

CHAPTER 3. STAKEHOLDER INVOLVEMENT

3.1 STAKEHOLDERS AND RELATIONSHIP TO BASIN PLAN

Development of the Clover Creek Basin Plan involves participation by stakeholders in the plan. The term “stakeholders” broadly describes individuals or organizations with an interest in the planning process. Pierce County Water Programs, which lead the basin planning activities, is a stakeholder. Other stakeholders include elected officials, citizens, tribes, local governments, other Pierce County departments, industry representatives, environmental groups, and state and federal agencies. The following steps were included in the stakeholder participation process:

- Identify stakeholders within the basin, their interest, and their authority.
- Develop a strategy for stakeholder involvement.
- Implement educational measures (e.g., newsletters, utility bill mailers, and public meetings).
- Involve stakeholders in plan development.

Over the last 10 years, an increasing number of capital improvement projects have been constructed in the basin with the goal of resolving existing problems in the Clover Creek system. These projects have been implemented from the County level to the private citizen level. Several community groups, including Trout Unlimited and the Clover Creek Council, have played an instrumental role in implementing projects that have had a positive effect on the health of the Clover Creek system.

3.1.1 Stakeholder Identification

In the early stages of the basin planning process, a preliminary list of potential stakeholders was created from a wide array of sources. Existing mailing lists, planning board lists, membership lists, and community meeting attendance lists were compiled to create the preliminary list. This list was modified throughout the basin planning process as individuals and organizations express interest in being added to or removed from the process. The following resources were used to compile the preliminary list:

- The Clover Creek Council’s mailing list as of August 1995
- The Steilacoom Lake Protection Committee list as of April 1994
- The Chambers-Clover Management Plan Unit Membership List as of January 2000; this list is maintained by the Tacoma-Pierce County Health Department (TPCHD)
- The Community Planning Board mailing lists for the Midland, Spanaway, and Parkland community planning groups as of November 1998
- The Parkland-Spanaway-Midland Communities Plan Interested Parties List as of February 1998
- Meeting attendance lists from previous community meetings for Clover Creek and Steilacoom Lake.

Using the information from the resources listed above, two preliminary stakeholder lists were created. The first list consists of basin residents not affiliated with groups, organizations, or governmental agencies. These residents are listed in Appendix A.

The second list consists of representatives of regulatory agencies, municipalities, Indian tribes, governmental organizations, non-profit organizations, advisory commissions, local utilities, privately funded organizations, and citizen organizations. This list is summarized in Table 3-1; additional details are provided in Appendix A. Key government organizations and their interest in the Clover Creek Basin planning process are described in the following section.

TABLE 3-1. STAKEHOLDER ORGANIZATIONS			
Organization	Representative	Organization	Representative
Bethel High School	Bruce Morris	Elmhurst Mutual Power & Light	George Hollingsworth, Penny Lafleche
Bethel School District	Jay Reifel	FP School Dist.	Dr. Steve Rasmussen
Building Industry Association	Clare Hardie	Graham Advisory Commission	Edna Crawford
Citizens for a Healthy Bay	Karen Dinicola, Leslie Ryan	Inner Focus	John & Kathryn Meanulty
City of Lakewood	Steve Chapel	Lakewood Water District	Randy Black
City of Tacoma - Water Division	Jane Evancho	McChord AFB - Environmental Management Division	Cheryl Dunning, Mike Grenko
Clover Creek Council	Al Schmauder, Paul Russell, Fred Tobiason, William Giddings	Midland Residents Association	
Clover Creek Elementary School	Mona & Larry Kuper	Montevista Garden Club	Bernice Peterson
Clover Park High School	Karen Wallis	Muckleshoot Tribe	
Conservation Northwest	John Slipp	Nisqually Indian Tribe	George Walter
Crest Builders	Scott Weber	North Clover Creek-Collins Advisory Commission	Donnette Smith-McBride

TABLE 3-1 (continued).
STAKEHOLDER ORGANIZATIONS

Organization	Representative	Organization	Representative
Department of Ecology	Steve Butkus, Bob Duffy	NW Forest Fiber Products	Harry Proud
Department of Fish and Wildlife	Don Nauer	NW Watershed	Lisa Bryce Lewis
Pacific Lutheran University	Jill Whitman	River Network	Clara Hagans
Parkland Area Advisory Commission	George Vanek	Soundwaves, PSWQ Authority	Susanne Hindle
People’s Christian School	Todd Harris	Spanaway Advisory Commission	Ron Caughey
Pierce County Conservation District	Lloyd Fetterly	Spanaway Water Company	Jeff Johnson
Pierce County Council	Shawn Bunney	Steilacoom Lake Improvement Club	Tom Lowry
Pierce County Council District 3	Ken Madsen	Summit Waller Association	Larry Volland
Pierce County Department of Public Works and Utilities	Roy Huberd	Tacoma-Pierce County Association of Realtors	Jeff Bachert
Pierce County Drainage District 14	Bruce Milliren	Tacoma-Pierce County Chamber of Commerce	Paul A. Ellis
Pierce County Drainage District 19	Scott McElhiney	Tacoma-Pierce County Health Department	Ray Hanowell
Pierce County Gov. Relations	George Walk	Tahoma Audubon Society	Roxy Giddings
Pierce County Planning and Land Services	Mike Erkkinen	Tahoma Land Conservancy	Ione A. Clagett
Pierce County Sportsman Council	George Meyer, Betty Skanes	Tahoma Land Trust	Al Jordan, Diane Walkup
Pierce County Water Programs	Hans Hunger	TetraTech, Inc.	Dave Carlton, Jay Smith
Planning and Natural Resources	Mark Truckey, Travis Young	Town of Steilacoom	Janda Volkmer
Puget Sound Flyfishers	Norm Hallis	United State Geological Survey	Gary Turney
Puget Sound Water Quality Authority	Nancy McKay	United States Geological Survey - Water Resources	Mark Mastin
Puyallup Tribe of Indians	Russ Ladley	Washington High School	Jim Mancuso
Rhine Equipment Company	Doug & Virginia Rhine	WSU Cooperative Extension	Curtis Hinman

3.2 ROLES AND RESPONSIBILITIES

3.2.1 Government Organizations

Pierce County Department of Public Works and Utilities

Pierce County has multiple interests in the Clover Creek Basin planning effort, primarily in the area of watershed management, but also concerning surface and ground water quality, parks and recreation, safe drinking water, wastewater, stormwater, growth management, and comprehensive planning. Pierce County Public Works and Utilities, which implements a coordinated strategy to protect the environment and water resources, has a particular interest in the process.

The mission of the Water Programs division in Public Works and Utilities is to provide comprehensive storm drainage systems that minimize economic loss and enhance water quality; to maintain flood control in the Puyallup, White and Carbon Rivers; and to coordinate planning and construction of the community's drinking water supply consistent with Pierce County's Coordinated Water System and Comprehensive Plans.

The Clover Creek Basin Planning effort is being conducted by Public Works and Utilities, coordinating with other Pierce County Departments, including the Tacoma-Pierce County Health Department, and the Pierce County Planning Department.

Tacoma-Pierce County Health Department

The Tacoma-Pierce County Health Department (TPCHD) provides many programs for health care and disease prevention. The agency's Source Protection Program promotes environmental protection, and distributes public information on well water, household hazardous waste, and boating and recreation. TCPHD also conducts special studies, including groundwater quality monitoring, in the Chambers-Clover Creek Watershed. The TPCHD was the lead agency in development of the Groundwater Management Program for the Clover Creek Basin.

The TPCHD is the lead agency for development of the Chambers-Clover Management Plan. The primary objectives of this document include a thorough analysis of water demands and current water appropriations in WRIA 12 and how they relate to baseline flows. The final report will provide direction to the formation and adoption of a watershed plan for WRIA 12 to protect and maximize water resources.

The Chambers-Clover Management Plan will be developed in three phases. The completed first phase resulted in the formation of a Planning Unit and the development of a scope of work for a technical assessment. The second phase of the project was to conduct the technical assessment of existing data. The third phase will result in development of a watershed management plan for WRIA 12 that identifies and describes alternative water resources management strategies.

Washington State Department of Ecology

The Washington State Department of Ecology serves to protect, preserve and enhance Washington's environment, and promote the wise management of air, land and water resources. Ecology's program areas include those addressing air quality, environmental assessment, water quality, and water resources. Ecology programs of interest in basin planning for the Clover Creek watershed include watershed planning, well regulation, NPDES Phase I and Phase II programs, Growth Management coordination, Endangered Species Act, and establishment of total maximum daily loads (TMDLs). Ecology has conducted water quality studies and assessments of the Chambers-Clover drainage area.

Under the federal Clean Water Act, Ecology must identify polluted water bodies in the state every two years and submit a list to EPA. These are water-quality-limited estuaries, lakes, and streams that fall short of state surface water quality standards and are not expected to improve within the next two years. Water segments with management plans likely to result in improvement of the water quality sufficient to meet standards are not listed. The state standards ensure that surface waters can be beneficially used for purposes from fishing, swimming, boating, and drinking to industrial and agricultural purposes, and fish habitat (Ecology Website).

The U.S. EPA requires states to set priorities for cleaning up threatened waters and establish TMDLs for each. TMDLs are set by analyzing how much pollution a water body can take and still remain healthy for its intended uses. Associated cleanup plans also include recommendations for controlling pollution and monitoring to test the plan's effectiveness. (Ecology Website)

Washington State Department of Fish and Wildlife

The mission of the State Department of Fish and Wildlife (DFW) is to provide sound stewardship of fish and wildlife. Important DFW functions include its hydraulic project review and approval authority over projects affecting surface water bodies and resources, and its involvement in endangered species coordination.

National Marine Fisheries Service (NMFS)

The National Marine Fisheries Service is the federal agency with jurisdiction over endangered species coordination for aquatic species. Pierce County is participating as a member of the Tri-County response (King, Pierce and Snohomish Counties) to the 4(d) regulation by NMFS for certain species of salmon and bull trout.

U.S. Geological Survey

The U.S. Geological Survey is responsible for maintaining monitoring stations for water quality and water quantity throughout the United States. The USGS has the most extensive records of flow data for Clover Creek and currently maintains two stream flow gauges in the Clover Creek Basin.

Pacific Lutheran University

Pacific Lutheran University (PLU) is a higher education institute with interest in environmental quality and research. PLU has collected and conducted research on water quality issues in the Clover Creek Basin and has published several reports documenting the findings. Students and staff at PLU will continue to be a valuable resource for water resource planners in the Clover Creek basin, offering assistance in data collection and water quality monitoring.

McChord Air Force Base and Fort Lewis

McChord Air Force Base and Fort Lewis are significant military institutions with separate authority over federal land and have active environmental compliance programs. Both installations are covered under NPDES regulation through EPA and are subject to water quality requirements imposed on Steilacoom Lake through the TMDL program.

City of Lakewood and Town of Steilacoom

The City of Lakewood (incorporated in 1996) and Town of Steilacoom (incorporated in 1854) are municipal corporations within the Pierce County limits. They will be subject to pending requirements of the NPDES Phase II program, which in the future may require surface water quality coordination with Pierce County and other entities tributary to Steilacoom Lake. The state Growth Management Act requires coordination and consistency among municipal and county comprehensive plans and regulations.

The City of Lakewood prepared a Comprehensive Plan as required by the GMA and adopted it in 2000. The Comprehensive Plan provides a policy structure to guide decisions facing the community as it grows over the next 20 years. Many of the goals and policies identified in the Comprehensive Plan will have a direct affect on natural water bodies in the Clover Creek basin, so the City of Lakewood is a key stakeholder in the basin planning process. The Comprehensive Plan contains several policies that focus on restoration of aquatic habitat and water quality in Clover Creek.

City of Tacoma

The City of Tacoma (incorporated in 1875) is a municipal corporation within the Pierce County limits. It is subject to the requirements of the NPDES Phase I program, and has its own Storm Water Management Plan. Tacoma is jointly involved in the Tacoma-Pierce County Health Department in regulating drinking water supplies and quality. The Growth Management Act requires coordination and consistency among municipal and county comprehensive plans and regulations.

Indian Tribes

The Muckleshoot, Nisqually, and Puyallup Indian tribes are federally recognized and have reservations in the Pierce County vicinity. The tribal status of the Steilacooms is in process. Indian Tribes have interest in riparian habitat preservation and enhancement in support of fisheries, which support their traditional lifestyle. Indian Tribal lands are separately regulated under federal NPDES requirements for stormwater quality management.

Advisory Commissions

The County Council has established several advisory commissions within the Clover Creek Basin. The advisory commissions are established within a jurisdictional area to review and comment on planning documents, permits, etc. The jurisdictional boundaries can correspond with the boundaries of community planning areas.

Communities of Midland, Spanaway, Parkland, Frederickson, and South Hill

Pierce County Planning and Land Services (PALS) and other County departments are currently working with several advisory commissions and communities on local community plans. This includes the Parkland-Spanaway-Midland community, the South Hill community and the Frederickson community. The Parkland-Spanaway-Midland Communities Plan is being developed by local citizens in cooperation with Pierce County. The community plans will provide direction and policies for local growth and conservation and provide for coordination with the Pierce County Comprehensive Plan.

Community planning uses the County's Comprehensive Plan as a foundation and allows citizens to make specific recommendations regarding such things as environmental protection, infrastructure development, transportation, housing densities, and land use patterns; all things that have can directly affect surface

water and groundwater resources. Community plans for the Parkland-Spanaway-Midland community and the Frederickson community will be finalized and adopted within the next few years.

Permitting and Regulatory Authorities

Table 3-2 summarizes permitting and regulatory authorities in the Clover Creek basin vicinity.

3.2.2 Strategy for Stakeholder Involvement

Successful implementation of a basin plan is most likely if widespread agreement is reached among the affected stakeholders. The key to gaining such agreement is to maintain communication among plan organizers and the stakeholders and to consistently integrate stakeholder concerns and ideas into the plan. Tools for receiving stakeholder input include public hearings, training seminars, workshops, field visits, and website postings.

TABLE 3-2. AGENCY PERMITTING AND REGULATORY AUTHORITY		
Agency	Level	Regulation, Permit, Control
Army Corps of Engineers	Federal	Section 404 permit requirements for wetland filling
Department of Defense	Federal	McChord Air Force Base and Fort Lewis
Department of Ecology and Federal Emergency Management Agency (FEMA)	Federal/ State	Pierce County Flood Hazard Management Code
EPA and Ecology	Federal/ State	EPA Sole Source Aquifer Designation for Chambers-Clover Aquifer Pierce County NPDES Stormwater Permit 303(d) Listing of Clover Creek
National Marine Fisheries Service	Federal	Pierce County ESA Response
Ecology	State	Water Quality Criteria for Clover Creek and Steilacoom Lake Drainage Development Standards Critical Areas Regulations SEPA Review for Basin Plan and Individual Projects Pierce County Shoreline Master Program Chambers-Clover Creek WRIA Watershed Plan
Department of Fish and Wildlife	State	Hydraulic Project Approvals for In-Stream Work
Office of Management and Budget	State	Growth Management
Tacoma-Pierce County Health Department and Ecology	State	Clover/Chambers Creek Basin Groundwater Management Program

On February 24, 2000, the first Clover Creek Basin stakeholders meeting was held at the Pierce County Library Administrative Center. The two stakeholder lists described above were used to create a mass mailing for this meeting.

This first stakeholders meeting was an orientation meeting. Attendees were briefed on the basin planning process in general and on the Clover Creek Basin Plan in particular. They were asked to provide input regarding past incidents of flooding, erosion, or sedimentation and pollution problems in the basin. They also were asked about the history of the basin, data collection efforts in the basin, and development in the basin.

An informational flyer for the meeting is included in Appendix A, as are the minutes from the meeting. Table 3-3 lists those who attended. Given the low turnout for this first meeting, techniques for contacting potential stakeholders for subsequent meetings, in addition to a mass mailing, were necessary. These included public notices in local newspapers and community publications, website postings, and notification of community planning groups in the basin.

TABLE 3-3. STAKEHOLDERS MEETING ATTENDANCE LIST FEBRUARY 24, 2000			
Dave Carlton	Don Nauer	Paul Russell	Murray Waters
Rich Coleman	John Marshall	Jay Smith	Scott Webster
Bill Giddings	Bruce Millirem	Jimmy Tackett	Jill Whitman
Scott Hansen	Marlys Nasset	Frank Tackett	James Winn
Hans Hunger	Bud Redberg	Bob Trapp	

The second stakeholders meeting was held on November 21, 2000 (Table 3-4). Attendees were briefed on the status of the project and the status of the habitat in the basin. They were asked to provide input regarding the habitat within the basin as well as flooding, water quality and land use issues. Several specific issues were discussed including flooding near the confluence, repetitive loss properties, 303(d) listings, basin-wide problems, and many habitat issues.

TABLE 3-4. STAKEHOLDERS MEETING ATTENDANCE LIST NOVEMBER 21, 2000			
Harry Gibbons	Don Nauer	Paul Russell	Murray Waters
Rich Coleman	John Marshall	Jay Smith	Scott Webster
Bill Giddings	Bruce Millirem	Jimmy Tackett	Jill Whitman
Scott Hansen	Marlys Nasset	Frank Tackett	James Winn
Hans Hunger	Bud Redberg	Bob Trapp	

The third stakeholders meeting was held on October 10, 2001 at the Harry Sprinker Community Center (Table 3-5). Attendees were briefed on the results of the problem identification process, asked for input on any additional problems they might know of, and then briefed on the draft recommendations for modifications to current zoning within the basin.

TABLE 3-5. STAKEHOLDERS MEETING ATTENDANCE LIST OCTOBER 10, 2001			
Dave Carlton	Ray Hanowell	Paul Russell	Murray Waters
Joan Webb	John Marshall	Al Schmauder	John McAuliffe

Louie Karamon	Scott McElhiney	Fred Tobiason	James Winn
Hans Hunger	Bud Redberg	Bob Trapp	Nell Batker
James Winn	Robert Winn	Joan Cross	Roxy Giddings
Bill Giddings	Bruce Millirem	Jay Smith	W. H. Weber
Kent Chamberlin	Merilynn Kelly		Barbara Springer

3.2.3 STRATEGY FOR PUBLIC INVOLVEMENT DURING THE PUBLIC COMMENT PERIOD FOR THE SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT.

The announcement of issuance of the Draft Supplemental Environmental Impact Statement (DSEIS) and solicitation of public comment was started on October 18th, 2002. Copies of the plan and DSEIS, packets of Executive Summaries including the DSEIS, or Notices of Availability were sent out to stakeholders listed previously in this chapter and also individuals on Landuse Advisory and Community Planning Boards within the Clover Creek Basin.

Two meetings were scheduled for public comments, November 6, 2002; 7-9pm and November 12, 2002; 2-4pm. Oral as well as written comment were received during the meeting and mailed into Water Programs and PALS during the comment period. The agenda handed out during the meeting listed the Water Programs web page that posted the Clover Creek Basin Plan and the DSEIS. In total, about 35 people attended these meetings.

3.3 BASIN PLAN GOVERNANCE STRUCTURE

The final Clover Creek Basin Plan will be adopted by County resolution as a formal component of the Pierce County Surface Water Management Framework Plan of the Pierce County Basin Planning Program. The Clover Creek Basin Plan will be used by Pierce County to guide and coordinate County actions on the following issues:

- Capital projects (e.g., flood control facilities, and creek and watershed restoration)
- Direct or indirect control of land use (e.g., zoning, buffers, and acquisitions)
- Basin-specific development standards (e.g., discharge rate and volume control)
- Storm drainage system maintenance
- Public education, outreach, and involvement
- Additional research or ongoing monitoring.

3.3.1 Integration with Other Planning Processes

Governance for the Clover Creek Basin Plan will benefit from community planning efforts going on concurrently with the basin planning effort. Some of the governmental structure of the recommended hybrid system is already in place. Community Planning Boards (CPBs) have been established for the Midland, Parkland, and Spanaway Communities and have established working relationships with one another. Special committees have been established within the structure of the CPBs, such as the Natural Environment, Water Resources, Parks and Open Space (NEWPOS) Committee. NEWPOS should be used as a sounding board to ensure that basin planning needs can be met without interfering with the community planning process.

The Central Puget Sound Regional Water Resources Strategy is an effort lead by the Governor's Water Policy Advisor to develop a comprehensive water management strategy for the Central Puget Sound region, including portions of Pierce County. The Strategy (first draft dated October 9, 2002 then revised October 15, 2002 for regional distribution) was developed by several task groups whose membership included State agencies, water utilities, environmental interests and local governments throughout the Region. While Pierce County was not a member of the task groups, Pierce County Public Works and Utilities, Water Programs staff did receive information developed by the task groups, participated in several "workshops", provided comments to the process and are listed in the Strategy as a "participant" to the process.

The Strategy provides a regional framework for coordinated State decision-making in cooperation with local governments and with consultation and involvement by tribes and federal agencies. While the Strategy stresses the importance of existing "watershed" processes, the Strategy, as currently written, does not provide details as to how the Strategy should, could, or will link to such watershed processes. Water Programs is committed to continued involvement with the strategy as it is further developed and implemented.

The Tacoma-Pierce County Health Department is the lead agency in developing a management plan, ESHB 2514, that will focus on uses of the water resources in the Chambers-Clover Creek Watershed. Water Programs staff is currently involved in the "ESHB 2514" planning process occurring in the Chambers-Clover Creek water Resources Inventory Area or WRIA. These staff are responsible for conveying the needs, goals, and interests discovered in the Clover Creek Basin Plan to the Chambers-Clover Creek Planning Unit. The goal of the process is to prepare a comprehensive water resource management plan for the WRIA which includes the Clover Creek subbasin. It is anticipated that the management plan will result in an "implementation committee" whose form and function have not yet been decided upon. Members of the Planning Unit have voiced concern regarding the numerous water related planning processes occurring in the WRIA. The Planning Unit will investigate these various planning processes as it develops the management plan in an effort to coordinate with and not duplicate existing efforts.