

NISQUALLY RIVER MANAGEMENT PLAN

Approved by the Washington State
Legislature

June 1987

The Nisqually River Management Plan was prepared by the:

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The Nisqually River Management Plan and Final EIS (environmental impact statement)

represent over a year and a half of work by the Nisqually River Task Force and

project staff. The preparation of a Nisqually River Management Plan by the

Department of Ecology was mandated by the 1985 state legislature by SHB 323.

The preparation of a river management plan of this scope was a pioneering effort

in the state of Washington. The plan provides recommended policies and implementation guidelines.

The plan is based on the work of the Nisqually River Task Force which was composed of representatives of the timber, agriculture, and hydropower industries, conservationist and environmentalist organizations, Nisqually River valley landowners, resource management agencies, and the Nisqually Indian Tribe. In developing the policy recommendations contained in the Plan, the Task Force Oversight Committee considered the recommendations of six technical advisory subcommittees, two citizen advisory committees, plus public testimony provided to the Task Force at its meetings.

The legislature's instructions to Ecology requested the preparation of a management plan for the Nisqually River system which provided for a balanced stewardship of the area's economic resources, natural resources, and cultural resources. This was a complex undertaking, and the Nisqually River Task Force formed by Ecology performed admirably.

The key issues the Task Force had to address included public access to the river, flood control and emergency warning systems, fish and wildlife protection and enhancement, local public desires to maintain existing rural landscape and economy, and the balancing of local private property owner rights with statewide public interest rights in this river of statewide significance.

In March 1987, Ecology transmitted to the 1987 legislature a copy of the Task Force's final recommendations for a Nisqually River Management Plan. The Plan was subsequently approved by the legislature in June, 1987.

Introduction

The Nisqually River is unique in Washington State, if not the nation, in having as its headwaters a glacier in a national park, and its estuary within a national wildlife refuge. The intervening 78 miles of river flow through forested mountainous terrain, rolling farmlands, past small towns, through the Fort Lewis Military Reservation and the Nisqually Indian Reservation, and enters Puget Sound near the site of the first European settlement in the region.

The 1985 Washington State Legislature approved Substitute House Bill 323 (SHB 323) directing the Department of Ecology to prepare "... an overall management plan for the Nisqually River" The purpose of the planning process being to emphasize "... the natural and economic values of this river of statewide significance ..." for the "... enhancement of economic and recreational benefits"

It is important to note that SHB 323 specifically required that "the plan not be implemented before adoption by the legislature."

Taken in its entirety, SHB 323 mandated the Department of Ecology to develop a Nisqually River Management Plan for stewardship of the river. When implemented, the plan will provide opportunities for the balanced enhancement of economic, cultural, and natural resources. The plan is guidance for stewardship of the river, not a rigid blueprint.

Nisqually River Task Force

In response to legislative direction to "establish advisory committees to provide technical assistance and policy guidance" in the preparation of an "overall management plan" for the Nisqually River, the Department of Ecology formed the Nisqually River Task Force (NRTF) in August 1985. As mandated by SHB 323, membership of the Task Force included individuals "representing the interests of

federal, state, and local government entities, agriculture, forestry, the Nisqually Indian Tribe, other property owners, and environmentalists.”

The Phase 1 (1985) Task Force was made up of two advisory committees, a policy advisory committee (the Steering Committee) and a Technical Advisory Committee composed of six technical subcommittees. The Steering Committee was retained for a two-phase planning process in order to develop complete and comprehensive management policy recommendations in response to legislative direction and public testimony.

Nisqually River Management Plan

The Nisqually River Management Plan is more a protection plan than an action plan. This is of necessity: one of the key findings during Phase 1 of the planning process is just how little is known about the resources of the basin. There is simply not enough information on which to base an overall action plan at this time.

Exceptions to this are well-studied areas such as fisheries, or issues with a clear problem which can be solved such as lack of recreational access to the river.

Accordingly, the plan places heavy emphasis on investigation research preliminary to development and recommendation of action programs. Following are the key goals paraphrased from the Plan; the full plan statements and accompanying implementation guidelines may be found in the succeeding pages.

1) Mineral resources extraction within the management area should be carried out consistent with other plan objectives.

2) Water quality and stream flow should be maintained throughout the

Nisqually basin; the existing state Dairy Waste Management Program should receive adequate funding to insure its effectiveness.

3) Future flood damage should be minimized by limiting development within the 100-year flood plain, and by enhancing the existing emergency warning system.

4) Anadromous fish habitat should be rehabilitated and enhanced; resident fish, about which little is known, should be studied, and a management plan developed.

5) Wildlife populations and habitat, about which little is known, should be studied, and a management plan developed.

6) Wetlands and estuarine areas should receive special protective measures. Other special habitats and features should be evaluated for protective needs.

7) Existing hydropower facilities should continue to operate as at present; no new hydropower facilities should be developed within the management area.

Economic development of the management area should emphasize natural resource based economic sectors, and the supporting land uses protected by local government planning.

9) Local land use planning for the management area should protect and promote natural resources and agriculture and forestry; new industrial land uses should be located outside the management area near existing population centers;

the three counties in the basin should coordinate land use planning and growth management.

10) The combined forestry and agriculture land base of the management area should be maintained, with market forces determining the mix between the two.

11) Public recreational access to the river should be acquired at or near the existing de facto access sites; loop trails should be developed in selected portions of the management area.

12) Interpretive programs addressing economic, cultural, and natural resources of the basin should be developed for school systems and the general public; interpretive facilities should be developed at selected sites along and near the river.

13) Acquisition of lands or development rights for implementation of the Nisqually River Management Plan should not be through the power of eminent domain.

14) Implementation of the Nisqually River Management Plan should be through a Nisqually River Council which takes the form of a Council of Governments and includes representation of nongovernmental river interests; the council should be a coordination organization with no independent authority of its own. A separate Nisqually River Citizens Advisory Committee should be formed, with three of the Committee members sitting on the Council. A nonprofit land trust should be formed as an auxiliary organization to facilitate land acquisition.

15) The Nisqually River management area should consist of a Core Management Zone and a Stewardship Management Zone. The Core Management Zone is essentially the Shoreline Management Zone (SMZ) of the Nisqually River and the lower 3 miles of the Mashel River. The SMZ, under the state Shoreline Management Act (SMA) consists of a corridor 200 feet wide along shorelines of the state (200 feet each side of rivers). Additionally, lands acquired by purchase or donation, and steep slopes adjacent to the SMZ are included in the Core Management Zone. The Stewardship Management Zone is a viewshed corridor along the Nisqually River a minimum of 1/4 mile and a maximum of 3/4 mile each side of the river, plus the SMZ of all tributaries with a mean annual flow of 20 cfs or greater.

In addition, the NRMP encourages studies to be carried out throughout the Nisqually River basin.

Chronology of Plan Development

The following is a chronology of the principal actions leading up to adoption of a plan by the Nisqually River Task Force and approval of the plan by the state Legislature.

1985

April

49th Legislature passes SHB 323 directing the Department of Ecology to prepare “... an overall management plan for the Nisqually River ...”

September

Ecology convenes the Nisqually River Task Force – policy and technical advisory committees composed of citizens and government agency staff.

October

Technical advisory committees deliver their final recommendations to the policy advisory committee for management plan elements.

December

Task Force completes its preliminary recommendations to Ecology for a Nisqually River Management Plan.

1986

January

Ecology forwards the Nisqually River Management Plan: Phase 1 Interim Report to the state legislature.

March

Task Force reconvenes to reconsider and finalize recommendations for the Nisqually River Management Plan.

July

Task Force completes its recommendations to Ecology for a Draft Nisqually River management Plan.

October

Ecology issues a Draft Plan/Draft Environmental Impact Statement for public review.

November

Ecology conducts public hearings on the Draft Plan and Draft EIS.

December

Task Force reconvenes to consider public comment on the Draft Plan and Draft EIS.

1987

January

Task Force completes its revisions to the plan and forwards its final recommendations to

Ecology. Ecology submits the Task Force report to the state legislature as the Nisqually River Management Plan.

April

Ecology issues a Final EIS on the Nisqually River Management Plan.

June

Legislature approves the plan and authorizes Ecology to “ implement the Nisqually River Task Force recommendations ...”

November

Ecology convenes the Nisqually River Council.

PLAN ELEMENTS

Plan Element 1

MINERAL RESOURCES

1.0 Discourage mineral extraction within the Core and Stewardship

Management Zones unless it is carried out consistent with plan objectives.

Investigate the effect of in stream commercial extractive activities such as sand and gravel removal or the like on fish, wildlife, and water quality.

Plan Element 2

WATER RESOURCES

2.0 Maintain and protect water quality and stream flow quantity for

all streams and lakes, as applicable, throughout the basin.

2.1 Conduct a needs evaluation of the Nisqually River basin

streams to determine where monitoring for minimum flows and water quality is necessary or desirable.

2.1.1 A water quality inventory of the Core and Stewardship

Management Zones should be undertaken to determine the nature and extent of nonpoint sources of pollution, including the need for increased long-term monitoring.

2.1.2 Establish the additional water quantity and quality monitoring

stations identified in Plan Elements 2.1 and 2.2.

2.2 Agricultural practices should be carried out so as to minimize

the threat to fish, wildlife, and human health, insofar as is technically and financially feasible.

2.2.1 Adequate funding should be provided by which to carry out

the state Dairy Waste Management Program implemented by the state Department of Ecology under Section 208, Federal Clean Water Act, in conjunction with local Soil Conservation Districts and local government as necessary.

2.2.2 Agricultural practices should be carried out through the

application of recognized best management practices (BMPs), first through education and volunteer programs, second through incentives, and as a last resort, through regulation.

2.3 Encourage the State Department of Ecology to conduct a study

of the relationship between groundwater, stream flow, and water quality in the Nisqually River basin, including management alternatives for maintenance of minimum flows and water quality standards. If phased, the study should first

emphasize the Yelm-McKenna-Roy area where population growth is most anticipated.

Plan Element 3

FLOOD DAMAGE REDUCTION

3.0 Flood damage along the Nisqually River should be minimized by regulating development in the 100-year floodplain, by maintaining vegetated streambanks, by maintaining natural wetlands, and by continued use of Alder and La Grande dams for flood control.

3.1 Further construction of human habitation within the 100-year floodplain should be limited.

3.1.1 Encourage local governments to designate the entire 100 year floodplain as the “floodway,” with existing development grandfathered.

3.1.2 Encourage local governments to restrict further development in the 100-year floodplain.

3.1.3 Encourage local governments to amend Shoreline Master Programs where necessary to keep structural shoreline protection landward of wetlands associated with streams, except as necessary to protect existing development.

3.1.4 Encourage local governments to draft regulatory standards for floodplain construction which address depth, velocity, and debris-carrying capability of flood waters.

3.2 Flood damage in the Nisqually basin should be reduced by encouraging local governments to require that vegetation be maintained on all streambanks, and that vegetation removed in the course of a permitted activity be

replaced in a timely manner; refer also to Plan Element 3.4.

3.3 Flood damage from La Grande to the Delta should be reduced through a cooperative and coordinated management and warning system.

Encourage cooperation among Tacoma City Light, Nisqually Indian Tribe, state Department of Emergency Management, the Nisqually River Coordinating Committee, local governments, and downstream landowners to determine feasible flood control elements in dam operation and improved notification procedures when larger than normal water releases are necessary.

3.3.2 A study should be made of the Nisqually River, including that portion affected by tidal activity, to determine those wildlife habitats most sensitive to flow or flooding to aid in development of a flow control plan that would best protect the wildlife habitat utilizing available flow control facilities.

3.3.3 Establish a coordinated flood emergency warning and response system for the Nisqually valley.

3.3.4 Review existing warning and response systems of Thurston, Pierce, and Lewis counties, and Tacoma City Light, and, if necessary improve existing warning and response systems.

3.3.5 Encourage the cooperative adoption of the coordinated warning and response system by Thurston, Pierce, and Lewis counties and Tacoma City Light.

3.4 Bank stabilization projects should be discouraged; however, when bank stabilization is allowed, encourage bank stabilization projects which

use a combination of natural vegetation and structural systems' that is, the biotechnical bank protection and slope stability procedures.

Plan Element 4

FISH MANAGEMENT

4.0 Landowners, government resource and development agencies, Indian tribes, and river users should work together to maintain or enhance resident and anadromous fish populations and habitat within the Nisqually basin.

4.1 Maintain and protect natural channel characteristics, canopy coverage (riparian habitat), and waterway fish access for all streams and lakes, as applicable, throughout the basin.

4.1.1 Assess the status of summer and winter fish spawning and rearing habitat.

Determine what habitat has been lost and what portion of habitat can be rehabilitated. Provide funding for removal of stream blockages, gravel cleaning, and reclaiming of riverine areas on the main stem river (i.e., side channels, or wall base streams for spawning and winter habitat), if needed.

4.2 For purposes of establishing specific management principals for the protection of anadromous fish habitat, the management zone of the main stem of the Nisqually River and the Mashel River drainage should be the Shoreline Management Zone (SMZ) as defined by the Shoreline Management Act (SMA).

4.2.1 Allow only selective commercial timber cutting, so that no

more than thirty percent (30%) of the merchantable trees may be harvested in a ten (10) year period of time. Provided, that other timber harvesting methods may be permitted in those limited instances where topography, soil conditions, or silvicultural practices necessary for regeneration render selective logging ecologically detrimental: Provided further, that clearcutting of timber which is solely incidental to the preparation of land for other uses may be permitted; a representative mix of native species should be maintained.

4.3 For purposes of protecting resident fish species within Nisqually River basin, a riparian management zone should be created.

4.3.1 Conduct an inventory of the resident fish use within the basin in both the lakes and streams; this should include species composition, relative abundance, and habitat quality.

4.3.2 Stream typing under the Forest Practices Act should be completed throughout the basin.

4.3.3 Define “riparian zone” for the purposes of the Nisqually River Management Plan, and develop management guidelines.

4.3.4 Monitor and report to Nisqually River Council the effectiveness of guidelines in protecting and enhancing resident fish populations.

4.4 Encourage a variety of artificial fish propagation methods which utilize natural fish stocks to make up for inaccessible or lost habitat (i.e., hatcheries, gravel boxes, rearing ponds, and other small-scale rearing operations).

4.5 Develop and promote incentives for private landowners to protect and enhance fish habitats where controlled public access is allowed.

Plan Element 5

WILDLIFE MANAGEMENT

5.0 Landowners, government resource and development agencies, Indian tribes, and river users should work together to maintain or enhance wildlife populations and habitat within the Nisqually basin.

5.1 Inventory existing wildlife protection programs (regulatory and non-regulatory), evaluate effectiveness, and assess need for modifications, deletions, or additions.

5.2 Evaluate present wildlife habitat conditions and their ability to support viable wildlife populations.

5.2.1 Conduct an inventory of wildlife habitats in the Nisqually basin; monitor key habitats and/or indicator species.

5.2.2 Where regulations or programs evaluated under Plan Element

5.1 cannot maintain or enhance wildlife or habitat, lands supporting these populations should be acquired.

5.2.3 Report findings to the Nisqually River Council.

5.3 For purposes of protecting wildlife in the Nisqually basin, Plan Element 4.3 should give equal consideration to wildlife in its development and implementation.

5.4 Develop and promote incentives for private landowners to protect and enhance wildlife habitats where controlled public access is allowed.

Plan Element 6

SPECIAL SPECIES, HABITATS AND FEATURES

6.0 Wetland and estuarine habitats should be protected and where necessary enhanced within the Nisqually basin.

6.1 Existing wetlands should be maintained for multiple purposes including absorbing floodwaters, recharging groundwater, cleansing water of pollutants, and providing wildlife habitat.

6.1.1 Adopt a single wetlands classification system for the basin.

6.1.2 Evaluate existing regulations and programs and assess needs for modifications, deletions, or additions.

6.1.3 Encourage Pierce, Thurston, and Lewis counties to adopt sensitive area designations for wetlands in their comprehensive plans.

6.2 Encourage cooperative agreements between local public works departments and state and federal agencies so that the design of new wetlands created to mitigate permitted fills will incorporate multiple benefits.

6.3 Define special species and habitats for the purposes of the Nisqually River Management Plan.

Plan Element 7

HYDROPOWER

7.0 The Nisqually River Coordinating Committee should be recognized in the Nisqually River Management Plan and its work continued towards negotiated settlement of fish/power conflicts; the Nisqually River Management Plan, however, shall not be limited to balancing only fish/ hydropower conflicts, but shall consider all resources.

7.1 The Nisqually River Management Plan should not change

existing hydropower facilities mode of operation which include negotiated agreements primarily for fish management and power generation and secondarily for recreation.

7.2 The Nisqually River Management Plan should seek to maintain the viability of existing hydroelectric dams, consistent with current and future regulations, Nisqually River Coordinating Committee agreements, and the Nisqually River Management Plan.

7.3 No new hydropower facilities should be developed within the Core and Stewardship Management Zones.

Plan Element 8

ECONOMIC ENHANCEMENT

8.0 Within the Core and Stewardship Management Zones, economic enhancement of the natural resource-based economic sectors should be preferred to other economic activities, and the supporting land uses should be protected.

8.1 Establish and protect within the Core and Stewardship Management Zones, land uses which will result in long term economic growth in the forestry, agriculture, recreation, and fisheries economic sectors.

8.2 Within the Nisqually River basin, and outside the Core and Stewardship Management Zones, encourage local government, when it makes land use decisions regarding business, commerce, industry, residential, utilities, and other land uses, to consider the Nisqually River Management Plan such that it would be compatible with maintaining the natural resources of the management area.

Plan Element 9

LOCAL LAND USE PLANNING

9.0 Local land use planning and regulation within the Core and Stewardship Management Zones should promote enhancement of the natural and recreational resources, as well as enhancement of existing forestry and agricultural uses.

9.1 The shorelines of the Nisqually River and its major tributaries should be protected from uses adverse to wildlife, recreation, and watershed protection.

9.1.1 Encourage county governments to increase compliance monitoring of shoreline developments in the Core and Stewardship Management Zones.

9.1.2 Encourage Lewis County to adopt a Natural Environment element in its master program and to apply it to some or all of the upper reaches the Nisqually River within its jurisdiction.

9.1.3 Encourage Pierce, Thurston, and Lewis counties to adopt ordinances regulating clearing and grading activities within the Core and Stewardship Management Zones.

9.2 Encourage local governmental jurisdictions to develop and implement local plans that accomplish the goals of the Nisqually River Management Plan.

9.3 New land uses in the Core and Stewardship Management Zones should not degrade and should enhance the river environment; this does not preclude land or recreational

development properly undertaken.

9.4 Encourage new industry to locate in and near population centers

but outside the Core and Stewardship Management Zones.

9.5 The jurisdictions having local planning and zoning authority

within the Nisqually basin should be requested to develop a mechanism to

coordinate comprehensive planning efforts for the protection of natural resources.

9.5.1 Urban growth should occur adjacent to existing urban areas,

and away from areas of significant fish and wildlife habitat.

9.5.2 Based on these coordinated efforts, growth management

agreements should be negotiated between the county governments and

incorporated centers lying within the Nisqually basin.

Plan Element 10

AGRICULTURE AND FORESTRY LAND BASE

10.0 Maintain the combined agricultural and forestry land base

within the Core and Stewardship Management Zones, and let market forces

determine the mix between the two.

10.1 Maintain current agricultural and forestry land uses through

voluntary participation in:

10.1.1 the purchase and/or acquisition of development rights.

10.2 Encourage local government to exempt agricultural and

forestry lands from the following special assessment districts because they

provide no direct benefit to those lands:

sanitary sewerage, storm water sewerage, domestic water supply, and road

construction and/or improvement, until the lands are converted to other uses

benefiting from these activities.

10.3 Encourage local government to protect and enhance the traditional agricultural and forestry land uses within the Core and Stewardship Management Zones by:

10.3.1 Declarations in county land use plans that the Nisqually River corridor should be protected for its open space, and agricultural uses, to facilitate landowners obtaining tax deductions for donations of land or interests in land within the corridor.

Plan Element 11

RECREATION

11.0 Recreation site boundaries should be primarily limited to sites of opportunity which should be acquired in fee to provide a base of publicly owned or controlled land for intensive recreation use. The priority of acquisition should be:

- A. Acquisition of publicly owned lands;
- B. Exchange of public lands for privately owned lands; and
- C. Acquisition of privately owned lands and development rights (lands should be acquired only from willing sellers).

Easements and other less than fee acquisitions should clearly relieve the underlying private landowner of liability for public recreation use of the property, except where specific owner actions result in negligent conditions. Additional state legislation should be sought to clarify landowner liability.

Lands not required to provide for high density public facilities (boat launches, campgrounds, etc.) should remain in their existing ownership, except that: Public management entities should be encouraged to use less than fee acquisition procedures to preserve forest and farm and other open space corridors and vistas within the Core Management Zone. These procedures may include such techniques as purchase of timber cutting rights, purchase of scenic easements, or purchase development rights. Purchase of development and tree cutting rights within the Core Management Zone would allow the continuation of existing uses and provide for landowner control of access, while at the same time conserving the immediate river environment, scenery, and fish and wildlife habitat.

11.1 The priority of exchange/purchase should be:

11.1.1 A major destination area park/put in site at the confluence of the Nisqually and Mashel river together with trails up the Mashel River.

11.1.2 A river float put in/take out site at a safe location upstream from the Centralia hydropower diversion dam, and not to conflict with existing agricultural land uses.

11.1.3 A river float put in/city/county park in or near the town of McKenna (retirement home site or immediately downstream).

11.1.4 A river float put in/take out immediately below the Centralia powerhouse.

11.1.5 A river float lunch/rest stop/overnight campsite should be acquired about midway between the recommended put in at the Mashel/Nisqually confluence and the recommended Centralia diversion dam take out. Sites to be evaluated should

include the existing de facto access points at the Piessner (Powell Creek) bridge and the Ohop/Nisqually confluence.

11.1.6 Trail access easements at two sites of opportunity between the Centralia Diversion Dam and the Mashel-Nisqually confluence.

11.1.7 Trail access easements at two sites of opportunity between the Old US 99 bridge and the Centralia Powerhouse. Trails are to be oriented to special scenic resources and

designed to provide about two mile loop walks. Special care should be taken to locate and design

the trail access so as to prevent trail use by motorized vehicles.

11.1.8 Development and tree cutting rights within the Core Management Zone.

11.2 Other exchange/purchase goals should be:

11.2.1 Several potential trail opportunities at the recommended Mashel-Nisqually confluence area destination park site should be further investigated:

a. A trail extending downstream 1 1/2 miles to the Ohop Creek confluence.

b. A trail now extends upstream 3/4 mile from the big-tree grove past the famous "bird cave cliff" to a rock shelf providing impressive vistas of the cliff-lined slot. This trail could possibly be extended to the Tacoma City Light's Alder Lake powerhouse.

c. A trail extending 5-6 miles up the Mashel valley to make viewing of the cliff lined slot available. Trails should also be extended to the historic

Nisqually massacre site.

11.2.2 Trails and other primitive facilities should be developed into Little Mashel Falls so that the falls and its gorge, which in large part lie within city of Eatonville lands, can be available to the public.

11.2.3 Minor put in facilities should be acquired and developed in the upper river zone at the Skate Creek Road (Kernahan Road) with take out facilities provided at the Elbe bridge or alternatively on Alder Lake at Tacoma City Light's park facilities.

11.3 The following design standards should be adhered to:

11.3.1 Public facilities should be carefully designed to limit recreational use to the carrying capacity of the river and its environs. Special care should be given to color, form, texture, and materials in order to conserve the river in as natural a condition as possible.

11.3.2 All public access and trail easements should be managed under a policy of "pack it in pack it out." This policy would need to be supported by a vigorous education and signing program. Only the major high density public parks should require garbage collection facilities. Special or unique cultural, biological, historical, geological, or ecological localities and endangered, threatened, and sensitive plants and animals (see RCW 79.70; WAC 332-60 010 to 160; RCW 77.12.020; WAC 232-12 and WAC 232-14) should be mapped for the entire river length. Where necessary for resource conservation/preservation, public development should be

diverted to other locations.

11.3.4 All public access and trail easements should be developed with suitable sanitary facilities.

11.3.5 Public facilities should be coordinated to provide opportunities for all users regardless of age, income, race, sex, or physical handicap.

11.3.6 No new public facilities constructed as a part of this plan should be located in developed residential areas. This recommendation should not preclude local government or community park facilities built to serve local or subdivision property owners.

11.3.7 Loop trails in the upper river zone should be developed on lands already in public ownership. Private land should be acquired only as a last resort and only then to provide necessary linkages to loop trails on public lands.

11.4 The following actions should be implemented by the appropriate agency(s):

11.4.1 Recreation land management agencies should provide signs and brochures identifying river resource opportunities, hazards, and the user's responsibilities at public sites.

This information should be coordinated in order to be comprehensive and compatible from site to site.

11.4.2 The City of Tacoma should continue implementing its development plan for recreation facilities at Alder Lake. Additional trails and scenic drives to make use of scenic vista opportunities should be added to the city's plans for development on their lands.

11.4.3 Should demand increase beyond the capacity of existing facilities, the Department of Natural Resources should examine the advisability and feasibility of expanding and improving the Elbe Hills recreation facilities so that future Off Road Vehicle (ORV) needs can continue to be met away from the Nisqually River environment.

11.4.4 The Department of Wildlife's 6th Avenue fishing access site needs additional facilities to provide a safe put in and take out. Additional parking and sanitary facilities are also needed.

11.4.5 The US Forest Service, US Fish and Wildlife Service, US Army (Fort Lewis), National Park Service, and the Nisqually Indian Tribe should be encouraged to plan and develop facilities on their lands which are compatible with recommendations for state and local government agencies found in this report.

11.4.6 Road and other rights-of-way should be evaluated for modification and/or expansion so that the rights-of-way can also provide a base for recreation and fishing access and other appropriate uses.

11.4.7 The existing viewpoint opportunity overlooking the Nisqually Delta located on Old Highway 99 should be given formal viewpoint status. This site should be improved by minor tree cutting, improved turn out construction, and signed to inform visitors of the delta's refuge status.

11.5 Potential private business opportunities to meet public

recreation needs should have priority over governmental actions. Governmental agencies should seek out private capital first and, only where necessary, develop facilities at public expense.

11.6 Recreation water releases which are coordinated with fish and wildlife needs should be sought from Nisqually River hydropower operators.

These releases are necessary to

make the upper and lower bypass zones boatable during a substantial part of the recreation season. Releases should be scheduled to minimize the impact on electricity generation.

11.6.1 Coordinate implementation of this policy with Plan Element 7.0.

11.7 Recreation and other plan recommendations should be reviewed and updated at least every five years. Recommended action priorities should be evaluated in light of current conditions and new actions proposed where needed. System carrying capacity should be monitored by appropriate resource agencies and facility developments and future plans adjusted where necessary to assure conservation and preservation of the river's natural systems.

Plan Element 12

EDUCATION AND INTERPRETATION

12.0 All interpretive and education programs involving the Nisqually River basin

should:

emphasize the Nisqually River as a whole system with particular focus on the

natural resources, archaeological and cultural history and economic values; utilize existing programs, facilities, resources, and materials to the extent that they support the whole river system concept; be coordinated by an interagency and private consortium, or board, of interested and involved persons; and be supported by adequate funds enabling the consortium to implement the program.

12.1 Develop an inventory of existing resources and agencies and private individuals concerned with the basin.

12.1.1 Determine Elements of the Natural Resources: This may not require field study but should be readily adaptable from existing records and references. If, in the future, experience shows the presence or absence of species, revisions will reflect that fact.

12.1.2 Determine Elements of Economic Activities: All activities that reflect financial exchange within the established corridor should be listed by types of activity, owners, addresses, locations, and scales of activity. It will be important to understand what part such activities play in the overall economic benefits from the area.

12.1.3 Determine Past and Present Cultural Activities Within the Basin: Most of this is also a matter of record but requires compilation and organization. Here, the Nisqually Tribe will be important in researching the indigenous culture from antiquity to the present.

12.1.4 Determine Educational Facilities and Programs Currently

Contributing to Understanding the River Basin: There seem to be several facilities that may be available for educational presentation. It may not be necessary to provide specific and costly structures to support the program although some interpretive construction will probably be required. Less is known about programs that may exist and prove useful.

12.1.5 Determine Agencies and Private Individuals Concerned with the Basin:

Many federal, state, county, and other local agencies have jurisdiction for planning, regulating, and enforcing various activities in the basin. Secondly, some of these same agencies would have responsibility for monitoring or operating some phase of the management plan. There will also be individuals who will wish to be a part of the educational process. These should be compiled as a part of the inventory.

12.2 Develop an education plan for school use of the basin.

12.2.1 Organize Educational Materials which Focus on the Natural, Cultural, Environmental, and Economic Elements of the Basin. Most materials are available under one program or another. Their methodology and arrangement can be borrowed and adapted to the specific resources of the Nisqually River basin.

12.2.2 Establish Economic Support Enabling Schools to Travel to

These Key Sites for Study. One of the pressing problems for schools is an adequate budget for travel to places

“where they can see it on the ground.” A logistical system should be determined by which every student within a specific distance should be able to participate

once before graduating from high school.

12.2.3 Assist Teachers in Using the Materials and Key Study Sites.

Teachers could

be instructed how to handle groups on tour and where to go to accomplish proper instruction. Objectives 2 and 3 should not be seen as restricting any school group in the state from scheduled participation if they can solve their own travel and lodging problems.

12.3 Develop an interpretive plan for the general public which promotes an understanding of the river basin.

12.3.1 Provide Readily Available Materials Which Interpret the Natural Resources, Cultural Aspects, and Economic Factors Within the Basin.

This aspect of education for the visitor presents ideas for providing literature programs and on-site displays.

12.3.2 Promote the Use of Existing Facilities and Locations as Key

Interpretive Sites. If a visitor does not have the time, ability, or inclination to follow a trail to a specific

location, he may be able to short cut the process by following the trail by

interpretation and transportation. That is, by driving to various locations on existing roads and seeing examples

along the route, a visitor would receive a limited but accurate understanding of the river basin.

12.4 The following sites are recommended for initial evaluation for

inclusion in a Nisqually Education and Interpretive system. Other sites may also be evaluated.

12.4.1 McKenna: an interpretive kiosk which could also furnish information on the nearby Centralia Power Plant.

12.4.2 Piessner (Powell Creek) Bridge Overlook: interpretive panels, roofed only.

12.4.3 Harts Lake Loop Road – Tanwax Creek vicinity: good viewing and interpretive site opportunity which shows dramatic differences in vegetation. An ideal place to explain the movement of ice in the last glaciation.

12.4.4 Nisqually – Mashel Confluence: (1) a viewing point located atop “bird’s nest cliff” to be accessed from SR 7 opposite the Pack Forest information building; (2) interpretive trails leading from the confluence; (3) a group facility building with a capacity of 40 to 50 persons; (4) interpretive facilities similar to those of Federation Forest addressing traditional occupancy of the confluence area by Nisqually bands, including the massacre site. 12.4.5 SR 7

Overlooking Nisqually Gorge and La Grande Dam: placement of interpretive panels. 12.4.6 SR 7

Overlooking Alder Dam: placement of interpretive panels. 12.4.7 Elbe Sewage Treatment Plant Grounds: placement of an interpretive kiosk about Alder Reservoir.

Plan Element 13

LAND ACQUISITION AND PROTECTION

13.0 It should be the policy of the state to encourage preservation of the lands

within the Core and Stewardship Management Zones through innovative

approaches involving the public and private sectors, and the state should facilitate voluntary contributions of land or interests in land through tax incentive programs.

13.1 State and local agencies should employ the SEPA process to identify the need for mitigation of project impacts within the basin through land acquisition or exchange.

13.1.1 Develop a program of education and guidance in the application of in-kind habitat mitigation through land acquisition or land exchange under SEPA.

13.1.2 Where preservation of natural and recreational resources is deemed to be in the public interest, encourage fee purchase of those lands where preservation is not compatible with the existing landowner's management objectives.

13.2 Designate the entire length of the Nisqually River as a state scenic river.

13.3 Implementation of the Nisqually River Management Plan shall not use the power of eminent domain.

Plan Element 14

MANAGEMENT ENTITY

14.0 The Nisqually River Management Plan should be implemented through a "Nisqually River Council" which includes representation of certain non-governmental river interests; the Nisqually River Council should be a coordination organization with no independent authority; a separate "Nisqually

River Citizens Advisory Committee” should also be created to assure citizen representation during implementation of the Nisqually River Management Plan; as implementation of the Nisqually River Management Plan progresses, certain plan elements may be addressed through acts of the participating agencies, the advisory committee, or other entities such as an optional 501(c)(3) nonprofit organization.

14.1 The Nisqually River Council should be organized as follows:

14.1.1 The Executive Committee of the Nisqually River Council

should be composed of one member selected by each of the following organizations. Each member organization may designate an alternate. Lewis County Board of Commissioners Pierce County

Council Thurston County Board of Commissioners Washington State Department of Wildlife Washington State Parks and Recreation Commission Washington State Department of Natural Resources Nisqually River Citizens Advisory Committee Nisqually Tribal Council

14.1.2 The Nisqually River Council should be composed of the

members of the Executive Committee named above, plus one member selected by the following organizations.

Each member organization may designate an alternate. Washington State Department of Agriculture Washington State Department of Ecology Washington State Department of Fisheries Washington State Secretary of State US Department of Defense, Fort Lewis US Fish and Wildlife Service, Nisqually Wildlife Refuge US Forest Service, Gifford Pinchot National Forest National Park Service, Mount Rainier National Park City of Tacoma, Department of Public

Utilities, Light Division University of Washington, Pack

Experimental Forest Nisqually River Citizens Advisory Committee

(two additional members; one resident, one nonresident)

14.1.3 Additionally, there should be one representative on the

Nisqually River Council of all the incorporated cities and towns lying within the

basin to be selected by those

incorporated cities and towns.

14.2 The Nisqually River Citizens Advisory Committee should be

organized as follows:

14.2.1 The purpose of the Nisqually River Citizens Advisory

Committee should be to provide advice and information to the Nisqually River

Council on topics requested by the

Council.

14.2.2 Not less than two-thirds of the members of the Nisqually

River Citizens Advisory Committee should be residents and/or landowners from

the Nisqually River Management Area as it is most broadly defined.

14.2.3 Members of the Nisqually River Citizens Advisory

Committee should be self-nominated, and designated by the Nisqually River

Council.

14.2.4 The number of members of the Nisqually River Citizens

Advisory Committee should not exceed the number of members of the Nisqually

River Council.

14.2.5 The Nisqually River Citizens Advisory Committee should

elect its own officers and designate three Committee members to serve on the

Nisqually River Council, as follows:

a. One member designated to serve on the Nisqually River Council

shall also be designated by the Nisqually River Citizens Advisory Committee as its representative to the Executive Committee of the Council.

b. At least one of the three Citizens Advisory Committee members

designated to serve on the Nisqually River Council should be a resident and/or landowner of the Nisqually River Management Area.

c. At least one of the three Citizens Advisory Committee members

designated to serve on the Nisqually River Council should be a nonresident and non-landowner of the Nisqually River Management Area.

14.3 The purpose and tasks of the Nisqually River Council should

be as follows:

14.3.1 To serve as a coordination and advocacy body for, and to

analyze policy issues relating to, implementation of the Nisqually River Management Plan.

14.3.2 To act as a clearinghouse and coordinating unit for Nisqually

River interests.

14.3.3 To have limited powers with no independent regulatory or

land acquisition authority; action should be taken through the member organizations (14.1) in accordance with the legislated authority.

14.3.4 To elect its own officers, and establish subcommittees as

necessary.

14.3.5 To provide to the legislature, in its fourth annual report,

recommendations

regarding the continuance or dissolution of the Council, and suggestions for funding if the Council recommendation is for the Council to continue in existence.

14.3.6 To hold public meetings at least annually.

14.3.7 To consider a variety of separate, optional, implementation organizations including an organization qualifying as a US Internal Revenue Service Section 501(c)(3) nonprofit organization; see Plan Element 14.6.

14.4 The purpose and tasks of the Executive Committee of the Nisqually River Council should be as follows:

14.4.1 To provide guidance and direction to staff between the regularly scheduled meetings of the Nisqually River Council, identifying, prioritizing and scheduling projects to be done by staff, subcommittees, and special task forces.

14.4.2 To establish the agenda of the Nisqually River Council.

14.4.3 To compose the first draft of annual reports to the legislature.

14.5 The Nisqually River Council should be supported by staff as follows:

14.5.1 Staff should be selected by the Council Chair with the advice and consent of the Council.

14.5.2 The Department of Ecology should provide all necessary support for the Council's staff, including but not limited to office space, services such as telephone, and fiscal

support such as payroll and purchasing; if possible the office should be in the Nisqually area.

14.5.3 The Department of Ecology should prepare an annual report to the Legislature on Nisqually River Management Plan implementation and the work of the Nisqually River Council.

14.5.4 Staff's responsibilities will be as determined by the Council.

14.6 The function and organization of the optional implementation nonprofit organization should be as follows:

14.6.1 To accept gifts, grants, bequests, etc., (of money or land).

14.6.2 To offer grants for exceptional performance within the management area.

14.6.3 To enter into willing seller/willing buyer real property acquisition.

14.6.4 To implement certain elements of the Nisqually River Management Plan, as identified by the Nisqually River Council, such as education and interpretation; recreation; agricultural enhancement; and land acquisition and preservation.

14.6.5 To be organized as either a foundation with memberships and dues, or as a nature conservancy corporation or association under the provisions of RCW 84.34.250.

Plan Element 15

MANAGEMENT AREA BOUNDARY

15.0 The Nisqually River Management area should be composed of a Core Management Zone and a Stewardship Management Zone.

15.1 The Core Management Zone boundary shall be established as:

15.1.1 Coincident with the line established by the Shoreline

Management Act (RCW 90.58.030 (2)(f), except where that line passes through a slope with a gradient of 100 percent or greater, in which case the boundary shall be at the top of the slope. Lands within this zone should not be developed except for water dependent uses. Development rights for other than water dependent uses should be acquired by transfer or purchase.

15.1.2 Once the property rights are acquired, all lands lying within the 100 year flood plain, areas of critical habitat, and areas needed for public use should be identified, mapped, and included within the Core Management Zone.

15.1.2.1 All lands lying within the 100 year floodplain should be managed with allowable state open space or agriculture protection legislation (RCW 84.34).

15.1.3 Once the property rights are acquired, all lands identified for acquisition under the Nisqually River Management Plan should be included within the Core Management Zone.

15.1.4 All lands lying along the Mashel River from State Highway 7 downstream to the confluence with the Nisqually River, as defined in 15.1.1, should be included within the Core Management Zone.

15.1.5 All lands lying along Red Salmon (Mounts) Creek from the Burlington Northern railway bridge downstream to Puget Sound, as defined in 15.1.1, should be included within the Core Management Zone.

15.1.6 All estuarine lands between Nisqually Head and the intersection of the north and east boundaries of the Nisqually National Wildlife

Refuge should be included within the Core Management Zone.

15.1.7 All lands of the McAllister Creek drainage basin from the Interstate Highway 5 bridge downstream to Puget Sound should be included within the Core Management Zone.

15.2 The Stewardship Zone boundary shall be established as:

15.2.1 Beginning at the Core Management Zone boundary and extending to the limits of the visual corridor, but not less than 1/4 mile and no further than 3/4 mile as measured horizontally from the river's edge. The visual corridor means that area which can be seen in a normal summer month by a person of normal vision walking either bank of a river or stream included in the management zone. The rights of private or public property owners within this zone shall not be limited without fair monetary compensation.

15.2.2 Including the Shoreline Management Zone (RCW 90.58.030 (2) (f)) of all tributaries in the Nisqually River drainage basin that have a mean annual flow of at least 20 cubic feet per second.

15.2.3 Including the Shoreline Management Zone (200 feet each side of streambanks) of McAllister Creek from the Interstate Highway 5 bridge upstream to its source.

15.3 Within the Nisqually River basin, the study of fish, water quality, wildlife, special habitats and plant and animal communities should be carried out in accordance with adopted Nisqually River Management Plan policies, and recommendations made to the appropriate existing resource management agencies.

15.4 The Nisqually River Council should have the responsibility to analyze issues and to review and comment on proposals outside the Management Area which might have a significant impact upon the Management Area.