



**United States
Department of
Agriculture**

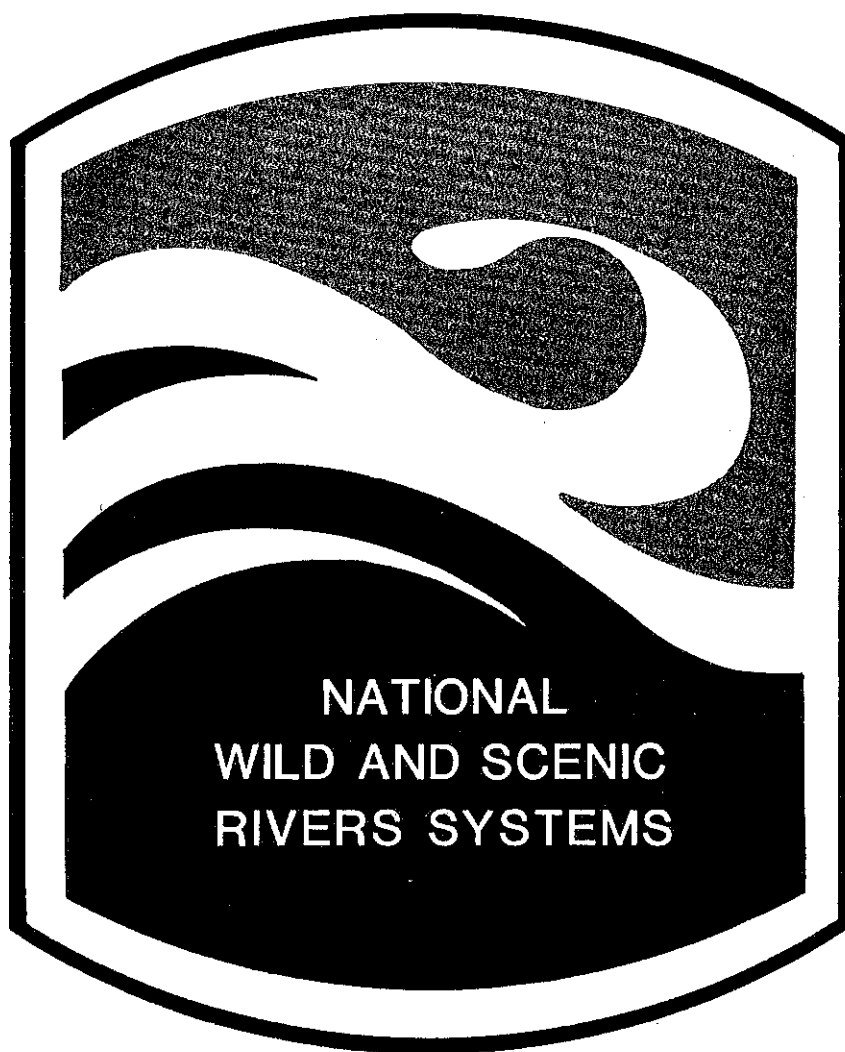
**Forest
Service**

**Mt. Baker-
Snoqualmie
National
Forest**



RIVER MANAGEMENT PLAN (FINAL) SKAGIT RIVER

VOLUME II



VOLUME II

River Management Plan

National Wild and Scenic River Systems

Skagit and Snohomish Counties, Washington

1983

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Abstract:

The River Management Plan (Vol. II) displays management authority, goals, and direction for the administration of the river system. Background information, resource overviews, assumptions, and the Wild and Scenic River boundary are presented in Volume I, the River Management Analysis.

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COORDINATION AND RESPONSIBILITIES OF OTHER ORGANIZATIONS AND AGENCIES

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Introduction

Establishment

Section 5(a) of Public Law 90-542 (10/2/68) designated portions of the Skagit, Cascade, Sauk and Suiattle Rivers as having potential for additions to the National Wild and Scenic River System and required the Secretary of Agriculture to study them to determine if they should be added to the system. This study was to be completed within ten years.

The Study was completed in 1977 and recommended that a total of 157.5 miles of the study Rivers be designated by Congress. This recommendation estimated a total of 34,654 acres be included within the River Corridor.

Section 703 of Public Law 95-625 (11/10/78) amended Section 3(a) of the Wild and Scenic Rivers Act to designate selected segments of the Skagit, Cascade, Sauk, and Suiattle Rivers, and to study a small portion of the North Fork Cascade River to determine if it qualified for inclusion in the Wild and Scenic River System and, if so, to treat it as a component of the system upon notification to that effect in the Federal Register. The determination was made that the North Fork Cascade was qualified and a notification to that effect was published in the Federal Register on March 20, 1981, making a total of 158.5 miles designated as Skagit Wild and Scenic River.

Public Law 95-625 established the terminal boundaries of the designated rivers, but required the Secretary of Agriculture to establish detailed boundaries for the designated segments, not to exceed an average of more than 320 acres per mile on both side of the river. This detailed boundary determination has resulted in an increase in total acres from 34,654 to 38,939. This increase was due to a number of factors, including:

- addition of the North Fork Cascade River
- locating boundaries on identifiable features
- locating boundaries so they do not cross ownership lines except on aliquot part boundaries
- locating boundaries to include the entire river
- locating boundaries to include major resource inventory features
- use of more accurate maps that were not available at the time of the 1977 study recommendation.

The detailed description of the boundary does not alter the original concept in the study report and Final Environmental Impact Statement of more than 50% of total acreage in public ownership.

The detailed boundary is well below the maximum allowed by Public Law 90-542 of 50,720 acres.

Basic Management Authority

Authorities for management of the river and its designated corridor are found in the following:

Public Law 90-542, October 2, 1968, "Wild & Scenic Rivers Act"

Public Law 93-279, May 10, 1974, "Amendment to the Wild & Scenic Rivers Act"

Public Law 95-625, November 10, 1978, "Amendment to the Wild & Scenic Rivers Act"

Authority for Management - Surface Waters

The Forest Service, through the Department of Agriculture, has the authority to regulate the surface use of waters within the National Wild and Scenic Rivers System. This statutory authority is found in the United States Code (U.S.C.), specifically, 16 U.S.C. 551 and 16 U.S.C. 1281(d). Implementation of this statutory authority is through the Code of Federal Regulations (CFR), 36 CFR 261.1(a)(4) and 36 CFR 261.58(z).

Authority for Management of Lands

Authority for managing National Forest lands within the designated corridor are in the laws and regulations pertaining to National Forest lands and 36 CFR 261. Approximately 44% of the lands within the designated corridor are National Forest. Private lands within the designated corridor can be managed by the Forest Service only when acquisition of specific rights to the private lands has been accomplished. Approximately 50% of the lands within the designated corridor are private. The remaining 6% of the lands are State, County, or other Federal than National Forest.

Management Plan Organization

The management plan is contained in two documents, for clarity and ease of use by river managers.

Volume I contains background information, resource overviews, assumptions and the appendix.

Volume II contains Management Goals, Management Direction and Tasks.
(See Appendix G for Tasks)

All pages in Volume I are color coded to identify the type of information presented.

White pages - General background information.

Yellow pages - Information and assumptions for both Recreation and Scenic Rivers.

Green pages - Information and assumptions for Recreation River only.

Blue pages - Information and assumptions for Scenic Rivers only.

Management Plan Background

This management plan is based upon the direction in Section 10 of Public Law 90-542. In addition, this management plan is designed to meet, as far as is practicable, the criteria and specifics outlined in:

February, 1970, Guidelines for Evaluating Wild, Scenic and Recreational River Areas Proposed for Inclusion in the National Wild and Scenic Rivers System under Section 2, Public Law 90-542"

and

National Wild and Scenic Rivers System; September 7, 1982, Final Revised Guidelines for Eligibility, Classification and Management of River Areas.

Additional management criteria has been developed from the 1977 Forest Service Environmental Statement that documents impacts and recommends inclusion of the Skagit System into the National Wild and Scenic Rivers System.

In this Environmental Statement was the recommendation that the State of Washington fully administer the Skagit Segment with the Forest Service administering the three other rivers on the system. State administration would have been possible through State Legislature actions outlined in Section 4c, Public Law 90-542 and through written cooperative agreements between the Federal Government and State.

State legislation was not enacted and through Public Law 95-625, Congress placed the entire Skagit System under Federal Administration. The option for written cooperative agreements is retained. Administrative and priority changes by the State of Washington has resulted in the State revamping their involvement in management of the Skagit Wild and Scenic River. The State does not currently plan to administer the Skagit Segment independently or purchase easements as recommended in the 1977 Environmental Statement, but wishes the concept to remain a goal. The State wishes to continue exercising its State regulatory authorities.

Implementation of Management Plan

In Public Law 95-625, Congress authorized the appropriation of \$11,734,000 for acquisition of lands or interest in lands and not more than \$332,000 for development. Administration would be accomplished from normal National Forest appropriations using interim management estimates and requirements of this management plan to request necessary administration funding.

As of 1982, no appropriations for acquisition, development or administration have been made to facilitate management of the Skagit System.

Implementation of this management plan is directly dependent upon appropriations for acquisition, development, and administration. The funding made available will determine the administrative organization established to accomplish the tasks. Within Volume II, these tasks have been prioritized to help facilitate the development of an organization to accomplish the most critical items, with funding available. (See Appendix G, Volume II.)

Administration and Management Concept

Management of the Skagit Wild and Scenic River System is to maintain or enhance:

1. Free-flowing characteristics of each of the four rivers.
2. Outstanding, remarkable values for which the rivers were placed into the Federal River System:
 - a. Wildlife
 - b. Fish
 - c. Scenic Qualities

On National Forest lands, Federal laws, regulations and policies will be utilized to achieve this.

Federal laws that pertain to National Forest lands are not applicable to non-Federal lands. These non-Federal lands are currently subject to State and County laws and regulations such as Shorelines Management Master Program, Zoning, Permit Center and flood zoning.

These current State and County laws may be sufficient to protect the values for which the River System was designated. Rather than impose another layer of control on private lands, it is the intent of this Management Plan to rely on existing State and County controls for administration of the River System.

The Forest Service will monitor the results of these local controls against the values for which the River System was designated. In the event that this monitoring indicates that local authority does not appear to be providing the necessary protection, the Forest Service will initiate discussions with local and County Government and/or State Agencies to determine the action needed to obtain necessary protection.

If local Government action can not be implemented, it may be necessary for the Federal Government to impose additional controls for protection of the River System values. This would generally require acquisition of rights from the private party.

This management concept on non-Federal lands will require close and frequent coordination between the Forest Service Manager and local Governments, especially the Counties. To clearly define the authorities and responsibilities between the Forest Service, Counties, and State, a series of cooperative agreements will be prepared.

Direction which relates to Forest Service, County, and State coordination can be found in the following sections:

DIRECTION WHICH RELATES TO COUNTY AND
STATE COORDINATION AND ADMINISTRATION

<u>SUB-SECTION</u>	<u>PAGE NUMBER</u>	<u>ITEM</u>
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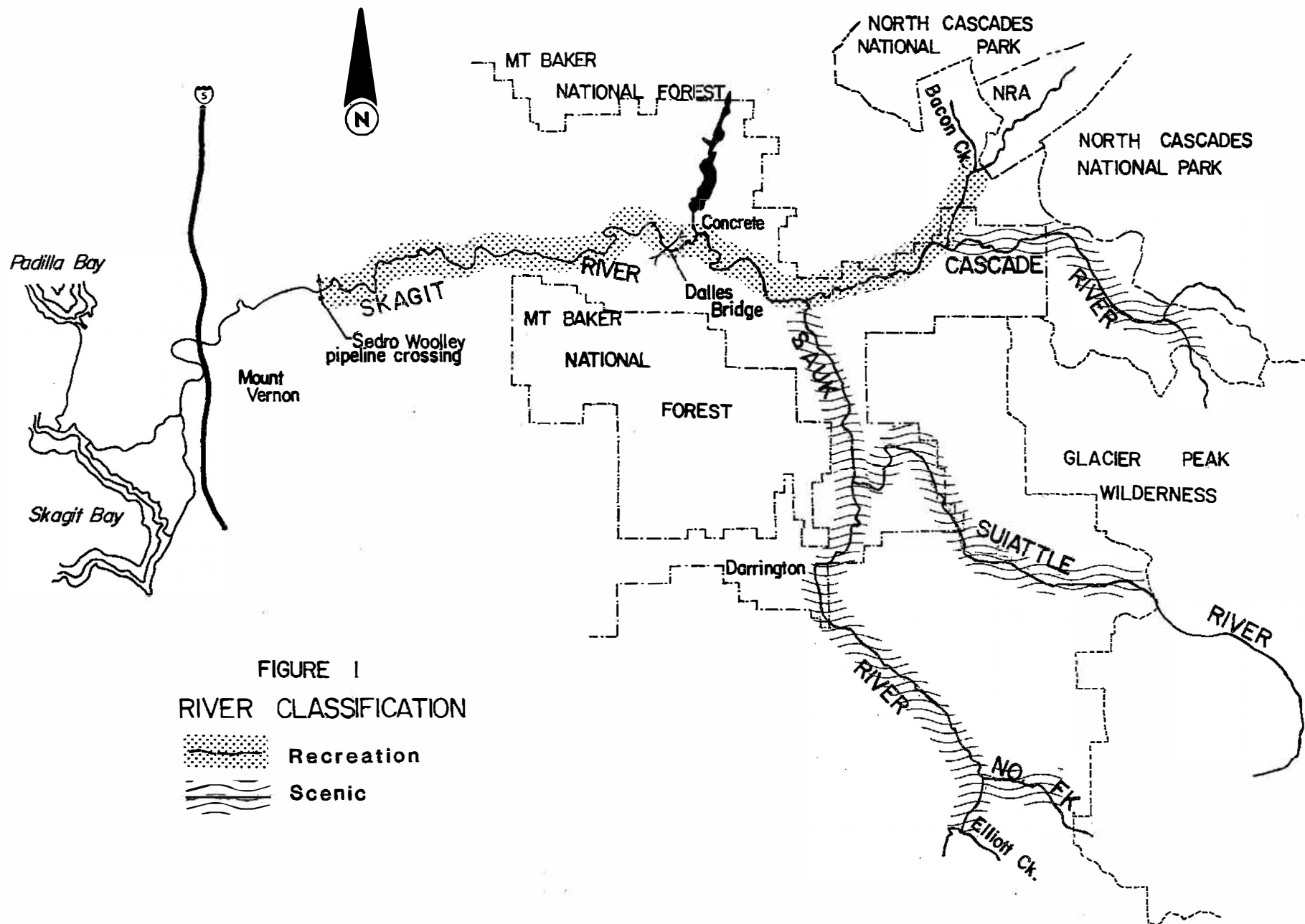
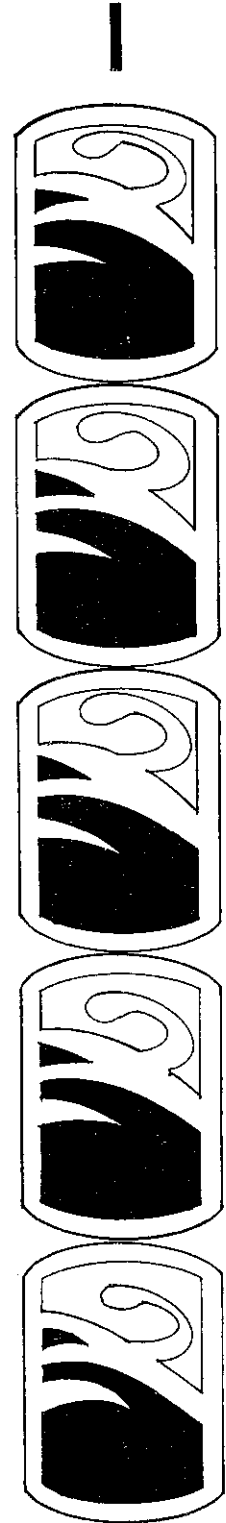


FIGURE 1
RIVER CLASSIFICATION

**Section I
Review,
Updating and Relationship
to Forest Plan
for Mt. Baker-Snoqualmie
National Forest**



SECTION I

REVIEW, UPDATING AND RELATIONSHIP TO FOREST PLAN FOR MT. BAKER-SNOQUALMIE NATIONAL FOREST

Management Direction:

This Skagit River Management Plan will be reviewed in 1985 and 1990. The Management Plan will be revised or amended when:

- a. New resource data indicates management direction in this plan will no longer protect key resource values (esthetic, scenic, historic, archaeologic, and scientific features), and the values for which it was designated (Fish, Scenic, and Wildlife).
- b. When a change in the river's course takes it significantly outside the designated corridor boundary.
- c. New regulations governing federal agencies invalidate or change authorities in the management of the river.
- d. With future Forest planning revisions, the Skagit Plan will be reviewed and incorporated into the Forest Plan.

Section II
Management Goals

II



SECTION II

* MANAGEMENT GOALS

- A. Provide for maximum involvement of local, County, State, and other federal agencies in the management and administration of the Skagit Wild and Scenic River System.
- B. Minimize conflicts between public use and private landowners within the Wild & Scenic River corridor.
- C. Provide for the conservation and continuation of the patterns of agriculture, forests, and structures to retain the environments of primitive, rural, and pastoral landscapes.
- D. Protect and enhance the various landscapes visible from the river, as well as from its banks.
- E. Provide for public access to and along the banks of the Skagit, Cascade, Sauk & Suiattle rivers consistent with other resource capabilities, and the 1982 inter-agency guidelines.
- F. Allow timber management for commodity purposes consistent with the 1968 Wild and Scenic Rivers Act and 1982 inter-agency guidelines.
- G. Protect the cultural resources within the Skagit Wild & Scenic River System corridor.
- H. Protect and maintain wildlife habitat.
- I. Protect and maintain fish habitat.
- J. Maintain and enhance the identified important eagle habitat within the Skagit Wild & Scenic River corridor.
- K. Provide coordination with National Park Service river management of the Skagit River above Bacon Creek.
- L. Provide coordination with The Nature Conservancy management of the Bald Eagle Natural Area.
- M. Improve the opportunities for a wide variety of water-related recreation opportunities consistent with river character and 1968 WSR Act.
- N. Maintain or improve present water quality.
- O. Maintain and enhance free-flowing characteristics of the rivers.

* Management Goals are not listed by priority.

Section III
Administrative Organization
and
Responsibilities

III



SECTION III

<u>Symbol</u>	<u>Applies to:</u>
R&S	(Recreation and Scenic Rivers)
R	(Recreation River)
S	(Scenic River)

ADMINISTRATIVE ORGANIZATION AND RESPONSIBILITIES

Management Direction:

- R&S-1 The concept of joint State-Federal management will remain a goal of administration of the Skagit W&SR. The State of Washington in conjunction with the Counties will be encouraged to assume the major responsibility for the administration of the Skagit Segment; the Federal government for the Cascade, Sauk and Suiattle River components of the Skagit W&SR. The Forest Service will seek cooperative agreements with the State and Counties at the earliest possible date.
- R&S-2 Until the State elects to assume cooperative management for the 58.5 mile Skagit section, the Forest Service will take a positive leadership role in protecting and managing the recreation river values. This will most often be accomplished by working through and with State and County agencies and by employing existing legislative authority.
- R&S-3 The Forest Supervisor will initiate action with the other administrative agencies to jointly develop such cooperative agreements, etc., as may be necessary to administer the classified river area, and to protect or enhance the values which caused the Skagit inclusion in the National Wild and Scenic Rivers System. Emphasis would be timber harvest plans, riprap and other flood protection measures and the development of zoning ordinances.
- R&S-4 The implementation of portions of this plan will be contingent upon allocation of funds for administration and acquisition of conservation easements and lands.

- R&S-5 The Mt. Baker-Snoqualmie National Forest, with the administrative agencies for the State and Federal governments, in cooperation with appropriate County and municipal agencies, will jointly develop a land, public access and conservation easement acquisition plan which fulfills the requirements and intent of the 1968 Wild and Scenic Rivers Act. The acquisition plan will identify what additional resources need protection and will identify the most effective land control strategy to accomplish the objectives of the management plan within realistic cost constraints. To meet both Counties needs in updating zoning, Shorelines Management Act, and Flood Insurance Program; this proposed planning needs to be initiated as soon as this plan is implemented. The Federal government's acquisition of lands in fee versus acquisition of easements or use of local controls to protect and enhance the classified rivers, will be considered. The U.S. Forest Service has the responsibility and the authority (P.L. 90-542) to obtain conservation easements when resource protection cannot be assured thru mitigation or State/county authorities.
- R&S-6 The Mt. Baker-Snoqualmie National Forest will take an active role in encouraging State and Federal agencies to coordinate with the appropriate County and municipal agencies in preparing guidelines for uniform zoning ordinances to meet the provisions of the 1968 W.S.R. Act. If such land use controls are not adopted or enforced, and uses or actions are proposed that would adversely affect the river values , or violate the guidelines, the Forest Service will propose acquisitions of the rights to protect the river.
- R&S-7 The Mt. Baker-Snoqualmie National Forest River administrator(s) will become actively involved in local zoning hearings, land subdivision reviews and State/County permit reviews, for those activities which will have an impact on the Skagit Wild and Scenic River System. A cooperative agreement will be needed to define roles.
- R&S-8 The Mt. Baker-Snoqualmie National Forest will coordinate with the respective administrative agencies for the State, County and Federal governments to develop necessary cooperative agreements to achieve a coordinated monitoring program for evaluation of impacts on the river corridor. Monitoring programs will be directed at measuring changes in the ecological and sociological character of the classified corridor and its values over time. Cooperative agreements should respect and emphasize current authorities and expertise of each coordinating agency (example: fishery; Skagit System Cooperative and Washington Department of Fisheries, Washington Department of Game). See Vol II page 8, R&S-7; page 14, R&S-1; page 17, R&S-2; page 20, S-20; page 45, R-2; page 50, R&S-3; page 54, R&S-1 (water); page 54, R&S-1 (air); page 58, R&S-1 (Insects and Diseases).

- R&S-9 The Forest shall initiate procedures to request authorizations from Congress to establish a new boundary in the event any of the rivers should meander beyond the existing boundaries.
- R&S-10 The Mt. Baker-Snoqualmie National Forest will prepare a five year action plan within six months after the approval of this plan. The Action Plan will include, a) river administrative organization, b) "Management Direction Task" from Appendix G to be accomplished with target dates, assignment of responsibilities, and estimated costs, c) consultation with the United States Fish and Wildlife Service.

NATIVE AMERICAN TREATY RIGHTS

Management Direction:

- R&S-1 Upon the final ruling on the state's appeal to phase II of the Boldt (Orrick) Decision relating to Indian treaty rights, this management plan will be reviewed and revised as necessary to meet the court's decision.
- R&S-2 Native American fishing rights will be honored in management of recreation carrying capacities of the Skagit W&SR.
- R&S-3 Coordinate with the Skagit System Cooperative on matters effecting fishing rights including the location and development criteria for natural spawning channels to assure the outstanding key values of the river system are protected or enhanced.
- R&S-4 Individual Native American groups that have identified religious and ceremonial sites or areas within the National Forest portions of the Skagit W&SR corridor will be consulted when projects that might cause impacts are proposed within 1/4 mile of the boundaries of these areas. Values identified as necessary to the use of these religious and ceremonial sites and areas will be protected, when feasible, and in accordance with P.L. 93-347. Reference Inventory of Native American Religious Use, Practices, Localities and Resources of the Mt. Baker-Snoqualmie National Forest - 4/81.
- R&S-5 The Bureau of Indian Affairs will be consulted when an action has the potential of impacting Indian lands within the Wild and Scenic River boundary.
- R&S-6 National Forest Trust responsibilities relating the Indian Treaty Rights will be met.

LANDOWNERSHIP

Management Direction:

- R&S-1 Public access will be sought primarily through reliance upon County and State acquisition (see Coordination and Organization Responsibilities of Other Agencies.) Fee title acquisition by the Forest Service will be obtained for access only when it is clear that no other means is feasible, including the possibility of conservation easements with the private landowner.
- R&S-2 The width and location of federally acquired public use easements along the riverbank or water's edge will depend upon riverbank characteristics, the desires of the landowner, and the needs of the public.
- R&S-3 All public access sites will have a scenic screen adjacent to adjoining properties, where possible. This will be accomplished through conservation easements, and is to result in only minimal, necessary acquisition of private landowner rights.
- R&S-4 As a guide, public access will be along the river banks for approximately 1/2 mile on either side of key public access sites. These bank access strips should be the maximum necessary to accommodate public use and will probably not exceed an average of 25 feet in width.
- R&S-5 A comprehensive review of all local county and State codes, ordinances and plans to determine their compliance with this plan and necessary changes proposed will be made jointly with the two counties. (See Appendix K, Volume 1)
- R&S-6 County and State acts, ordinances, and plans will be relied upon initially to administer land use activities within the Skagit W&SR corridor for protection of the system's key resources, i.e., eagles, cultural resources, visual accents. The river administrator will actively monitor County and State permit reviews, planning and zoning ordinance administration. In the event the permit, planning, or ordinances do not protect river values, conservation easement procedures will be initiated.
- R&S-7 Acquisition Priorities:
- Acquisition priority will generally be guided by the policy of first acquiring those lands or interests in those lands (conservation easements) which provide maximum benefit to the Skagit W&SR resource. A more specific listing of priorities is as follows:

1. Properties being developed or threatened with development or a use that is or could be adverse to the key values of the river system (wildlife, fisheries, cultural, scenic, free-flowing character, and eagle habitat rated excellent or good).
2. Properties identified in the Recreation Section for access. (Sec Vol II, page 22, Table 12 and R-17 page 19)
3. Other opportunities identified on Figure 4 Recreation Development Map - page 125.

The above priorities are guidelines that are subject to adjustment on a case-by-case basis.

R&S-8 Acquisition Process:

Except for land donations and exchanges P.L. 91-646, the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970 will be followed in the acquisition of properties on the Skagit System. The Act outlines Federal procedures for land acquisition. It directs that acquisitions be fair, equitable and consistent for all property owners.

R&S-9 Until the acquisition plan is complete (R&S-5 Page 8) the Forest will take the necessary steps, in coordination with the Lands and Minerals Unit in the RO, to assure prompt action to meet emergency needs necessary to protect river values.

R-10 Where feasible, the boundary has been located to exclude incorporated land areas of towns; however, work with the town of Lyman to jointly develop standards for zoning for those portions of the incorporated town that encompass the river and island areas. (Reference Sec 6(c) P.L. 90-542)

STRUCTURES AND IMPROVEMENTS

Management Direction:

R&S-1 In conjunction with the acquisition plan, an intensive corridor analysis will be made to identify specific noncompatible structures. Guidelines for the corridor study will be according to the National Forest landscape management system (FSM 2380).

R&S-2 Existing Structures:

Utility crossings/towers, etc. - Forest Service will work with appropriate utility companies to diminish visual impacts.

Building - Property owners will be encouraged to use earth tone colors. When conservation easements become necessary, Forest Service landscape architects will assist the landowner in the development of color schemes.

Earth structures - Use of plantings will be encouraged.

R&S-3 The number of structures visible from the rivers will be kept to as few as practical. Forest Service will develop procedures with the two Counties to provide input to all zoning and platting requests. The goal should be to have all new structures take advantage of natural screening (as viewed from the river), utilize natural-appearing, non-reflective materials and earth tone colors. (See Visual for set back requirements.)

R&S-4 Proposed Structures:

Within the National Forest, all proposed structures will be evaluated using the Visual Quality Objective of retention when viewed from the river and sensitivity 1 or 2 trails or roads within the corridor boundaries.

Outside the National Forest boundary, all proposed structures will be evaluated using the respective Shoreline Management Master Program Designations of 1978. It is recommended structures not associated with farm or Forest use within the rural and conservancy environments be screened from the river.

VISUAL RESOURCE

Management Direction:

R&S-1 On other than Federal lands, use procedures identified in the following documents (listed in order of priority) to maintain, protect, and enhance the visual resource along the Skagit W&SR:

1. Shoreline Management Master Program administered by County.
2. State Forest Practices Act as administered by State of Washington.
3. County zoning.
4. If the above fail to sufficiently protect the visual resource, the Forest Service will obtain conservation easements where key values are in jeopardy.

R&S-2 Coordinate with Skagit and Snohomish Counties to achieve the following shoreline classification distribution within the river corridor.

Shoreline Management Act Classifications	Landscape Environments			
	Outside National Forest Boundary			Inside National Forest Boundary
	Rural Recreation River	Pastoral Recreation River	Pastoral Scenic River	Primitive Scenic River
Natural	---	15%	20%	50%
Conservancy	30%	57%	70%	40%
Rural	60%	25%	8%	8%
Rural Residential or Suburban	10%	3%	2%	2%

Note: Outside of the National Forest boundary, 92 percent of the Wild and Scenic River corridor is located within the area classified under the Shoreline Management Act and 73 percent is within the 100-year floodplain.

River Designation: See Volume I pages 37 and 38 for a definition of Rural, Pastoral and Primitive Landscape Environments.

Rural

Skagit River: From the lower boundary at Sedro Woolley to the mouth of Baker River (32.5 miles).

Pastoral

- Skagit River: From the mouth of Baker River upstream to the upper terminus at Bacon Creek (26.0 miles).
- Sauk River: From the mouth of the Sauk River upstream to the National Forest boundary (24.8 miles).
- Suiattle River: From the mouth of the Suiattle upstream to the National Forest boundary (12.2 miles).
- Cascade River: From the mouth of the Suiattle River upstream to the National Forest boundary (7.2 miles).

Primitive

- Sauk River: From the National Forest boundary upstream to its terminus at Elliott Creek on the South Fork and to its terminus at the Glacier Peak Wilderness boundary on the North Fork (26.0 miles).
- Suiattle River: From the National Forest boundary upstream to the Glacier Peak Wilderness boundary (15.2 miles).
- Cascade River: From the National Forest boundary upstream to its boundary at the Glacier Peak Wilderness boundary and the North Cascades National Park (14.6 miles).

FLOODPLAINS

Management Direction:

- R&S-1 The construction of dams, levees (which cut off natural sloughs) and other water resource projects which would adversely affect the free-flowing character of the rivers, their esthetics, their water quality or their other values as identified in the 1968 W&SR Act and its 1978 Amendment are prohibited.
- R&S-2 The placement of artificial stabilization devices such as car bodies, concrete bunkers, bin walls, revetments and similar objects constructed from materials other than natural rock is incompatible. Also, see R&S-8, R-9, and S-10 for additional direction with artificial stabilization.
- R&S-3 The use of floodplain management, as opposed to the use of flood control measures, will be encouraged and supported as a means to reduce the potential increase in monetary damage caused by floods. This will include the management of log jams, to reduce unacceptable damage to property, provided it is consistent with key river values.

- R&S-4 The Mt. Baker-Snoqualmie National Forest will work with the two Counties, State, Indian, and Federal agencies to obtain cooperation that any actions that adversely affect the floodplain within the W&SR corridor will be avoided (example: diking, water diversion, filling).
- R&S-5 Federal agencies will not participate financially, either directly or indirectly, in any bankside stabilization project which threatens the visual or free-flowing characteristics of classified rivers until each such project has been judged on its own merits through the Environmental Assessment process. (Decision authority with Forest Supervisor on the Skagit River and Regional Forester on Scenic Rivers.)
- R&S-6 Obtain from the Army Corps of Engineers a "Memorandum of Understanding" to review all 404 and Section 10 permits applied for within the classified corridor to determine compliance with the Wild and Scenic River Act.
- R&S-7 All bankside modification project proposals will require an Environmental Assessment to determine if the project conflicts with the purpose of the 1968 W&SR Act. (Decision authority - Forest Supervisor on the Skagit and the Regional Forester on all other Rivers.)
- R&S-8 Riprapping with natural appearing rock along the shoreline to preserve and protect investments existing since 1978, shall be acceptable, providing that there are no other viable alternatives to the proposed action, short of abandonment. All riprap projects should be promptly revegetated with native or naturalized plant material. (Decision authority - Forest Supervisor on the Skagit and the Regional Forester on all other Rivers.)
- R-9 Riprapping, related to natural channels with natural rock along the shorelines of the Skagit Segment to preserve and protect agricultural land, shall not be considered inconsistent with Recreation classification (1978 Amendment to the W&SR Act). All dike, levee and riprap projects should be promptly revegetated with native or naturalized plant material.
- S-10 Artificial stabilization will only be used under strict controls and in very limited locations on the Scenic Rivers. See R&S 8. (Decision authority - Regional Forester)

RECREATION

Management Direction:

- R&S-1 The Forest will develop strategies, initiate interim procedures and request Pacific Northwest Research Station to determine recreation demands, user conflict resolution, resource capabilities, and proper levels of use and management. (Reference Vol I - page 40; Vol II - page 47, R&S-10; page 59, R&S-3) In the event PNW cannot do these studies, the Forest will do the project.
- R&S-2 In order to provide adequate resource protection, ongoing monitoring will be necessary to establish resource degradation thresholds so that use can be positively managed within those thresholds. It is imperative that this monitoring system provide both social and biological data on which rational, defensible management decisions can be based. Surface use of the water must be monitored in terms of user days commercial and user days non-commercial; by types of activity and by segments identified in Visitor Management, Vol II, Page 46.
- R&S-3 Favor significant wildlife/fisheries habitat over recreation developments where conflicts occur.
- R&S-4 Off-road vehicle use will not be encouraged within the Skagit W&SR corridor.
- R&S-5 Permit commercial services to serve the public needs commensurate with meeting the intent of the act, this plan and with maintaining fish, scenic and wildlife values.
- R&S-6 Outside of the National Forest, campers will be directed to state, county, or other developed sites.
- R&S-7 Provide recreation opportunities and a forest environment that is based on a natural or near natural setting throughout the river management zone. Use Recreation Experience Levels, as modified by this plan, as a guideline for recreation management and development within the river corridor. (Figure 3 and Tables 6 and 7)
- R&S-8 Boat access sites will need to be developed or upgraded to provide suitable facilities for raft launching and takeout. Basic facilities should consist, as a minimum, of:
- a. Beach of at least 25 feet in length.
 - b. Parking for a minimum of 10 cars and if needed, 2 buses. Parking area to be screened with vegetation or land form mounding, from the view of river users (on the water at mid-channel).

- c. An all-season trail ten feet wide between parking and the boat launch.
 - d. Basic sanitation facilities adjacent to parking areas, out of the 25-year floodplain, and screened from the view of river users.
- R&S-9 Access, easements, and sites will be provided with adequate visual and audio buffers to reduce conflicts between public use and adjacent private lands.
- R&S-10 When provided, developed river float campsites will generally consist of back-country toilets located in upland areas adjacent to the campsite, access trail to the toilet, and standardized campsite identification sign. Toilets will be screened by vegetation or topography from the river and from the campsites but adequately signed for easy location. Sites will be located where impacts on wildlife is minimized. Campsites will not be located within view of main road, administrative sites, or within 100 yards of any private lands (where possible). (See Appendix K - Volume 1)
- R&S-11 Put in and take out will be encouraged and directed to designated sites. Landings will be promoted at designated sites and designated gravel bars.
- R&S-12 Conflicts of use between commercial and public use such as fisherman, kayakers, and canoeists will be reduced by regulating commercial use. To reduce conflict such techniques as limiting the time of use by outfitters to those less likely used by other groups will be considered.
- R&S-13 Log jams should be considered a natural hazard to be encountered by floaters. They will not be removed solely to facilitate floaters (See R&S-3, page 15). However, individual sweeper logs may be removed if they present an extreme hazard to boaters.
- R-14 The Recreation River segment of the Skagit W&SR corridor will be managed with emphasis on day use.
- R-15 Dispersed recreation use should be facilitated within limits of R&S-3 above, in the lower stretch of the Skagit W&SR (west of Lyman). Such use should be from boat access only. To accomplish this, public right of use to islands and bars between Cape Horn on the Skagit and Ross Island will need to be obtained. Developments on the Skagit River Islands should be no greater than level #2 of Table 7. Wildlife values and other values will be considered prior to any development. See R&S-3, page 17.

R-16 Priorities for put-in and take-out facility development will be:
(See boat ramp and raft sites in Figure 4.)

1. Vicinity of Bacon Creek - Coordination with National Park Service on location, design and cost will be necessary. Land acquisition may be necessary.
2. Vicinity of Birdsvew, north side of river - Land acquisition is necessary. Cooperative development with Skagit County should be encouraged.
3. Vicinity of Marblemount, east side of river - Utilize County right-of-way under bridge. Coordination with Skagit County is necessary. Land acquisition will be necessary.
4. East of Sedro Woolley, north side of river - Land acquisition is necessary.
5. Mouth of Baker River; east side of Baker River - Land acquisition may be necessary.

R-17 River access for fishing and day use - Priorities for acquisition and development.

These sites should consist of parking facilities for at least ten cars, and all season trail between parking area and river. Access along the river will not involve a constructed trail. Sanitation facilities will be provided only above 25-year floodplain. (See proposed sites Figure 4.)

1. Vicinity of Birdsvew, north side of river - Land acquisition or easements will be necessary.

Cooperative development with Skagit County should be encouraged. Overnight capabilities for river users should be developed in this vicinity.

2. Walking easement between County Park at Rockport and Rockport State Park via old Burlington Northern right-of-way.
3. Old State Hatchery site at Birdsvew - Riverbank easement west for two miles.
4. Lyman Ferry Landing, north bank - Bank access for one mile upstream.
5. Pressentin Creek Game Department launch site - Riverbank access east to mouth of Finney Creek. May require enlargement of present launch site (cooperative acquisition with Game Department encouraged).

6. Dalles Bridge - Off-road parking and access to bank on northwest side of bridge.
7. Cedar grove - Walking easement along bank upstream for two miles.
8. Dutchman Hole - South side of river opposite Thunderbird Lane development.
9. Larsen Bar.
10. Gilligan Creek - Bank access to the west for 1/2 mile.
11. Faber Ferry Crossing - South side of river.
12. Additional sites as warranted (see Figure 4.)

R-18 Public overnight facilities should be concentrated at:

Rockport State Park
Skagit County Park at Rockport
In the vicinity of Birdview

R-19 The Forest Service should encourage the State and County to develop a bicycle trail up the Skagit Valley, using shoulders of public roads and other public right-of-ways. Such a trail would be within the Skagit W&SR corridor or be as close to the corridor as existing public roads will allow.

S-20 To protect anadromous fish spawning sites on the Sauk, limit and monitor use of the section of river from Forks to the mouth of the White Chuck during the last week in August and the first three weeks of September. Limitations on the number of boats and boating techniques that reduce disturbance to spawning gravels (such as reducing the number of paddles used) will be required when necessary. In the event of low water flow during April 1 through June 30, spawning disturbance and redd trampling will need to be prevented.

S-21 On National Forest lands (within the National Forest boundary) use of roaded dispersed sites will be allowed, as long as river values are not degraded.

S-22 River Access:

- a. River access for fishing and day use will be provided on all three rivers. Sites, both within and outside of the National Forest will be inventoried and prioritized. Where necessary for critical sites, public access will be acquired. When visitor demand warrants it (and in accordance to priority), facilities will be designed and developed for the sites. See R&S-1, 2, 3, page 17 for resource constraints to recreation development and use.

- b. Within resource constraints, necessary lands will be acquired for put-in/take-out sites, including space for parking and toilet facilities, in the vicinity of the locations listed in Table 12.
- c. Mineral Park, Marble Creek and Irene Creek Bridge launch sites should be developed only if field investigation reveals that the segment of river between these three sites is suitable for boat use.
- d. Additional sites will be considered and determinations made on a case-by-case basis.
- e. All existing launch facilities should be brought to the standards outlined under R&S-8, page 17. Cooperative agreements will be made with Washington State Department of Game to accomplish this as necessary.

Table 12.

Existing (to be maintained) and Proposed
Put-in/Take-out Sites Along the Scenic Rivers.

<u>River</u> <u>Priority</u>	<u>Site</u> <u>Priority</u>	<u>Sauk River</u>	<u>Status</u>
I	4	BedaI Campground	proposed
	2	Site of the new Sauk Bridge	proposed
	7	Murphy Creek	proposed
	6	Bachman Creek County Park	existing
	5	Darrington	proposed
	1	Sauk River Park	existing (flood damaged)
	3	Near Skagit River (McCleod Slough) or Hilt Creek	proposed
<u>Cascade River</u>			
III	1	Cascade Island Park	existing
	5	Fish Hatchery Bridge	proposed
	3	Mineral Park (See S-22-C)	proposed
	2	Marble Creek Campground(See S-22-C)	proposed
	4	Irene Creek Bridge (See S-22-C)	proposed
<u>Suiattle River</u>			
II	*4	Buck Creek	proposed
	5	Conrad Creek	proposed
	1	Boundary Bridge (All Creek)	proposed
	6	Tenas Creek	proposed
	3	Mile Post 5	proposed
	2	Confluence of Suiattle and Sauk	proposed

* A potential conflict exists between the proposed put-in at Buck Creek and a proposed egg-taking station by the Department of Fisheries. Coordination will be needed. (R&S-3 Page 17)

S-23 Trails:

Existing trailheads will be scheduled for needed design improvements and reconstruction. New trails will be constructed to improve access, use, and compliment recreation opportunities as appropriate. Trail and trailhead construction and reconstruction will be consistent with Recreation Experience Levels for the segment of the river being utilized. Trailhead facilities will be designed and constructed or reconstructed to be either not visible or not recognizable by viewers from the river. Trail priorities should be:

1. The Forest Service will maintain the two existing trails along the Sauk (the old Sauk Trail and the Beaver Lake Trail).
2. Trailhead parking facilities will be designed and constructed to serve the Old Sauk and Beaver Lake trails.
3. Explore the possibility of constructing a 10-mile foot trail on the north bank of the Cascade River, beginning at the existing trailhead near the Glacier Peak Wilderness and continuing downstream to Marble Creek campground.
4. Encourage the State DNR to consider developing river side trail opportunities from their campground along the south bank of the Suiattle.
5. The Forest Service will explore the potential of trail location along terrace edges following the north bank of the Suiattle between Buck Creek and Green Mountain Pasture.
6. The Forest Service will seek a cooperative agreement with the County and State to locate and develop a pedestrian trail along the west side of the Sauk River (a 5 to 6 mile trail proposed on the west bank of the river between the Suiattle bridge downstream to Government Bridge).

S-24 Campground Development:

- a. Overnight camping for commercial float trips will be at designated sites only. These sites will be designated in the outfitter/guide permits.
- b. Dispersed developed sites for pull offs, parking, viewing and picnicing will need to be studied and developed for pleasure driving use.
- c. Floater overnight camping will be directed to designated sites. These sites may or may not be developed.
- d. Design and construct or reconstruct developments to maintain a pleasing view from the river (mid-channel) and retain harmony with W&SR values. Recreation facilities will be: (1) located outside the immediate foreground, (2) complimentary to the view from the river, and (3) designed with the benefit of a detailed site analysis to determine site capability and suitability. (See Table 7.)

- e. The long-range plan will be to remove existing developments which do not meet, nor can be upgraded to meet item (d). Generally, replacement units will be constructed prior to the removal of existing units to help reduce the impact on, and displacement of established users. Replacement units will be located within the same drainage and, when possible, within the same area as the displaced sites.
- f. Existing sites will be rehabilitated to meet standards for full service level. 1/ Where feasible, additional vegetative screening will be established to help screen campgrounds from the river view. Maintenance and administration will be scheduled to retain these sites at full service level.

1/ Forest Service, U.S. Dept. of Agriculture, Publication ED & T 9009, Cleaning Recreation Sites Publication, July 1980; Equipment Development Center, San Dimas, California 91773.

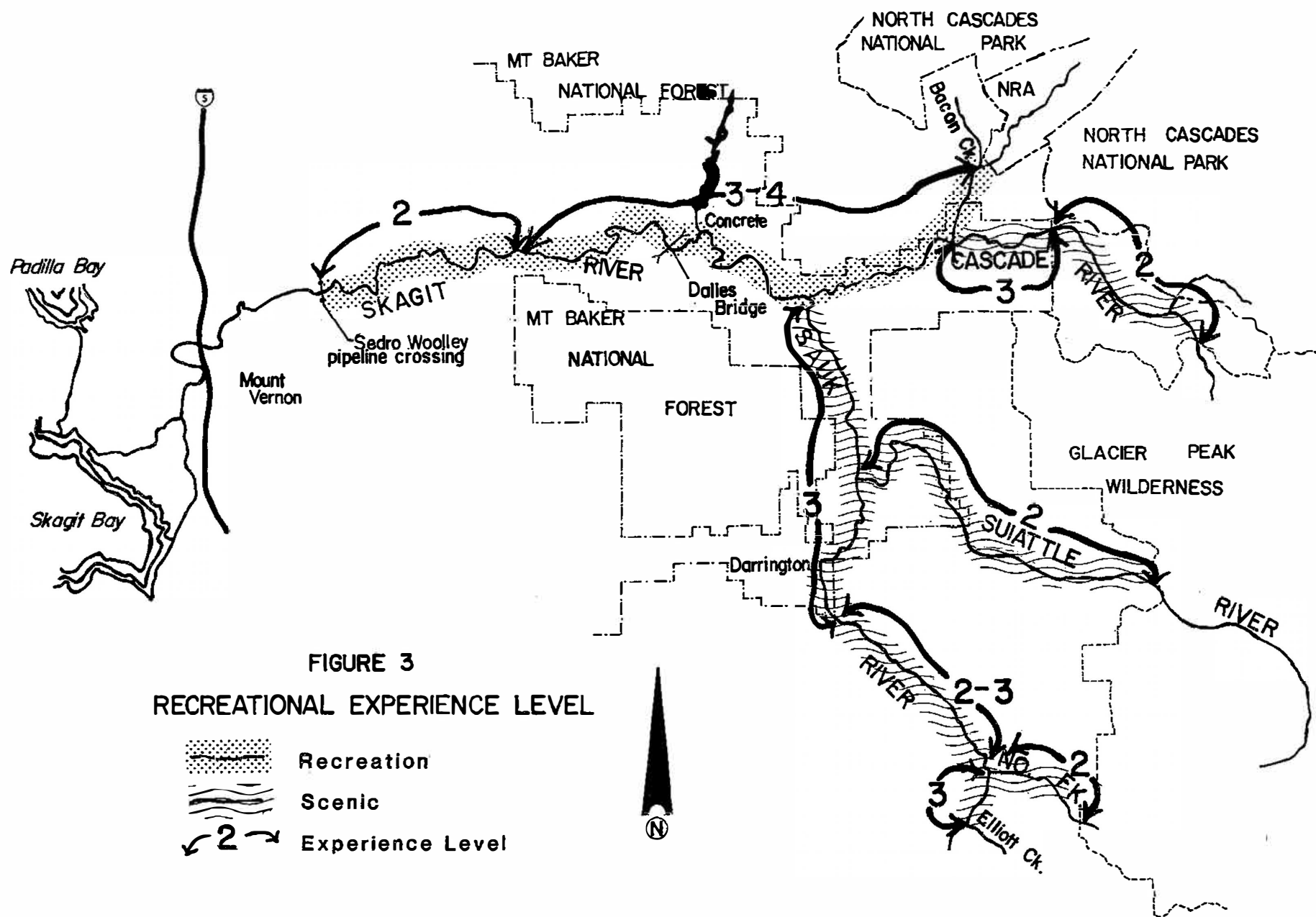


Table 6.

RECREATION EXPERIENCE LEVELS

LEVEL	DESCRIPTION
PRIMITIVE	Recreation opportunities to satisfy basic-needs to the maximum degree. A maximum degree of outdoor skills required. Unmodified natural environment and an absence of man-made developments and comfort or convenience facilities dominates. Feelings of adventure, challenge, and physical achievement, in the absence of obvious controls, important to the user.
1	Recreation opportunities to satisfy basic-needs to a near maximum degree. High degree of outdoor skills involved. Little modified natural environment is dominant consideration. Modifications for comfort and convenience are minimal. Feeling of physical achievement at reaching opportunities without mechanized access is important to the user. Adventure and challenge afforded through minimum controls.
2	Recreation opportunities to satisfy basic-needs to near maximum degree except as tempered by motorized access. Little modified natural environment is dominate consideration. Modifications for comfort and convenience are few. Some feeling of achievement for reaching the opportunity through challenging motorized access is important. Minimum controls evident to the user.
3	Recreation opportunities to satisfy basic-needs to an intermediate degree. Moderate degrees of outdoor skills are involved. Natural environment dominates but some modifications for comfort and convenience are also important to the user. Controls and regimentation afford sense of security although some taste of adventure is still important to the user.
4	Recreation opportunities to satisfy basic-needs to only a moderate degree. Moderate degree of activity skills suffice. Natural environment important but modifications for comfort and convenience are more important. Sense of security afforded the user. Regimentation and fairly obvious controls important to the user.
5	Recreation opportunities to satisfy basic-needs to a modest degree. Skills required for outdoor activities are minimal. Natural environment is important but dominated by man-made modifications. Feeling of security is very important to the user. Learning or beginning skills suffice when supplemented by administrative controls.

TABLE 7

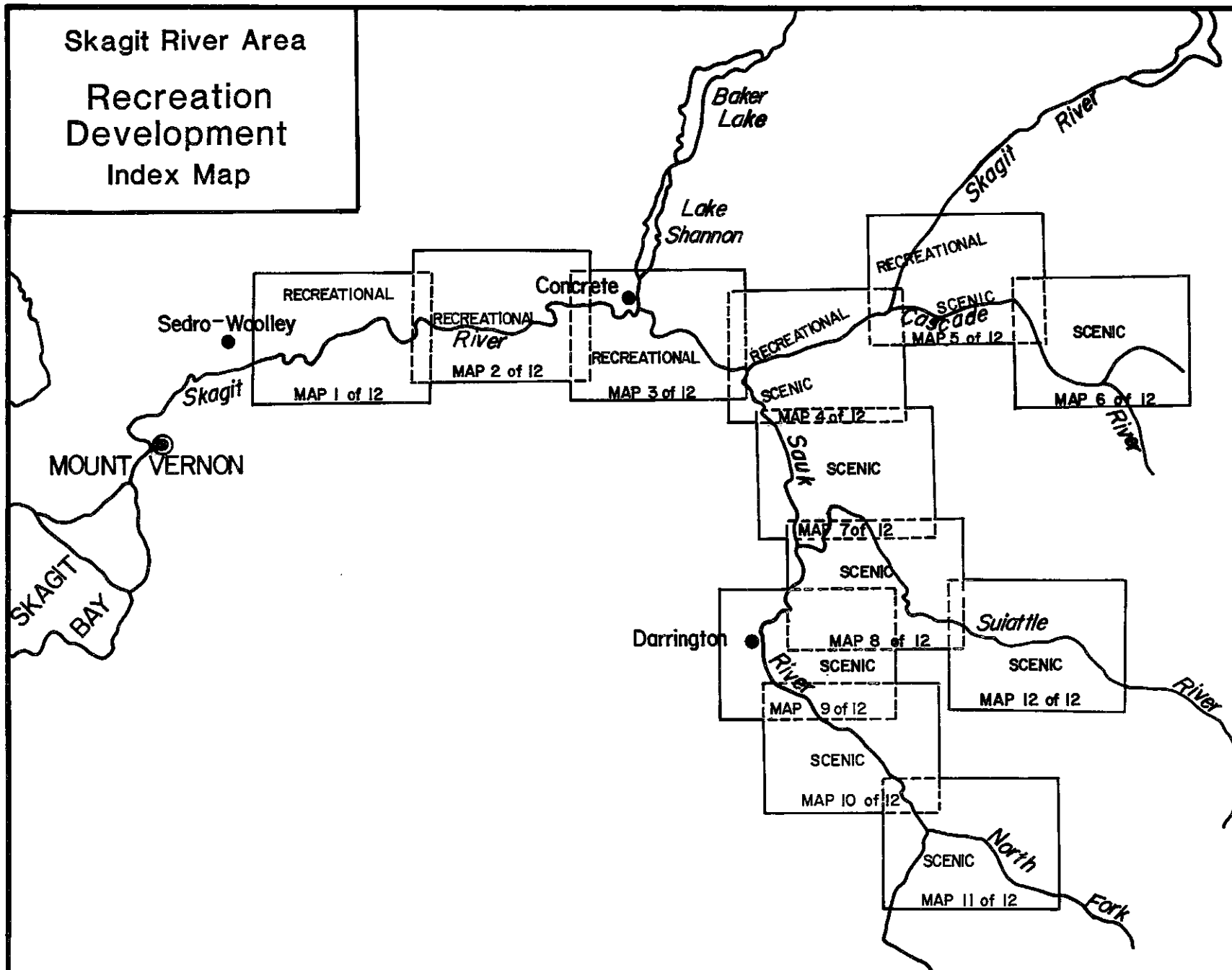
Skagit Wild & Scenic River Criteria for Evaluation of
Recreational Facilities by Development Levels

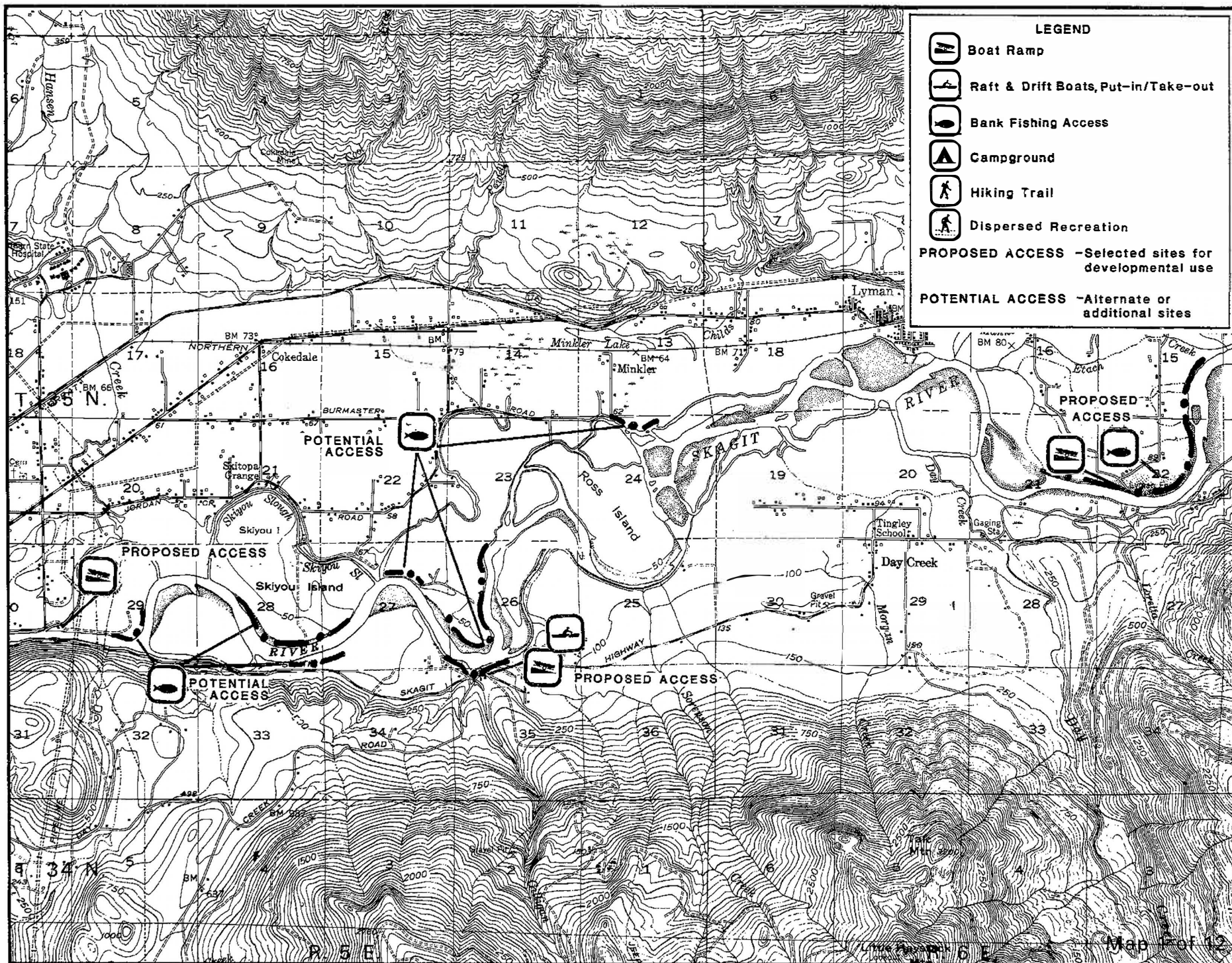
	Development vs. Setting	Sight/Sound of man	Color/Form Line/ Texture	Architectural Style	Materials	Site Modification
LEVEL 1 (No Road Access)	Not Evident	Seldom/ Discouraged	Repeats Native	Not Recognizable	-Native to Site -No Dimensional Material -No Synthetics	Minimum Not Evident
LEVEL 2 (Road - Native Mats)	Subordinate and Harmonious	Occasional	Repeats Natural	Fully Subordinate	-Natural Materials Dominate -Dimensional Material Accepted -No Synthetics	Limited
LEVEL 3 (Road - All Weather)	Co-Dominant	Acceptable	Harmonious	Co-Dominant	-Dimensional Material Expected -Synthetics Accepted/ Subordinate	Moderate
LEVEL 4 (Road w/Dust Control)	Co-Dominant	Expected	Co-Dominant	May Dominate	-Dimensional Materials May Dominate -Synthetics Co-Dominate	Heavy
LEVEL 5 (Road - Synthetic)	Dominates/ Compatible	Encouraged	Dominate/ Compatible	Featured (Family of Shapes)	-Dimensional Material Dominate -Synthetics May Dominate	Heavy

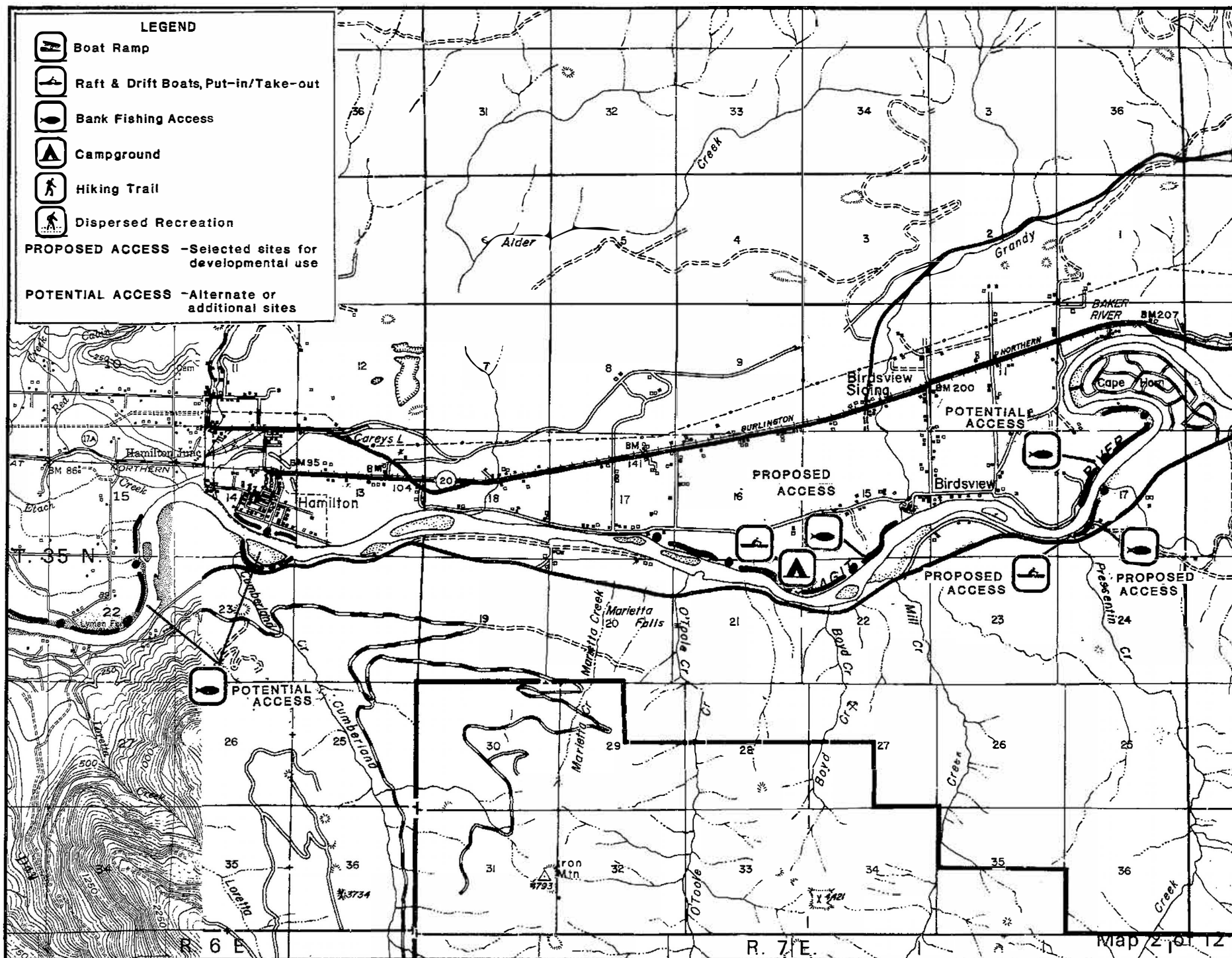
Figure 4

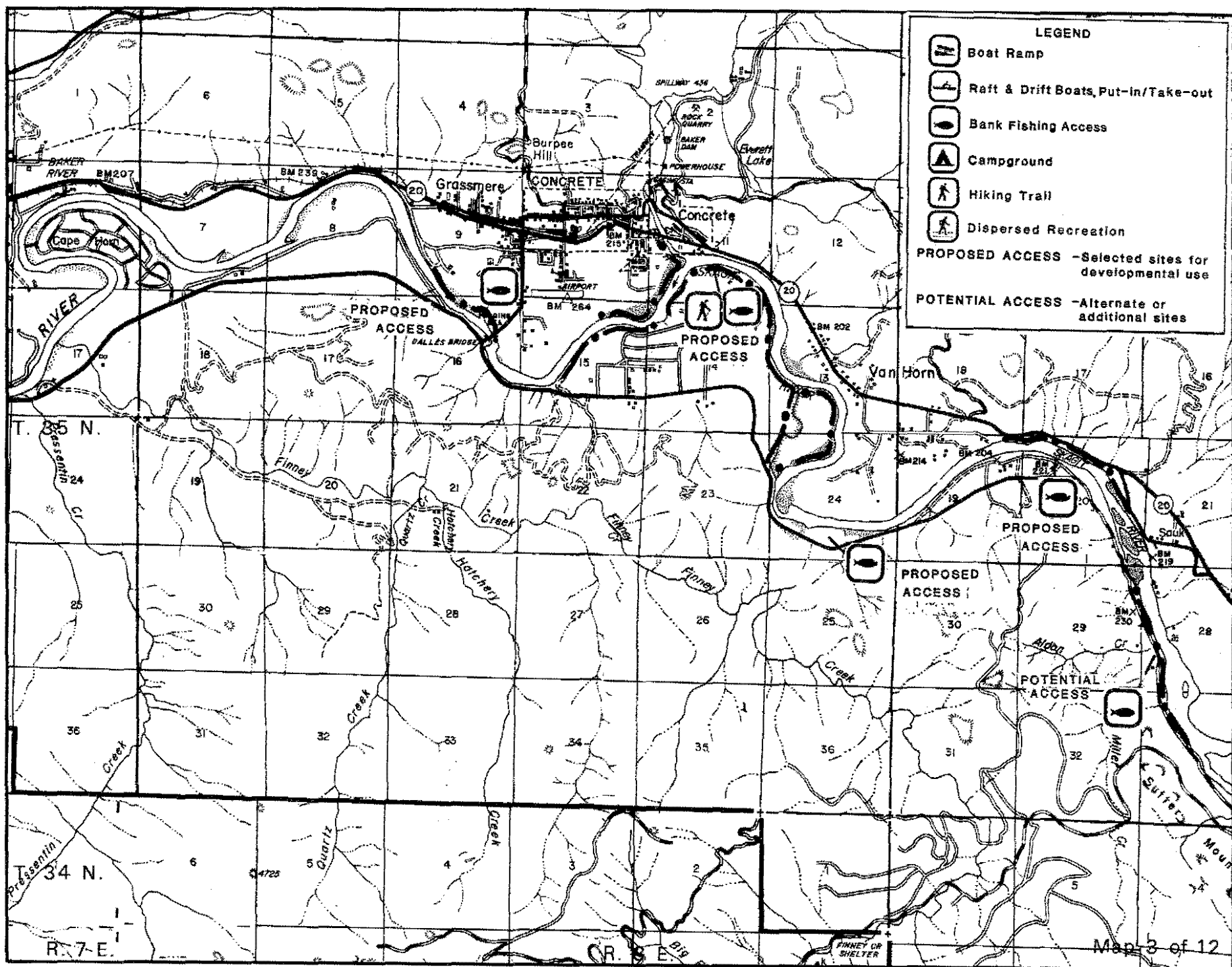
Recreation Development Map

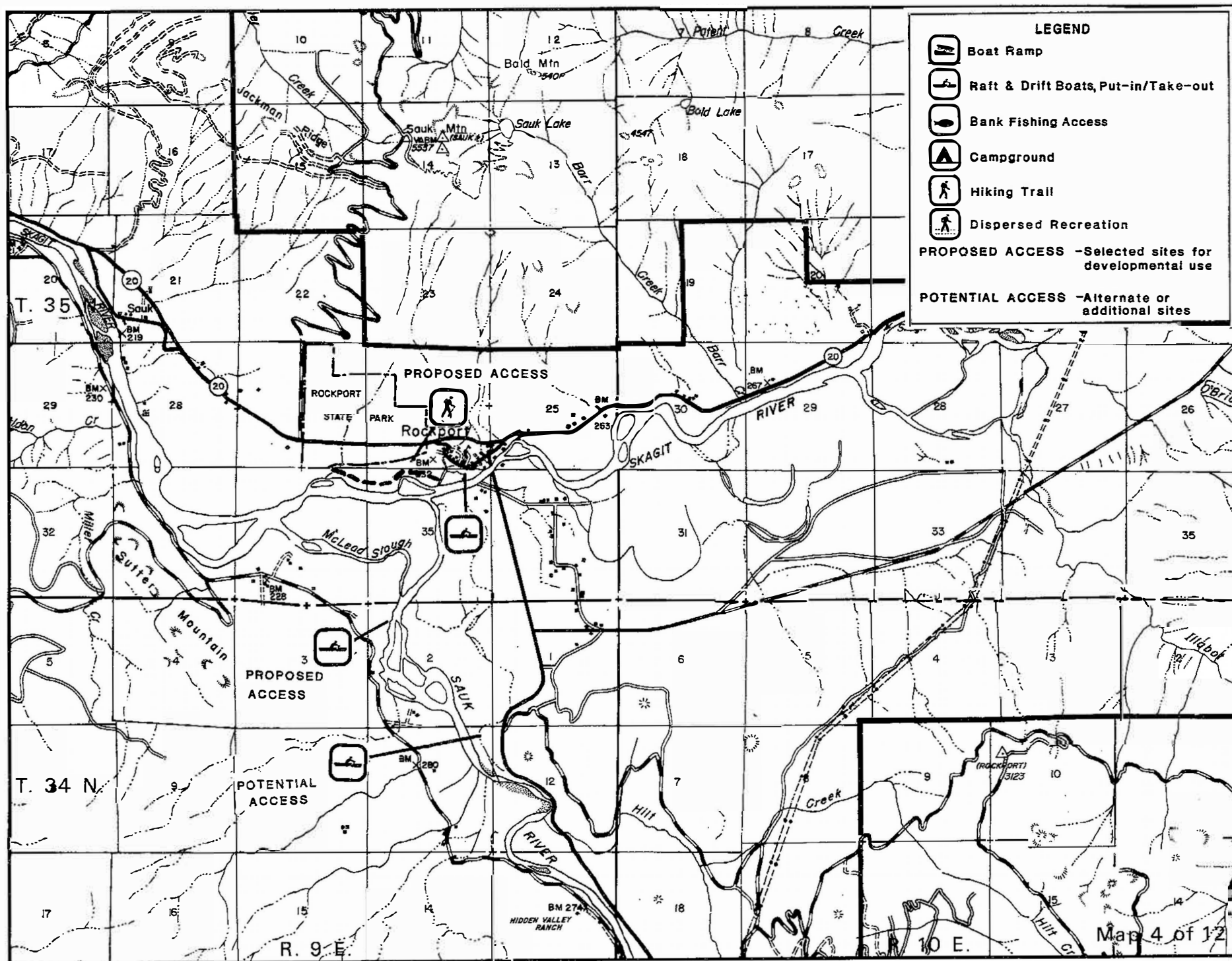
Skagit River Area
Recreation
Development
Index Map

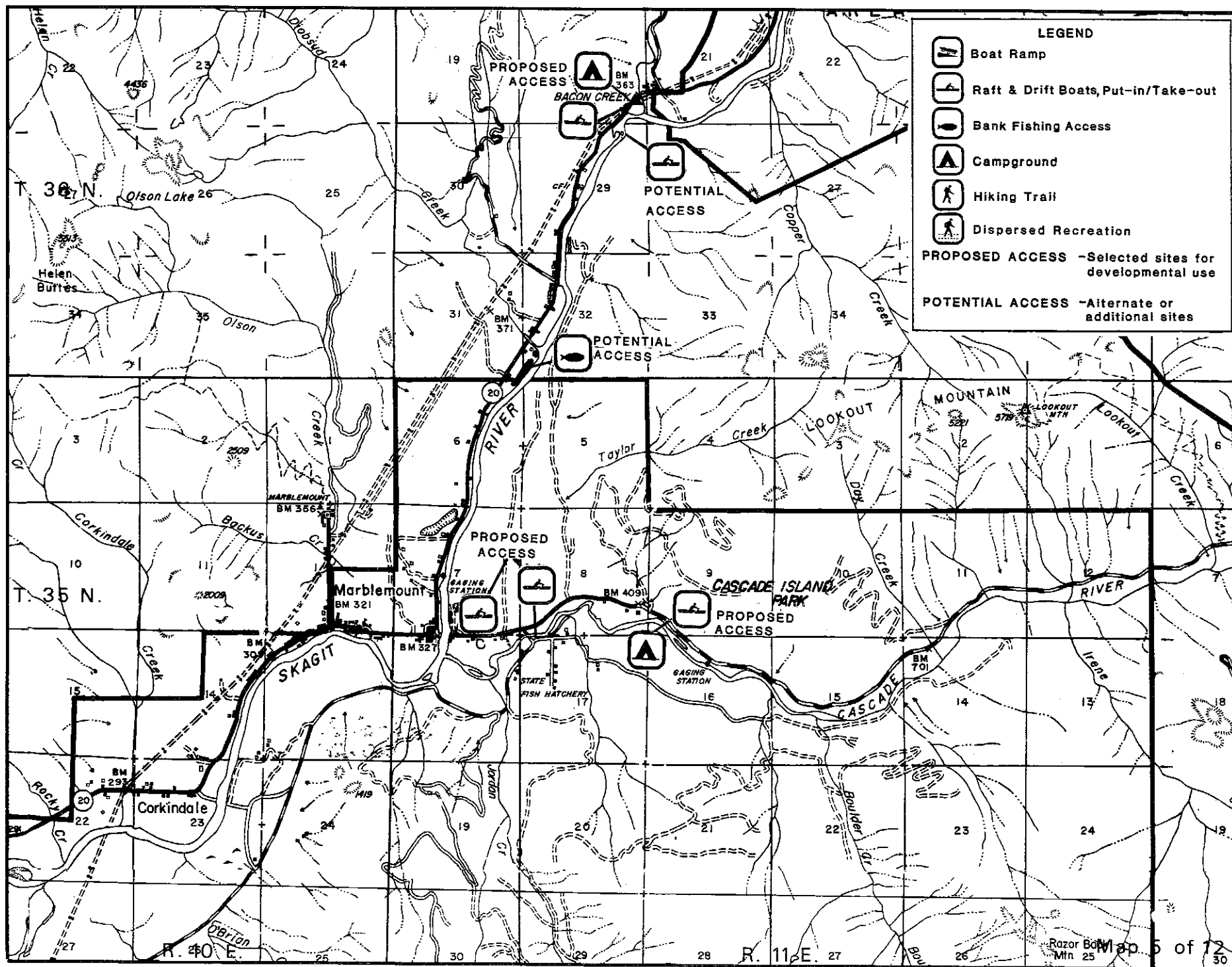


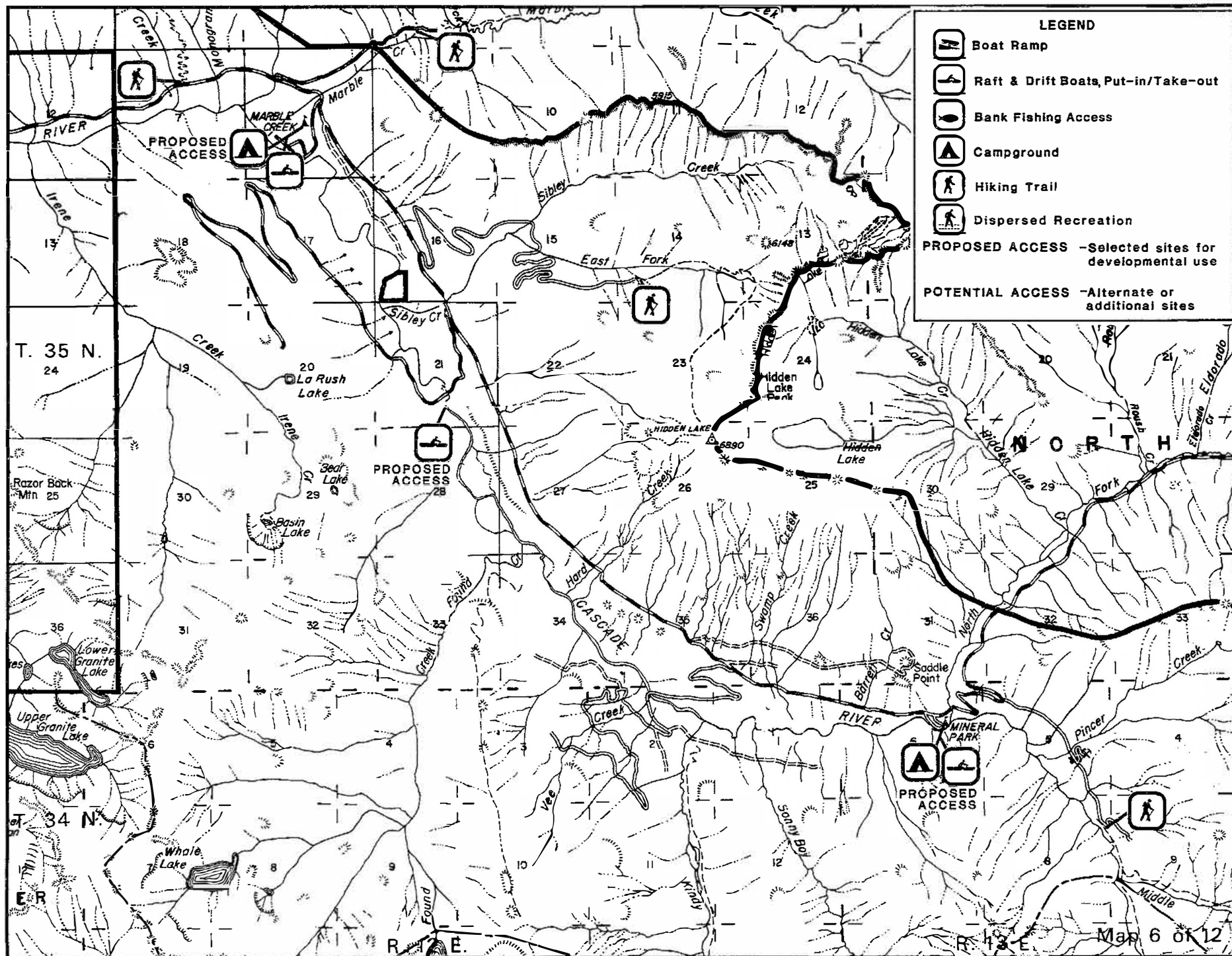


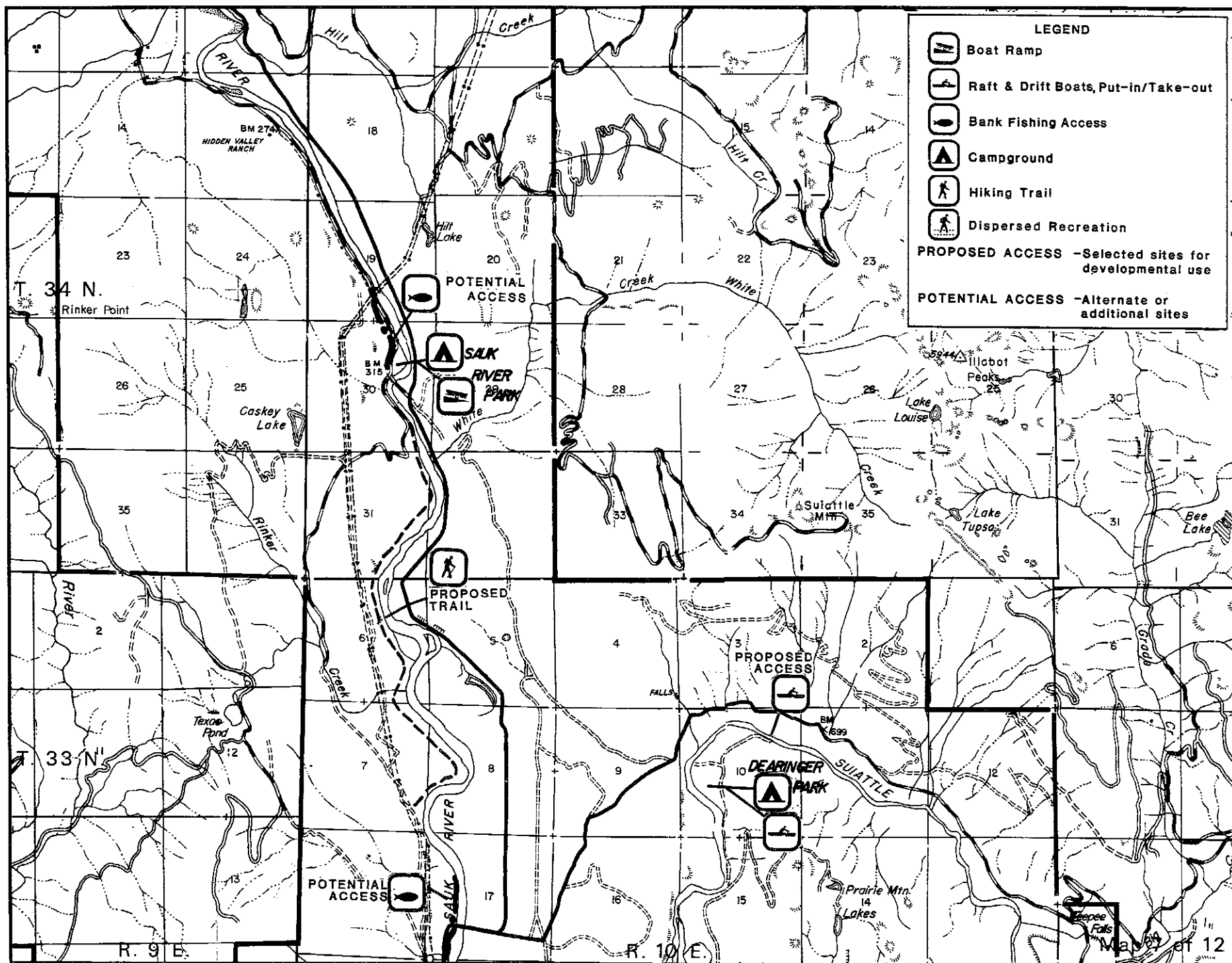


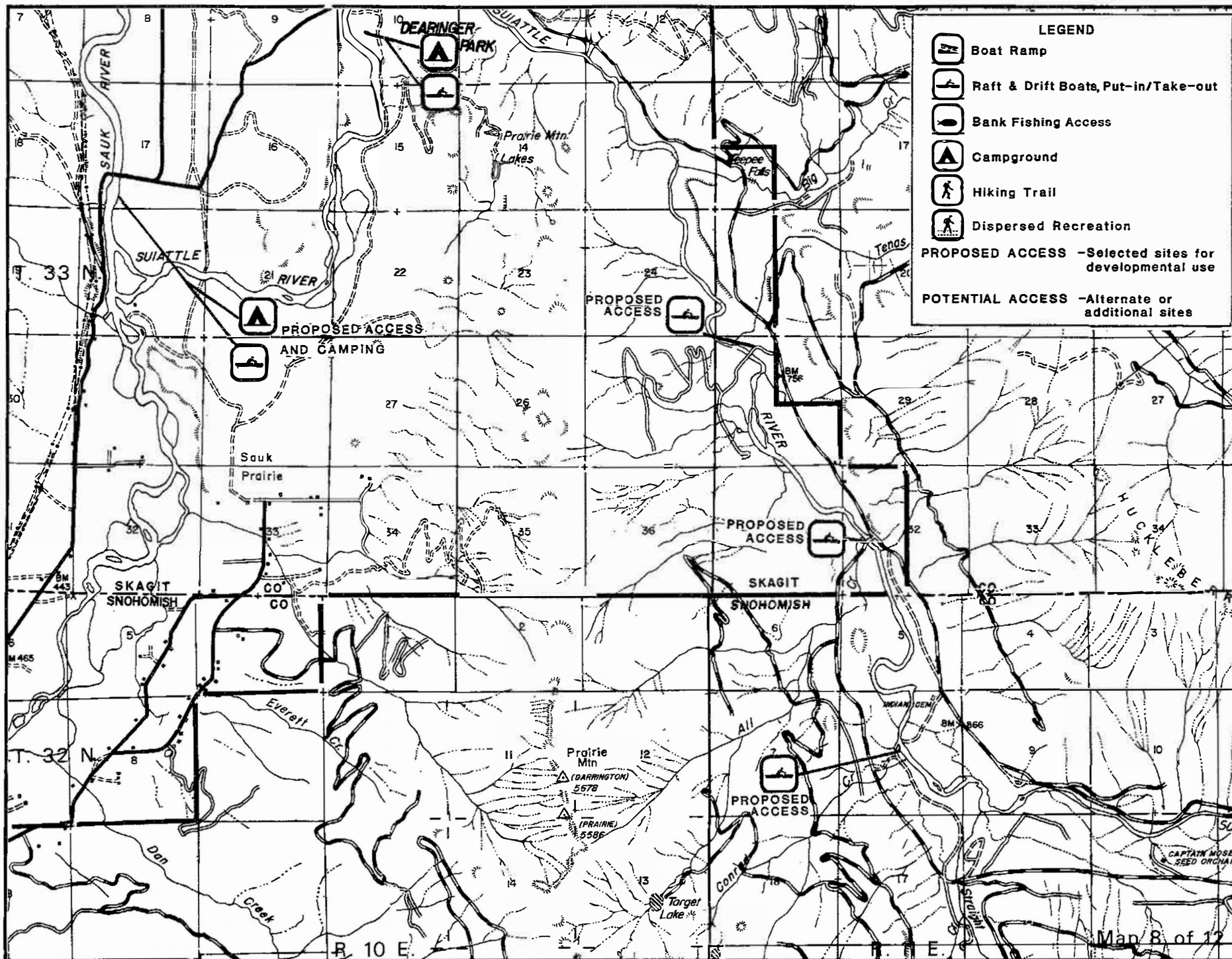


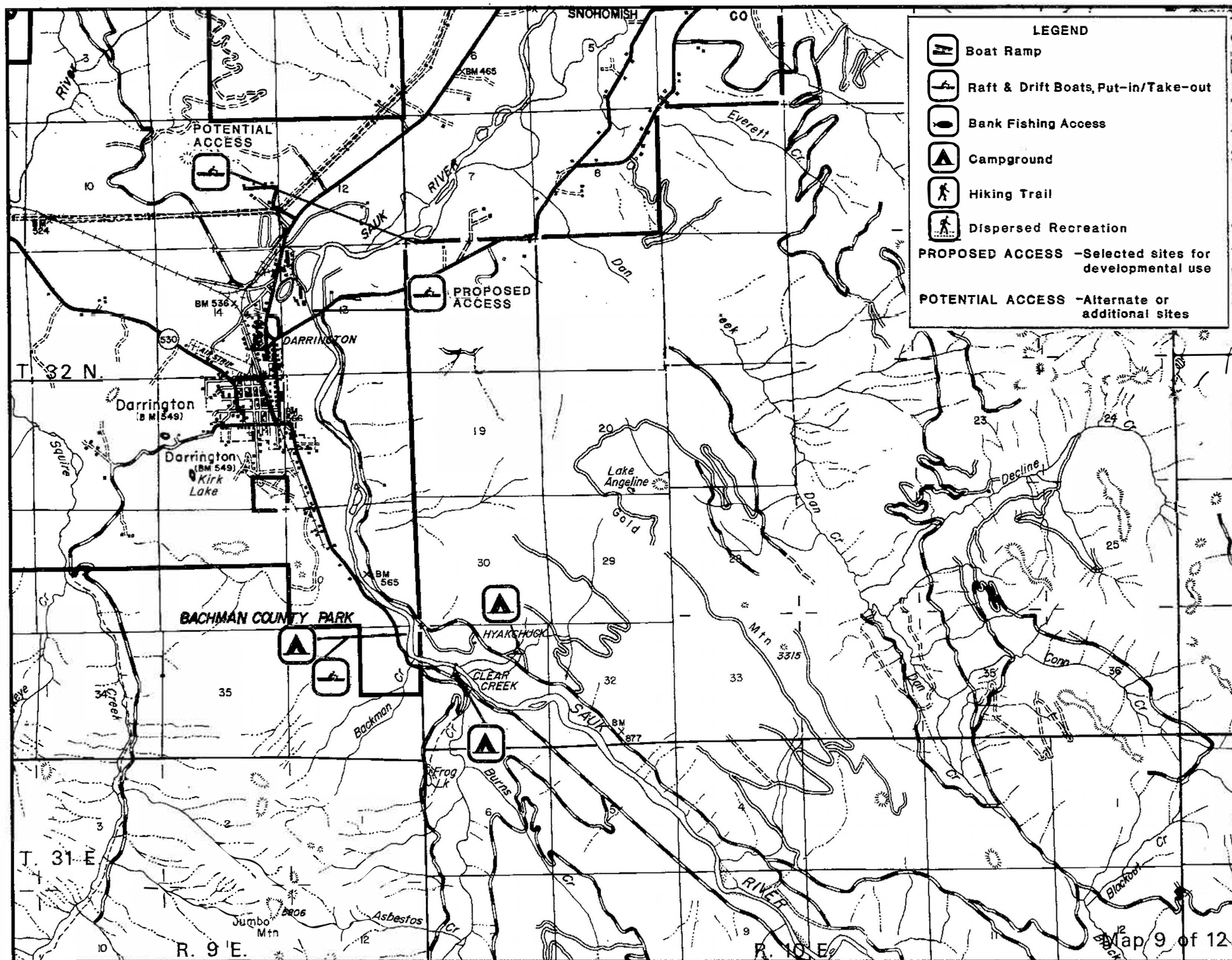


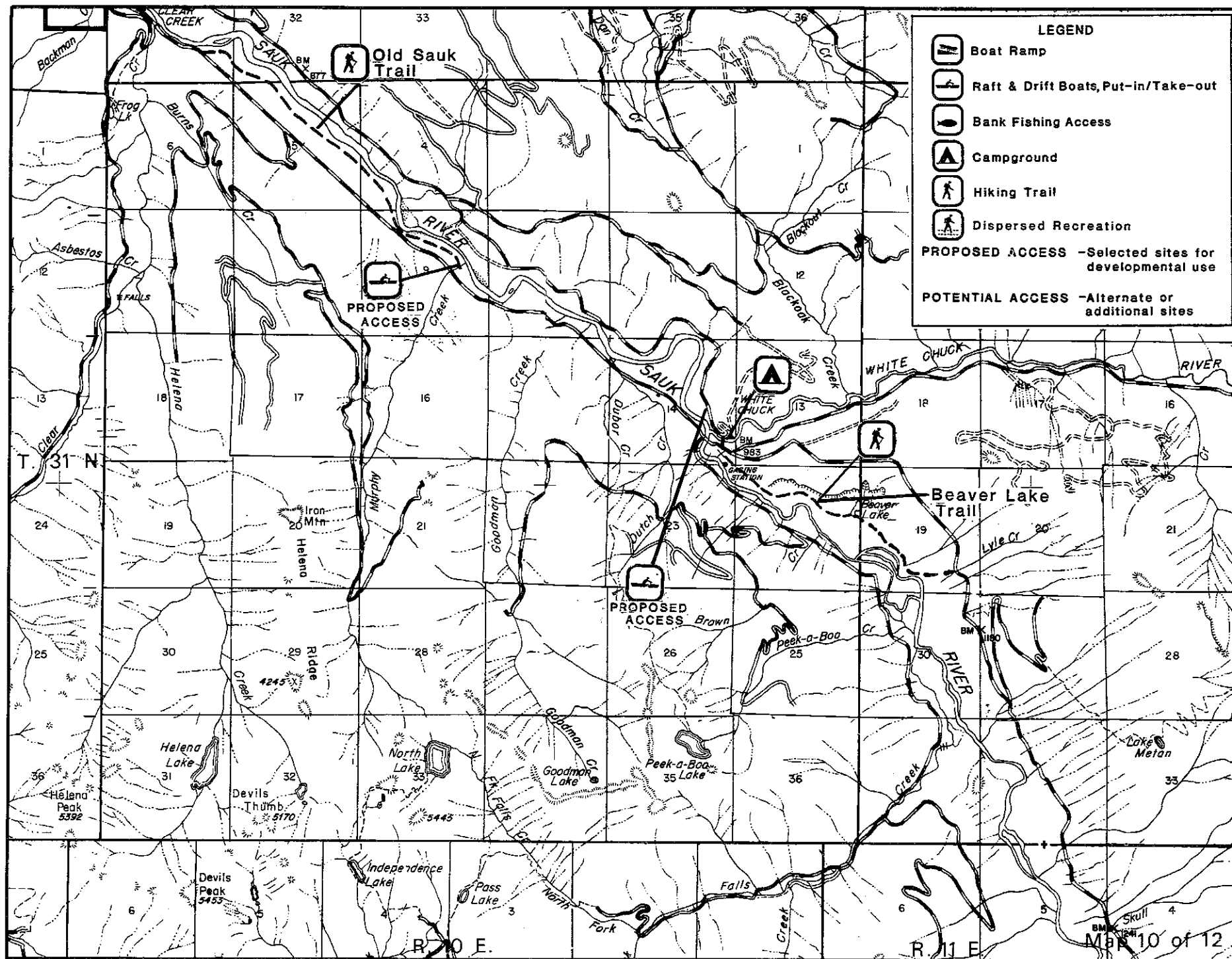


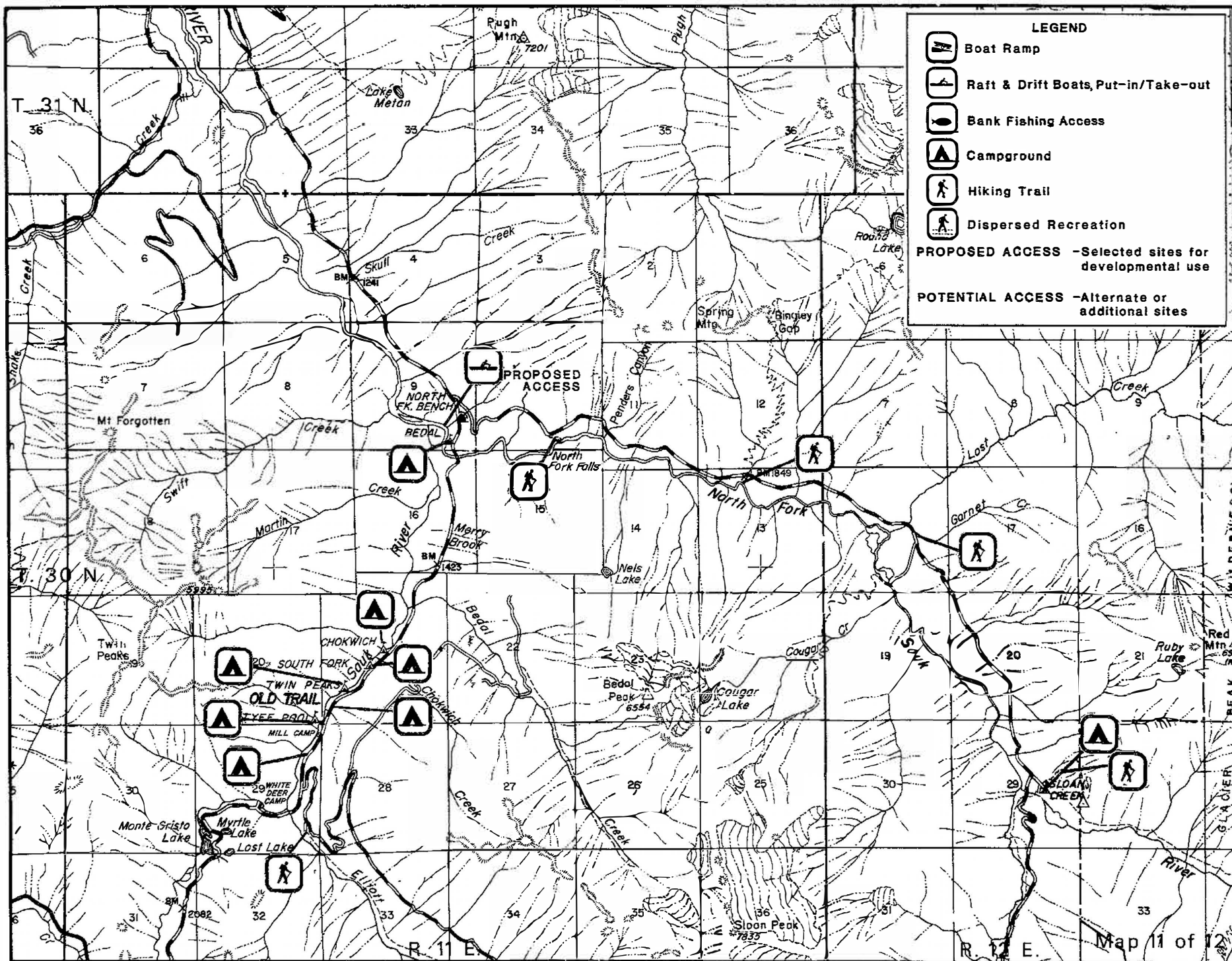










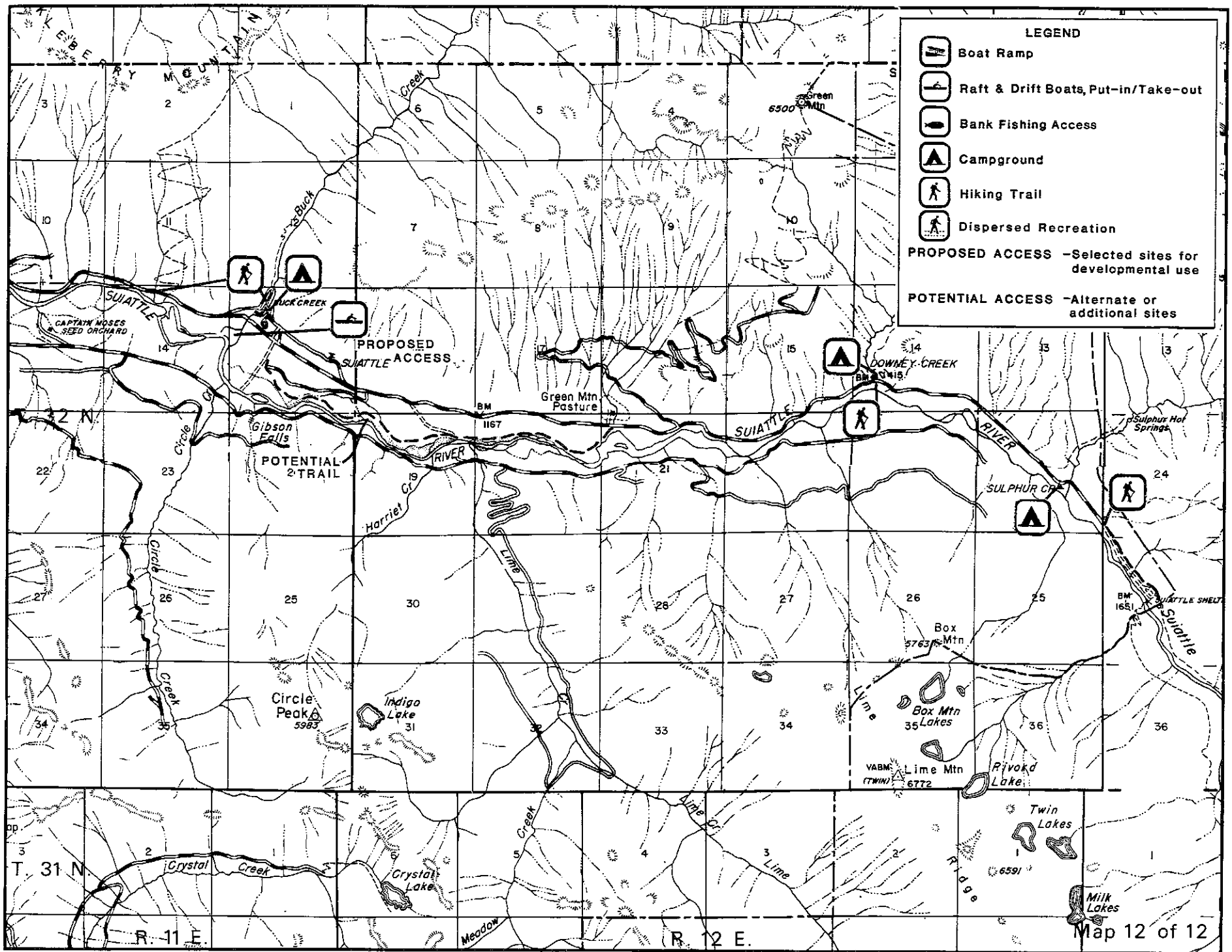


LEGEND

- Boat Ramp
- Raft & Drift Boats, Put-in/Take-out
- Bank Fishing Access
- Campground
- Hiking Trail
- Dispersed Recreation

PROPOSED ACCESS -Selected sites for developmental use

POTENTIAL ACCESS -Alternate or additional sites



CULTURAL RESOURCES

Management Direction:

- R&S-1 On National Forest lands, procedures in FSM 2360, 36 CFR 800 and current Memorandum of Agreement with the State Historic Preservation Office (SHPO) will be followed to inventory, evaluate and protect cultural resources.
- R&S-2 On private lands, procedures in FSM 2360 and 36 CFR 800 will be followed to evaluate and protect cultural resources impacted by a Federal undertaking.
- R&S-3 State laws will be relied upon to protect cultural resources impacted by activities of private landowners and private land development.
- R&S-4 If State laws do not protect a major cultural site and the cultural resource affected is significant, the Forest Service may attempt purchase of necessary rights to insure protection.

INTERPRETIVE SERVICE

Management Direction:

- R&S-1 Design a unified mix of visitor information media to effectively communicate about, and also compliment, the Skagit W&SR setting.
- R&S-2 All interpretive material should include input and coordination of town, county, and state governments and also the various Federal agencies which have responsibilities in the W&SR corridor.
- R&S-3 Interpretive and information media highly vulnerable to vandalism will be avoided when other forms of communication are available.
- R&S-4 Information services will be directed towards (a) resource protection, and reducing bald eagle disturbance, (b) recreation opportunities and access, (c) safety and (d) interpretation of the river and how it relates to the National Wild and Scenic River System.
- R&S-5 Detailed river information regarding the river and its use will be available at the Ranger District offices and both the Seattle and Concrete Joint Visitor Information stations.
- R&S-6 Obtain and provide information on river stage and forecasts.
- R&S-7 Recreation aids, volunteer "River Rangers" and outfitter guides, along with Federal and State officials, will be utilized to provide information and interpretation to the public.
- R&S-8 A user opportunity guide or "Recreation Opportunity Guide" will be prepared. This guide should include:
 - a. Listing of applicable regulations, including Skagit Preserve rules.
 - b. Identify known existing, and relatively permanent, major hazards, such as potential rapid change in stream flow due to up stream dams.
 - c. Map may display recommended channels.
 - d. Points of interest, including scenic, historical and cultural areas.
 - e. Launch and take-out sites.
 - f. Other public use areas, including picnicking, overnight camping and bank fishing sites.
 - g. Private lands and property owners' rights.
 - h. Emergency services and safety.
 - i. American Whitewater Affiliation Safety Code.
 - j. Ways to limit or minimize human disturbance to wildlife.

SIGNING

Management Direction:

- R&S-1 The Mt. Baker-Snoqualmie National Forest will prepare a sign plan. Forest Service Handbook 7109, 11a and b will be used for sign standards and specifications. Coordination will be needed with all other interested agencies.
- R&S-2 Signing should be used where appropriate in advising river users of not only areas and sites managed for various public activities and uses but also the various agencies associated with each particular use area.
- R&S-3 Signing will be needed wherever practical to identify sites, access, and facilities available to the public.
- R&S-4 Signs will be used as a principle tool in reducing conflicts between private landowners and public use.
- R&S-5 Each sign proposal will be preceded by a brief analysis:
1. What is purpose or objective of the sign?
 2. Will the sign draw unwanted attention?
Examples: - interpretation of eagle habitats could lead to possible disturbance of the birds.
- signing of an archaeological site could lead to vandalism of site.
 3. Are there other signs in the vicinity?
 4. Will another sign lead to confusion?
 5. Are required signs already possessed by one of the principle agencies involved? (i.e., State, Forest Service, Corps of Engineers, Coast Guard, Soil Conservation Services, etc.).
 6. Will the sign be unusually vulnerable to vandalism?
 7. Can the objective be achieved by other means i.e., addition to map or brochure etc.
- R&S-6 Design a distinctive sign base/silhouette and logo. Identification of responsible management agencies must be a part of each major sign installation.

MOTORIZED AND MECHANICAL USE

Management Direction:

- R&S-1 Motorized boat use will be allowed to continue as currently allowed under State laws, and will be monitored. Procedures to modify this use (such as zoning portions of the rivers for non motorized use) may need to be initiated with the State upon results of monitoring and the interim and final findings of studies on resource compatibility and eagle disturbance. (Reference Vol II - page 50, R&S-5 and page 17, R&S-1)
- R-2 The stretch of river between Marblemount and Concrete will be monitored to determine whether use by both drift and motorized boats presents hazards to safety. Action will be required if a serious hazard is identified.
- S-3 Outfitter/Guide permits for commercial motorized use will not be issued on any of the Scenic Rivers.

VISITOR MANAGEMENT

Management Direction:

- R&S-1 Visitor management on the lands within the Skagit W&SR corridor will rely mainly upon clear, simple and strategically located signing (see Signing) and easily readable brochure and maps.
- R&S-2 All commercial river boating operations on the Skagit W&SR System will be under an outfitter/guide permit system.
- R&S-3 Outfitter/Guide permits will be issued on the basis of National Forest award procedure for Forest Service outfitter/guide permits.* A permit will be issued in response to all applications for river guide permits until 1985.
- R&S-4 The Mt. Baker-Snoqualmie National Forest, with the County and State governments, determine ordinances and regulations needed and applicable to private lands which will aid in controlling public use.
- R&S-5 The Mt. Baker-Snoqualmie National Forest, in cooperation with the State, County and local governments, determine if regulations in relation to hunting on land within the River Corridor are needed. (Ref Sec. 13a, 1968 WS&R Act.)
- R&S-6 At each designated public use and river access site, regulations pertaining to land and water use, and hazards relating to user safety on land and on water, will be available to the public.
- R&S-7 Work with the State, County, Coast Guard, and river guides associations to develop uniform safety standards for the classified rivers. Such standards to become a part of each commercial special use permit. Authorities to enforce Federal navigation laws will be retained by the Coast Guard and appropriate counties.
- R&S-8 No permit for non-commercial use be required at the present time. The future need for permits will be re-evaluated at each update of this plan using monitoring and research data.
- R&S-9 Public overnight and day use of the lands along the Skagit System will be promoted in designated areas or sites only. Such sites will be identified through clauses in appropriate Special Use Permits, by signs, and also by identification in brochures, or on maps. The Washington State Department of Game and the Nature Conservancy have prohibited beaching of water-borne craft within the Bald Eagle Natural Area.

* The National Forest award procedure for Outfitter/Guide permits at publication was in the review process. The final approved document will be used in issuing permits on the Skagit W&SR System. (FSM 2721)

R&S-10 Study the four rivers to determine recreational demand, user conflict, resource capabilities, and compatibility of use. From these studies determine optimum levels of use consistent with planned experience levels and the preservation of river values. Systems such as voluntary visitor registration or, automatic photography and actual on site surveys should be considered for use. (See Recreation, Vol II, R&S-1, page 17.)

For existing conflict resolution criteria see Vol II, Rec., R&S-2, R&S-3, pg. 17, R&S-12, pg. 18, S-20, pg. 20; Motorized use, R&S-1, pg. 45; Visitor use, R&S 11, pg. 47, R-14, pg. 48, S-18, pg. 48; Wildlife, R&S-1, R&S-5, R&S-7, pg. 50; Fisheries, R&S-3, pg. 53; Research R&S-1, pg. 59

R&S-11 Monitor all water surface use to measure actual rates of use between commercial and non-commercial use, types of activity, volume of use and resource damage. Adjust use to meet optimum levels of use determined in this plan and through R&S-10 above.

R&S-12 During the summer season no more than twenty percent of the available user days will be allotted for any one month period. (See 12-14, S-18 and S-22)

Skagit River

R-13 Initially, the Skagit River surface use should be managed as three (3) segments. Those segments will be:

- a. Bacon Creek to Rockport (upper segment).
- b. Rockport to Pressentin Creek (middle segment).
- c. Pressentin Creek to Sedro Woolley (lower segment).

R-14 With the acquisition of required public access and development of needed basic facilities, the following calculation of capacity for surface use (user day) could be acceptable, it is the optimum recreation carrying capacity for the Skagit River. *

(NOTE: The term "user day" is more appropriate than visitor day. A "user day" describes one trip on a river by one person during the period of one day.)

Summer Season (April through September):

<u>Segment</u>	<u>Commercial Use</u>	<u>User Days</u>	
		<u>Non Commercial Use</u> <u>(Unregulated)</u>	<u>Total</u>
Upper Skagit	2,800	5,200	8,000
Middle Skagit	2,800	5,200	8,000
Lower Skagit	1,600	3,000	4,600
Total	7,200	13,400	20,600

(Winter Season, October through March):

An arbitrary commercial use figure of 6,000 user days has been assigned to the Skagit with no more than 20 percent to be used in any one month. These figure will be adjusted to fit actual needs, as identified by research and monitoring use.

* Calculations for Carrying Capacity - Appendix I, Volume I, Page A-144.

- R-15 The Forest Service, in coordination with other concerned groups, shall annually monitor use on the river section between Marblemount and Rockport during the period of October through March. If the monitoring or other studies (See Wildlife section) identify adverse impacts upon the bald eagle associated with use, the optimum recreation carrying capacity of the river will be adjusted to accommodate eagles.
- S-16 With the acquisition of required public access and development of needed basic facilities, the following calculation of capacity for experienced white water rafters and kayakers could be acceptable, it is the optimum recreation carrying capacity for the Suiattle and Sauk rivers.

Sauk River

- S-17 Initially, the Sauk River surface use should be managed in four (4) segments. Those segments will be:
- a. Bedal Campground to the White Chuck.
 - b. White Chuck to Bachman County Park (upper segment).
 - c. Bachman County Park to the mouth of the Suiattle River (middle segment).
 - d. Mouth of the Suiattle River to the mouth of the Sauk at the Skagit River (lower segment).

As experience and additional resource information indicates, the number and length of sections may be altered.

- S-18 The optimum recreation carrying capacity for each of the above segments has been calculated at: *

Summer Season (April through September):

<u>Segment</u>	<u>Commercial Use</u>	<u>User Days</u>	
		<u>Non Commercial Use (Unregulated)</u>	<u>Total</u>
a. Bedal/White Chuck	1,840	2,760	4,600
b. White Chuck/Bachman	3,000	1,600	4,600
c. Bachman/Suiattle	2,700	4,100	6,800
d. Suiattle/Skagit	2,400	4,400	6,800
Total	9,940	12,860	22,800

Winter Season (October through March)

An arbitrary commercial use figure of 900 user days has been assigned to the Sauk River. This figure will be adjusted to fit actual needs, as identified by research and monitoring use.

- S-19 In coordination with the Washington State Departments of Fisheries and Game, annually monitor use on the Sauk river to identify impacts upon spawning and spawning beds by river users. If monitoring or research identify adverse impacts, measures will be taken to decrease these impacts.

* Calculations for Carrying Capacity - Appendix I, Volume I, page A-144.

Suiattle River

S-20 Initially, the Suiattle River will be managed as two (2) segments:

- a. Above Boundary Bridge (upper segment).
- b. Below Boundary Bridge (lower segment).

S-21 The optimum recreation carrying capacity for each of the two segments has been calculated at: *

Summer Season (April through September):

<u>Segment</u>	<u>Commercial Use</u>	<u>User Days</u>	
		<u>Non Commercial Use (Unregulated)</u>	<u>Total</u>
Upper Suiattle	2,300	2,300	4,600
Lower Suiattle	3,000	1,600	4,600
Total	<u>5,300</u>	<u>3,900</u>	<u>9,200</u>

Winter Season (October through March)

An arbitrary commercial use figure of 900 user days has been assigned to the Suiattle. This figure will be adjusted to fit actual needs, as identified by research and monitoring use.

Cascade River

S-22 No commercial use be allowed on the Cascade River until the segment between Mineral Park and Cascade Island Campground is inventoried as to rating and carrying capacity.

* Calculations for Carrying Capacity are in Appendix I, Volume I.

WILDLIFE

Management Direction:

- R&S-1 The primary objective is to maintain the integrity and diversity of the wildlife species, populations, and habitats that existed in the Skagit W&SR when it was established. Coordinate with Federal and State agencies to obtain this objective.
- R&S-2 Initiate a species inventory to verify occurrence, distribution, and abundance of wildlife, with emphasis on sensitive species. Results should be integrated into WILDHAB files.
- R&S-3 Monitor trends in numbers of each Threatened and Endangered species present in the classified rivers.
- R&S-4 Initiate eagle research designed to supplement studies (City of Seattle 1980, WDF 1980) already completed. Such studies to be coordinated with National Park Service, State Game, and U.S. Fish and Wildlife Service.
- R&S-5 Upon adoption of this plan, conduct administrative studies or research to identify disturbance factors and limits between public use activities and migratory bald eagle use of the river. This program will be coordinated with the U.S. Fish & Wildlife Service, the Washington State Department of Game, and National Park Service. The data that will provide protection to the eagles and to complete consultation under section 7a of the Endangered Species Act.
- R&S-6 The Mt. Baker-Snoqualmie N.F. will strongly encourage Washington Department of Fisheries and Skagit System Cooperative to continue to manage for natural rather than hatchery populations of fish to provide continuing food supply to eagles.
- R&S-7 Emphasis protection of eagle habitat rated "excellent" or "good" (Biological Assessment of Bald Eagles in the Skagit Wild & Scenic River System - U.S. Forest Service - 6/20/81, page 61-69). In addition direction provided in the "Pacific States Bald Eagle Recovery Plan" will be utilized. On private lands within the corridor, utilize the Shorelines Management Act administered by county initially. If a potential alteration is not controlled by the Shorelines Plan or its administration, initiate acquisition procedures.
- R&S-8 The U.S. Fish and Wildlife Service (USFWS) recommends protection of communal-night roosts. For those communal-night roosts that may be found on National Forest lands within the corridor the protective measures outlined in the:

USFWS' Bald Eagle Management Guidelines, Oregon - Washington, will be utilized.

- R&S-9 Cooperative interpretive programs regarding eagle-human interactions should be developed with USFWS, State Game Dept., National Park Service, and Nature Conservancy to:
- encourage public support and involvement with eagle management.
 - display and communicate ways to limit or minimize human disturbance through education and understanding.
 - Identify, and where possible, quantify which habitats are most sensitive to disturbance.
- R&S-10 Habitat needs for snag and cavity-dependent wildlife will be provided per Forest Service Policy (FSM 2630) on a majority of commercial forest land within the National Forest. Dead trees, both standing and down, will be provided in sufficient numbers to maintain primary cavity excavators at 100 percent of their potential population capacity.
- S-11 Complete eagle habitat rating for Scenic Rivers and, if possible, record (maps and/or computer) for easy access. Ground check where necessary.
- S-12 Conduct required inventory to determine:
- Abundance and distribution of salmon carcasses along the Sauk, Suiattle, and Cascade Rivers.
 - Eagle numbers and distribution along the Cascade River.

Direction For Eagle Habitat Management

- A. Data Gathering: To facilitate consultation required by Section 7a of the Endangered Species Act.

<u>Section</u>	<u>Page No.</u>	<u>Item No.</u>
Visitor Management	47	R&S-10
Wildlife	50	R&S-4; 5
Wildlife	51	S-11; 12

B. Action: Direction which relates to eagle habitat management.

<u>Section</u>	<u>Page No.</u>	<u>Item No.</u>
Admin. Org. & Respon.	8	R&S-8
Land Ownership	11	R&S-6
Recreation	17	R&S-3
Interpretive Services	43	R&S-4
Motorized Use	45	R&S-1
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Wildlife	50	R&S-3, 6, 7, 8
Wildlife	51	R&S-9, S11, S12
Vegetative Management	56	R&S-1, 7
Mineral Resource	59	R&S-1

FISHERIES

Management Direction:

- R&S-1 Direction for fish management activities of the Forest Service, Washington Department of Game, and Department of Fisheries is provided in the Memorandum of Understanding between Forest Service and the Departments. Reference Forest Service Manual 2611.1---9, R-6 Supplement No. 98 and 2611.1---17, R-6 Supplement No. 215.
- R&S-2 Fish habitat management will be coordinated with the Washington State Fish and Game Departments. The Forest Service has primary responsibility for the management of fisheries habitat within the National Forest. The State has the responsibility for in-stream habitat outside of the National Forest Boundary. Stocking and setting of fishing areas, seasons, limits, and catch quotas continue to be the responsibility of the State departments.
- R&S-3 Priority will be given to all management decisions which protects or enhance existing fishery values.
- R&S-4 Habitat preservation, enhancement and rehabilitation measures for natural propagation will be encouraged.
- R&S-5 Options will be maintained for construction of fish hatcheries, spawning channels, rearing and acclimation ponds, trapping facilities, incubation box sites and other fishery enhancement facilities in the Skagit drainage.
- R&S-6 Cooperate with the U.S. Fish and Wildlife Service, the National Marine Fisheries Service, Skagit System Cooperative and the State of Washington, to pursue opportunities to maintain and to increase existing populations of fish.
- R&S-7 Proposals for construction of recreation facilities such as boat launching ramps, roads and trails, or camping areas, for the express purpose of harvesting biological surpluses of fish will be coordinated with the Fisheries and Game Departments of the State of Washington.
- R&S-8 The Mt. Baker-Snoqualmie National Forest, Washington State Departments of Game and Fisheries to prepare a habitat rating for fisheries to help facilitate future management decisions.
- R&S-9 The United States Forest Service will continue to participate in the interim agreement regulating the rate and magnitude of flow fluctuation in the Skagit River with the City of Seattle, Washington Department of Fisheries and Game, Skagit System Cooperative, U.S. Fish and Wildlife Service, and U.S. National Marine Fisheries Service. (Skagit Interim Flow Agreement Standing Committee)

WATER QUALITY

Management Direction:

- R&S-1 In cooperation with the State of Washington and U.S. Geological Survey, establish a water quality monitoring system that utilizes and enhances the existing monitoring stations.
- R&S-2 Maximize cooperation with other agencies responsible for water quality control. Principle among these will be EPA, U.S. Health Service, Soil Conservation Service, Department of Ecology, and USGS. The need for cooperative agreements should be explored with each agency.
- R&S-3 Locate sources of water quality degradation and prepare action plans to eliminate the pollutant.
- R&S-4 Place special emphasis on protecting streamside vegetation.
- R&S-5 Give priority to protection of water quality in cases of conflict between water quality and other resource uses. Prevent alteration of natural channels or streambanks that would significantly affect (1) the free-flow of water (2) the appearance of the stream, (3) fish habitat, or (4) water quality.
- R&S-6 Water quality standards must be consistent with the objectives of the Federal Water Pollution Control Acts--Amendments of 1972 (Public Law 92-500) and Amendments of 1977 (Public Law 95-217). Any application of pesticides must be done in compliance with the Federal Environmental Pesticide Control Act of 1972 (Public Law 92-516).
- R&S-7 Maintain the Recreation and Scenic Rivers to a Class AA Extraordinary Standard. (See Vol. I page 121 for water quality classification criteria.)

AIR QUALITY

Management Direction

- R&S-1 Annually review the State Department of Ecology (DOE) air monitoring results to determine if action is needed to meet the National Air Quality Standards.
- R&S-2 Coordinate with the State of Washington (DOE) to comply with and provide monitoring of visibility, to meet Federal visibility regulations.

TRANSPORTATION - UTILITY

Management Direction:

- R&S-1 Include in the cooperative agreement (R&S-4, pg. 7) between the state, counties and Forest Service direction pertaining to maintenance and rehabilitation of state and county roads within the river corridor. Such items as visual quality, borrow pits, disposal sites, spraying and brushing, safety, rip-rap, etc., should be included.
- R&S-2 Coordinate with the Counties in the location, design, or permit for future roads to ensure that the key values of the river (wildlife, fish, visual) are protected.
- R&S-3 Proposed future road and utility crossings, including temporary, will be reviewed through the environmental assessment process. In the absence of reasonable alternative routes, new public utility rights-of-way on National Forest lands within the River area will be permitted. Locations and construction techniques will be selected to minimize adverse effects on the key values (scenic, fish, and wildlife).
- R&S-4 Work with the Federal and State Departments of Transportation and Counties to encourage that no additional airstrips or railroads be permitted within the W&SR corridor.
- R&S-5 Work with and obtain from utility districts, management plans prescribing vegetative management in utility corridors. Management measures should be compatible with River classification.
- R&S-6 Rock and gravel borrow within the river corridors will be discouraged. (See page 59, R&S-1, R&S-2, R&S-3, S-4, and S-5. Also See Vol II, Mineral Resource.) As a minimum, and where applicable, the Policies and Guidelines of the State River Management Plan (Policy 4) and State Aquatic Land Management Plan for the Skagit River (1981) should be followed.
- S-7 Wherever practical, secondary utility lines should be buried.
- S-8 The Forest should review the Federal Highway proposal for FH7 (Mountain Loop Highway) to determine if it should be implemented with Forest funds, as proposed, or if the proposal and standards need revision.
- S-9 Reconstruction of those roads existing as of November 10, 1978 will assure the reconstruction will not decrease the values in existence at that date of classification.
- S-10 Most Forest Service roads in the corridor should be closed to commercial traffic on weekends from mid-May through November.

- S-11 All future roads will be located and designed to remain visually inconspicuous from the river surface and opposite bank. Such roads should be administered to carry a low volume of traffic.
- S-12 Herbicide sparying of public roadsides within the National Forest Boundary will conform to standards and controls established for the Mt. Baker-Snoqualmie National Forest.

VEGETATIVE MANAGEMENT

Management Direction:

- R&S-1 On non-National Forest land, rely upon county and state programs, such as Shorelines Management Act and Forest Practices Act, to the fullest extent possible to achieve management direction, and to provide protection to the values for which the river was classified - Wildlife, Fisheries, and Visual.
- a. If county and state programs are unable to provide protection to "key resources", consider the need to acquire conservation easements.
 - b. The guiding objective on non-National Forest land will be to meet direction to the extent practical with the least restraint permissible under the act.
- R&S-2 Within the designated corridor timber and other vegetation within view from the river, trails, roads and recreation sites should be managed primarily for scenic quality, wildlife, and fisheries purposes. The primary objectives for management of the forest cover are described under the Recreation, Visual, Wildlife, Water Quality, and other management sections of this plan. Distribution of landscape environments are described in R&S-2, page 14. Landscape descriptions are in Volume I, page 37-39.
- R&S-3 Field studies should be conducted throughout the system to determine the location of threatened and endangered plants.
- R&S-4 Protection requirements will need to be developed for each area identified to have threatened and endangered plants.
- R&S-5 Harvest areas should blend with surrounding features.
- R&S-6 Some timber stands will need to be maintained in hardwoods to ensure variety.
- R&S-7 Timing of timber harvest will need to be controlled to minimize conflicts between harvest activities and eagles, spawning fish, recreation users.

- R&S-8 Timber harvest in the river corridors will be conducted so as to avoid adverse impacts on the "key resources" - Wildlife, Fisheries, and Visual.
- R&S-9 On non-National Forest lands, Forest Management practices may be similar in nature and intensity to those present at the time of River designation (1978), and must meet the direction contained in the State Forest Practices Act.
- R-10 Forest management may utilize a wide range of appropriate silvicultural prescriptions provided "key resources" are protected.
- S-11 On National Forest land along scenic classified rivers there is significantly less opportunity for modification of the natural environment.
- A) The objective will be: to maintain or improve the scenic qualities as viewed from travel routes; and to maintain a natural appearing forest stand associated with a river bottom or terrace.
 - B) Appropriate silvicultural prescriptions may be used to harvest trees along the scenic rivers on National Forest land in order to maintain or restore natural appearing forest stands.
 - C) Small openings may be created through timber harvest to:
 - a. Improve vistas.
 - b. Improve appearance of existing cutting units.
 - c. Improve wildlife habitat.
 - d. Meet fuel management needs.
 - e. Meet other recreation site development needs.
 - D) Salvage of wind, fire, flood, and insect/disease killed trees covering large areas will be decided on a case-by-case basis through the environmental assessment process. (Decision Authority - Based on Volume of Timber - See FSM 2400.)

INSECTS AND DISEASES

Management Direction:

R&S-1 Through cooperative agreements, Forest Service and State of Washington will continue to monitor insect and disease activity through aerial flights and field reconnaissance.

R&S-2 When insect or disease infestations threaten to reach epidemic proportions, appropriate control measures will be taken. The choice of control measures will fully provide for the protection of the values recognized in W&SR classification.

FIRE MANAGEMENT

Management Direction:

R&S-1 Fire suppression methods which least alter the landscape will be used.

R&S-2 Fire will be an acceptable tool for meeting resource objectives.

R&S-3 Maintain cooperative agreement between Forest Service and State Department of Natural Resources.

MINERAL RESOURCE

Management Direction:

Outside National Forest Boundary

- R&S-1 Encourage State to retain integrity of gravel bars within the classified river system. (See Aquatic Land Management Plan for the Skagit River, D.N.R., page 49 for State policy and Landownership Vol. I, page 31.)
- R&S-2 Work with County, State, and Federal agencies to establish a system to review and comment on all proposals and permits for mining activities and gravel extraction which could effect the classified rivers.
- R&S-3 Work with Skagit County and Snohomish County agencies to determine if zoning regulations should be developed which would protect areas of special significance, within the established boundaries of the designated rivers, from adverse effects of any mining activities. Encourage counties to designate areas of special significance as "Environmentally Sensitive" under Washington State Environmental Policy Act.

Inside National Forest Boundary

- S-4 On public domain lands, follow procedures in FSM 2800.
- S-5 The integrity of gravel bars within the classified rivers will be retained.

RESEARCH

Management Direction:

- R&S-1 Upon adoption of this plan, conduct administrative studies or research to identify disturbance factors and limits between public use activities and migratory bald eagle use of the river. This program will be coordinated with the U.S. Fish & Wildlife Service, Washington State Department of Game, and the National Park Service. The data collected will be used to identify the carrying capacity of the rivers that will provide protection to the eagles and to complete consultation under Section 7a of the Endangered Species Act.
- R&S-2 Initiate eagle research designed to supplement single season studies (City of Seattle 1980, WDF 1980). Coordinate with State Game Department.
- R&S-3 Study the four rivers to determine recreational demand, use conflict resolution, resource capabilities and proper levels of use and management. (Proposed PNW study, see page 17, R&S-1)
- R&S-4 Conduct field studies to locate and inventory threatened and endangered vascular plants.

Section IV
Needed Regulations
Recreation and Scenic Rivers

IV



SECTION IV

NEEDED REGULATIONS RECREATION AND SCENIC RIVERS

The purpose of this section is to propose regulations to be used by the Secretary of Agriculture in administering the Skagit W&SR. There is no statutory authority under which the Secretary can apply regulations related to the National Forest System to private lands. Within the W&SR corridor (outside N.F.), regulation of private land by the Secretary cannot be enforced without acquisition of the right to do so. The United States has, under the 1968 Wild and Scenic Rivers Act, the authority to regulate the surface use of waters within the National W&SR System. The authority to apply the prohibited acts regulations, if properly implemented, is found in 16 U.S.C. 551 and 16 U.S.C. 1281(d). The statutory authority is generally implemented by 36 CFR 261.7(a)(4) and 36 CFR 261.58(z). Application to the Skagit W&SR and its included tributaries can be accomplished by regulation under 36 CFR 261.70 and 261.76, or by order under 36 CFR 261.50-.58.

The issuance of secretary guidelines regarding zoning standards may become necessary if incorporated areas annex lands which are within the Wild and Scenic River Corridor. The Town of Lyman has incorporated an island and portions of the river within the corridor. (See R-10, page 12)

Control over surface waters (via special use permit system):

- Cascade River
- Sauk River
- Suiattle River
- Skagit River

Control over public use of certain lands or areas:

- developed sites
- dispersed area
- access right-of-ways
- access easements
- trails
- river access sites

Private land development:

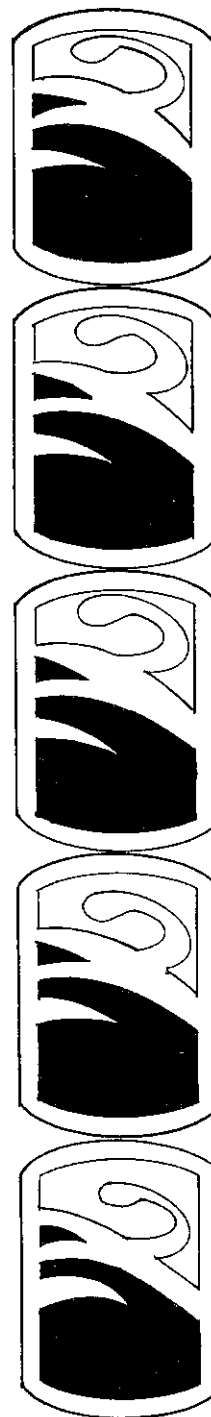
Regulations for the use and development of private land which would correspond with County and municipal zoning ordinance, developed to meet the provisions of the 1968 W&SR Act. (See Administration section of this document.)

Measures to protect:

- Eagle perch trees - all rivers
- Key bars that entrap spawned salmon carcasses
- Historical and archaeological sites and areas
- Private properties from public use
- Key salmon spawning beds

Section V
Coordination and Responsibilities
of Other Organizations
and Agencies

V



See
Volume
I

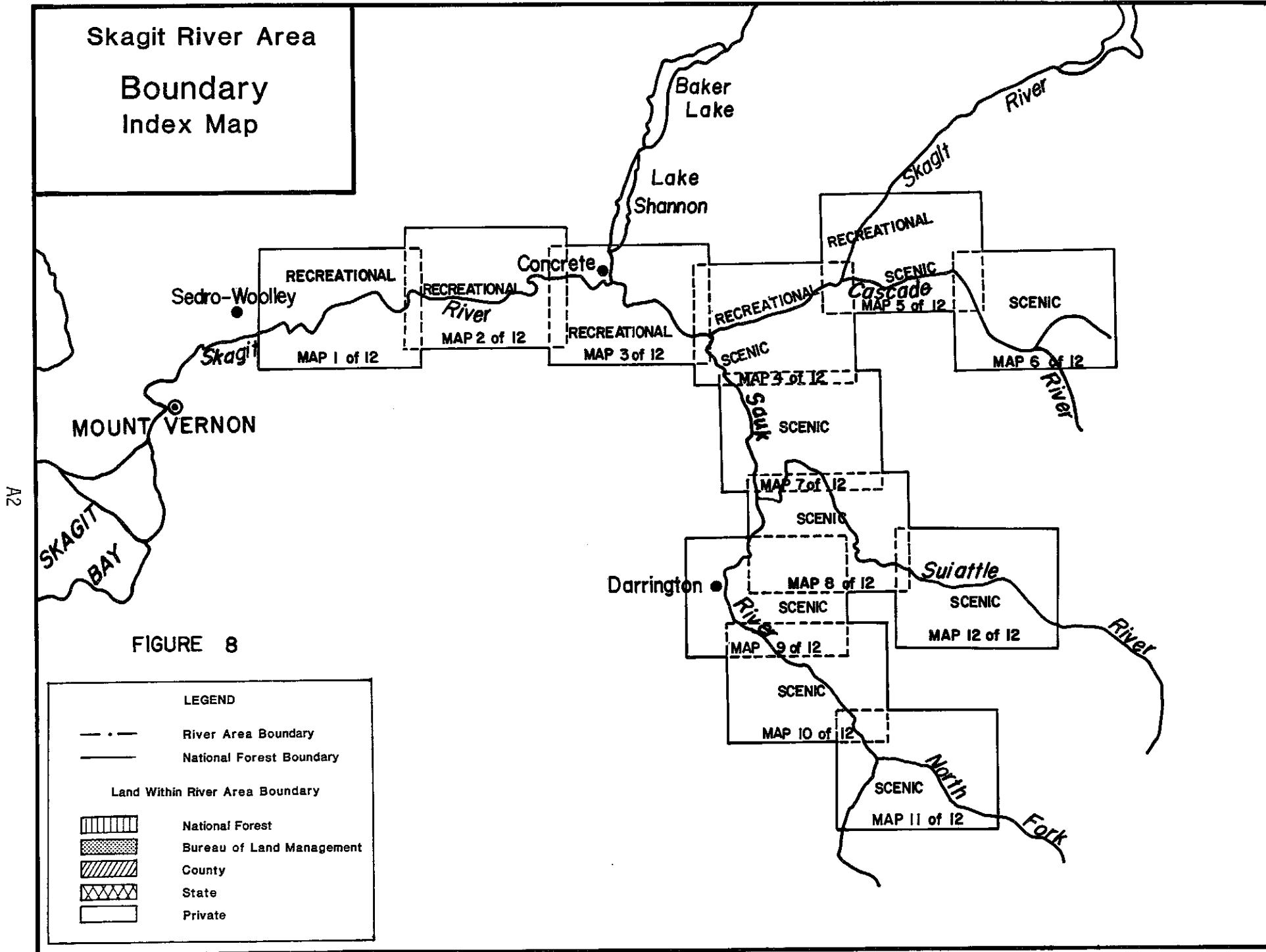
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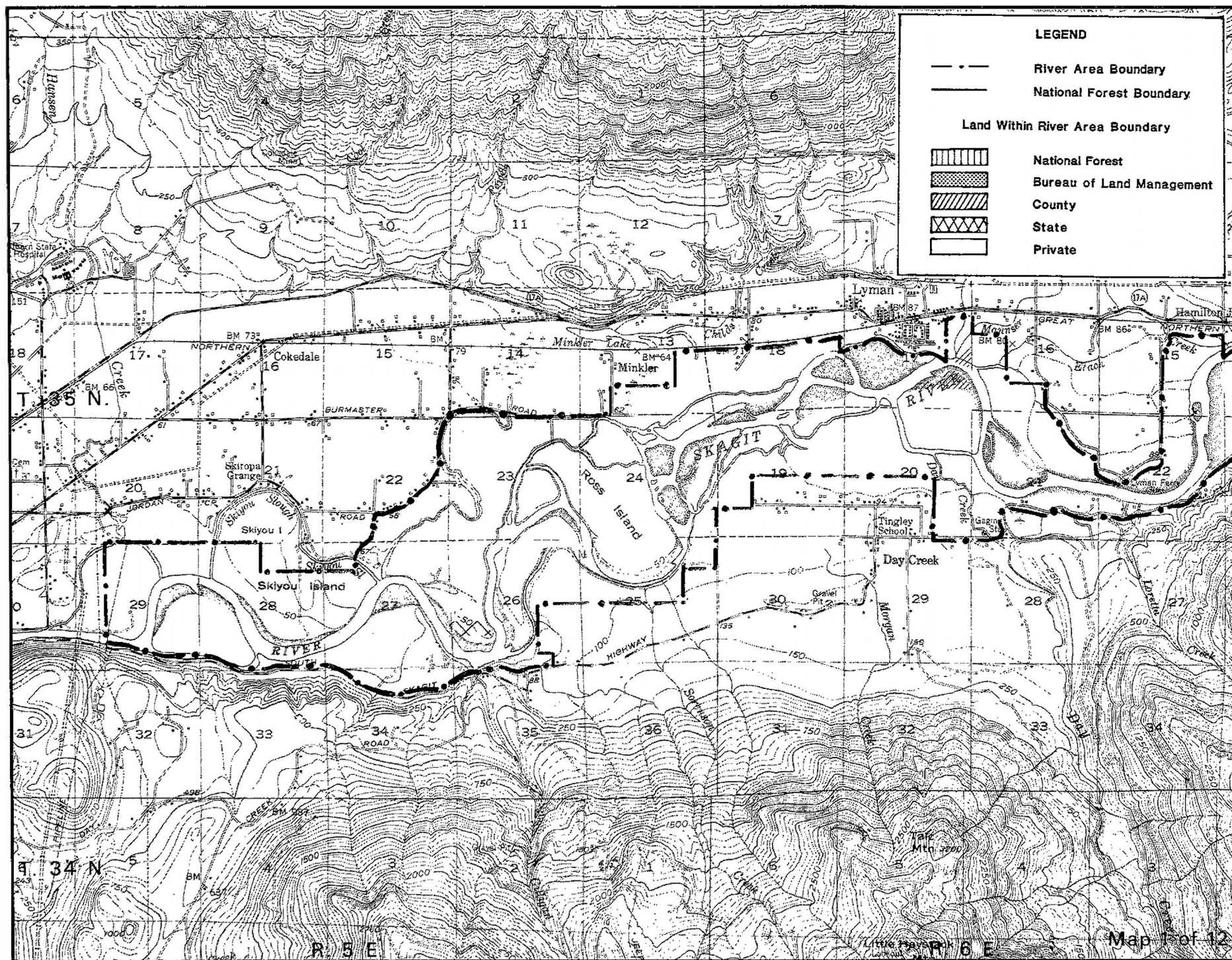
APPENDIX A

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Wild And Scenic River Boundary Maps _____	I	A2
	II	A2
Wild And Scenic River Boundary Description _____	I	A15



Appendix
A





LEGEND

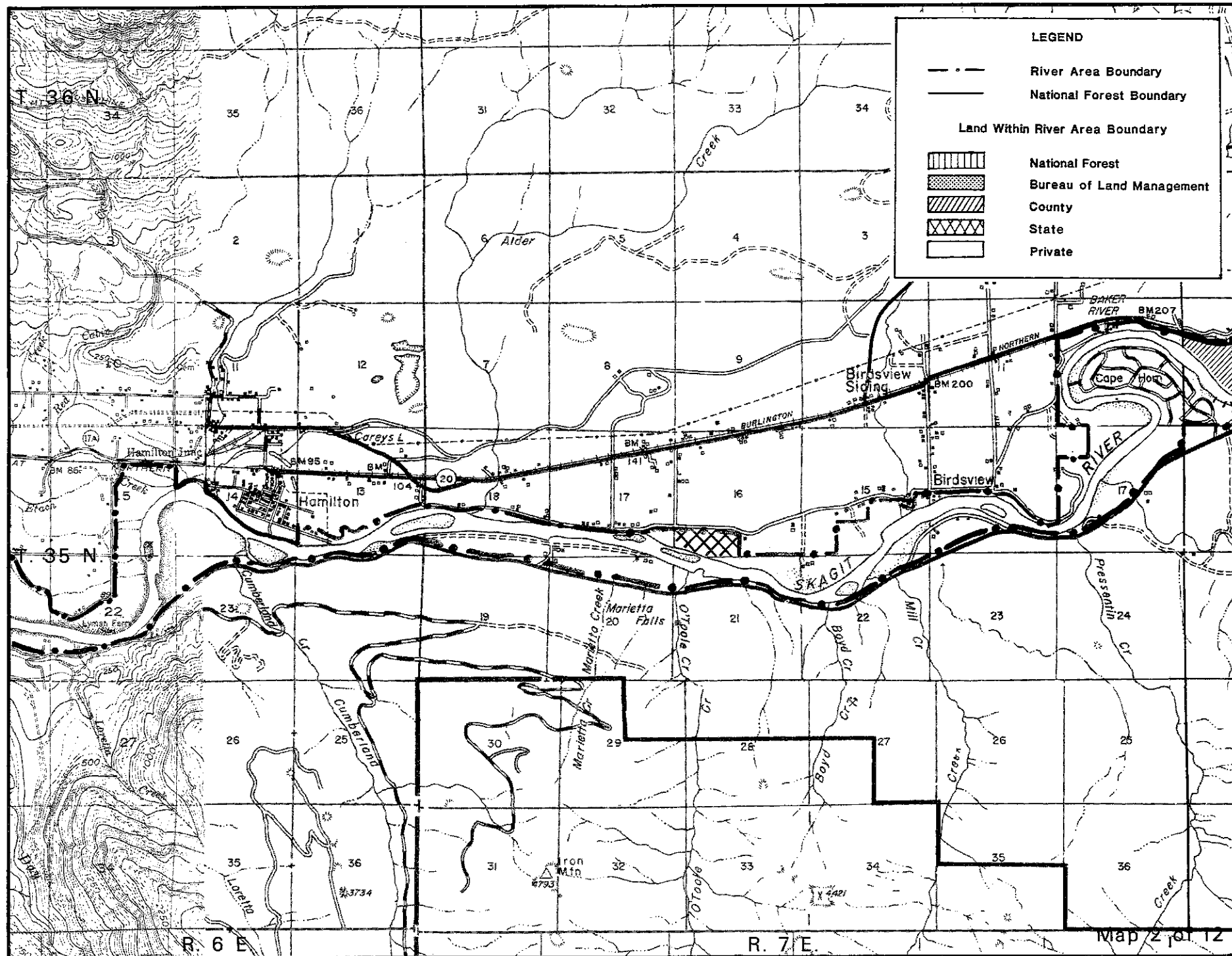
--- River Area Boundary
 --- National Forest Boundary

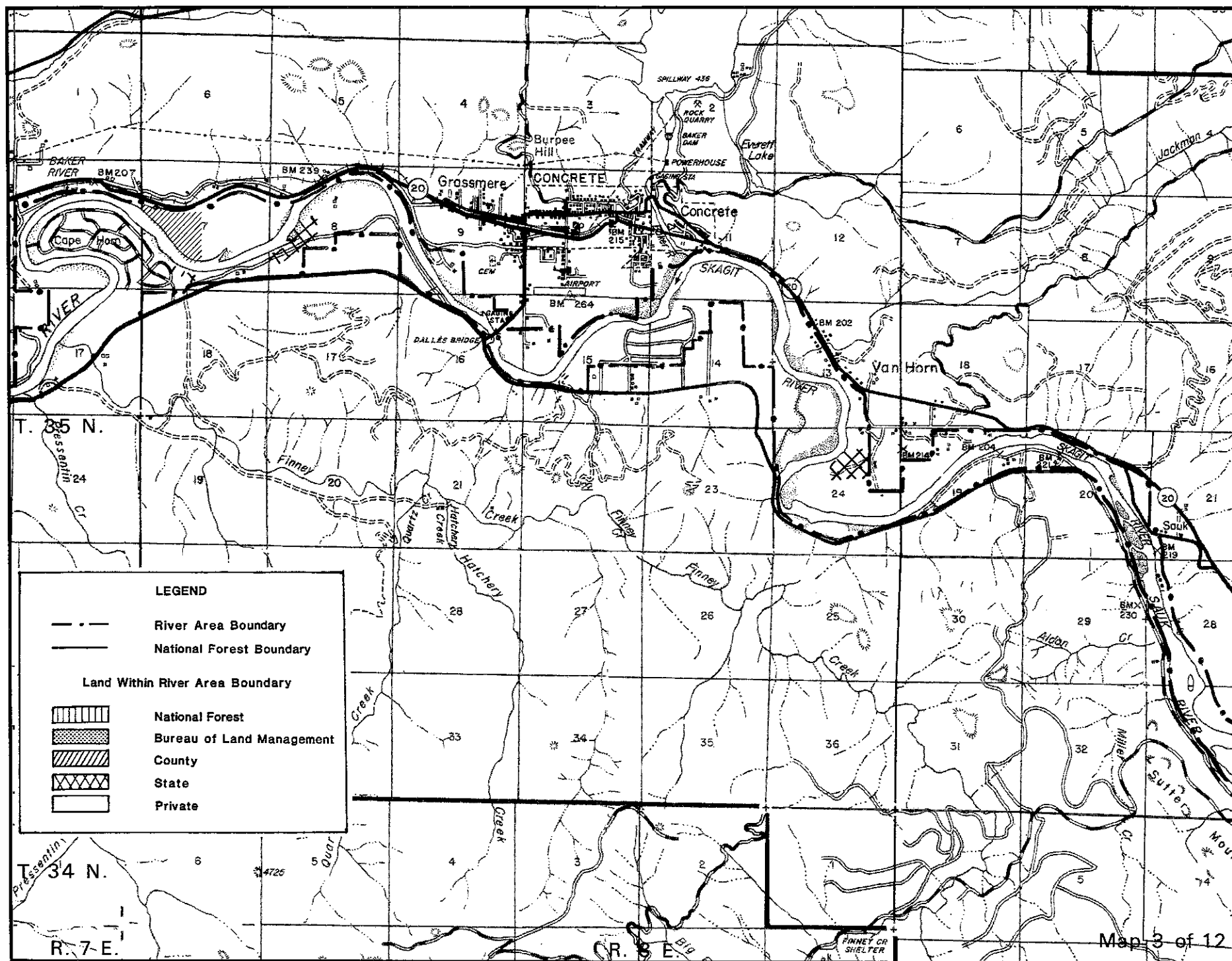
Land Within River Area Boundary

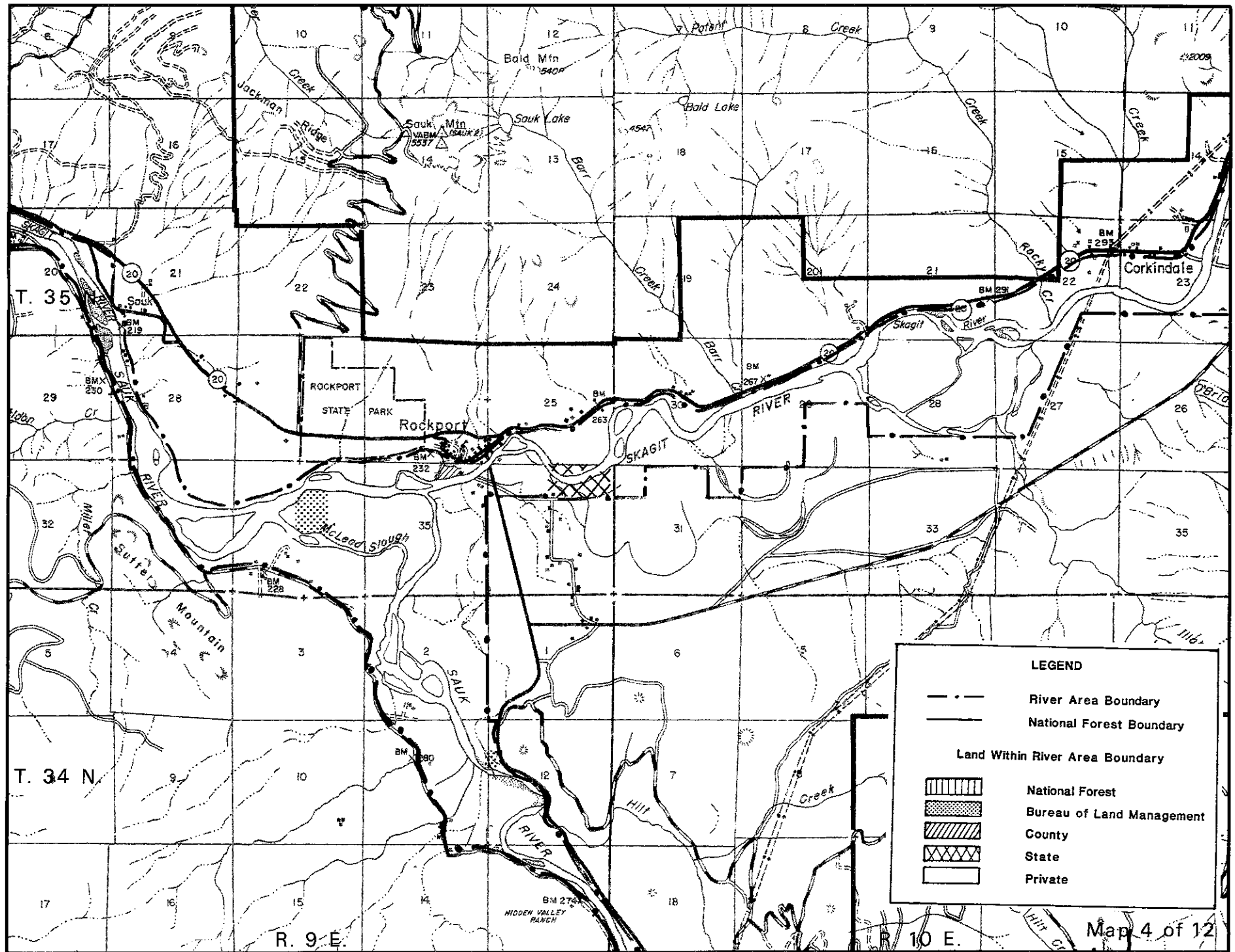
National Forest
 Bureau of Land Management
 County
 State
 Private

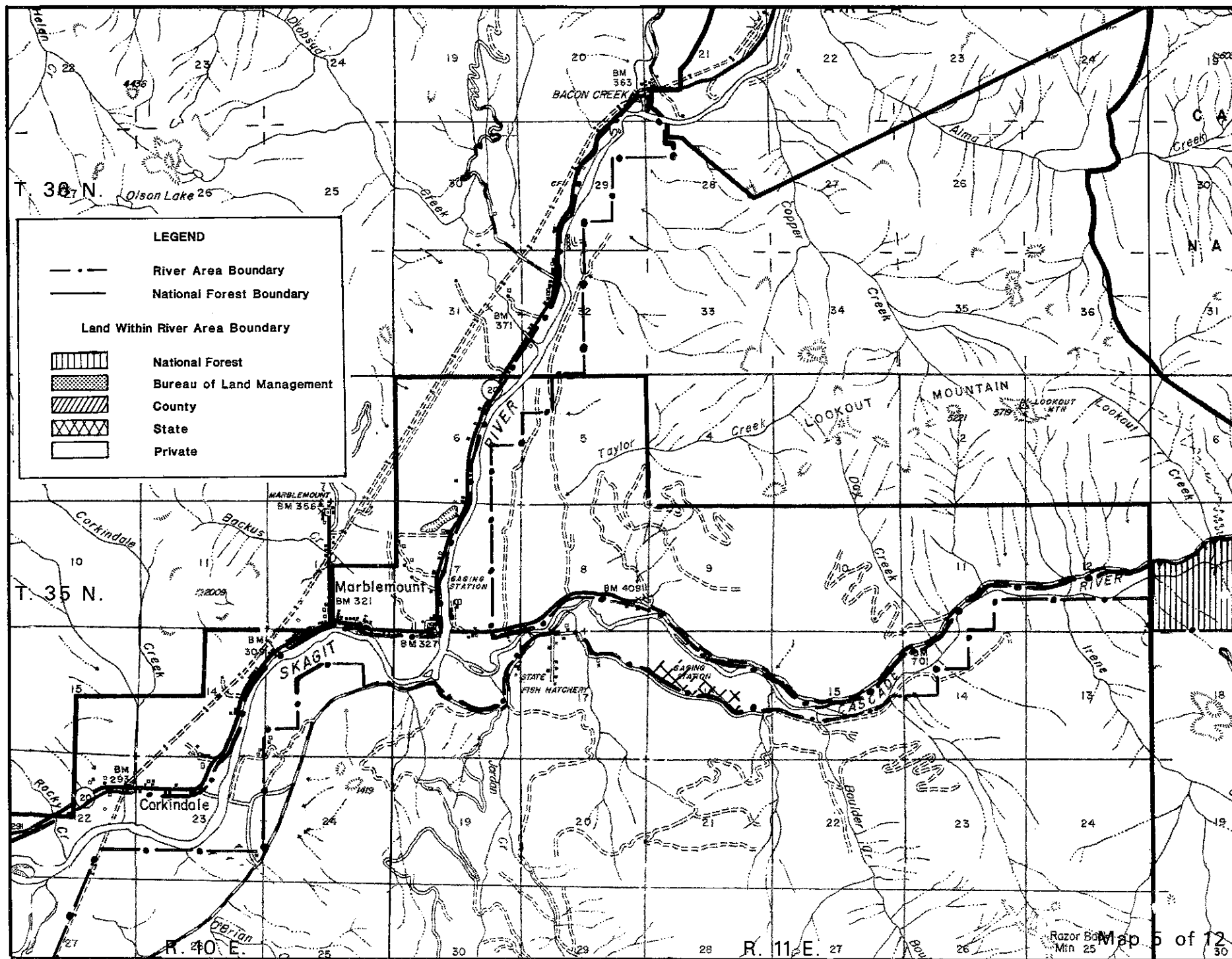
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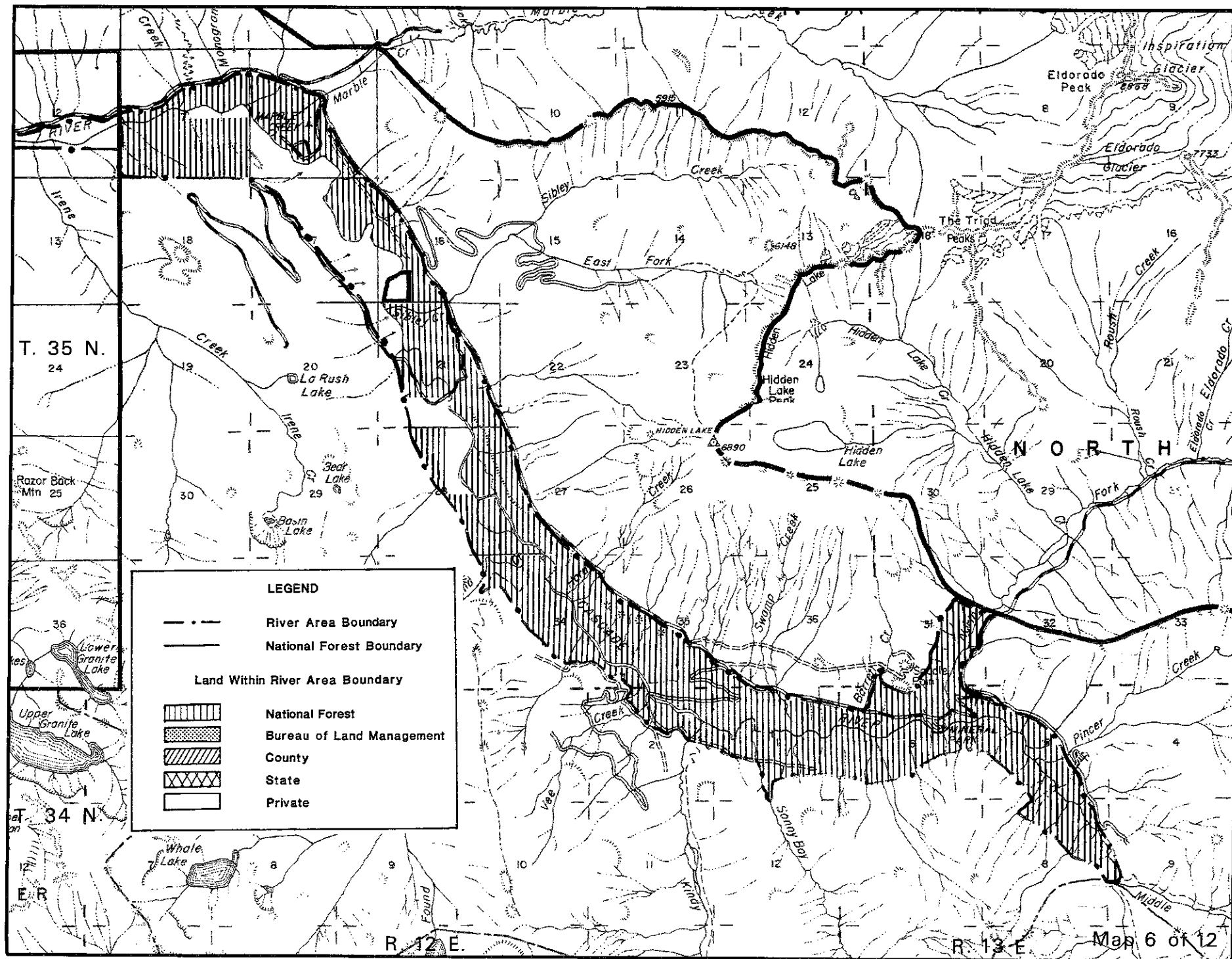
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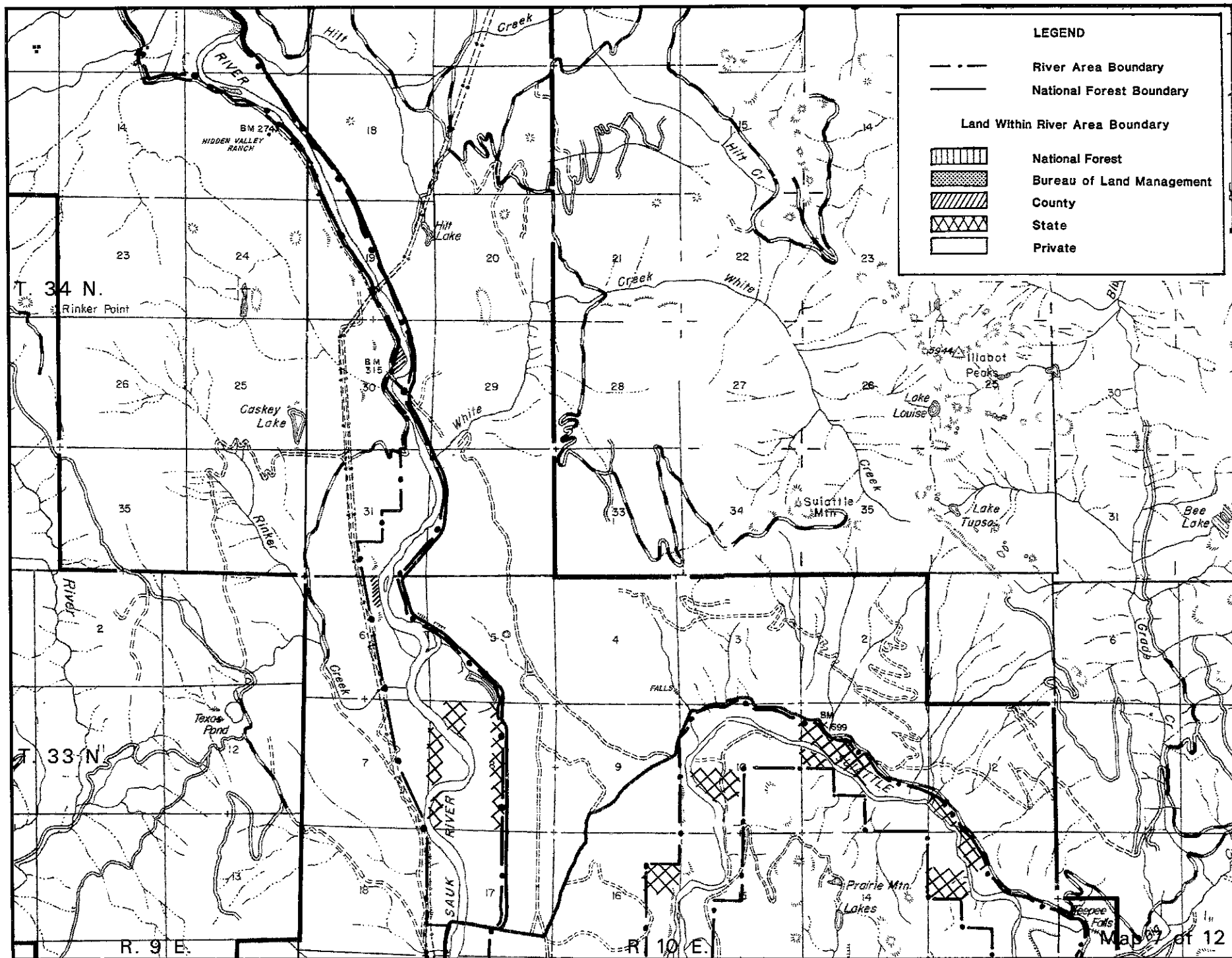


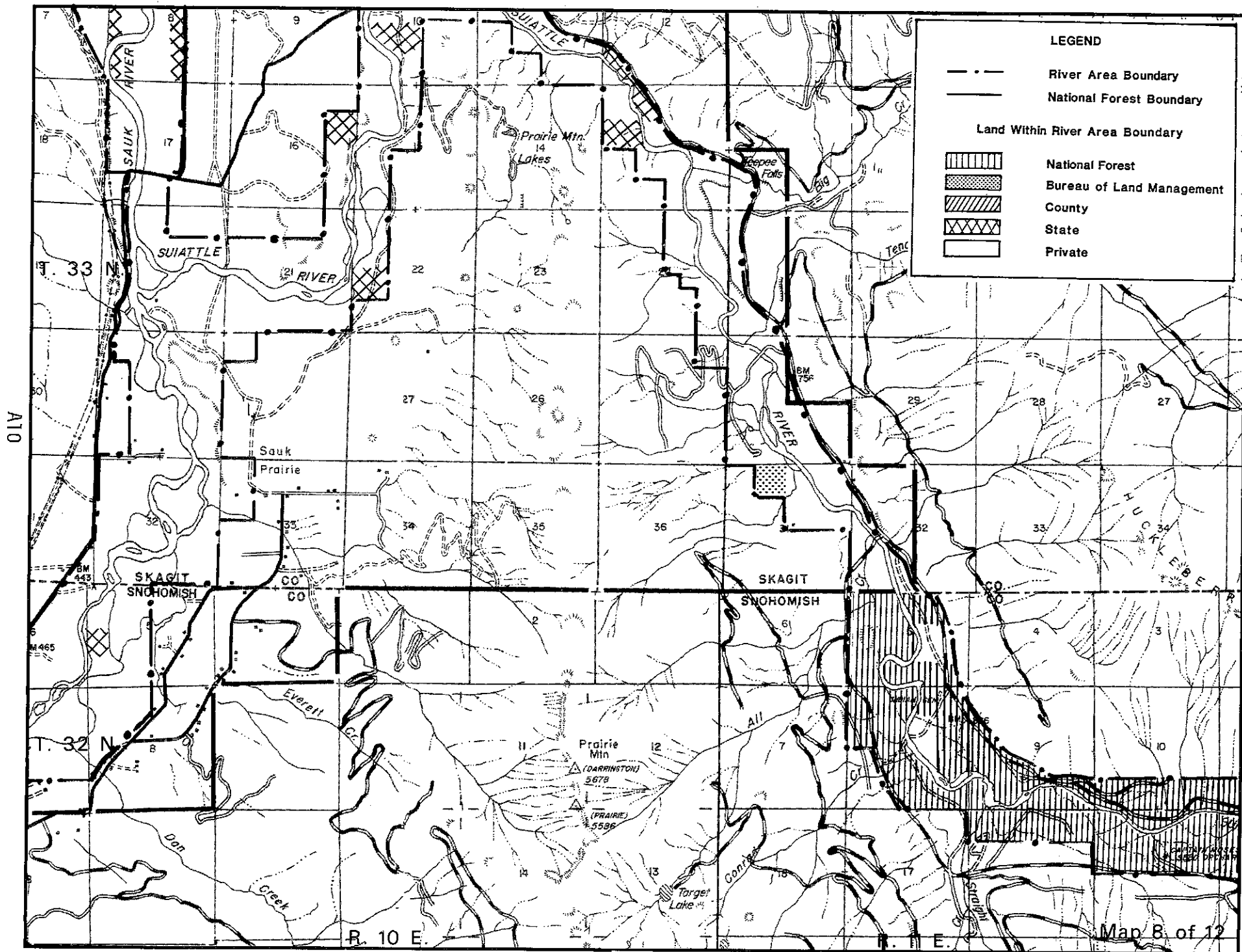




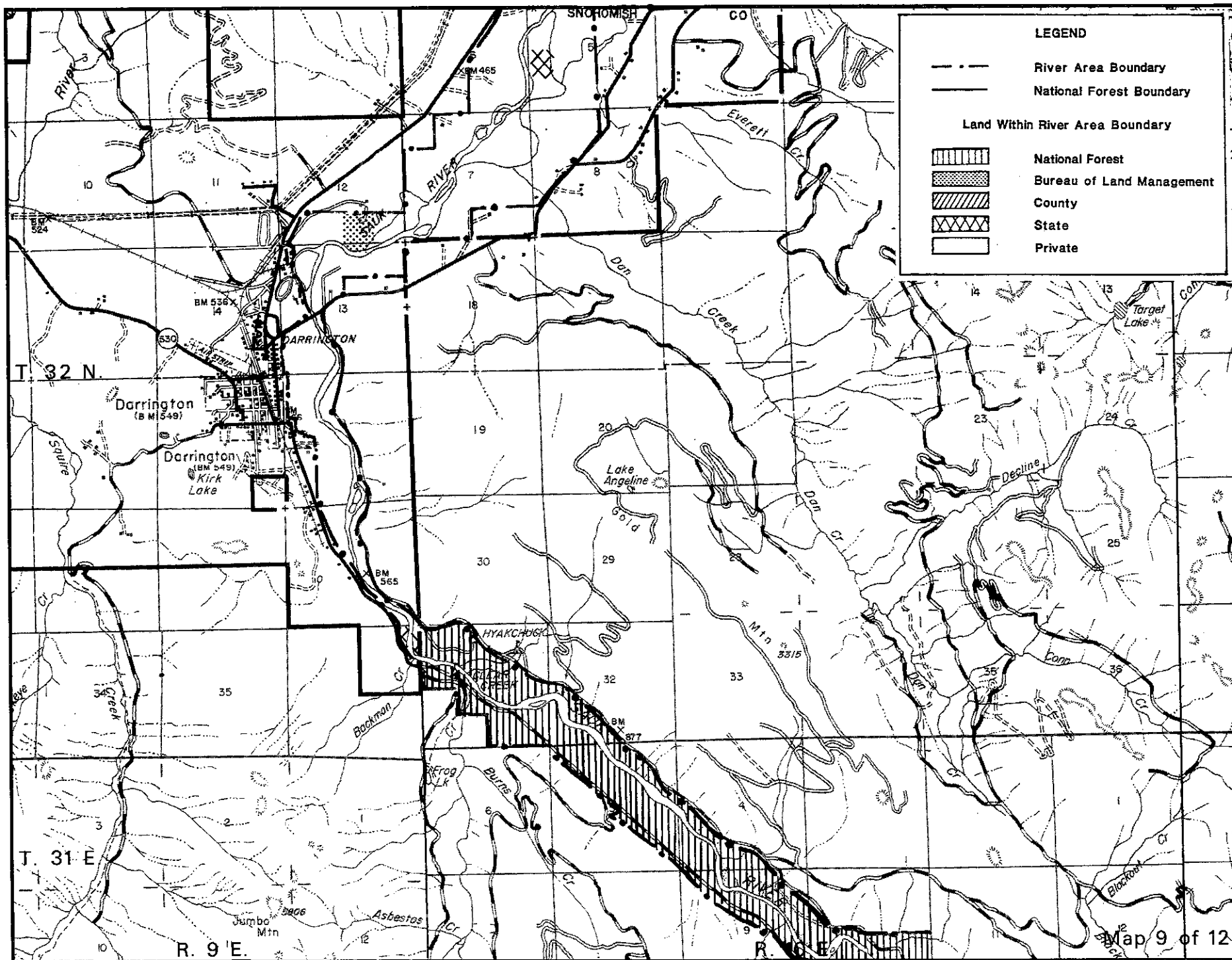


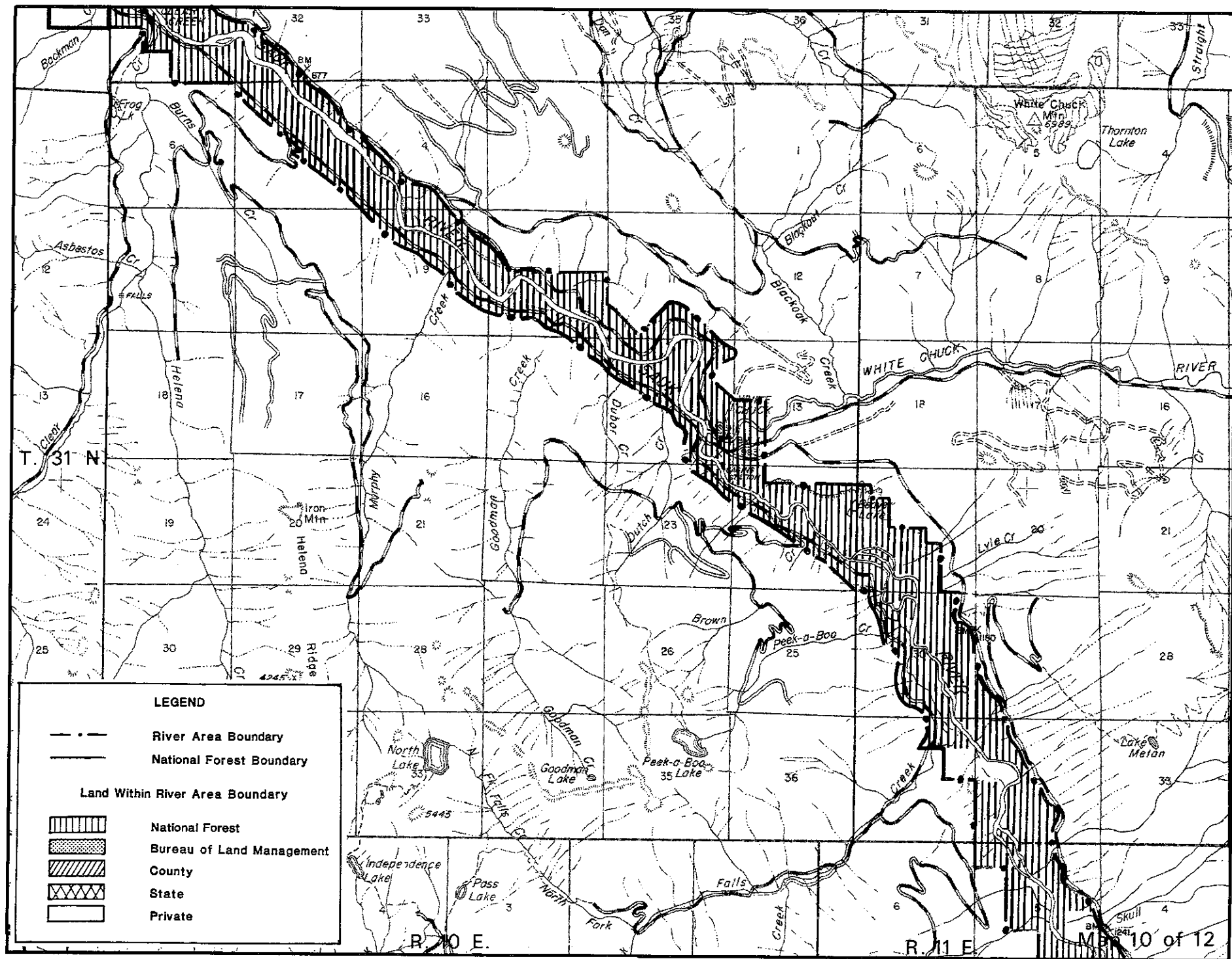


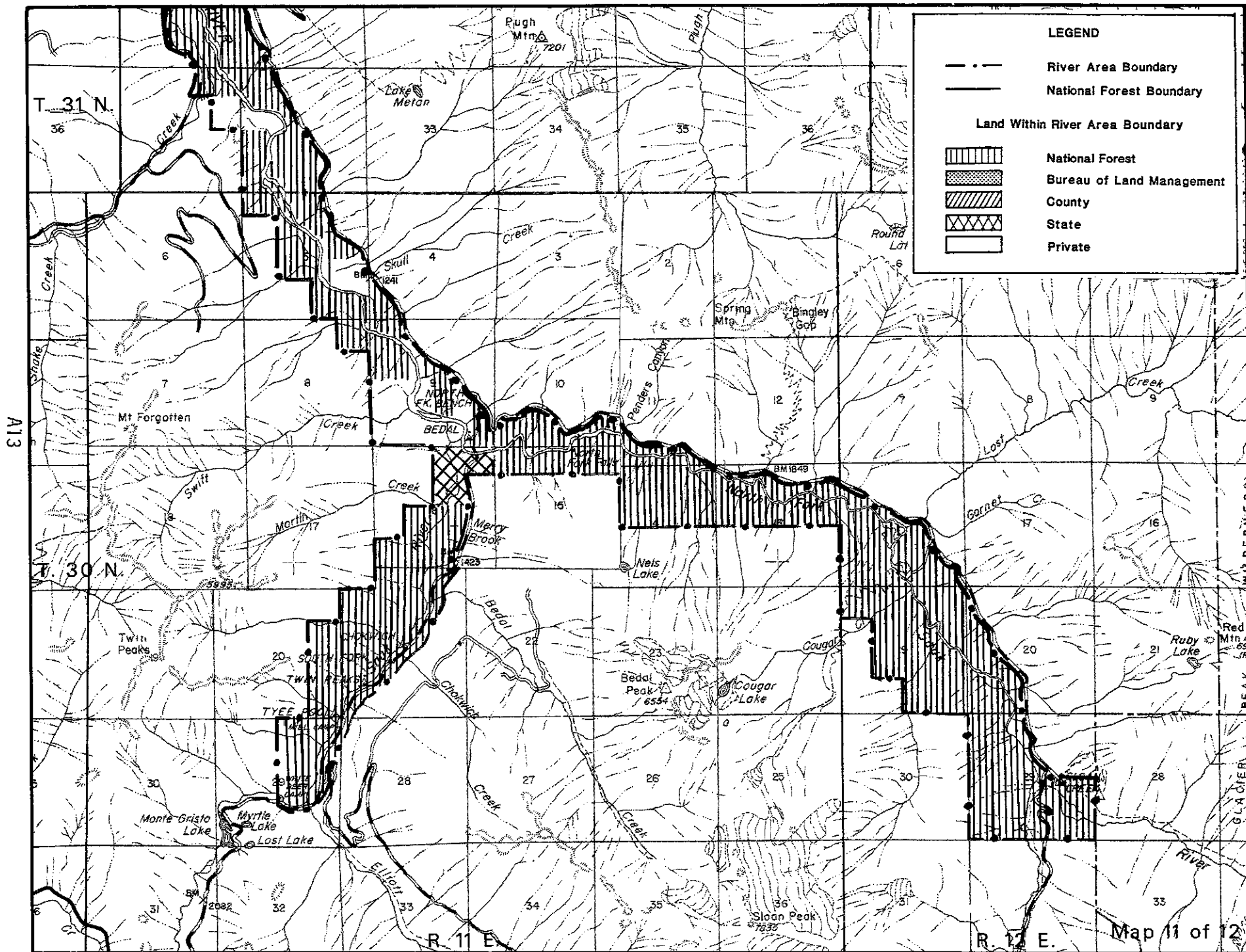


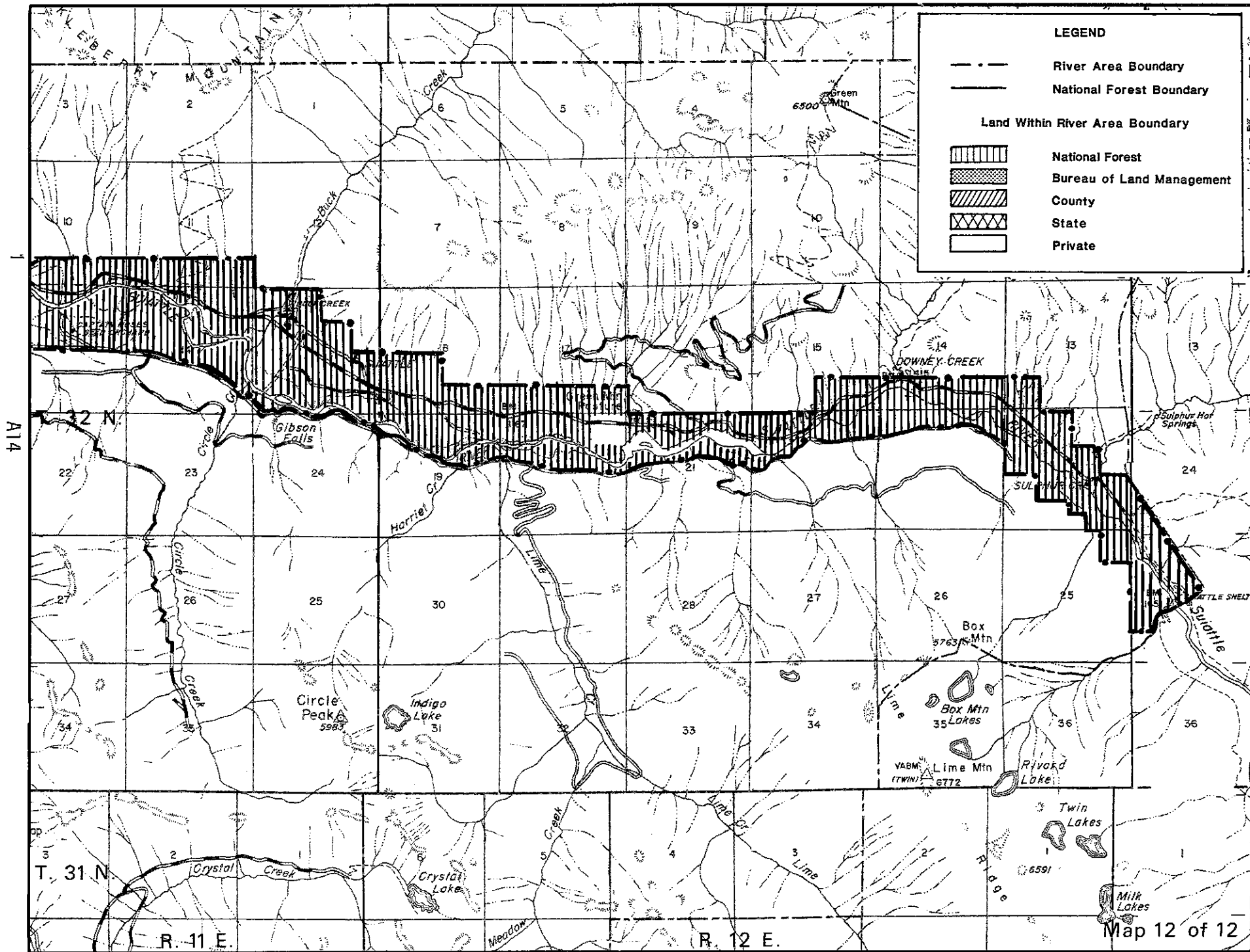


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Appendix

APPENDIX G

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Appendix
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Summary and Priority of Management Direction Task

Priority A - Immediate actions that must be taken to meet the requirements of W&SR legislation, 1977 E.I.S., and to protect the river environment from immediate modification.

Priority B - Needed to fully maintain the quality and integrity of the river and its corridor.

Priority C - Desirable to optimize public benefits of the W&SR.

<u>Page</u> - Vol II	<u>Task</u>	<u>Priority</u>
5	Review Management Plan in 1985 and 1990	A
7	Develop cooperative agreements with State, county and agencies to protect the river.	A
8	Prepare public access and conservation easement plan (with state and county governments).	A
8	Review and monitor zoning hearings and on-the-ground use. This is to be coordinated with the State and county.	A
8	With each county, prepare sample county and municipal uniform zoning ordinances.	A
9	Prepare a five year Action Plan within six months after the approval of this plan.	A
10	Update plan to adjust to court decision on Boldt (Orrick) ruling.	A
10	Coordinate with Skagit River Cooperative.	A
11	Obtain properties for public use facilities.	B
11	Conduct a comprehensive review of county codes and ordinances.	A
11	Obtain conservation easements to protect properties threatened with development or nonconforming use.	B
13	Conduct an intensive corridor analysis to identify specific noncompatible structures.	C
13	Work with utility companies to diminish visual impact of existing utility crossings.	C
14	Coordinate with Counties on Shoreline Classification.	B
15	Encourage the coordination of all floodplain and wetland management programs.	B

<u>Page</u>	<u>Task</u>	<u>Priority</u>
16	Obtain from the Corps of Engineers a "Memorandum of Understanding", to review all 404 Section 10 permits.	A
16	Prepare or review Environmental Assessments on all bankside modification projects.	A
17	Initiate interim procedures and determine demand and capability of the rivers.	B
17	Monitor existing recreation use.	A
17	Develop additional boat access sites.	B
18	Provide developed river float campsites.	C
19	Develop bank access (fishing) sites.	B
20	Work with counties to provide for bicycle trails.	C
20	Monitor and protect spawning from recreation use on the upper Sauk.	B
22	Reconstruct existing trails and trailheads.	C
22	Construct new trails and trailheads.	C
23	Prepare a cooperative agreement with State and County to locate and construct a trail on the west side of the Sauk.	C
23	Develop day use sites for pleasure drivers.	C
23	Reconstruct existing developments to be screened from the river view.	C
24	Rehabilitate existing developed sites to meet standards for full service level.	C
42	Follow cultural resource protection review process.	A
42	Protect all significant historic or cultural sites.	A
43	Design a VIS plan.	B
43	Obtain and provide information on river stage and forecast.	B

<u>Page</u>	<u>Task</u>	<u>Priority</u>
43	Prepare a user opportunity guide.	A
43	Provide river information at several existing VIS sites.	A
44	Prepare a sign plan.	A
44	Construct and install signs.	B
45	Monitor the Skagit system to determine if use by both drift and motorized boat use becomes a safety hazard.	B
46	Place all commercial river boating use of the Wild and Scenic River System under outfitter/guide permits.	B
46	Working with the State and counties - provide for the protection of private lands from public users.	A
46	Provide, when needed, input to State Game on hunting regulations.	B
46	With other agencies, provide boating regulations as needed.	B
46	Promote public use of designated sites, as opposed to dispersed sites.	B
47	Study the four rivers to determine recreational demand, resource capabilities and proper levels of use and management.	B
47	Monitor and manage river use activities.	A
50	Initiate a wildlife species inventory.	B
50	Monitor trends in Threatened and Endangered species.	A
50	Identify disturbance factors between use activities and eagles.	A
50	Regulate human use if conflicts develop with eagle use.	A
50	Protect eagle habitat rated excellent.	A
50	Establish eagle night roost protection zones within the National Forest.	B
51	Interpret eagles.	C
51	Complete eagle habitat rating for scenic rivers.	A
51	Complete Formal Consultation with U.S. Fish and Wildlife Service.	A

<u>Page</u>	<u>Task</u>	<u>Priority</u>
51	Conduct salmon carcasses inventory on the scenic rivers, and eagle distribution on Cascade River.	B
53	Rate fish habitat.	A
53	Coordinate fish habitat needs with the State.	A
53	Participate in Standing Committee Flow Agreement	A
54	Establish a water monitoring system utilizing existing monitoring programs as much as possible.	A
54	Locate sources of water degradation and prepare action plans to eliminate.	B
54	Coordinate an air quality and visibility monitoring program with State Department of Ecology.	C
55	Work with utility districts to obtain a vegetative management plan.	C
55	Review the Forest Highway 7 proposal along with the double lane standard between White Chuck and Barlow Pass.	A
56	Conduct field studies to locate endangered and threatened plants.	C
56	Develop protection requirements for threatened and endangered plants.	C
58	Continue to monitor insect and disease activity through aerial flights.	A
58	Maintain cooperative fire agreements between the Forest Service and DNR.	A
59	Obtain agreements with the State and counties to review all mining activities outside of the National Forest but within the W&SR boundary.	A
59	Work with county to zone areas of special significance.	B
59	Work with the State to retain the integrity of gravel bars.	A
59	Administer mining laws within the National Forest boundary.	A
60	Implement regulations as needed.	A

