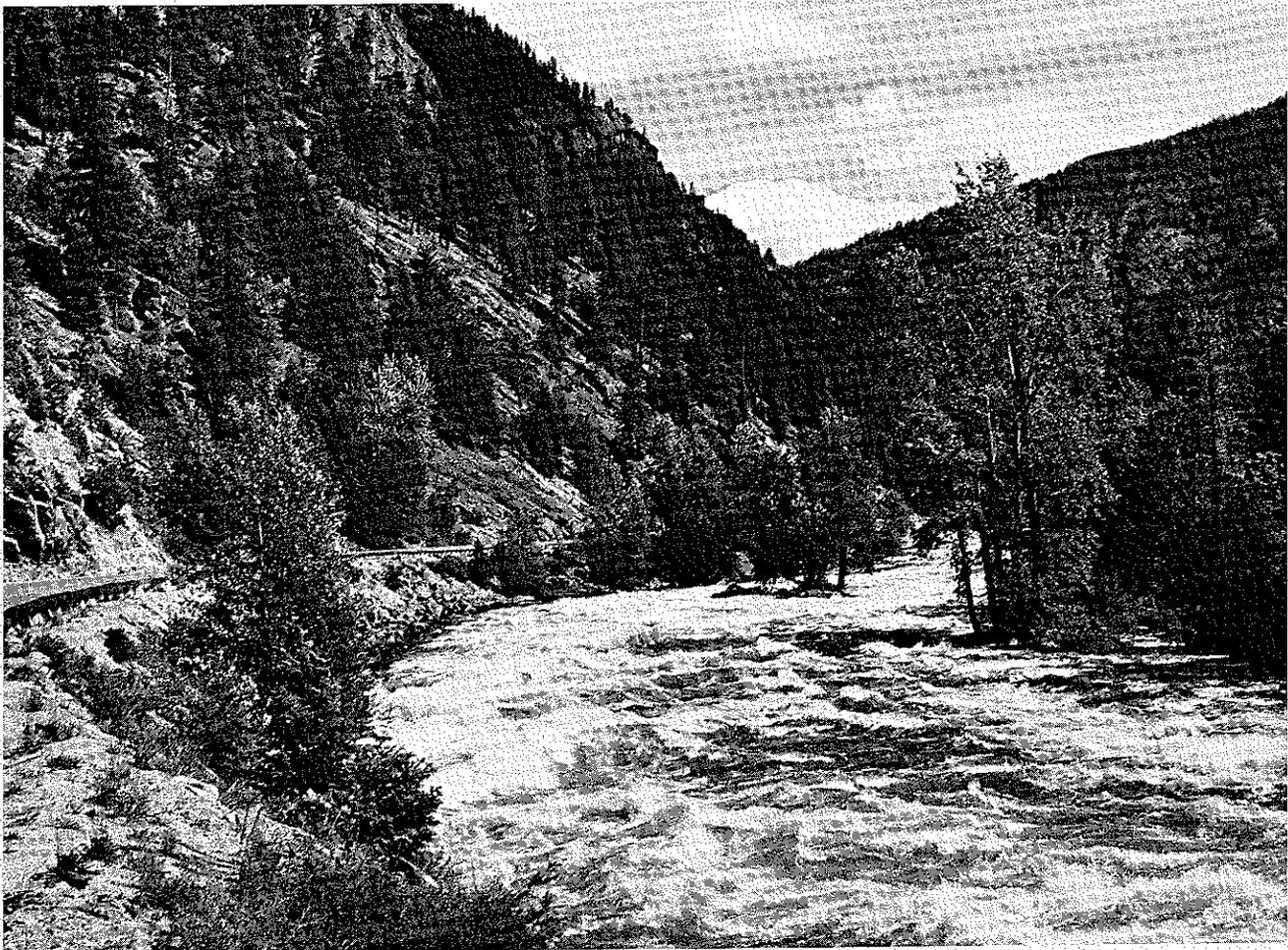


State of
Washington
Department
of Ecology



STATE WATER PROGRAM



First Biennial Report 1971-1973

STATE OF WASHINGTON

Daniel J. Evans

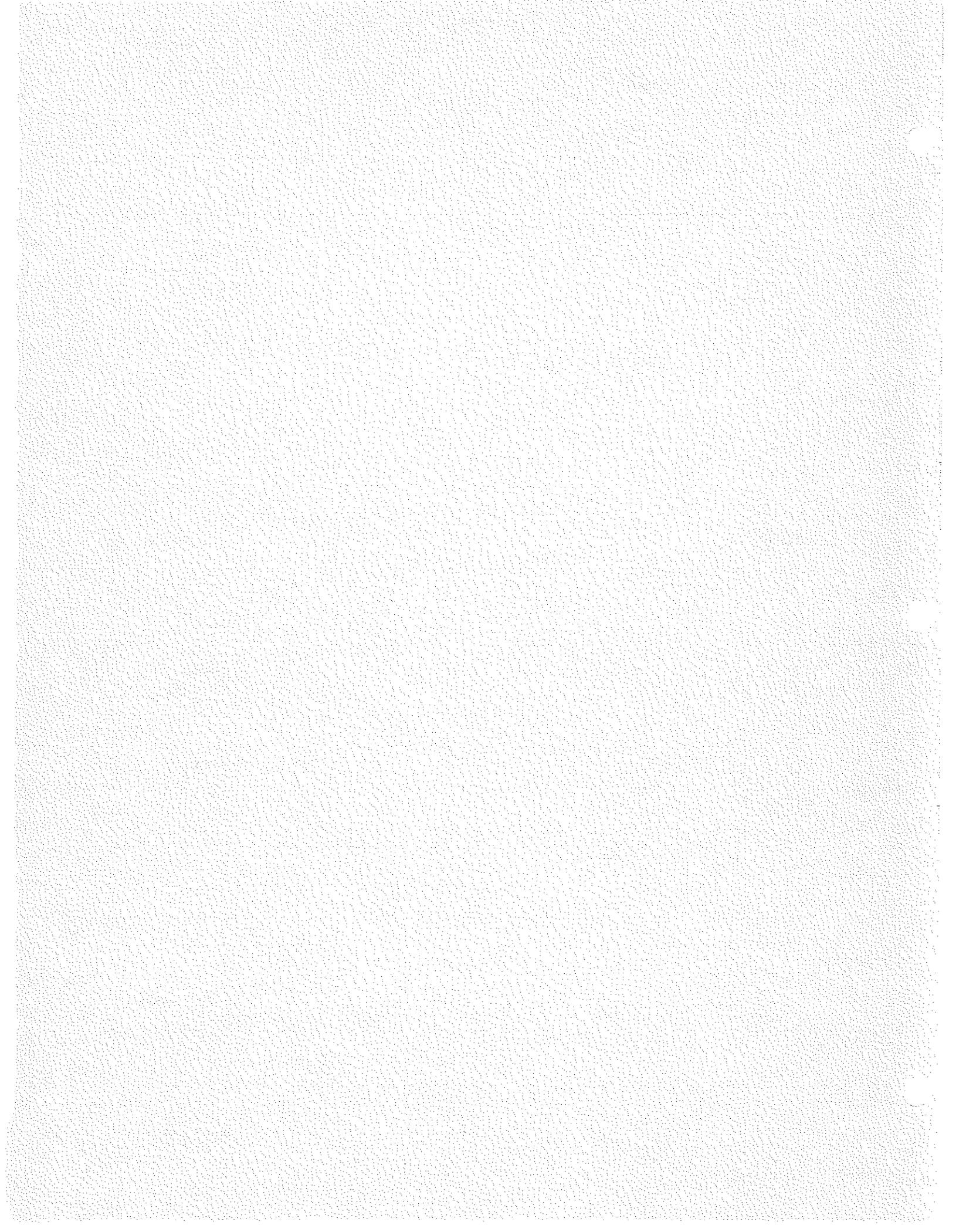
GOVERNOR

DEPARTMENT OF ECOLOGY

John A. Biggs

DIRECTOR

January, 1973



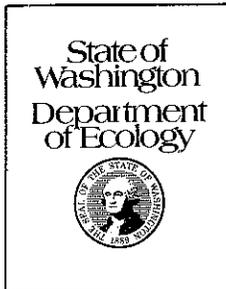
**STATE WATER PROGRAM
FIRST BIENNIAL REPORT – 1971-1973**

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Olympia, Washington 98504

January 1973

Cover Photo: Wenatchee River in Tumwater Canyon near Leavenworth.
Courtesy Washington State Tourist Promotion Division



STATE WATER PROGRAM



Members of the Legislature:

The intent of this report is to give the Legislature an overview of the program with specific reference to the accomplishments made during the past year.

Much of the program outlined in this report represents an innovative approach in the area of water resource planning. It was for this reason that in September of 1972, four nationally renowned experts in this field were brought together to review the program concept and offer constructive criticism. While several excellent suggestions were made, I feel it is extremely gratifying, and indicative of the quality of the water resources staff, that the feelings of this panel were summed up with the statement: "... considering everything this program represents a remarkable job."

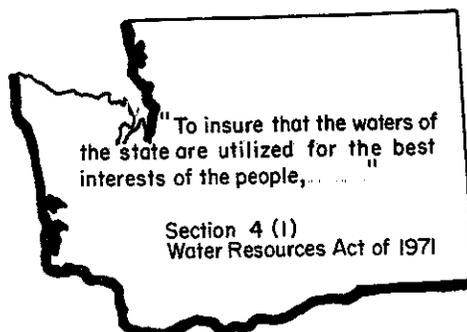
While this endeavor is very complex and contains many potential pitfalls, the Department is quite confident that we are well on our way towards a workable water management program which I feel will be capable of providing for the public interest, as well as meeting the intent of the Legislature.

This report is the second to the Legislature on the progress of the State Water Program submitted in accordance with Section 7 (2) of the Water Resources Act of 1971 (Chapter 225, 1st Ex. Session 1971). The first report was a special report to the 1972 extraordinary session.

Your comments and suggestions are sincerely solicited.

Department of Ecology

John A. Biggs
Director



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SUMMARY

AUTHORITY. The Water Resources Act of 1971, RCW 90.54, directs the Department of Ecology:

... as a matter of high priority to insure that the waters of the state are utilized for the best interests of the people, to develop and implement ... a comprehensive state water resources program which will provide a process for making decisions on future water allocation and use

PROGRAM GOAL AND OBJECTIVES. The goal of the State Water Program is to develop and implement a program to facilitate the decision-making process with regard to water and related resource management, allocation, and use to ensure that the waters of the state are protected and utilized for the greatest benefit of the people of the state.

The objective of the program is to determine: a) existing and foreseeable future water resource management problems and needs; b) alternative courses of action to solve problems and meet needs; and c) the impacts of alternatives.

ACCOMPLISHMENTS. While many significant accomplishments have occurred in the program over the past year (see pages 4 through 14), two are worthy of particular note. They are:

- 1 The public involvement program is under way and will enable the state, for the first time in water resources planning, to obtain and use the views of the public in the making of decisions.

- 2 Washington is becoming recognized as a regional and national leader in the water resources planning field, through progress in concept design, flow methodologies, and a state information system.

PROBLEMS. While obviously there are the short-range problems that occur in any major program, there appear to be four problem areas that could jeopardize the state water program.

- 1 A concern is the effective use of available staff and finances. Because of manpower ceilings placed on state agencies, it will be difficult to utilize the resources and expertises available in other state agencies.
- 2 A common denominator to effective resource planning (water resources, air, solid waste, shorelines, flood control) is land-use planning. There is a need for a mechanism to effectively interrelate land-water policies and programs at the state level to bridge federal, state, and local efforts.
3. The potential exists for continuing federal domination and control, i.e., the possible unwillingness of federal agencies to allow the state to assume its leadership role.
4. The possibility that the state, because of more visible concerns, will permit the water resources program to become something less than high priority.

BACKGROUND

The Washington water resources planning program is essentially controlled by the following factors:

1. Available finances
2. Personnel
3. Schedules
4. Previous legislation
5. Water Resources Act of 1971
6. Existing institutional structures
7. Previous planning efforts
8. Planning climate

Each of these factors plays a significant role in determining how far and in which direction the water resources planning effort can travel. This section briefly describes these factors. This is designed to set the stage for a brief discussion of the major action elements of the program, including definitions, purposes, accomplishments, and problems.

AVAILABLE FINANCES. Three basic fund sources are available to carry out the water resources planning program. These are:

1. State General Fund
2. State Reclamation Revolving Fund
3. Federal Title III Funds (administered by the U.S. Water Resources Council)

State Water Program Funds

	Federal	State
FY 1972	\$71,000	\$485,500
FY 1973	\$71,000	\$472,500

These figures include:

- \$75,000 per year for Water Research Center
- \$30,000 per year for Pacific Northwest River Basins Commission
- \$10,500 per year for Western U.S. Water Council

PERSONNEL. The Core Staff for the program consists of 11 people. The various disciplines represented on the Core Staff are:

Regional Planning	Water Resource Planning
Resource Economics	Sanitary Engineering
Aquatic Biology	Hydraulic Engineering

Recreation Resource Planning

Forest Science Civil Engineering

In addition to the Core Staff there are, within the program, a program manager, state study team leader, librarian, and a clerk typist.

Additionally, there are several other programs directly or indirectly related to the State Water Program with portions of their work contributing to the program. These include shoreline management, water rights, water monitoring, flood control, and sewage drainage basin planning.

SCHEDULES. There are numerous critical dates for this program. Major ones are:

- Comprehensive Joint Plan for the Pacific Northwest, due March 1, 1975
- Western U.S. Water Plan, due June 30, 1977
- Moratorium Expires* September 30, 1978

*A ten-year federal moratorium on reconnaissance studies for importation of water to the Colorado River Basin, Title II, Public Law 90-537. Colorado River Basins Project Act

PREVIOUS LEGISLATION. Legislation prior to 1971 controls the management of our water resources to a great extent. The major concepts that must be considered are:

1. The Appropriative Doctrine (i.e., first in time is first in right in regard to the appropriation of water). This doctrine is applied through the Surface Water Code of 1917 and the Ground Water Code of 1945.
2. The Reservation Doctrine by nonstate parties. This doctrine relates to the withholding of certain rights of title to lands and waters by the Federal Government at the time of statehood.

A Water Law Revision Advisory Committee has been working in the area of legislation. It will make recommendations for action to this session of the Legislature.

WATER RESOURCES ACT OF 1971. This Act sets forth the basic policies and priorities this planning program must address. These are:

1. To set forth fundamentals of water resource policy to ensure that the waters are protected and fully utilized for the greatest benefit to the people.
2. To provide direction to the Department of Ecology, and other state agencies and officials, in carrying out water and related resource programs.

INSTITUTIONAL STRUCTURE. Currently, 13 state agencies, 21 federal agencies, as well as various tribal councils, cities, counties, and special districts have various programs related to water resources. The authorities and responsibilities of these entities are complex and, in some cases, unclear.

PREVIOUS PLANNING EFFORTS. To date most of the planning efforts and studies in water resources have been carried out by federal agencies, or at best under federal leadership, such as the Columbia-North Pacific Region Comprehensive Framework Study.

A joint federal-state effort, in which the state shared the general chairmanship as well as about one-half of the committee chairmanships, was the Puget Sound and Adjacent Waters Study. Later, attempts were made at designing a program to place the state in the leadership role. These were carried out by the Washington Water Research Center (WRC) in September 1970 and by the Development and Resources Corporation (D&RC) in January 1971. Both D&RC's "Washington State Water

Plan—Study Design" and the WRC's "A Water Planning Concept for the State of Washington" were done under contract to the Department of Ecology.

PLANNING CLIMATE. While it is difficult to say what the existing planning climate is at any one time, it appears that the following generalizations relative to water resources planning are currently valid

1. The public is demanding a larger role in the making of decisions.
2. The public fears excessive federal and state domination.
3. There is a public and agency desire to streamline and rationalize decision-making.
4. Factors considered to be relevant in decision-making and planning have broadened considerably in the past few years; these include social factors and environmental concerns

ACTION ELEMENTS

Traditionally in Washington and other states, the approach to water resource planning has involved studies for various geographic areas. These have ranged from general statewide or multistate studies to specific single-purpose or limited multiple-purpose programs and recommended projects (such as dams and stream channel improvements) at a basin or sub-basin level.

The Water Resources Act of 1971 directs the Department of Ecology, as a matter of high priority, to develop and implement a comprehensive state water resources program to provide a process for making decisions on future water resource allocation and use. This direction forms the conceptual basis for Washington's State Water Resources Program.

Action elements designed to contribute toward attaining the program objective are:

1. Public Involvement—Implementation of a public involvement process to represent the interests and desires of the people of the state in water resource planning and management.
2. Coordination—Coordination of federal-state-local water resource planning and management activities.

3. Information System—Establishment and implementation of a water resources information storage and retrieval system.

4. Plan Formulation—Development of alternative plans and programs

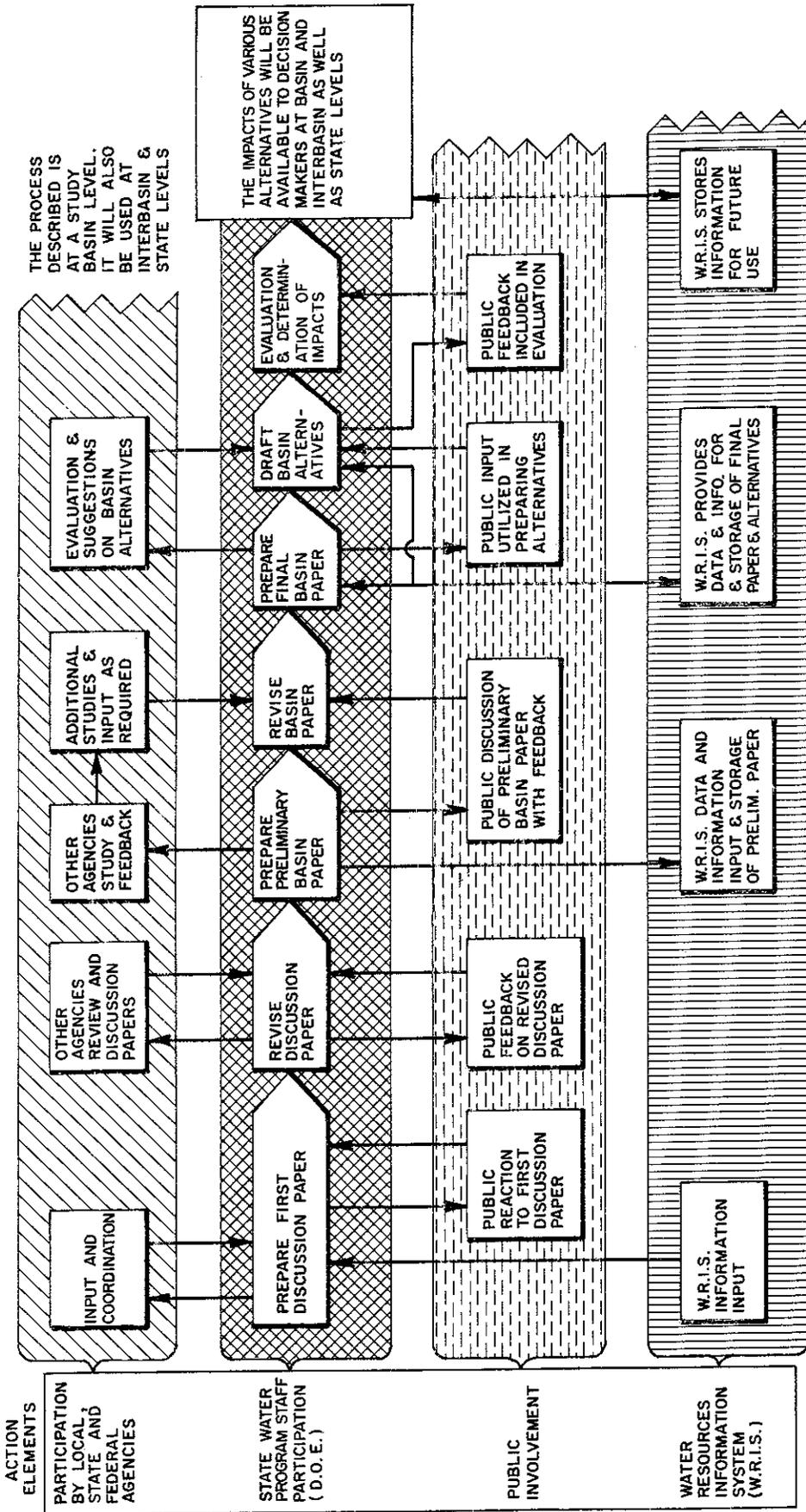
5. Evaluation System—Development of a system for the determination, display, and evaluation of the environmental, social, and economic impacts of proposed programs, plans, and projects for the allocation and use of water resources.

6. Guidelines and Regulations—Development of procedures to implement program objectives in the form of regulations and guidelines.

To reach the goal of the water resources planning program, it has been necessary not only to identify these major action elements but also to define interrelations among the elements. The process description (see page 15) indicates these interrelationships.

Figure 1 is a flow chart depicting some of the major action elements. A description of program accomplishments by element follows.

WATER RESOURCES DECISION MAKING PLANNING PROCESS



NOTE: THE OTHER ACTION ELEMENT, COORDINATION, IS A REQUIREMENT FOR PROPER FUNCTIONING OF THE PROCESS. THE REGULATIONS AND GUIDELINES ELEMENT WILL LARGELY BE A PRODUCT AS WELL AS A CONSTRAINT.

Figure 1: FLOW CHART

PUBLIC INVOLVEMENT

ACTION ELEMENT

Definition. The process of communication between Washington citizens and the State Water Program (SWP)

Purpose. To assure the public a role in decisions that pertain to their destiny.

The department shall . . . actively encourage participation by all persons and private groups and entities . . . (RCW 90.54.060)

Accomplishments

1. The SWP has established a citizens' statewide Water Resources Ad Hoc Committee, which provides ongoing review and guidance to the program.
2. An agreement with the Washington State University Cooperative Extension Service was executed in early fall 1972 to establish an ongoing SWP public involvement program.
3. A two-day orientation meeting was held in Yakima on October 18 and 19, 1972, with extension service personnel, including county agents, to inform them about the SWP and their part in it.
4. A citizen water resources committee has been formed in the Yakima Basin following a two-day seminar held in Yakima in December 1972.
5. Similar committees are being established in the Okanogan, Methow, Big Bend, and Spokane basins and in southwest Washington (see Figure 2).
6. An ongoing public information program is in progress. The first issue of a public information series was printed in October 1972 with a distribution of 20,000 copies. The second issue will be distributed by February 1973.
7. Other public information publications are in the development stage.

Problems. There appear to be no major problems in this area at this time

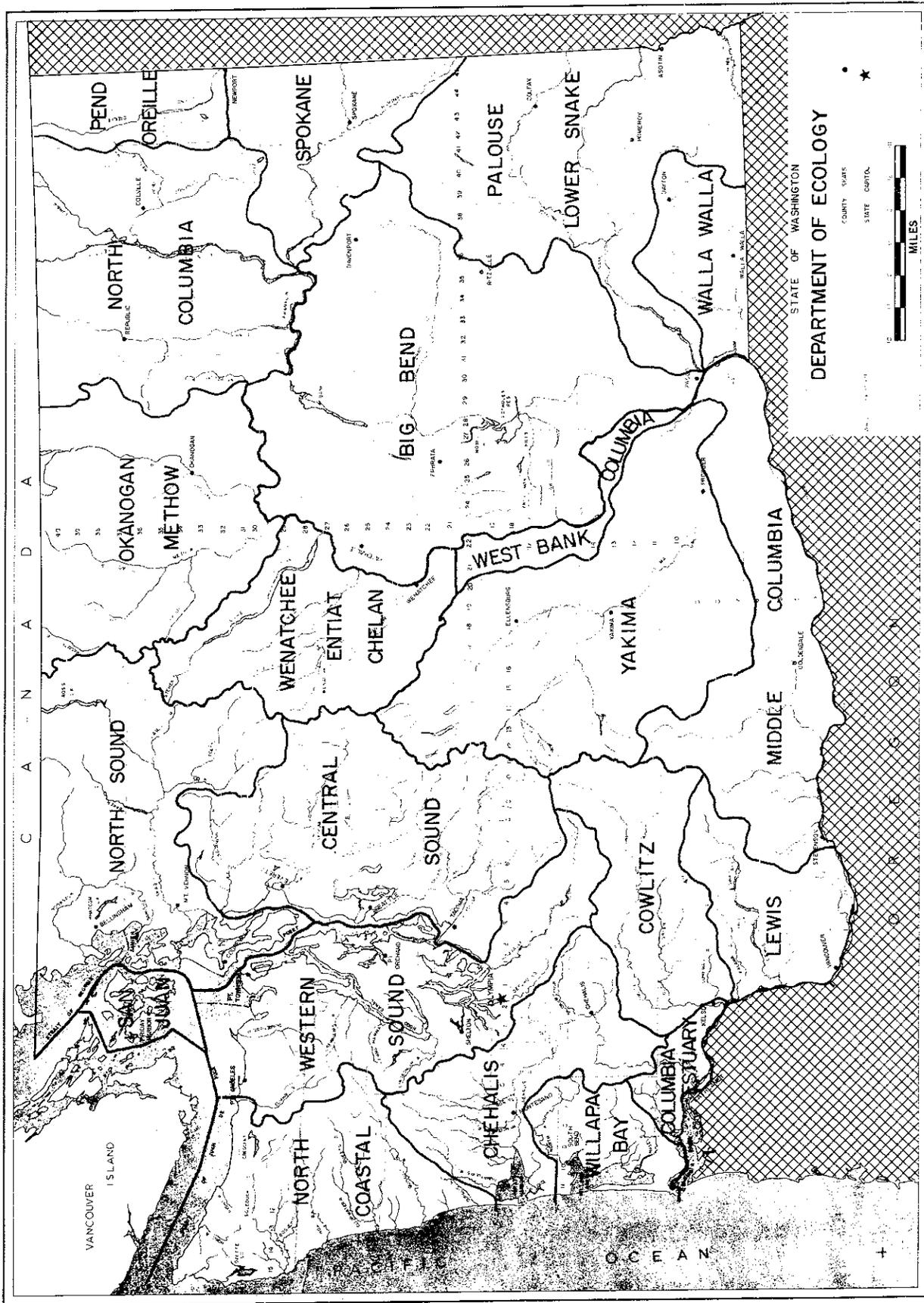


Figure 2: STUDY BASINS

COORDINATION

ACTION ELEMENT

Definition. The process of communication and interaction between all agencies directly involved with water resources of Washington.

Purpose. To collect and exchange relevant information and provide mutual understanding of related programs.

Accomplishments

1. Federal, state, and local governmental agencies having interest or responsibilities in water resources have been invited and encouraged to actively participate in the State Water Program (SWP).
2. Federal grants have been applied for and received to assist in developing the SWP, including grants from the Water Resources Council and Corps of Engineers.
3. Grants have been provided by the SWP to seven state agencies for southwest Washington studies in addition to the Departments of Social and Health Services and Game for assistance in developing the SWP. Other state agency grants are being negotiated.
4. Indian tribes are participating in the SWP, including at the present time the Colville, Spokane, and Yakima Tribes.
5. Local special districts, cities, and counties are participating in basin studies currently under way.
6. A joint state-federal study team has been formulated and is actively working on identifying basin problems.
7. The SWP develops recommendations on the official state position on water resources plans, programs, and proposals.
8. The SWP is providing leadership to comprehensive federal-state water resource studies in the state by chairing the study team for the Comprehensive Joint Plan (CJP) for the Pacific Northwest and the Western United States Water Plan (Westwide) (see Figure 3).
9. The state represents its interests regionally by membership on and participation with the Pacific Northwest River Basins Commission (PNRBC).
10. On an even broader scale, the interests of the state are represented by participation on the Western State's Water Council.
11. All federal project plans and programs are reviewed for compliance with state water policy, with appropriate action taken to preserve the integrity of that policy.

The department shall . . . invite and encourage participation by all agencies of federal, state and local government . . . (RCW 90.54.060)

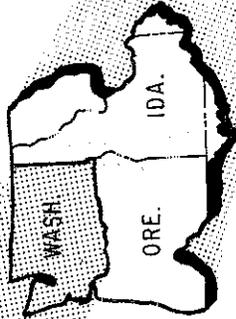
Problems

1. Manpower ceilings in various state agencies are hindering timely program development and implementation.
2. Some federal agencies are not presently actively participating.
3. There is a problem of obtaining information and reports from some federal agencies.
4. There may still remain an unwillingness by some federal agencies to allow the state to assume the leadership role in water resource program planning.

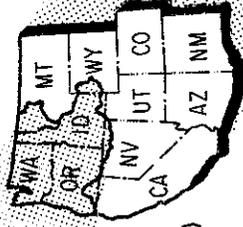
**WATER RESOURCES PLANNING
STATE-REGIONAL-NATIONAL RELATIONSHIPS**



COMPREHENSIVE STATE
WATER RESOURCES PROGRAM
(SWP)
DEPARTMENT OF ECOLOGY
Water Resources Act of 1971



COMPREHENSIVE JOINT PLAN
FOR THE PACIFIC NORTHWEST
(CJP)
(PACIFIC NORTHWEST RIVER BASINS COMMISSION)
Water Resources Planning Act - 1965 Title II



WESTERN UNITED STATES
WATER PLAN
(WESTWIDE)
BUREAU OF RECLAMATION
Colorado River Basin Project Act of 1967



NATIONAL WATER POLICY
(NATIONAL ASSESSMENT)
U.S. WATER RESOURCES COUNCIL
Water Resources Planning Act-1965 Title I

Figure 3: PLANNING RELATIONSHIPS

INFORMATION SYSTEM

ACTION ELEMENT

Definition. A vehicle for the storage and retrieval of data and information sources relating to water resources.

Purpose. To ensure that all relevant information can be brought to bear at the time a decision must be made.

The department shall collect, organize and catalog existing information and studies . . . (RCW 90.54 030)

Accomplishments

1. The Water Resources Information System (WRIS) has been established for the cataloging, storage, and retrieval of all types of water and related resource information and data. This system is currently manually operated.
2. The development of an automated system is currently under way and it is planned that access to data systems of other agencies will be provided through the WRIS.
3. The compilation of bibliographies on water resources and related areas is now complete.
4. River basin bibliographies have been completed for the Chehalis, Okanogan-Methow, and Yakima basins. It is planned to have a first edition of statewide basin bibliographies completed by June 1973.
5. Under development is a directory of information and data sources that will include a description of the source, a summary of the information, and how to obtain it.
6. The directory on public and private groups interested in water resources is being developed and will be useful in the public involvement phase of this program.
7. A contract is in force between the Department of Ecology and the State Library to provide library services and personnel in conjunction with the State Water Program and the WRIS.
8. A similar program on Land Use Information is being studied by the State Land Use Commission and is being coordinated with the WRIS to avoid duplication and to make the maximum amount of information available to the public.

Problems. Other than the problem of obtaining certain information as stated under "coordination" there appear to be no major problems

PLAN FORMULATION

ACTION ELEMENT

Definition. The identification of alternative plans and programs that are reasonably responsive to state and local goals and objectives.

Purpose. To identify the interrelationships between local and state goals and objectives and proposed alternative plans and programs.

Accomplishments. By analyzing completed and ongoing studies and by working with knowledgeable state and federal agency personnel, the SWP has developed a priority listing of river basin study needs. These study needs relate primarily to a determination of existing and foreseeable uses of, and needs for, water and related resources, and the development of alternative courses of action to solve existing and foreseeable problems. Accomplishments by priority basins follow:

The department shall develop alternate courses of action to solve existing and foreseeable problems of water and related resources . . . (RCW 90.54.030)

Priority I

Okanogan-Methow, Yakima, Big Bend, Spokane Basins, the Main Stem Columbia-Snake River, and the Pacific coastal area.

1. Agreements between state and federal agencies have been executed to provide all necessary information relating to problems, needs, and alternative plans for flood management, fish and wildlife, municipal and industrial water supply, water quality, recreation, environmental quality, water-related land management, navigation, and power by early fiscal year 1974.
2. Basin discussion papers are being prepared for all of these areas.

Priority II

Southwest Washington (Chehalis, Willapa Bay, Cowlitz, Columbia Estuary, Lewis, and North Coastal Basins).

1. A report on the supply and quality of surface and ground water resources in Southwest Washington has been completed (*Water Resources of Southwest Washington*, June 1972)
2. The interim report covering the resource inventory and economic development is completed (*Southwestern Washington River Basins*, August 1972).
3. The study on municipal, industrial, and rural water supply is completed and the review draft of the report is in press

PLAN FORMULATION (Continued)

ACTION ELEMENT

4. Outdoor recreation studies have been completed.
5. Game fish and wildlife studies have been completed as well as interim reports for the Chehalis and North Coastal Basins.
6. Salmon resource studies have been completed and interim reports for the Chehalis and North Coastal, Willapa Bay, and Columbia Estuary basins made.
7. Soils, land use, ownership, geology, reservoir, and population data have been compiled into a computer program called MIADS (Machine Inventory Assembly and Display System). Computer printouts have been produced for the study and local planning needs.

Priority III

Pend Oreille, North Columbia,
Wenatchee-Chelan, Middle Columbia, Walla Walla,
and Palouse Basins

1. A plan of study for a joint state—U.S. Department of Agriculture study is currently being developed. This study will be completed by about 1977, with preliminary alternatives identified in 1974.

Priority IV

Puget Sound Basins.

1. The Puget Sound and Adjacent Waters Study was completed in 1970. No additional comprehensive studies in this area are programmed at this time

Problems

1. There is a potential problem that the basin plans formulated may become somewhat inflexible and not readily yield to changing values and conditions.
2. There is a potential problem that the alternative basin plans may reflect undue federal agency pressures.
3. To date, input from some state and federal agencies has not been provided.

EVALUATION SYSTEM

ACTION ELEMENT

Definition. A method whereby alternatives and their impacts can be analyzed and documented for presentation to decision-makers.

Purpose. To provide the decision-maker with an improved information base upon which to make a decision.

Accomplishments

1. A committee of state agency, federal agency, and university representatives has been established to review data and information available for evaluation.
2. Existing evaluation methodologies have been explored and examined in detail by members of the State Water Program staff.
3. State goals have been examined and are currently being incorporated into the evaluation methodology.
4. Procedures are being developed to enable the testing of program and plan compatibility with existing state policy, regulations, and guidelines.
5. Procedures are being structured and developed to determine the distribution of program impacts.
6. Preliminary methodologies for plan formulation and evaluation have been developed for the Yakima Basin and are in the process of development for the Okanogan Basin.
7. A minimum-instream-flow study is nearing completion. This study was highlighted by a workshop held in November that was attended by 40 water planning experts from five western states. The study results will enable the evaluation of impacts of alternative minimum flow regulations.

Problems. There appear to be no problems in this area at this time.

The department is directed to develop and implement a process for making decisions on future water resource allocation and use. (RCW 90.54.040)

GUIDELINES AND REGULATIONS

ACTION ELEMENT

Definitions. The procedural mechanics necessary to implement state water policy.

Purpose. To manage the water resources in the public interest.

Accomplishments

1. Guidelines for the withdrawal of water from further appropriation have been completed.
2. Proposed modifications to the states surface and ground water codes are ongoing and will be introduced to the 1973 Legislature.
3. Guidelines have been drafted for the regulation of minimum flows in streams to protect fish, wildlife, recreation, and aesthetic values, and to preserve water quality.
4. Other water and related resource statutes and regulations are being reviewed to ensure compatibility with the Water Resources Act of 1971.
5. A study is under way to evaluate local and state-initiated alternatives for financing and constructing water resource projects. This study will be completed in June 1973. A preliminary analysis of alternative financing sources has been completed.
6. Methodologies for determining the relationship between amount of flow and the beneficial or detrimental impacts on fish, recreation, and water quality have been developed and are being tested.
7. The State Water Program has established itself as a leader in the Northwest in the development of low-flow management programs.

... the department is ... directed to modify existing regulations and adopt new regulations ... (RCW 90.54.040)

Problems. There appear to be no problems in this area at this time.

PROCESS DESCRIPTION

The state is divided into 20 river basin planning areas. Comprehensive water programs are presently being developed in 12 basins. Basin programs are completed for the four study basins within the Puget Sound area, and planning programs within the remaining four basins are to be initiated in fiscal year 1974.

Basin programs form the basic framework of the planning process as discussion papers are developed for each basin. These papers initially contain background information on the economic base, hydrology, and other relevant facts about the basin, in addition to a preliminary listing of water resource needs and problems.

At this point of development, the first-draft discussion paper is subjected to intensive public review. Citizen water resource committees are formed in each basin, with the charge to assist the State Water Program in obtaining broad-based public input to the planning process. The first-draft discussion paper is revised and expanded as basin water resource goals and objectives are identified and alternative courses of action are developed for solving problems and meeting needs. Depending on the complexity of problems and the amount of public interest and participation in a given basin, the discussion paper may go through three or more drafts before firm alternative courses of action are agreed upon, consistent with basin goals and objectives.

When alternatives have been developed, the name of the paper changes from "discussion paper" to "basin paper." The first-draft (preliminary) basin paper represents the first complete draft of alternatives to be evaluated and revised in formulating the basin water program.

The evaluation consists of an assessment of the full social, economic, and environmental impacts of each

alternative, thus indicating the relative acceptability and the positive and negative impact of each alternative.

A second-draft basin paper includes a listing of the alternatives that have survived the evaluation process; one or more alternatives are then selected as the basis for action and implementation programs. If two or more alternative proposals comply with existing policies and standards, the decision-makers (i.e., the public, elected representatives, and agency administrators) must select among them. This selection is made on the basis of a comparison of the alternatives with respect to the degree to which each achieves social objectives. This generally requires a tradeoff between several objectives. The procedures that have been proposed will not make the tradeoffs for the decision-makers but rather will clarify the tradeoffs to be made and the consequences of each.

As basin papers for other basins are developed, constraints such as statewide goals and objectives are added to the evaluation process, and individual basin papers may be modified again. The process of evaluation and modification continues as new constraints arise, programs are implemented, new problems arise, and basin goals and objectives change over time.

This process results in the formulation of comprehensive water resource management programs for individual basins and for the state as a whole. Information generated from new studies undertaken in selected areas for selected types of data and information is incorporated into the Water Resources Information System. Decision-makers are thus provided with the most up-to-date information possible as to management alternatives and the impacts of these alternatives as action programs are defined and plans are implemented.

WORK SCHEDULE

The program is divided into three phases as depicted in Figure 4. These phases represent different aspects of program development. The various steps included in Phase I are more specifically identified at the present time than are those in the second and third phases.

Phase I consists of the various elements and activities that are scheduled from the preparation of the trial plan through the public meeting that follows the preparation of the preliminary basin paper.

Phase II includes the MOP formulation (Multiple Objective Planning concept), which is necessary for realistic plan formulation. This concept is endorsed by the Water

Resources Council and is presently being used by numerous agencies.

Phase III is basically the evaluation and comparison of the proposed alternatives of one basin with those of others at interbasin and finally state levels. This phase will identify conflicts, as well as compatibility, in the various basin papers.

This time schedule (shown in Figure 4) is based on state-wide input into the Comprehensive Joint Plan for the five Northwestern states by March 1, 1975. It is anticipated that this input will be further refined and revised as part of the ongoing water resource management program.

CONCLUSIONS

At the end of less than one year of concentrated effort with nearly a complete Core Staff, the following conclusions have evolved:

1. There is a real and sincere interest in our environment and in resource management on the part of the public.
2. The results of the vote for the bond issues in the November election are one indication that the public is willing to pay for the quality of environment they want.
3. A water resource management program that will fulfill the requirements of the Water Resources Act of 1971 will have to be realistic and flexible with built-in provisions to meet the changing needs and desires of the public
4. It will require much time and effort on the part of the state and the public to provide the input to the program that is necessary to realistically reflect the public desires and interests.
5. This input can be achieved by the state, through the Department of Ecology, only by providing the

opportunity for and encouragement of public participation in the program.

6. The program needs to be an ongoing effort to keep up with the changing needs and the rapidly developing technology of our times.

LOOKING FORWARD. The people of the State of Washington are fortunate in having farsighted legislation already enacted by the Legislature in the form of the Water Resources Act of 1971. Water is one of the most necessary and valuable resources in nature, and it is extremely important that the management of this resource be given high priority.

This state, through the Department of Ecology and the State Water Program, is actively working "to insure that the waters of the state are utilized for the best interests of the people" as directed by the Act of 1971, RCW 90.54. This is a complex and lengthy challenge, but with input from the citizens of the state and continued support from the Legislature, the objectives can be achieved

