

1.0 INTRODUCTION

1.1 HISTORY OF RESOURCE PLANNING IN THE ENTIAT VALLEY

In 1993 members of the Chelan County Conservation District (CCCD), Natural Resource Conservation Service (NRCS), and the US Forest Service (USFS) - Entiat Ranger District (Entiat RD) met with the Entiat Chamber of Commerce and secured its support for a watershed planning effort for the Entiat and Mad River watersheds. The Chamber initiated a search for local citizens interested in initiating and participating in the watershed study.

A small planning group composed of local landowners and representatives of the CCCD, NRCS and USFS Entiat RD began meeting in December 1993 to outline a planning process, identify stakeholders and craft the following preliminary mission statement and goals:

To voluntarily bring people together to improve communication, reduce conflicts, address problems, reach consensus and implement actions to improve natural resource management on associated private and public lands in the Entiat watershed.

The preliminary goals of the planning group included the following:

1. Assure a continuous flow of clean water in the Entiat River system.
2. Provide for the coexistence of people, vegetation, fish and wildlife.
3. No human-caused mortality of Threatened and Endangered species.
4. Develop and implement an action plan to address priority issues, emphasizing local customs, culture and economic stability.

Monthly meetings began in February 1994, culminating in mid-1994 with a decision to organize using the NRCS Coordinated Resource Management Plan (CRMP) model. The CRMP framework involved formation of a Landowner Steering Committee (LSC), for input of local knowledge and representation of local priorities and interests; formation of a Technical Advisory Committee (TAC), for scientific and policy support of the citizen-based effort; and designation of a watershed planning coordinator.

The LSC included residents born and raised in the Entiat valley, as well as recent settlers. Orchardists, logging and grazing interests, and the interests of semi-retired and retired citizens were all represented. Some committee members resided in the valley and earned their living outside of the watershed, while others were directly dependent on its resources for their income. The TAC was composed of county, state, non-government, Yakama Nation and federal employees (some of whom were also valley residents) involved with the management of resources associated with issues identified by the planning group.

The CRMP group made significant progress between 1994 and 1998. It compiled existing natural resource and community information, and collected new data. The NRCS "Stream Team" gathered key information during a stream survey of the lower 20 miles of the Entiat River that led to recommendations for channel and riparian restoration (CCCD 1998).

Prior to 1998 the Entiat CRMP group accomplished all of its work on a shoestring budget, largely supported by donated time and effort. The Draft Entiat Coordinated Resource Management Plan (CCCD 1999) documented the progress made. Tackling unresolved issues, such as instream flow, was beyond the financial means of the group until the passage of key legislation in 1998 that provided funding for locally led resource planning activities similar to what had already been initiated by Entiat CRMP participants.

1.2 WATERSHED PLANNING

In 1998 the Washington State Legislature passed Engrossed Substitute House Bills (ESHB) 2514 and 2496, the Watershed Planning Act and Salmon Recovery Management Act, respectively, in response to diminishing water availability and quality, and the decline of salmonid stocks. The Watershed Planning Act (Chapter 90.82, Revised Code of Washington (RCW)) enabled the state to offer grants up to \$500,000 for planning within each of its 62 Water Resource Inventory Areas (WRIAs).

1.2.1 The Watershed Planning Act

The purpose of the Watershed Planning Act (WPA) is to increase local involvement in decision-making and planning for water resources through a process that provides "...local citizens with the maximum possible input concerning their goals and objectives for water resource management and development" (Chapter 90.82.005 RCW). Although watershed planning is not state-mandated, if initiated the scope of planning must include the water quantity component to "...address water quantity in the management area by undertaking an assessment of water supply and use in the management area and developing strategies for future use" (Chapter 90.82.070 RCW). The scope of planning may also include an instream flow component (Chapter 90.82.080 RCW), water quality component (Chapter 90.82.090 RCW), and/or habitat component (90.82.100 RCW).

Under the water quantity component, the assessment shall include:

- (a) An estimate of the surface and ground water present in the management area;
- (b) An estimate of the surface and ground water available in the management area, taking into account seasonal and other variations;
- (c) An estimate of the water in the management area represented by claims in the water rights claims registry, water use permits, certificated rights, existing minimum instream flow rules, federally reserved rights, and any other rights to water;
- (d) An estimate of the surface and ground water actually being used in the management area;
- (e) An estimate of the water needed in the future for use in the management area;
- (f) An identification of the location of areas where aquifers are known to recharge surface bodies of water and areas known to provide for the recharge of aquifers from the surface; and
- (g) An estimate of the surface and ground water available for further appropriation, taking into account the minimum instream flows adopted by rule or to be adopted by

rule under this chapter for stream in the management area including the data necessary to evaluate necessary flows for fish (Chapter 90.82.070 RCW).

The water quantity assessment shall also include:

...strategies for increasing water supplies in the management area, which may include, but are not limited to, increasing water supplies through water conservation, water reuse, the use of reclaimed water, voluntary water transfers, aquifer recharge and recovery, additional water allocations, or additional water storage and water storage enhancements (Chapter 90.82.070 RCW).

If the initiating governments opt to include an instream flow component, part (1) (a) (ii) of the instream flow component rules (Chapter 90.82.080 RCW) stipulates that:

If minimum stream flows have not been adopted by rule for a stream within the management area, setting the minimum instream flows shall be a collaborative effort between the department [(Washington State Department of Ecology)] and members of the planning unit. The department must attempt to achieve consensus and approval among the members of the planning unit regarding the minimum flows to be adopted by the department. Approval is achieved if all government members and tribes that have been invited and accepted on the planning unit present for a recorded vote unanimously vote to support the proposed minimum instream flows, and all nongovernmental members of the planning unit present for the recorded vote, by a majority, vote to support the proposed minimum instream flows.

If the initiating governments opt to include the water quality component of the watershed plan, it shall include the following elements:

- (1) An examination based on existing studies conducted by federal, state, and local agencies of the degree to which legally established water quality standards are being met in the management area;
- (2) An examination based on existing studies conducted by federal, state, and local agencies of the causes of water quality violations in the management area, including an examination of information regarding pollutants, point and nonpoint sources of pollution, and pollution-carrying capacities of water bodies in the management area. The analysis shall take into account seasonal stream flow or level variations, natural events, and pollution from natural sources that occurs independent of human activities;
- (3) An examination of the legally established characteristic uses of each of the nonmarine bodies of water in the management area;
- (4) An examination of any total maximum daily load established for nonmarine bodies of water in the management area, unless a total maximum daily load process had begun in the management area as of the date the watershed planning process is initiated under RCW 90.82.060;
- (5) An examination of existing data related to the impact of fresh water on marine water quality;

- (6) A recommended approach for implementing the total maximum daily load established for achieving compliance with water quality standards for the nonmarine bodies of water in the management area, unless a total maximum daily load process has begun in the management area as of the date the watershed planning process is initiated under RCW 90.82.060; and
- (7) Recommend means of monitoring by appropriate government agencies whether actions taken to implement the approach to bring about improvements in water quality are sufficient to achieve compliance with water quality standards (Chapter 90.82.060 RCW).

Finally, if the initiating governments choose to include a habitat component, then:

...the watershed plan shall be coordinated or developed to protect or enhance fish habitat in the management area. Such planning must rely on existing laws, rules, or ordinances created for the purpose of protecting, restoring, or enhancing fish habitat, including the shoreline management act, Chapter 90.58 RCW, the Growth Management Act, Chapter 36.70A RCW, and the Forest Practices Act, Chapter 76.09 RCW. Planning established under this section shall be integrated with strategies developed under other processes to respond to potential and actual listings of salmon and other fish species as being threatened or endangered under the federal endangered species act, 16 U.S.C. Sec. 153e1 et seq. (Chapter 90.82.100 RCW).

1.2.2 Initiation of Watershed Planning in WRIA 46

Watershed planning under the Act may be initiated for a WRIA only with the concurrence of: all counties within the WRIA; the largest city or town within the WRIA; and the water supply utility obtaining the largest quantity of water from the WRIA (Chapter 90.82.060 RCW). Recognizing that the voluntary emphasis and locally-led focus of the Watershed Planning Act paralleled the existing Entiat CRMP group's structure and collaborative nature, the CCCD and USFS worked with Chelan County, the City of Entiat, and the Entiat Irrigation District to initiate the watershed planning process for the Entiat WRIA (WRIA 46)) in 1998; see Chapter 173-500 WAC. The invitation to become initiating governments was also extended to the Yakama Nation and the Confederated Tribes and Bands of the Colville Nation. Although neither tribe accepted this offer, the Yakama Nation did agree to actively participate in the effort as part of the Planning Unit.

The initiating governments designated the CCCD as the lead agency responsible for developing the WRIA 46 planning process and scope of work; convening representation from a wide range of water resource interests; coordinating watershed plan development; and applying for and managing watershed planning grant funds. In 1998 the CRMP group successfully secured watershed planning act funds from the Washington Department of Ecology to develop a management plan for the Entiat WRIA (WRIA 46), and continue the group's efforts under the framework outlined in the act. With support of the initiating governments and the CCCD, stakeholders and participants that were already part of the Entiat CRMP group reorganized to become the Entiat WRIA (or Watershed) Planning Unit (EWPU). Additional interest groups such as the Yakama Nation and Chelan County P.U.D. also joined and broadened the makeup of the EWPU.

1.2.3 Vision and Goals of the Entiat WRIA Planning Unit (EWPU)

Expanded stakeholder participation and consideration of watershed planning process objectives prompted members of the EWPU to refine the mission statement first developed by the Entiat CRMP group in 1993.

On April 19, 2000, a revised vision and set of goals were adopted by the EWPU:

To ***voluntarily*** bring people together in a collaborative setting to improve communication, reduce conflicts, address problems, reach consensus and implement actions to improve coordinated natural resource management on private and public lands in the Entiat Water Resource Inventory Area (WRIA 46). Our strategy is to complete a science based watershed management plan using watershed specific information ultimately leading towards compliance with the Federal Endangered Species and Clean Water Acts. Our end products will reflect a balance between existing natural resources and human uses and will capitalize on opportunities to improve these values.

Our specific goals to move us toward this vision under the Watershed Planning Act are as follows:

- (1) Optimize quantity and quality of water to achieve a balance between natural resources and current and projected human use.
- (2) Provide for coexistence of people, fish and wildlife while sustaining lifestyles through planned community growth, and maintaining and/or improving habitats.
- (3) No avoidable human-caused mortality of State and Federal Threatened, Endangered and Candidate species.
- (4) Develop and implement an adaptive action plan to address priority issues, emphasizing local customs, culture and economic stability in balance with natural resources. All actions will comply with existing laws and regulations. However, changes to existing laws and regulations will be recommended as needed to attain our common vision and avoid one-size-fits-all solutions.

Recognizing the significance of the roles of limiting factors outside of the watershed and natural events within the watershed, the long-term goal is to have the Entiat River's existing and future habitats contribute to the recovery of listed species and to eventually provide harvestable and sustainable populations of fishes and other aquatic resources.

Since 1993, landowner members of the CRMP Group/EWPU have always insisted that good science be applied to the collection and interpretation of information for all resource elements of concern. They hope that through the continued use of good science, the mission and goals of the group will be met, and with landowner cooperation during implementation, regulating agencies may not find it necessary to apply "One-Size-Fits-All" regulations to achieve their management objectives for the Entiat WRIA.

1.3 SCOPE AND DEVELOPMENT OF THE ENTIAT WRIA 46 MANAGEMENT PLAN

The Entiat and Mad River watersheds together make up what is commonly referred to as the Entiat subbasin. The “Entiat Valley Watershed Study - Draft Coordinated Resource Management Plan” (CCCD 1999) focused largely on this area. Information contained in the document “Watershed Assessment, Entiat Analysis Area, version 2.0” (USFS WNF 1996) covered federal lands within the Entiat subbasin; however, it also included data pertinent to adjacent Columbia River tributaries that fall within the official boundary of the Wenatchee National Forest (WNF) Entiat Ranger District. The additional area covered by the USFS watershed assessment is located along the Columbia River, roughly between Swakane Canyon and the mouth of Navarre Coulee (see Figure 1-1 on page 1-8).

The Entiat Final Coordinated Resource Management Plan was released in June 2002, formally ending the CRMP process. The 2002 document also served as the EWPU’s first draft of the WRIA 46 Management Plan. The first draft WRIA 46 Management Plan covered the Entiat and Mad River watersheds, as well as the minor Columbia River tributaries that lie to the north and south of the mouth of the Entiat River (see Figure 1-1). It incorporated and updated version 2.0 of the 1996 Watershed Assessment. Revisions to the USFS assessment contained in the 2002 first draft and this final draft document include: edits to Management Strategy Tables 2-3 through 2-8 (found in [Chapter 2](#)); an update of the proposed watershed restoration project list ([Appendix A](#)); and the addition of a summary of watershed restoration projects completed on National Forest System (and private) lands since 1992 ([Appendix B](#)).

A “Final Review Draft” WRIA 46 Management Plan was released to the public on January 23, 2004 for a 70-day review and comment period. A summary of the substantive comments received and responses may be found in Appendix C. This iteration of the Entiat Plan synthesized all data and findings, including new information developed to address the required 2514 water quantity component, as well as the three other components of instream flow, habitat and water quality. The EWPU addressed all four Watershed Planning Act components due largely to the fact that the original Entiat CRMP process and participants had already begun to tackle many resource issues, including fish habitat and water quality, as part of the effort initiated in 1993. The Final Review Draft provided an updated, comprehensive set of policy and project recommendations for resource management in the Entiat valley.

This Entiat WRIA 46 Management Plan was prepared pursuant to Chapter 90.82 RCW. Table 1-1 through Table 1-4 on pages 1-9 through 1-11 summarize the Watershed Planning Act requirements for each of the four components and indicate where associated information is located within the Plan. The WRIA 46 Management Plan also serves as Version 2.5 of the Watershed Assessment for federal lands. It incorporates federal assessment information into a document that emphasizes resource issues on private lands in order to provide a better overall perspective of resource management in the Entiat WRIA.

On May 17, 2004 the Entiat Planning Unit approved this document for submittal to the Chelan County Commissioners for their consideration. A summary of all 2514/EWPU decision points made by consensus prior to this milestone may be found in Appendix D. A

summary of the CRMP group/EWPU outreach and involvement efforts that have occurred throughout the Entiat planning process is found in Appendix E.

A major goal of the EWPU has always been to produce a “living” watershed management plan that will grow, advance, and improve over time rather than sit on the shelf collecting dust. In keeping with that spirit, the Planning Unit views this document as a “working” Entiat WRIA 46 Management Plan. The EWPU fully anticipates that the WRIA 46 Plan will be revisited and updated in the years to come, and continue contributing valuable local input to other processes such as salmon recovery planning.

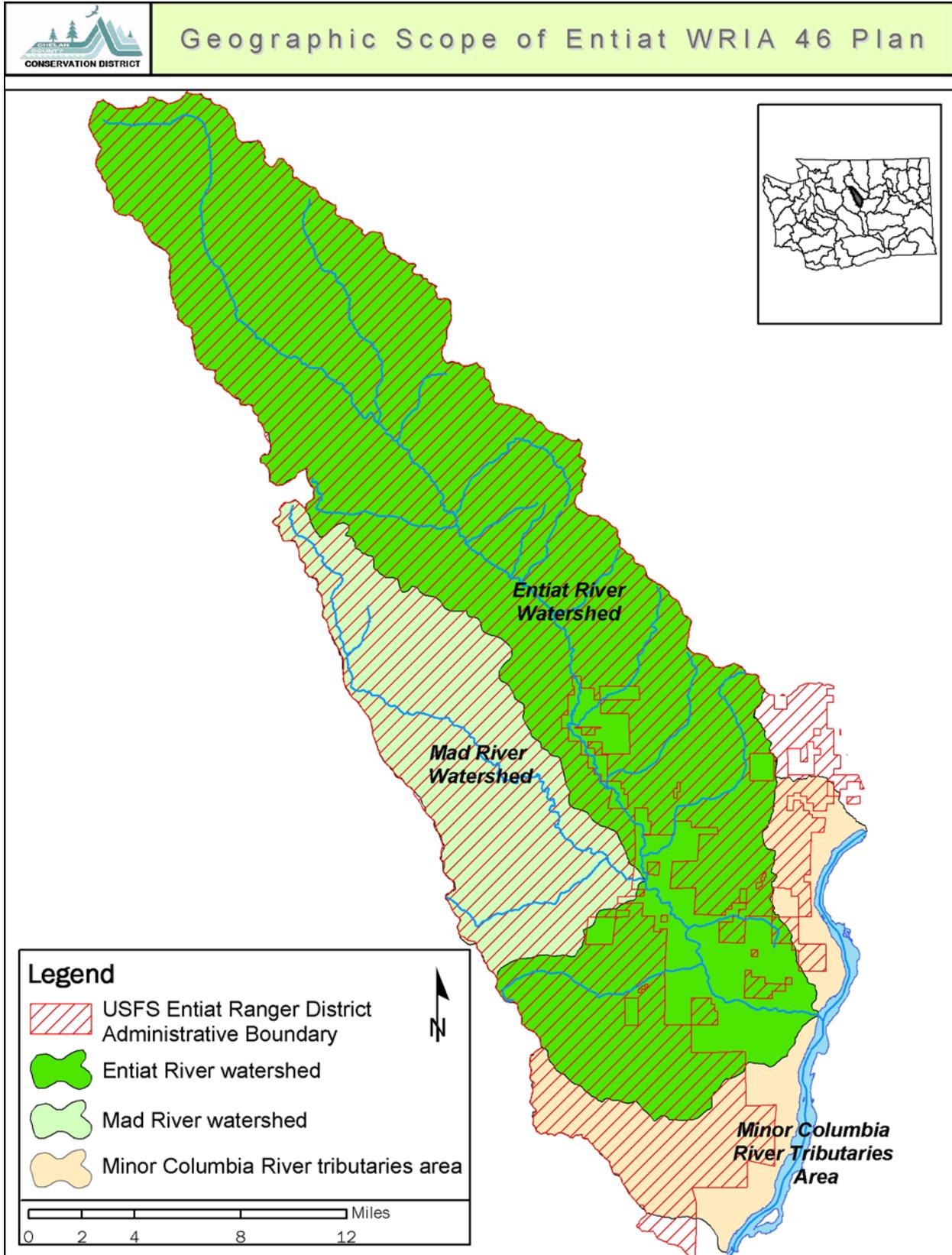


Figure 1-1. Geographic scope of WRIA 46 Management Plan, included watersheds, and comparison to USFS WNF Entiat Ranger District administrative boundary.

Table 1-1. Water quantity component compliance items and crosswalk to plan content.

RCW Section	Stated Items the Assessment Shall Include	Where Addressed in WRIA 46 Plan
90.82.070 (1a)	An estimate of the surface and ground water present in the management area.	Chapter 4: Sections 4.1, 4.3, 4.4, 4.6, 4.7, 4.8, and 4.9
90.82.070 (1b)	An estimate of the surface and ground water available in the management area, taking into account seasonal and other variations.	Chapter 4: Sections 4.3, 4.5, 4.6, 4.7; Chapter 6: Sections 6.4, 6.5, and 6.6
90.82.070 (1c)	An estimate of the water in the management area represented by claims in the water rights claims registry, water use permits, certificated rights, existing minimum instream flow rules, federally reserved rights, and any other rights to water.	Chapter 4, Section 4.8
90.82.070 (1d)	An estimate of the surface and ground water actually being used in the management area.	Chapter 4, Section 4.9
90.82.070 (1e)	An estimate of the water needed in the future for use in the management area.	Chapter 4, Section 4.11
90.82.070 (1f)	An identification of the location of areas where aquifers are known to recharge surface bodies of water and areas known to provide for the recharge of aquifers from the surface.	Chapter 4, Sections 4.6 and 4.7
90.82.070 (1g)	An estimate of the surface and ground water available for further appropriation, taking into account the minimum instream flows adopted by rule or to be adopted by rule under this chapter for streams in the management area including the data necessary to evaluate necessary flows for fish.	Chapter 6
90.82.070 (2)	Strategies for increasing water supplies in the management area, which may include, but are not limited to, increasing water supplies through water conservation, water reuse, the use of reclaimed water, voluntary water transfers, aquifer recharge and recovery, additional water allocations, or additional water storage and water storage enhancements.	Chapter 9, Section 9.1
90.82.070 (3)	The assessment may include the identification of potential site locations for water storage projects. The potential site locations may be for either large or small projects and cover the full range of possible alternatives. The possible alternatives include off-channel storage, underground storage, the enlargement or enhancement of existing storage, and on-channel storage.	Chapter 4, Section 4.13; Chapter 9

Table 1-2. Instream flow component compliance items and crosswalk to plan content.

RCW Section	Stated Items the Assessment Shall Include	Where Addressed in WRIA 46 Plan
90.82.080	If minimum stream flows have not been adopted by rule for a stream within the management area, setting the minimum instream flows shall be a collaborative effort between the department [(Washington State Department of Ecology)] and members of the planning unit. The department must attempt to achieve consensus and approval among the members of the planning unit regarding the minimum flows to be adopted by the department. Approval is achieved if all government members and tribes that have been invited and accepted on the planning unit present for a recorded vote unanimously vote to support the proposed minimum instream flows, and all nongovernmental members of the planning unit present for the recorded vote, by a majority, vote to support the proposed minimum instream flows.	Chapter 5 & Chapter 9

Table 1-3. Habitat component compliance items and crosswalk to plan content.

RCW Section	Stated Items the Assessment Shall Include	Where Addressed in WRIA 46 Plan
90.82.100	If including the habitat component, the watershed plan shall be coordinated or developed to protect or enhance fish habitat in the management area. Such planning must rely on existing laws, rules, or ordinances created for the purpose of protecting, restoring, or enhancing fish habitat, including the shoreline management act, chapter 90.58 RCW, the growth management act, chapter 36.70A RCW, and the forest practices act, chapter 76.09 RCW. Planning established under this section shall be integrated with strategies developed under other processes to respond to potential and actual listings of salmon and other fish species as being threatened or endangered under the federal endangered species act, 16 U.S.C. Sec. 153e1 et seq.	Chapters 7 and 9

Table 1-4. Water quality component compliance items and crosswalk to plan content.

RCW Section	Stated Items the Assessment Shall Include	Where Addressed in WRIA 46 Plan
90.82.090 (1)	An examination based on existing studies conducted by federal, state, and local agencies of the degree to which legally established water quality standards are being met in the management area.	Chapter 8: Sections 8.2, 8.3 and 8.4
90.82.090 (2)	An examination based on existing studies conducted by federal, state, and local agencies of the causes of water quality violations in the management area, including an examination of information regarding pollutants, point and nonpoint sources of pollution, and pollution-carrying capacities of water bodies in the management area. The analysis shall take into account seasonal stream flow or level variations, natural events, and pollution from natural sources that occurs independent of human activities.	Chapter 8: Sections 8.2, 8.3 and 8.4
90.82.090 (3)	An examination of the legally established characteristic uses of each of the nonmarine bodies of water in the management area.	Chapter 8: Section 8.1.2
90.82.090 (4)	An examination of any total maximum daily load established for nonmarine bodies of water in the management area, unless a total maximum daily load process had begun in the management area as of the date the watershed planning process is initiated under RCW 90.82.060.	Chapter 8: Section 8.1.5, 8.5
90.82.090 (5)	An examination of existing data related to the impact of fresh water on marine water quality.	N/A
90.82.090 (6)	A recommended approach for implementing the total maximum daily load established for achieving compliance with water quality standards for the nonmarine bodies of water in the management area, unless a total maximum daily load process has begun in the management area as of the date the watershed planning process is initiated under RCW 90.82.060.	N/A
90.82.090 (7)	Recommend means of monitoring by appropriate government agencies whether actions taken to implement the approach to bring about improvements in water quality are sufficient to achieve compliance with water quality standards.	Chapter 8, Chapter 9, Chapter 10.