Strategic Planning Advisory Committee (SPAC)
MEETING PACKET
Wednesday, May 27, 2020
1:00 – 4:00 p.m
Online Meeting: Join via WebEx

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  o Bill Summary (pg. 15 - 16)
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  o Legislative Report Outline (Pg. 22 – 24)
• Revised Strategic Plan Outline (Pg. 25- 28)

WebEx Instructions:

Join Online:
Join meeting
Meeting number: 285 072 802
Password: wallawalla

Join by Phone:
(650) 479-3208
When prompted, enter the Meeting Number (access code): 285 072 802

For any technical issues, please contact Brent Edgar at brent@cascadiaconsulting.com or (206) 449-1172.
AGENDA  
Wednesday, May 27, 2020  
1:00 – 4:00 p.m  
WebEx Meeting  
Remote Meeting—NO In-Person Gathering

Please try to sign into the meeting at 12:45 to allow time to address any technical difficulties. The meeting will start promptly at 1:00 p.m.

<table>
<thead>
<tr>
<th>Time*</th>
<th>Agenda Item (Action items are marked with “!”)</th>
<th>Reference Materials</th>
<th>Presenter(s)</th>
</tr>
</thead>
</table>
| 1:00  | Welcome, Introductions, Review Agenda  
- Welcome  
- Opening remarks  
- Introductions  
- Review agenda  
- Review and approve meeting summary | Agenda  
Draft meeting summary,  
Packet Page Numbers: 2 - 8 | Susan Gulick, Facilitator  
Tom Tebb, Ecology  
Judith Johnson, WWWMP |
| 1:15* | SPAC Operating Procedures  
- Review comments received and revised draft  
- SPAC discussion  
- Adopt operating procedures | Updated SPAC operating procedures  
Packet Page Numbers: 9 - 13 | Susan Gulick, Facilitator  
SPAC Members |
| 1:45* | Overview of Recent Legislation  
- Review legislation and tasks for this biennium.  
- Status and timeline  
- SPAC questions and discussion | Timeline  
2SSB 5352 and Bill Report  
Legislative Report Outline  
Packet Page Numbers: 14 - 24 | Dave Christenson, Ecology  
Chris Hyland, WWWMP |
| 2:30* | 10 MINUTE BREAK |
| 2:40* | Strategic Plan  
- Review comments and revised outline  
- SPAC members’ key issues  
- SPAC discussion | Revised strategic plan outline  
Packet Page Numbers: 25 - 28 | Angela Pietschmann, Cascadia Consulting  
Susan Gulick, Facilitator |
| 4:00* | Working Group Updates  
- Update from the Data, Studies and Monitoring (DSM) Working Group  
- SPAC questions and discussion |  
| |  | Working Group Representative (TBD)  
| | | Susan Gulick, Facilitator |
| 4:10* | Public Comment |  
| |  | Susan Gulick, Facilitator |
| 4:25* | Updates and Next Steps  
- Action items  
- Updates/announcements  
- Upcoming meetings  
  o SPAC, Working Groups |  
| |  | Susan Gulick, Facilitator  
| | | Caroline Burney, Cascadia Consulting |
| 4:00* | Adjourn |

* All times are estimates and subject to change.

Virtual Tools:  
During the SPAC meeting, we'll be using several tools to facilitate discussions and decisions:  
- SPAC members click here: https://docs.google.com/presentation/d/1kl5QCA_GINHHchmSLOpqZwzZOFlhgJHRZtvkxKUCtQ/edit?usp=sharing  
- General Public (non-SPAC) click here: https://docs.google.com/presentation/d/1VxbjUSF_XALWEG8VDU8I3i66QECUkpavjuyI-X-OjZ9k/edit?usp=sharing
**Draft Meeting Summary**  
**Wednesday, May 6, 2020 | 1:00 – 4:00 p.m**  
**Online Only Meeting | Zoom**

**Agenda:**

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<td>Review agenda</td>
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<td>Overview of SPAC</td>
<td>Information, Discussion</td>
<td>Susan Gulick, Facilitator</td>
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<td></td>
<td>Introduce draft SPAC operating procedures</td>
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<td>Members provide comments before next meeting</td>
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<td>2:15*</td>
<td>Strategic Plan Outline</td>
<td>Information, Discussion</td>
<td>Angela Pietschmann, Cascadia Consulting</td>
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<td>Review revised outline</td>
<td>Reference materials:</td>
<td>Susan Gulick, Facilitator</td>
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<td>Draft strategic plan outline</td>
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<td>2:35*</td>
<td>10 MINUTE BREAK</td>
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<td>2:45*</td>
<td>Bi-State Flow Study</td>
<td>Information, Discussion</td>
<td>Chris Hyland, WWWMP</td>
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<td>Briefing on status and content</td>
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<td>Brian Wolcott, WWBWC</td>
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<td>SPAC questions and discussion</td>
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<td>Susan Gulick, Facilitator</td>
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<td>3:30*</td>
<td>Public Comment</td>
<td>Information</td>
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<td>3:45*</td>
<td>Updates and Next Steps</td>
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<td>SPAC, Working Groups</td>
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*All reference materials are available online.

**Welcome, Introductions & Review Agenda**
Tom Tebb, WA Department of Ecology, and Judith Johnson, Walla Walla Watershed Management Partnership, welcomed attendees and expressed their excitement to kick off the strategic planning process.

Susan Gulick, Facilitator, reviewed the meeting ground-rules and led roll call. SPAC members introduced themselves, the agencies they represent, and their vision for the watershed in 2050. See Appendix A for attendance.

**Overview of Strategic Plan Advisory Committee (SPAC)**
Susan reviewed the Strategic Plan Advisory Committee (SPAC) Operating Procedures. The Operating Procedures are intended to cover the SPAC through the strategic plan development process. The Operating Procedures outline the following:

- Key tasks for the SPAC.
- Roles and responsibilities for the SPAC, Working Groups, the Coordinating Committee, the general public, the facilitator, and the consulting team.
- Decision making protocol.

Discussion:

- One attendee noted that there is not representation from Oregon in the Coordinating Committee.
- An attendee asked what the process will be if the SPAC is unable to achieve consensus on a fundamental component of the plan (e.g. Desired Future Conditions) especially given the tight deadlines?
  - The SPAC is charged with making consensus recommendations to the Coordinating Committee. If there is not consensus, the recommendation will not be included.
  - It will be important for the SPAC to work together to reach consensus on the most pressing issues in time for them to be included in the Strategic Plan.
  - The Strategic Plan will also identify those areas that need more/additional work beyond June 2021, which may include issues where additional work is needed to reach consensus.
- An attendee asked when due dates for deliverables including a progress report and final recommendations will be defined?
  - The due dates will be more defined in the next draft of the Operating Procedures. These will be discussed at the May 27 SPAC meeting.

Next Steps

- Review the Operating Procedures and send any comments to Susan Gulick at susan@soundresolutions.com by May 20.
- The SPAC will discuss the Operating Procedures in more detail at next SPAC meeting on May 27.

Overview of Proposed Working Group Process

Gretchen Muller, Cascadia Consulting Group, reviewed the proposed Working Group (WG) process, including key tasks and phasing. See Working Group Role and Structure for more details.

The Consulting Team envisions the WGs as playing a critical role in building the strategic plan by bringing forward relevant information and research for discussion. Additionally, the WGs will help formulate draft recommendations for SPAC consideration.

To guide the WG discussions, the Consulting Team will develop homework that asks for key information around the topic areas listed in the table below. The Consulting Team anticipates adding to the list of topics throughout the WG process.

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1 While this was not stated at the meeting, the reason Oregon is not on the Coordinating Committee is because the Coordinating Committee consists of the entities that are discussing the WA State Legislative RCW 90.92 requirements, which includes other elements beyond the strategic plan. Oregon is heavily involved by serving on the SPAC, WGs, USGS groundwater study, Bi-State Flow Study, Tri-Sovereign group and is considered a key partner in the strategic planning process.
The WGs will take a phased approach by convening three Working Groups now, and three later in the year. The Working Groups that will meet in Phase 1 include:

- Data, Studies, and Monitoring: 2nd and 4th Tuesdays of the month from 1 – 3 pm.
  - First meeting was held on May 12th from 1 – 3 pm.
- Water Supply Needs: First meeting will be June 3rd from 1 – 3 pm.
- Ecological Function: First meeting will be June 9th from 1 – 3 pm.

The Phase 2 WGs include Administrative, Land Use, and Implementation. These WGs will begin meeting later in summer.

Discussion:
- Susan reminded SPAC members that they are expected to participate in at least one WG.
- Attendees asked whether they can join WGs as the conversations evolve?
  - Yes. The Consulting Team envisions that participation in the WGs will change as needed.
- An attendee asked whether there are limits to the size of the WGs?
  - There are no limits to the number of participants in the WGs, however the Consulting Team anticipates that there may be some adaptive management along the way to split or reorganize the WGs depending on the conversation.
- An attendee asked whether a water law and policy WG was considered as many of the challenges with surface water and groundwater in the basin will require water law and policy expertise.
  - Water law and policy will be included in the Administrative WG.
- An attendee asked whether the WGs will be tasked with identifying components of the long-term vision for the Basin?
  - Yes. The WGs will discuss and clarify Desired Future Conditions.

Next Steps:
- To sign up for a WG, please complete this form.

Strategic Plan Outline
Angela Pietschmann, Cascadia Consulting Group, provided an overview of the revised Strategic Plan outline.

The revised outline has a few key differences from the draft presented at the March 31 meeting, including a reorganization to align the outline content with the structure and phasing with the WGs. The idea is that as content is ready, it can be plugged into the Plan so that the Strategic Plan and WGs can move in parallel.

Discussion:
• One attendee noted that in the previous version, each issue area had its own section. This meant that if readers were interested in one key section, they could go directly to that section.
  o The edits were made to avoid being repetitive and think about all the water users in the Basin. Focusing on instream and out of stream uses helped to articulate potential strategies. The issue areas can be addressed in either the Executive Summary or the Appendices.

Next steps:
• Send comments or questions on the Strategic Plan outline to Angela at angela@cascadiaconsulting.com by May 20.

SPAC Process Discussion
Susan invited attendees to share any thoughts or comments related to the SPAC process to date:
  • Tom Tebb reminded attendees that the process is going to move really fast and that it will be important for SPAC members to speak up so that their values are represented in the Strategic Plan.
  • Attendees expressed support for the phased WG approach and shared that it will be important to identify WG leads since there will be lots of work for these WGs to take on.
  • Attendees recommended that there’s a well-defined pathway for the work to flow from the WGs to the SPAC.
  • Susan shared that she has spoken to every SPAC member and that there are key themes that will be woven into the discussions moving forward, including a common interest in forging a future that includes all of the interests.

Bi-State Flow Study
Chris Hyland, Walla Walla Watershed Management Partnership (WWWMP), presented information on the Bi-State Flow Enhancement Study (slides begin on Slide 22) along with Brian Wolcott, Chris Marks, and Scott Tarbutton. For more details, the full report is available here.

The Walla Walla Basin Integrated Flow Enhancement Study is being led by the WWWMP and the Walla Walla Basin Watershed Council (WWBWC) with a focus on enhancing flows in the mainstem of the Walla Walla River. The study began in 2014 and will wrap up in 2021.

The Bi-State Flow Enhancement Study seeks to identify and evaluate strategies to increase stream flows in the Walla Walla River. More specifically, the study seeks to:
  • Improve stream flows to support harvestable populations of native fish species
  • Ensure no net loss for water right holders leaving all, or a portion, of their Walla Walla River and tributary water rights in stream for fish
  • Identify and prioritize actions to achieve stream flow targets
  • Complete feasibility analyses of actions
  • Complete initial engineering designs of high priority actions
  • Identify how to solve the cross-boundary flow protection dilemma
  • If funds allow, will implement one or more actions

The Study is assessing two potential anchor projects to enhance stream flows:
  1. Pine Creek Reservoir Feasibility Study:
     • Concept: Water would be diverted from November to end of March from Cemetery Bridge Diversion in Milton-Freewater to a storage reservoir. Water could be withdrawn from the reservoir for irrigation starting April 1, so that water would not be withdrawn from the mainstem.
     • Costs:
       • Construction: $350 million
       • O&M: $1 million/ year
     • Update: The landowner at the upper Pine Creek location is not supportive of the project so exploring feasibility to a smaller site downstream.
  2. Pump Exchange System- Columbia River:
     • Concept: Pump water out of the Columbia River and deliver to irrigators. The piping and pump size would decrease as you move upstream so as not to create additional withdrawals on the Columbia River and reduce costs.
     • Costs:
       • Construction: $250 million
       • O&M: $2.5 million/year (primarily electricity)
     • Updates:
       • Some irrigators with orchards have expressed concerns with the water quality.
       • The pump exchange is cheaper to build than a large reservoir but there are high O&M costs to pump water upstream.
Discussion:
- An attendee asked whether there’s been any investigation into possible dam sites in the Touchet basin?
  - There are several issues with siting a dam in the Touchet including quantity of water available, pristine habitat in the upper basin, a tribal hatchery on the south fork of the Touchet, and water temperature issues.
  - There may be opportunities for off-channel reservoirs in the Touchet Basin.
- Brian Wolcott added that the study is also looking at smaller projects to try to reduce costs such as water efficiency projects, source exchanges, and pump loops.
  - For example, they have been working with three irrigation districts who have been contributing instream flows through water efficiency projects.
- An attendee asked whether the Walla Walla Water 2050 Strategic Plan is required to include the Bi-State Flow Enhancement Study?
  - The goal is to integrate the Bi-State Flow Enhancement Study into the Strategic Plan as we go into the environmental review for the selected strategies. The legislation requires a programmatic EIS, so it would be beneficial to roll both projects into one EIS.
  - While it is not required, it will be beneficial for both projects to coordinate efforts.

Public Comment
- Scott Tarbutton, WA Department of Ecology reminded attendees to add information to the Resource Library.
  - This is designed to be a library for links to partner sites, documents, and reports.
  - This will be a helpful tool as we start the WGs.
- An attendee asked whether there’s a proposed mechanism for WGs to access the most current data?
  - The WGs will work on adding information to the Resource Library so that data is accessible to all WGs.
- One attendee asked whether there’s any factor for groundwater recharge?
  - USGS, in coordination with WA Department of Ecology, OWRD, and CTUIR, is doing a full hydrogeologic assessment of the basin to understand how water comes in and goes out. This study is also exploring what additional recharge could happen through deep aquifer storage and managed aquifer storage for shallow aquifers.
- Public comments may be submitted online. Anyone may submit comments at this link throughout this process.

Updates and announcements:
- Action Items:
  - Submit comments on Operating Procedures to Susan Gulick at susan@soundresolutions.com by Wednesday, May 20.
  - Submit initial comments/questions on strategic plan outline to Angela Pietschmann at angela@cascadiaconsulting.com by Wednesday, May 20.
- Upcoming meetings:
  - SPAC: May 27 from 1-3 pm via Zoom.
  - WGs:
    - Data, Studies, and Monitoring: May 12 from 1-3 pm via Zoom.
    - Water Supply Needs: June 3 from 1 – 3 pm via Zoom.
    - Ecological Function: June 9 from 1 – 3 pm via Zoom.
## Appendix A. Attendance

**SPAC Members in Attendance:**

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<td>Adams, Susan</td>
<td>WWT</td>
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<td>Bambrick, Dale</td>
<td>NMFS, NOAA</td>
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<td>Boen, Cindy</td>
<td>USACE</td>
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<td>Byerley, Annie</td>
<td>WA Irrigation at-large</td>
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<td>Johnson, Judith</td>
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<td>Kilmer, Teresa</td>
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<td>CTUIR</td>
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<td>Patten, Steven</td>
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<td>Perkins, Ralph</td>
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<td>Talbott, Mike</td>
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<td>Tebb, Tom</td>
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**SPAC Members Not in Attendance:**

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**Other Attendees:**

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<td>Allen, Bill</td>
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<td>Foltz, John</td>
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<td>DOH Office of Drinking Water</td>
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<td>Haller, Dan</td>
<td>Aspect Consulting</td>
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**Name** | **Affiliation**
---|---
Hatch, Audrey | OWEB
Herbert, Linda | Blue Mountain Land Trust
Howard, Chris | 
Huesby, Joel E | Huesby Farms, LLC
Hyland, Chris | WWWMP
Jeanne | 
Knowles, Shareen | Little River Group
Kohl, Jonathan | WDFW
LaMarche, Jon | OWRD
Lancaster, Ryan | Ecology
LeValley, Chloe | Walla Walla Union-Bulletin
Lockwood, Ethan | WWTC
Muller, Gretchen | Cascadia Consulting
Nelson, Steve | RH2
Neve, Bill | Water Right Solutions
Nicholson, Frank | City of Walla Walla
Parodi, D | 
Pietzschmann, Angela | Cascadia Consulting
Poppleton, Tim | Ecology
Recer, Yancey | Ecology
Reynecke, Brandy | Ecology
Ribellia, Kristina | Western Water Market
Richartz, Saundra | Senate Republican Caucus
Schirman, Roland | 
Schmidt, Lynn | Ecology
Scribner, Tom | City of Walla Walla
Short, Jaime | Ecology
Sikes, Jeremy | Ecology
Small, Rick | 
Stephens, Jennifer | Ecology
Tarbutton, Scott | Ecology
Thurston, Sean | 
Valentine, Rick | Consultant
Warren, Bill | 
Warriner, John | Aspect Consulting
Wiles, Jeff | USGS
Wolcott, Brian | Walla Walla Basin Watershed Council
(360) 870-5294 | 
(509) 301-7478 | 
(509) 480-9514 | 
(509) 527-4537 | 
(509) 844-1193 | 
(541) 786-8953 | 

(253) 843-5705
Operating Procedures
Walla Walla Water 2050 Strategic Plan Advisory Committee

1. Purpose and Charge for the Strategic Plan Advisory Committee (SPAC)

In 2019, the legislature directed the Department of Ecology (Ecology) and the Walla Walla Watershed Management Partnership (Partnership) to collaborate in the development of a thirty-year integrated water resource management strategic plan (RCW 90.92.050 (2) (c)). In order to develop a strategic plan that draws on local knowledge and reflects local priorities, Ecology and the Partnership agreed, along with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), to create a Strategic Plan Advisory Committee (SPAC) to help shape this strategic plan. These operating procedures will guide the work of the SPAC.

The top priority for the SPAC is to provide consensus recommendations for the strategic plan. These recommendations will be provided to Ecology, the Partnership and the CTUIR. The SPAC may be asked for recommendations on additional items if feasible; however, the recommendations for the strategic plan will remain the highest priority.

2. SPAC Tasks

2.1. Overview
The SPAC will be a representative stakeholder group of the Walla Walla Watershed. However, other stakeholders will also have opportunities for input into the strategic plan through participation in Working Groups and in stakeholder workshops.

2.2. Milestones/Deadlines
   2.2.1. Final recommendations must be completed by May 31, 2021 unless an extension is authorized by Ecology.

2.3. Recommendations
   2.3.1. The SPAC is charged with developing science-based recommendations for the strategic plan that will address the diverse water resource challenges of the basin.
   2.3.2. Recommendations should include prioritized short-term and long-term actions.
   2.3.3. Recommendations should clearly state who is responsible for completing each action.

3. Roles and Responsibilities

3.1. SPAC Members
3.1.1. The SPAC is comprised of a diverse membership. SPAC members should consider diverse perspectives and work to find common ground. The full list of members can be found on the Walla Walla Water 2050 Website: SPAC Roster.

3.1.2. Each SPAC member may identify one alternate. Either the member or the alternate may sit at the table for SPAC meetings, but not both.

3.1.3. SPAC members will:
   3.1.3.1. Actively participate in all SPAC meetings. Consistency in attendance is important. Remote participation will be allowed.
   3.1.3.2. Work between meetings to educate themselves on issues. Members accept the responsibility to come to meetings prepared for the discussion.
   3.1.3.3. Actively participate in at least one Working Group.
   3.1.3.4. Work cooperatively with each other, the facilitator, and staff to accomplish the purpose of the SPAC (see section 1)
   3.1.3.5. Keep other members of your interest group informed of SPAC efforts, solicit input on issues discussed, and share this input with the SPAC.
   3.1.3.6. Work to build partnerships, connections and enthusiasm for long-term commitment to watershed health and recovery
   3.1.3.7. Follow the discussion Ground Rules included in Appendix A.

3.1.4. Ecology and the Partnership will have representatives at SPAC meetings who will sit at the table and fully engage in meetings but will not participate in decision-making.

3.2. Working Groups
   3.2.1. Working Groups will support the work of the SPAC.
   3.2.2. Working Groups will provide information requested by the consulting team which will be the basis for the strategic plan.
   3.2.3. Working Groups will assist in SPAC development by identifying, researching, and analyzing potential actions and formulating draft recommendations for consideration by the SPAC.
   3.2.4. Working Groups will be provided with specific assignments to provide information to the Strategic Plan.
   3.2.5. The Department of Ecology or a representative from another state agency will participate in each Working Group.
   3.2.6. Partnership staff or members will participate in each Working Group as feasible.
   3.2.7. Each Working Group will identify leads who will be the primary people to communicate with Working Group members and lead the effort to provide completed assignments to the consulting team. A lead will also be expected to attend SPAC meetings to report on progress and challenges.
   3.2.8. Members of the consulting team will attend some but not all Working Group meetings.

3.3. Coordinating Committee
   The legislation requires the Partnership to collaborate with Ecology to prepare the strategic plan. Ecology and the Partnership have invited the CTUIR into that collaboration. These three entities will form a Coordinating Committee to guide the work of the SPAC. The SPAC’s final recommendations will be presented to this Coordinating Committee.

   The Coordinating Committee will:
   3.3.1. Support and guide the work of the SPAC.
   3.3.2. Serve as a link between the consulting team and the SPAC.
   3.3.3. Review and provide feedback on draft materials prepared for the SPAC and Working Groups.
3.4. Observers/Public Comment

3.4.1. Meetings of the SPAC will be open to the public.
3.4.2. At each meeting, a public comment period will allow observers to offer comments related to issues at hand, subject to time limits stated on the agenda. During the public comment period, SPAC members will listen, and comments will be recorded. There will not be discussion.
3.4.3. Written public comments may be submitted online (WWW.2050.Online Comments) or provided to SPAC staff or members of the consulting team at any SPAC meeting.
3.4.4. Working Group meetings are open to the public but will not include formal public comment opportunities.

3.5. Facilitator

The facilitator is an impartial individual who guides the process and facilitates meetings. The facilitator will:
3.5.1. Keep the group focused on the agreed-upon agenda.
3.5.2. Suggest alternative methods and procedures to move forward when necessary.
3.5.3. Encourage participation by all SPAC members.
3.5.4. Halt or redirect dialogue that is disrespectful, off-topic, or dominating the conversation so that others are not able to effectively participate.
3.5.5. Ensure that SPAC members and other meeting participants adhere to the ground rules found in Appendix A.
3.5.6. Prepare clear and concise summaries of each meeting.

3.6. Consulting Team

The Strategic Plan Consulting Team will support the SPAC and Working Groups by:
3.6.1. Consistently communicating with SPAC and Working Group members about upcoming meetings and Strategic Plan development next steps.
3.6.2. Providing logistical and facilitation support for all SPAC meetings.
3.6.3. Providing logistical and facilitation support for Working Group meetings, as budget allows.
3.6.5. Compiling working group input into draft recommendation language for SPAC consideration.
3.6.6. Drafting Strategic Plan for SPAC review.

4. Decision Making

4.1. Quorum: A minimum of 8 SPAC members is necessary to constitute a quorum. A quorum is necessary for the SPAC to make decisions or recommendations. If a quorum is not present, the meeting may continue with no actions being taken.
4.2. Committee members shall abstain from decisions if they have a vested personal financial interest in the matter.
4.3. The SPAC will use consensus-based decision-making and will not rely on parliamentary procedure.
4.4. The SPAC will make all decisions with full consensus.¹ The levels of consensus include:

¹ Definition of Consensus: Consensus is a group process where the input of everyone is carefully considered and an outcome is crafted that best meets the needs of the group as a whole. The root of consensus is the word consent, which means to give permission to. When members consent to a decision, they are giving permission to the group to go ahead with the decision. Some members may disagree with all
• I can say an unqualified "yes"!
• I can accept the decision.
• I can live with the decision.
• I do not fully agree with the decision; however, I will not block it.

4.5. If any member does not consent to a decision with one of these levels of consensus, the action will not go forward. Further discussion will be encouraged to resolve disagreements and reach consensus.

4.6. The facilitator will ask for decisions to made using the following process
• Thumbs up – approval
• Thumbs sideways – (accept, can live with, will not object)
• Thumbs down – disapproval/blocking consensus
• Five fingers – abstain

4.7. The meeting summary will record decisions. When members make statements about their decision, the meeting summary will document the statements.

4.8. The member or the designated alternate must be present to participate in decisions, although remote participation will be allowed. Proxies will not be permitted.

or part of the decision, but based on listening to everyone else’s input, all members agree to let the decision go forward because the decision is the best one the entire group can achieve at the current time.
Appendix A

DISCUSSION GROUND RULES for SPAC Meetings

*Only SPAC members may speak during the meeting. Other participants may speak during public comment.*

*All participants at SPAC Meetings agree to:*

1. **Be Respectful**
   - Listen when others are speaking.
   - Do not interrupt and do not participate in side conversations.
   - One person speaks at a time.
   - Recognize the legitimacy of the concerns and interests of others, whether or not you agree with them.
   - Cooperate with the facilitator to ensure that everyone is given equitable time to state their views.
   - Present your views succinctly and try not to repeat or rephrase what others have already said.
   - Silence cell phones and refrain from using laptops during the meeting, except to take notes.

2. **Be Constructive**
   - Participate in the spirit of giving the same priority to solving the problems of others as you do to solving your own problems.
   - Share comments that are solution focused.
   - Avoid repeating past discussions.
   - Ask for clarification if you are uncertain of what another person is saying.

3. **Be Productive**
   - Adhere to the agenda.
   - Ask questions rather than make assumptions.
   - Respect time constraints and focus on the topic being discussed.

4. **Bring a Sense of Humor and Have Fun.**
<table>
<thead>
<tr>
<th>Date</th>
<th>Task</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fall 2019</td>
<td>WWW 2050 Process initiated</td>
</tr>
<tr>
<td>February 2020</td>
<td>Report to the Legislature initiated</td>
</tr>
<tr>
<td>May 2020</td>
<td>Performance and Financial Audit completed</td>
</tr>
<tr>
<td>November 1, 2020</td>
<td>Submit report to the legislature with recommendations for future of strategic planning in Walla Walla Basin</td>
</tr>
<tr>
<td>November 30 – December 2, 2020</td>
<td>Legislative Assembly Days (likely to be requested to present report findings)</td>
</tr>
<tr>
<td>January 11, 2021</td>
<td>2021 Legislative session begins</td>
</tr>
<tr>
<td>June 30, 2021</td>
<td>Strategic Plan Due</td>
</tr>
<tr>
<td>June 30, 2021</td>
<td>Expiration of pilot project authorized in chapter 90.92 RCW (unless extended by legislature)</td>
</tr>
</tbody>
</table>

**Other requirements in the legislation, to be completed by 6/30/2021**

- WWWMP will continue working on the Walla Walla basin flow enhancement Study
- WWWMP will collaborate in the development of a 30-year strategic plan and EIS, and explore interstate agreements
- WWWMP to coordinate with Ecology on any funding requests
**Synopsis as Enacted**

**Brief Description:** Concerning the Walla Walla watershed management pilot program.

**Sponsors:** Senate Committee on Ways & Means (originally sponsored by Senators Walsh, Warnick, McCoy, Kuderer, Van De Wege and Hasegawa).

**Senate Committee on Agriculture, Water, Natural Resources & Parks**
**Senate Committee on Ways & Means**
**House Committee on Rural Development, Agriculture, & Natural Resources**
**House Committee on Appropriations**

**Background:** Legislation passed in 2009 created the Walla Walla Pilot Local Water Management Program. The local water management board was created, with representatives drawn from city and county government, federally recognized Indian tribes, conservation districts, and water rights holders. The board is authorized, among other duties, to assume the role of the local watershed planning unit, to administer the local water plan process, to manage banked water, to acquire water rights, and enter into agreements with water rights holders to not divert water becoming available from local water plans and water banking activities.

The board must produce a water plan for the Walla Walla watershed. The water plan may be effective for a term of one to ten years. The plan must address, among other things, a determination of the baseline water use for all water rights in the basin, options for reducing total water use from the baseline, a set of practices providing flexibility in water use, and an estimate of the amount of water that would remain instream for fish.

The pilot program legislation authorized the board to establish a water bank in which surface and groundwater right holders may deposit their water rights on a permanent or temporary basis. The board may manage those water rights to mitigate for impairment to instream flows and other existing water rights.


**Summary:** The expiration date for the Walla Walla Pilot Local Water Management Program is extended from June 30, 2019, to June 30, 2021. During the transition period between July 1, 2019, and June 30, 2021, the board must accomplish the following tasks:

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*This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not a part of the legislation nor does it constitute a statement of legislative intent.*
participate with Department of Ecology to complete performance and financial audits of the Walla Walla Pilot Local Water Management Program's performance over the course of its existence by the deadline of June 30, 2020;

continue to work with Ecology, with the Confederated Tribes of the Umatilla Indian Reservation, and with other participants to advance the Walla Walla basin flow enhancement study;

collaborate with Ecology to prepare a 30-year integrated water resource management strategic plan, which must incorporate the findings and recommendations from the financial and performance audits;

develop with Ecology a report to the Legislature recommending the scope and scale of an integrated water resource management strategic plan to achieve the outcomes of improved and sustainable flows for fish, adequate water supplies for agricultural, municipal, and domestic water users, and improved habitat and floodplain functionality in the Walla Walla watershed; and

coordinate with the Office of the Columbia River to request funding to complete tasks required during the transition period.

The board, in collaboration with Ecology, must provide its report on the above tasks to the Legislature by November 1, 2020.

**Votes on Final Passage:**

- Senate 48 0
- House 96 0

**Effective:** June 30, 2019
CERTIFICATION OF ENROLLMENT

SECOND SUBSTITUTE SENATE BILL 5352

Chapter 78, Laws of 2019

66th Legislature
2019 Regular Session

WALLA WALLA WATERSHED MANAGEMENT--PILOT PROGRAM

EFFECTIVE DATE: June 30, 2019

Passed by the Senate March 5, 2019
Yeas 48  Nays 0

KAREN KEISER
President of the Senate

Passed by the House April 11, 2019
Yeas 96  Nays 0

FRANK CHOPP
Speaker of the House of Representatives

JAY INSLEE
Governor of the State of Washington

CERTIFICATE

I, Brad Hendrickson, Secretary of the Senate of the State of Washington, do hereby certify that the attached is SECOND SUBSTITUTE SENATE BILL 5352 as passed by Senate and the House of Representatives on the dates hereon set forth.

BRAD HENDRICKSON
Secretary

FILED
April 22, 2019

Secretary of State
State of Washington
AN ACT Relating to the Walla Walla watershed management pilot program; amending RCW 90.92.010, 90.92.050, and 90.92.060; amending 2009 c 183 s 20 (uncodified); providing an effective date; providing an expiration date; and declaring an emergency.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

Sec. 1. RCW 90.92.010 and 2009 c 183 s 1 are each amended to read as follows:

The legislature finds that (the Walla Walla watershed community faces substantial challenges in planning for future water use and meeting the needs of fish, farms, and people. The legislature further finds that the participants in the Walla Walla watershed planning group have demonstrated exceptional cooperation in developing an innovative water management concept that enhances flexibility in water use while protecting ecological functions)) participants in the Walla Walla watershed pilot program have demonstrated exceptional cooperation in developing and implementing an innovative water management concept that enhances flexibility in water use since convening in 2009. The legislature further finds that the existing authorities and structure of the pilot program must evolve to meet the growing water resource demands in the Walla Walla watershed and to protect and enhance ecological functions. As the next step in the
process, the legislature intends to extend the Walla Walla pilot program through June 30, 2021, to allow the pilot to perform internal and external evaluations, build upon previous pilot program efforts, continue Walla Walla river flow enhancement technical work, and restructure this chapter to develop a thirty-year integrated water resource management strategic plan. The legislature ((also)) continues to recognize((e)) the significant contribution of former state representative William Grant's leadership in the creation of a Walla Walla pilot design to authorize local water management activity.

Sec. 2. RCW 90.92.050 and 2009 c 183 s 5 are each amended to read as follows:

(1) The board has the following authority, duties, and responsibilities:
   (a) Assume the duties, responsibilities, and all current activities of the watershed planning unit and the initiating governments authorized in RCW 90.82.040;
   (b) Develop strategic actions for the planning area by building on the watershed plan;
   (c) Adopt and revise criteria, guidance, and processes to effectuate the purpose of this chapter;
   (d) Administer the local water plan process;
   (e) Oversee local water plan implementation;
   (f) Manage banked water as authorized under this chapter;
   (g) Acquire water rights by donation, purchase, or lease;
   (h) Participate in local, state, tribal, federal, and multistate basin water planning initiatives and programs; and
   (i) Enter into agreements with water rights holders to not divert water that becomes available as a result of local water plans, water banking activities, or other programs and projects endorsed by the board and the department.

(2) During the transition period of July 1, 2019, to June 30, 2021, the board shall:
   (a) Participate with the department to complete, by June 30, 2020, a performance audit conducted by the state auditor's office within existing resources, and a financial audit funded with existing department resources, to evaluate the Walla Walla pilot program since 2008 and to incorporate audit findings and recommendations into a thirty-year integrated water resource management strategy;
(b) Continue working with the department, the Confederated Tribes of the Umatilla Indian Reservation, and other participants to advance the Walla Walla basin flow enhancement study and its recommendation, including any necessary environmental reviews for near-term actions;

(c) Collaborate with the department in the development of a thirty-year integrated water resource management strategic plan, including a draft and final programmatic environmental impact statement, and explore interstate agreements to maximize integrated water resource management;

(d) By November 1, 2020, jointly develop with the department a report to the legislature recommending the scope and scale of an integrated water resource management strategic plan, including a funding approach and organization structure, to achieve the desired outcome of improved and sustainable flows for fish, adequate water supplies for agriculture, municipal, and domestic water users, and improved habitat and floodplain functionality in the Walla Walla watershed; and

(e) Coordinate with the department's office of Columbia river to request funding to complete tasks required during the transition period.

(3) The board may acquire, purchase, hold, lease, manage, occupy, and sell real and personal property, including water rights, or any interest in water rights, enter into and perform all necessary contracts, appoint and employ necessary agents and employees, including an executive director and fix their compensation, employ contractors including contracts for professional services, and do all lawful acts required and expedient to carry out the purposes of this chapter.

(4) The board constitutes an independently funded entity, and may provide for its own funding as determined by the board. The board may solicit and accept grants, loans, and donations and may adopt fees for services it provides. The board may not impose taxes or acquire property, including water rights, by the exercise of eminent domain. The board may distribute available funds as grants or loans to local water plans or other water initiatives and projects that will further the goals of the board.

(5) The ability of the board to fully meet its duties under this chapter is dependent on the level of funding available to the board. If sufficient funding is not available to the board to carry out its duties, the board may, in consultation with the
department, establish a plan that determines and sets priorities for implementation of the board's duties.

((5)) (6) The board, and its members and staff, acting in their official capacities, are immune from liability and are not subject to any cause of action or claim for damages arising from acts or omissions engaged in under this chapter.

((6)) (7) Upon the creation of the board, and for the duration of the board, the existing planning unit for the planning area, established under RCW 90.82.040, is dissolved and all assets, funds, files, planning documents, pending plans and grant applications, and other current activities of the planning unit are transferred to the board.

Sec. 3. RCW 90.92.060 and 2009 c 183 s 6 are each amended to read as follows:

The board, in collaboration with the department, must provide a written report to the legislature by ((December 1, 2012, December 1, 2015, and December 1, 2018. The report must summarize the actions, funding, and accomplishments of the board in the previous three years, and submit recommendations for improvement of the local water plan process. The 2018 report must also contain recommendations on the future of the board)) November 1, 2020, as described in RCW 90.92.050.

Sec. 4. 2009 c 183 s 20 (uncodified) is amended to read as follows:

This act expires June 30, ((2019)) 2021.

NEW SECTION. Sec. 5. This act is necessary for the immediate preservation of the public peace, health, or safety, or support of the state government and its existing public institutions, and takes effect June 30, 2019.

Passed by the Senate March 5, 2019.
Passed by the House April 11, 2019.
Approved by the Governor April 19, 2019.
Filed in Office of Secretary of State April 22, 2019.

--- END ---
Executive Summary

To be completed after the draft of the report is completed.

Introduction/Background

(1) Background on Walla Walla Watershed
(2) Background on Walla Walla collaborative planning
(3) Original legislation
(4) 2019 legislation
   (a) Overview/description of 2SSB 5352
   (b) Plan implementation will achieve these outcomes (per statute)
      (i) Improved and sustainable flows for fish
      (ii) Adequate water supplies for agriculture, municipal, and domestic water users
      (iii) Improved habitat
      (iv) Improved floodplain functionality

Process/stakeholder involvement

(1) WWMP meetings and stakeholder outreach
(2) WWW 2050 Process
   (a) Overview of process that started in the fall
   (b) Other actions taken
   (c) Timeline to complete the WWW 2050 Strategic Plan

Existing Structure and Activity
(1) Description of Partnership Activity Areas
   (a) Acquisition of water
   (b) Local watershed plans
   (c) Mitigation of permit exempt wells
   (d) Water bank
   (e) Education
   (f) Diversion reduction agreements

(2) Bi-state flow study

(3) Oregon-Washington-Umatilla meetings and interstate water management issues

(4) Performance audit report

(5) Financial audit report

Legislative Report Recommendations

(1) Scope and scale of an integrated water resource management strategic plan
   (a) Tributary and mainstem issues and recommended scope and scale for best approach
   (b) Challenges of managing the basin across state lines
   (c) Initial goals and outcomes identified to date to be refined in WWW 2050 process

(2) Funding approach
   (a) Overview of options: WA State funding, OR State funding, outside grants, fees
   (b) Review each option, including realistic assessment of challenges and opportunities
   (c) Initial recommendations, including next steps

(3) Organization structure
   (a) Options considered during WWW 2050 process
   (b) Initial recommendations including next steps
## DRAFT Schedule for Legislative Report

<table>
<thead>
<tr>
<th>Date</th>
<th>Task</th>
</tr>
</thead>
<tbody>
<tr>
<td>2/4/2020</td>
<td>&quot;Kick off&quot; meeting. Initiate discussions between Ecology and WWWMP board on scope, content, and process to develop required legislative report collaboratively</td>
</tr>
<tr>
<td>February-March</td>
<td>Discuss and finalize scope and review process for legislative report</td>
</tr>
<tr>
<td>April 7</td>
<td>WWWMP approve final outline for legislative report; start drafting</td>
</tr>
<tr>
<td>April-May</td>
<td>Develop first draft of legislative report (roughly 60 days)</td>
</tr>
<tr>
<td>June 2nd WWWMP Mtg.</td>
<td>First draft of legislative report presented to WWMP Board</td>
</tr>
<tr>
<td>June-July</td>
<td>Review period (roughly 60 days)</td>
</tr>
<tr>
<td>August 4th WWWMP Mtg</td>
<td>WWWMP Board provides comments on 1st Draft Report</td>
</tr>
<tr>
<td>August</td>
<td>Incorporate changes (3 weeks)</td>
</tr>
<tr>
<td>Late August</td>
<td>Final Draft Report due</td>
</tr>
<tr>
<td>September 8th</td>
<td>Final Draft Report discussed at WWWMP regular board meeting</td>
</tr>
<tr>
<td></td>
<td>Final Draft Submitted to Ecology Governmental Relations for Review</td>
</tr>
<tr>
<td>September</td>
<td>Review period (roughly 45 days)</td>
</tr>
<tr>
<td>October 6, 2020</td>
<td>WWWMP Board and Ecology Governmental Relations provides comments on Final Draft Report</td>
</tr>
<tr>
<td>October 6-20 (roughly)</td>
<td>Incorporate final changes (2 weeks)</td>
</tr>
<tr>
<td>Late-October</td>
<td>Approval by WWWMP Board (special meeting) and by Ecology</td>
</tr>
<tr>
<td>November 1, 2020</td>
<td>Submit report to legislature</td>
</tr>
</tbody>
</table>

**BOLD** Indicates in person meeting attended by Ecology Staff Lead (Dave Christensen)

Misc notes: issue papers need to be developed in April for presentation in May for their consideration and input and feedback.
1. Executive Summary

1.1 Vision for the Watershed

1.2 Key Takeaways of Strategic Plan

2. Introduction

2.1 Purpose
  - Overview of the problem the plan is trying to address

2.2 Goals and Objectives
  - What do we hope to accomplish through development of this plan?

  The intentions of this plan are to: (1) develop a long-term holistic watershed and water resource management strategy that balances instream and out of stream uses to ensure enough water for fish, farms, and people; (2) identify and prioritize the projects, initiatives, and/or programs needed to address challenges/achieve the long-term vision for watershed; (3) develop an organizational structure that improves accountability; (4) achieve clarity around legal framework and regulatory scheme, including bi-state coordination (i.e., how do we manage water rights during shortages); and (5) obtain adequate/dedicated funding. Each of these elements will be described in the chapters that follow this introduction.

2.3 Plan Authority & Scope
  - Plan authority (federal, OR, WA = brief summary of SB 5352)
  - Scope and scale of this plan

2.4 Plan Development Process
  - Description of collaborative/consensus-driven stakeholder process
  - Highlight bi-state nature of the plan
  - Summary of key stakeholder groups and sovereigns that participated

3. Watershed Overview

3.1 Local Context
  - General description of the basin, sub-basins, hydrology/hydrogeology, and ecosystem function
  - General description of aquatic and riparian ecology with species of concern
  - Overview of water use
    - Surface water
    - Ground water
    - Existing water storage
    - Water delivery infrastructure
    - Municipal
    - Agriculture irrigation
    - Recreation, tourism, quality of life
  - Population growth projections for the region
  - Climate change projections for the region
  - Projected impacts of changing land use, ag demand, and crop conversion
3.2 History & Accomplishments

- Hydrogeologic history of Walla Walla River
- Cultural history – who lives/has lived and works/has worked in this watershed (including tribal history)
- Significant lawsuits and adjudications (including a summary of how these lawsuits have impacted the regulation of water use in the basin by WA and OR)
- Previous activities (including a summary of the Mill Creek and Bennington Lake operations by the USACE).
- Recent studies (note there are many water quality related studies within the basin (i.e. TMDLs))
- Accomplishments

4. Current Conditions

Describe current surface/groundwater supply condition and uses; identify existing plans, programs, and activities related to water managements; summarized current legal and management issues.

4.1 Instream Water Demands

- Fish and wildlife (include status of ESA-listed species)
- Aquatic habitat, floodplain, and shallow groundwater/aquifers
- Channel morphology/natural system needs
- Water quality
- Recreation, tourism, and quality of life

4.2 Out of Stream Water Demands

- Municipal
- Rural-Domestic
- Commercial / Industrial
- Agriculture

4.3 Land Use and Cover

- Upland management, dryland agriculture and forests
- Urban planning and zoning
- Rural planning and zoning
- Riparian corridors and adjacent land status

5. Desired Future Conditions

5.1 Forecasted/Projected Future Conditions

Summarize projected future conditions if no action is taken

- Economic
- Human population growth
- Climate change
- Changes in land use, ag demand, and crop conversion
- ESA-listed species

5.2 Uncertainties and Assumptions

How confident are we in these projections/assumptions? How likely are these events to happen? Explicitly lay out any significant assumptions and/or uncertainties that would
influence whether desired future conditions could be achieved through the recommended strategies.

5.3 Desired Future Conditions: Instream Water Demands

- Fish and wildlife
- Aquatic habitat, floodplain, and shallow groundwater/aquifers
- Water quality
- Channel morphology/natural system needs (rivers/creeks need water, structure (morphology), sediment, and soil/vegetation for good-functioning habitat)
- Recreation, tourism, and quality of life

5.4 Desired Future Conditions: Out of Stream Water Demands

- Municipal
- Rural-Domestic
- Commercial / Industrial
- Agriculture

5.5 Desired Future Conditions: Land Use and Cover

- Upland management, dryland agriculture and forests
- Urban planning and zoning
- Rural planning and zoning
- Riparian corridors and adjacent land status

6. Recommended Strategies

Each project should be evaluated against a determined set of criteria (e.g., effectiveness, cost, priority, near/long term, feasibility, implementation timeline, etc.). Include performance metrics: how will we measure success?

6.1 Strategies (listed by project type)

- Water storage
- Source swaps (e.g., - ordered roughly local to regional: surface water diversion converted to a groundwater withdrawal; managed aquifer recharge (MAR), typically shallow; aquifer storage and recovery (ASR), typically deep; treat effluent (reclaimed/reuse) and use as a surface water source; impound creek surface water behind a dam (Pine Creek reservoir project); pump surface water from the Columbia River and distribute throughout the basin (“Pump Exchange” project))
- Irrigation and conveyance efficiency
- Water conservation
- Floodplain/riparian habitat restoration
- Aquifer recharge: shallow and aquifer storage and recovery (ASR)
- Wetland enhancement
- Fish passage/screening
- Water markets
- Regulatory strategies (e.g., meaningful exempt/domestic well mitigation program)
Water quality strategies (e.g., WWTP upgrades and non-point load reductions)

6.2 Organizational Structure and Accountability
- Who is accountable for achieving these DFCs?
- What will that organizational structure look like?
- What will the legal framework/regulatory framework look like?
- What will bi-state and tribal coordination look like?
- How do we manage water rights during shortages?
- Where will funding come from?

7. Adaptive Management

Based on the performance metrics identified in previous section, how will we know when to adaptively manage strategies? How will we respond if future conditions deviate from the assumptions our strategies are based on?

7.1 Adapting to Projected Impacts of Climate Change

7.2 Adapting to Potential Economic Changes (including funding changes/availability)

7.3 Adapting to Potential Social Change (including population growth)

7.4 Adapting to Crop Conversion and/or Changing Ag Demand/Land Use

8. Next steps

Placeholder section - what if the plan needs additional work (we deliver a strategic plan, but there might be more work to do)? Consider incorporating strategic scenario planning: acknowledge the future is uncertain; choose actions that are both (1) robust in hedging your bets with as many of the anticipated “future outcomes” as possible, and (2) influential in bending toward one or more desired “future outcomes.” Revisit and update as decisions (actions) are made and conditions change. Scenario planning starts with the premise that the set of possible “future outcomes are uncertain,” and allows water managers to have a plan for whatever the future holds.

Appendices