the program. Task Force members -- the only member usually attending any workshops was Mr. Steinborn -- or staff participated in discussions only in response to questions or requests from workshop participants. However, even this approach of being seen-but-not-heard became uncomfortable when some meetings revealed that there were more governmental representatives in attendance than general public.

As the meetings continued in the 12 counties over a 5-month period, a semblance of local, usually informal, policy began to emerge. More unexpectedly, however, there evolved a nucleus of major issues that were identified in a large enough number of counties to be considered applicable for the entire Puget Sound area. This area-wide nucleus of issues was the signal for responsive action by the Task Force. As the workshops neared completion -- or perhaps exhaustion -- with 50 meetings around the Puget Sound area, planning of the final public hearings began and with this, the development of Information Bulletin #5. The bulletin was designed to announce the hearings and also to display the area-wide issues that had arisen during the workshops. Several thousand bulletins were distributed while, at the same time the Task Force and staff, with particularly helpful advice and long hours of work from Mrs. Ann Widditsch, began to develop responses to the major issues. It was at this point that my apprehension about action by the Task Force began to be settled. These issues and responses were amplified, printed as a separate paper, and were ready for distribution at the final public hearings in April.

As the final tangible product of the workshops the groups of participants submitted reports of their review findings. County and municipal governments were encouraged to do likewise, although those reports did not always materialize. The written comments from the participants, along with governmental comments constituted a stack of reports 3 inches high. These comments have now been written in summary form to be incorporated into the final Study report along with a candid evaluation of the entire program by the Task Force's Workshop Coordinator.

The comments that were produced included not only informed ideas and preferences but also some points that were never intended to be addressed in the Puget Sound Study. Even considering the thoughts that were out-of-context, the final comments accomplished three major things: They defined a slice of local policy or at least informal preference or opposition on future projects; they provided ideas on how some of the public feels about participating in planning and they provided ideas on what future updating of the reports should include.

Now to more thoroughly examine the problems and do's and don't's of workshops, Syd will exercise his retrospect and review some of the lessons learned.

#### Remarks by Mr. Sydney Steinborn - Part II:

What did we learn from our workshop effort? At the tactical level a little more structure to the workshops would have helped considerably. Logistic support was needed to avoid inordinate amounts of time lost in the mechanics of getting started, of finding places to meet, advertising, getting documents distributed and circulated for review. Not too much structure, however. Remember, as planners we are trying to surface as many ideas and aspects of a problem or study as we can. Close control can shut off debate -

avoid it! Keep things open and informal - and try for meeting places that encourage lateral communication - County Courtrooms do not - but that's where we worked most often. Things went better when small groups gathered around a table.

At the strategic level we should remind ourselves continuously of what we are trying to do - and very little of what follows may be new. But we should; (1) keep the public fully informed and participating during the entire study - and we should leave a good record of this effort; (2) we should operate in a manner that surfaces as many ideas as possible; (3) we should operate to permit and encourage citizen contribution to the study process; (4) we should do all this in a very visible way as citizen participants want to be seen, and visibility can help compromises be worked out locally rather than deferred to our traditional arenas of compromise, the State or Federal legislatures; (5) and always we should remember our responsibility to furnish our bosses - usually an elected official - a recommendation for action or inaction articulated in a manner that can readily be translated by that official to the electorate.

Achieving these goals will require thorough planning and a good deal of finesse. It will also cost money - in the Corps we estimate this cost at between 25 percent to 40 percent of the study effort and we are beginning to budget on that basis.

Remember too that public participation in the planning process is not likely to be a routine affair - it can and will be wild and disorganized, discomfitting and discouraging - but always informative if you keep your eyes and ears open. So my end suggestion to further the goal of citizen participation in water resource planning is the creation of Citizen Advisory Committees - not to do the participation but to assist planning agencies who are seeking such participation. The Committee's job would be to assure that all the publics are identified and get into the act. Committees could be appointed by Governors, or elected officials at county or city levels. The principal help the Committees will need from the planning entities is small amounts of money for logistic support - maybe we would be asked to pay for a part-time or intermittent citizen organizer of continuous public participation for a particular study - and mostly they would need a cooperative attitude from us. Because from any viewpoint public participation in planning is not just a process - it's an art form and an attitude.

#### Remarks by Mr. Dennis Lundblad - Part II:

Thank you, Syd. I'll add emphasis to some of the points that have been made and press home two or three thoughts that even now, two months after the last workshop, violently burst into my otherwise peaceful dreams.

Start public participation early; seek to budget for it well in advance; plan to include all who are willing; build in clear guidance for participation; strive hard for a cross-section of interests and keep people's interest alive. Plan to spend extra time -- and patience -- to consider and use ideas that people take the time to develop.

As Syd has mentioned a local coordinating body is badly needed not only to accomplish detailed work and good communication but to strive for greater credibility by operating closer and closer to a truly "local public" level.

Involvement of local government must be achieved but total reliance for coordination should not be placed upon these bodies, many of which are severely understaffed.

The participation of governmental agency representatives should not be in such force as to stifle the public although information on agency projects and programs should be readily available as input to the subject at hand.

A problem still not completely resolved is how individuals who are government employees but are participating as citizens can do so and not be regarded as agency representatives. Several such individuals were thwarted during the Puget Sound workshops in attempting to participate using only their own personal objectivity.

An even larger problem found in the workshops was how to seek concensus on various projects and programs being considered in planning. Whether or not to weigh comments and preferences continually arises as a question from planning agencies as well as the public. If weights are not assigned, then the next question is the consideration that should be given to often opposing views. Planners consider this situation as one when both views should be shown along with the consequences of each. However, with the variety of attitudes and preferences available from a broad public cross-section, new methods of treatment are needed. "What are you going to do with all the ideas and comments?" was a common question from workshop participants. I fully hope that this conference will give new imagination and answers to these questions.

Finally, the first step in gaining truly useful participation both from the standpoint of good public relations as well as obtaining valuable information, is to fully educate participants on the purpose and scope of the job at hand. No amount of repeating can ever substitute for a clear and complete set of ground rules at the beginning of the process. That process is called public involvement but it is clearly the obligation of all government to assure that it is INFORMED public involvement.

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13. ABSTRACT

Public demands for a greater role in decisions concerning the use of the nation's natural resources have led planners to the adoption of various methods for public participation in the water resources planning process. This report documents one of the early efforts to involve the public in a comprehensive basin study--the Puget Sound and Adjacent Waters Study in the State of Washington. The study, conducted by a Task Force of the Pacific Northwest River Basins Commission, used as the public participation mechanisms a series of public workshops designed to enable public review of the planning documents and to give local interests an opportunity to recommend changes to the preliminary findings of the Puget Sound Task Force. The report is largely a case study, describing the background of the study and the factors leading to the decision to conduct the workshops, a description of the organization and functioning of the workshops, and an evaluation of their success in meeting the goals for which they were established.

14.

KEY WORDS

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