



SQUAXIN ISLAND TRIBE

RESOLUTION NO. 02-120

of the

SQUAXIN ISLAND TRIBAL COUNCIL

WHEREAS, the Squaxin Island Tribal Council is the Governing Body of the Squaxin Island Tribe, its members, its lands, its enterprises and its agencies by the authority of the Constitution and Bylaws of the Squaxin Island Tribe, as approved and adopted by the General Body and the Secretary of the Interior on July 8, 1965; **and**

WHEREAS, under the Constitution, Bylaws and inherent sovereignty of the Tribe, the Squaxin Island Tribal Council is charged with the duty of protecting the health, security, education and general welfare of the tribal members, and with protecting and managing the lands and treaty resources and rights of the Tribe; **and**

WHEREAS, the Squaxin Island Tribal Council has been entrusted with the creation of ordinances and resolutions in order to fulfill their duty of protecting the health, security, education, and general welfare of tribal members, and of protecting and managing the lands and treaty resources of the Tribe; **and**

WHEREAS, the Squaxin Island Tribal Council recognizes that Mother Earth and her resources are the cultural foundation for the people of Squaxin Island; **and**

WHEREAS, the Squaxin Island Tribal Council has authorized the Squaxin Island Tribe Natural Resources Department, in consultation with the Tribal Council, to maintain a leadership role in perpetuating natural resources including water quality, fish, shellfish, wildlife, timber and plants, while promoting, preserving, protecting and restoring habitat; **and**

WHEREAS, the Natural Resources Department works to sustain and enhance those tribal resources, and has identified that habitat protection and restoration along Goldsborough Creek is a priority for the Squaxin Island Tribe Natural Resources Department; **and**

WHEREAS, the Squaxin Island Tribe has entered into a partnership with the City of Shelton and the Simpson Co. to apply for a U.S. Environmental Protection Agency Watershed Initiative Grant to improve the habitat and estuary along lower Goldsborough Creek.

NOW THEREFORE BE IT RESOLVED to request funding from the U.S. Environmental Protection Agency for the Squaxin Island Tribe's FY2003 Watershed Initiative Grant Proposal and authorize the Executive Director to sign official documents to apply for, receive, and manage the grant.

CERTIFICATION

The Squaxin Island Tribal Council does hereby certify that the foregoing Resolution was adopted at the regular meeting of the Squaxin Island Tribal Council, held on this 24th day of November 2002, at which time a quorum was present and was passed by a vote of 5 for and 0 against with 0 abstentions.

Dave Lopeman
Dave Lopeman, Chairman

Attested by: Pete Kruger, Sr.
Pete Kruger, Sr., Secretary

Charlene Kruse
Andy Whitener, Vice Chairman for



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SQUAXIN ISLAND TRIBE

21 November 2002

Robert Wayland, *Director*
Office of Wetlands, Oceans, and Watersheds
U.S. Environmental Protection Agency
1301 Constitution Ave NW Room 7130
Washington, DC 20004

ATTN: EPA Watershed Initiative

Dear Mr. Wayland,

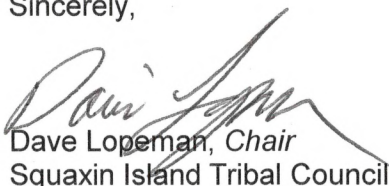
The Squaxin Island Tribe is descended from maritime people who lived and prospered along the shores of the southernmost inlets of Puget Sound for untold centuries. Before and after signing the 1854 Medicine Creek Treaty, delicacies offered from the sea, such as clams, oysters and salmon, have always been highly respected by our people. The aquatic creatures that sustain us and give us life offer much more than mere physical nourishment; they provide spiritual sustenance as well. Our history has made us a steward and a conscientious co-manager and protector of water and natural resources, working in cooperation with numerous federal, state and county government agencies and organizations.

We have worked hard to preserve and protect our water and natural resources. Goldsborough Creek, nearby Shelton, Washington, is a prime example. Through a cooperative effort, a 35 foot dam was removed over a year ago. Its removal opened up over 20 miles of prime habitat to salmon spawning. Much of the upper watershed is protected though a landmark Habitat Conservation Plan between the Simpson Timber Co. and the federal government. With the dam gone and forest management improving upstream, our watershed strategy calls for us to take the next step and focus downstream.

Funding this grant application will facilitate in restoring instream habitat functions and essential estuary functions which are crucial for water quality and salmon survival below the dam as the creek runs through the City of Shelton into Oakland Bay. It proposes a partnership between the Squaxin Island Tribe, the City of Shelton, and Simpson (the primary waterfront landowner). This proposal challenges the community to develop a vision to protect and restore the creek and waterfront. Goldsborough Creek is a small watershed, but its unique history of successful cooperation and completed habitat restoration efforts ensures that a grant awarded in this watershed gets the highest rate of environmental return for the investment.

If you have any questions, please feel free to contact Jeff Dickison, watershed plan lead (TEL 360-432-3815), or John Konovsky, project manager (TEL 360-432-3804). We look forward to hearing from you.

Sincerely,


Dave Lopeman, *Chair*
Squaxin Island Tribal Council

Goldsborough Creek Watershed Initiative Grant Application



The City of Shelton waterfront on Oakland Bay; the mouth of Goldsborough Creek is on the right side of the long pier jutting into the harbor.

Watershed Characterization and Overall Planning Effort

Goldsborough Creek drains a 56 square mile watershed in Mason County, Washington and is part of the Squaxin Island Tribe's Treaty fishing area. It runs for over 14 miles before emptying into Puget Sound on the City of Shelton's waterfront in Oakland Bay. Oakland Bay supports a shellfish industry vital to the local economy. Goldsborough Creek supports anadromous runs of chum and coho salmon, and steelhead and cutthroat trout important to the Squaxin Island Tribe.

Planning to recover ecological functions in Goldsborough Creek has been a community effort and began in 1990 with the completion of the *Oakland Bay Watershed Management Plan* (Brown & Caldwell 1990). Implementation of water quality protection measures followed and the recovery strategy evolved as new information became available. In 2000, the Squaxin Island Tribe reviewed recovery status in their report entitled *Oakland Bay/Hammersley Inlet Watershed Assessment*. Nearshore issues were reviewed separately in the *Final Oakland Bay and Hammersley Inlet Nearshore Habitat Assessment* report (Anchor Envi-

ronmental 2002). This comprehensive planning process has already led to two large-scale recovery activities that make Goldsborough Creek a very unique watershed, even when compared to others across the county. It also spawned a partnership between the City of Shelton, the Simpson Company (the primary waterfront landowner), and the Squaxin Island Tribe to take the next step through this grant proposal.

Most of the Goldsborough Creek watershed is designated as long-term forestland under the Mason County Growth Management Plan with little human development activity allowed. The vast majority of this land is owned by Simpson Timber Company. Simpson’s forest management activities are now covered by a precedent-setting **Habitat Conservation Plan** (HCP) and Incidental Take Permit issued by the USFWS and NMFS in 2000. The HCP goal is to protect threatened and endangered species listed under the Endangered Species Act. The permit covers three listed aquatic species, two listed wildlife species, and 46 nonlisted species for 50 years. Few watersheds can claim such detailed action and extensive coverage to protect fish and wildlife resources on their forestlands.

Another aspect unique to the watershed is a completed **dam removal** project. A dam located at RM 2.4 resulted in a 35 foot total vertical drop. It was built beginning in 1921 and blocked access to over 20 miles of high value fish habitat. This is a very large area of prime habitat for a region (Puget Sound) where riparian loss to human development activity is overwhelming and continuing.

Before dam removal



Immediately after dam removal



A history of successful partnerships led the U.S. Army Corps of Engineers, the U.S. Fish and Wildlife Service, the Washington State Department of Fish and Wildlife, the Squaxin Island Tribe, and the Simpson Timber Co. to dam removal in 2001.

The dam was removed in 2001 by the U.S. Army Corps of Engineers in cooperation with the state Department of Fish and Wildlife, the Squaxin Island Tribe, and Simpson Timber—Simpson had acquired the dam in the early 1950's (it originally supplied power to Shelton and later, water for the waterfront lumber and paper mills). Removal of this dam resulted in unobstructed juvenile and adult fish passage upstream, and is now fostering a gradual recovery of ecological functions that maintain channel morphology, riparian cover, water quality, and ultimately, fish habitat and productivity in Goldsborough Creek.

These two activities, the forestland HCP and dam removal, form two of the three cornerstones for ecosystem and fisheries recovery necessary in the Goldsborough Creek watershed. In particular, they address ecological functions in the mid to upper watershed. Our collective success at their implementation demonstrates that this watershed has a proven history of cooperation, vision, planning, and the ability to identify and complete priority recovery projects.

What remains identified, but unaddressed is the third cornerstone, improvement of habitat and estuary along lower Goldsborough Creek below the dam site. That issue is what the Squaxin Island Tribe, as the responsible entity for this watershed plan, proposes to address through this grant proposal.

Lower Goldsborough Geomorphology and Ecological Functions

The large scale geomorphology of Goldsborough Creek is the opposite of most streams. Most streams occupy narrow valleys of steep gradient upstream, with a gradual transition to wider valleys and shallower gradients downstream. Goldsborough does just the opposite. The creek rises in flat valleys dominated by rainfall and wetlands; downstream, it transitions to more confined conditions of moderate gradient.

Below the dam site, the Goldsborough Creek channel is at first narrow and deeply incised, then widens somewhat. Below US Hwy 101 (RM 2.0), the annual floodplain is essentially non-existent as the channel has been trained extensively for residential and commercial purposes over the last 120 years. The stream was channeled and armored with riprap following major floods in 1926, 1932, and 1935; land on both sides was filled and developed. As well as provide flood control, these modifications were intended to facilitate logging operations on the waterfront and improve the transportation infrastructure.

The water quality and ecological conditions below the dam site for salmonid spawning, rearing, and migration are fair to poor. Stream pools formed from large woody debris (LWD) are rare. Where they do exist, the diameter of the wood is small and the pools are relatively shallow and diminutive. Water temperatures are elevated because of insufficient riparian canopy closure and streamflow, and excessive fine sediment prevents sufficient oxygenation of incubating eggs in available spawning gravel. These conditions stress migrating salmonids and limit spawning and rearing to well below potential productivity.

At the waterfront, the industrial area has been constructed on fill material over a previously expansive mudflat. The small channel width at the mouth of Goldsborough Creek does not provide sufficient area to develop a natural salinity gradient, nor does it allow establishment of much tidal salt and freshwater marsh vegetation. Both of these ecological functions would provide physiological and predator refuge for migrating salmonid adults and juveniles. Additional riparian buffer would provide a terrestrial source of prey and a separation between rearing areas and human activities.

Immediate Problem

A recent dramatic increase in streambed degradation within the city limits has exposed two sewage effluent pipes as they cross Goldsborough Creek. One pipe was placed in 1957 two feet under the creek bed and exposed in 1996. As recently as 1989, the streambed cover of the pipe was within ½ foot of its 1957 elevation. Exposure of the second pipe was noticed in 2000. The exposed pipes constitute a growing emergency situation for the City of Shelton.



As the gravity flow pipe was exposed, the cascade just downstream of the bridge enlarged.

The first is a 16 inch cast iron, gravity flow, mechanically jointed sewage effluent pipe built across the creek just downstream of the First Avenue bridge. It carries almost the entire sewage generated from Shelton south of Goldsborough Creek. The second is an 18 inch ductile iron, titan

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jointed sewage effluent force main placed 300 foot downstream of the first, just upstream of a railroad crossing owned by U.S. Naval Operations in Bremerton. It carries sewage back across the creek to the wastewater treatment plant.

Attempts to stabilize the bed material around the first, upper gravity pipe are thought to have caused the degradation exposing the lower pressurized pipe. Each year as the creek bed drops lower, the city is forced to add rock to armor and protect the pipes.

A failure of either of these pipes would lead to a catastrophic release of sewage effluent into Goldsborough Creek and Oakland Bay. Neither pipe was designed to withstand the lateral pressure of the flowing water. A break would be devastating to water quality. Depending on the time of the year, a major fish kill or closure of shellfish harvest might ensue. Closure of shellfish harvesting would be long lasting.

The proposed solution is to intercept the gravity flow in a pump station at First Street and connect it directly to the force main pumping to the wastewater treatment plant. This eliminates the use of the upper gravity pipe crossing the creek. It requires design and construction of a pump station that would handle 3.5 million gallons/day of sewage with associated piping to intercept and redirect the flow.

The change in geomorphic activity in the stream channel that led to the pipe exposure is also of great concern. Until the upstream processes affecting these structures is understood, removal of the gravity pipe, permanent protection of the pressurized pipe, and other stream channel enhancements have to wait. Premature ecological recovery activity might mistakenly endanger water, homes, businesses, and roads in the community. Restoration activity will not be successful without further geomorphic analysis.

Goals, Projects, and Milestones

The Squaxin Island Tribe's long term goal is to recover the Goldsborough Creek watershed to a level of water quality and ecological function that will support salmon abundance sufficient for the commercial, subsistence, and ceremonial purposes of the Tribe. At this level of recovery, the greater community will also have natural resources they can enjoy and utilize.

The watershed planning process to date has identified four large-scale issues to address:

- 1) Forestland management and riparian health in the upper watershed,

- 2) Fish access to the upper watershed,
- 3) Nonpoint source water pollution and streamflow related issues, and
- 4) Lack of an estuary and stream channelization in the lower watershed.

This list of issues was reconfirmed as recently as 2002 in reports by Golder Associates and the Washington State Conservation Commission. Here is their status:

- ✓ Issue 1 has been addressed: the HCP with its adaptive management provisions and monitoring program tackles the issue of improving forestland management and riparian health on the majority of lands in the upper watershed. Other upper watershed landowners will be challenged to meet or exceed these standards in the future.
- ✓ Issue 2 has been addressed: dam removal has opened fish passage in all but the very uppermost portions of a couple of tributaries of Goldsborough Creek. The state Department of Fish & Wildlife and the Squaxin Island Tribe, as co-managers of the fishery resource, cooperatively monitor returns and out migration every year.
- ✓ Issue 3 is ongoing: Mason County, the Squaxin Island Tribe, and the state Department of Health have a cooperative water quality monitoring program. The state Department of Ecology expects to begin a fecal coliform TMDL for Oakland Bay and Goldsborough Creek within the year; this latter action will dramatically increase the number of water quality samples taken.

Mason Conservation District is working with farmers and other landowners to improve livestock management; Mason County is working with waterfront property owners to fix septic system failures; the Squaxin Island Tribe has installed gages to monitor streamflows and water temperatures; and the City of Shelton is planning major improvements to its sewage treatment system.

None of the preceding activities are proposed for direct funding in this grant.

- ➔ Issue 4: what remains unaddressed are stream channel and estuary issues along the 2.4 miles of Goldsborough Creek below the dam site to Oakland Bay. Therefore, **we propose to directly fund the following four issues with this grant**:

- A) A geomorphic analysis of the lower creek to better understand the natural stream forces at work and to identify the causative factors affecting the sudden increase in streambed degradation; this portion of the project will be carried as far as an analysis of funding mechanisms for design, engineering, and implementation of any recommended stream channel enhancements.

Background: the U.S. Army Corps of Engineers (2002) completed a cursory geomorphic study of stream channel issues. It was prompted by the recent increase in the speed of streambed degradation that led to the exposure of the two sewer lines. They outlined five options for actions that require further analysis. Funds separate from this grant will be sought for design, engineering, and implementation of any recommended stream channel enhancements.

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Budget: total cost = \$75,000, grant request = \$75,000, match = \$0

Milestones: October 2003— Announce request for proposals
 December 2003— Select project consultant
 July 2004— Receive final report
 December 2005— Receive final recommendations for stream improvements from the Shelton Waterfront Committee
 January 2006— Seek funds for design, engineering, and construction

- B) Construction of a new pump station intercepting sewage flow before it crosses the creek and diversion to a force main on the same side of the creek, eliminating use of the upper gravity creek crossing, diminishing a huge risk to water quality.

To avoid any unintended consequences, actions to remove the gravity pipe and to protect the pressurized pipe will await the geomorphic analysis. These latter actions are not proposed for funding under this grant; funds separate from this grant will be sought.

Budget: total cost = \$1.5 million, grant request = \$1,125,000, match = \$375,000

<i>Budget details:</i>	Pre-design	\$15,000
	Property acquisition/easement	\$35,000
	Environmental review	\$20,000
	Design	\$100,000
	Construction	\$1,100,000
	Contingency (18%)	\$230,000

Milestones: June 2003— Pre-design completion
 November 2003— Property acquisition/easement
 December 2003— Environmental review
 February 2004— Design completion
 December 2004— Construction completion

- C) A feasibility analysis of improvements to the waterfront that will provide enhanced estuary function and public access. Funds separate from this grant will be sought for design, engineering, and implementation of any recommended estuary and access enhancements.

Background: recommendations for the estuary were made in the Anchor Environmental (2002) report. The basic principles outlined were to create a better salinity gradient between the creek and bay, and to create areas of salt and freshwater marsh buffered by more upland riparian vegetation. Implementation of these concepts will improve the habitat used by salmonids at a critical stage in their life history.

Budget: total cost = \$175,000, grant request = \$175,000, match = \$0

Milestones: November 2003— Announce request for proposals
 December 2003— Select project consultant
 October 2004— Receive final report
 December 2005— Receive final recommendations for estuary and access improvements from the Shelton Waterfront Committee
 January 2006— Seek funds for design, engineering, and construction

D) **Outreach Activities:** convene a “Shelton Waterfront Committee” of key stakeholders to review the studies and proposals. The committee will work closely with the City of Shelton, Simpson, and the Squaxin Island Tribe to involve and educate the public on the issues, and to develop consensus options for improvements to the stream channel and estuary. Any selected options will recognize the limitations the urban environment of Shelton poses and not try to recreate pre-settlement conditions.

Budget: total cost = \$175, 000, grant request = \$175,000, match = \$0

Milestones: Jun-Aug 03— Convene the committee and define authority, mission, scope of work, and ground rules
 September 2003— Review the stream geomorphology RFP
 October 2003— Review the estuary and access RFP
 November 2003— Interview stream geomorphology consultants
 December 2003— Interview estuary and access consultants
 Jan-Jun 04— Issue education sessions
 July 2004— Receive the geomorphology final report
 October 2004— Receive the estuary final report
 Nov 04-Apr 05— Identify stream, estuary, and access options
 May-Oct 05— Hold public workshops on stream, estuary, and access options
 December 2005— Make final recommendations for stream, estuary, and access improvements

At the end of this grant, we expect construction of the sewage bypass project to be complete (*Deliverable 1*). It will eliminate a catastrophic risk of water pollution and fish kill from the gravity crossing. Ongoing sampling will monitor water quality conditions. We will have a geomorphic analysis complete for the lower stream channel (*Deliverable 2*) and a feasibility study for the estuary and access (*Deliverable 3*). The waterfront committee will have formulated a series of recommendations for improvements (*Deliverable 4*). Riparian and instream habitat in the upper watershed and overall water quality will continue to improve (*Deliverable 5*) as a result of the HCP, dam removal, and pollution prevention activities.

The City, Simpson, or the Tribe will take responsibility to seek funds to implement the next stages: removal of the gravity pipe crossing, improvements to the pressurized pipe crossing, design and engineering of stream channel enhancements, and design and engineering of estuary and public access enhancements.

Once construction is complete, and instream functions have been improved migrating salmonids will find the water quality and ecological conditions in the lower creek vastly improved. We expect the improvements made under this grant to add exponentially to the improvements already made upstream. Taken together, these actions will lead to the kind of ecosystem recovery necessary to support harvestable numbers of fish, and present a rare opportunity to take watershed planning to its final stages.

Monitoring Components

HCP: calls for Simpson to monitor amphibians and fish, riparian forest conditions, in-channel habitat conditions, and stream temperature. Annual results are reported to a scientific advisory team that includes participation of the Squaxin Island Tribe. A gradual recovery of species and habitat is expected; if monitoring demonstrates that the objectives are not being met, adaptive management will be employed to improve the outcome and meet the objectives. This activity is not proposed for funding, but provides grant match.

Water Quality & Stream Flow: the state Department of Health monitors 16 marine sites in Oakland Bay; the Squaxin Island Tribe monitors three sites on Goldsborough Creek and eight other named streams tributary to Oakland Bay; Mason County monitors the 14 remaining mapped discharges to Oakland Bay; the state Department of Ecology will begin a fecal coliform TMDL in the Goldsborough Creek watershed within the year. Results are discussed and further actions formulated at joint meetings between the parties involved. Problems identified will be referred to the appropriate agency for action. This activity is not proposed for funding, but provides grant match.

Salmon Migration: Tribal and state biologists cooperatively monitor returning adults and outgoing juveniles during appropriate seasons. Results are discussed at joint meetings between the parties involved. The expectation is a gradual recovery of numbers of returning adults and out migration of juveniles. This activity is not proposed for funding, but provides grant match.

Stream Channel Geometry: Tribal biologists will establish fixed reference points along lower Goldsborough Creek to sample annually. Data collected will include channel cross-sections, longitudinal profiles, streambed composition, and photodocumentation. This activity will be funded initially under this grant, but will be continued after completion of the grant. The goal is to establish a baseline and measure improvements in stream channel habitat.

Goldsborough Estuary: biologists will sample vegetation and map the extent of the estuary area annually. This activity will commence once the Shelton Waterfront Committee settles on a series of recommendations for improvements. At first, the sampling will establish a baseline; after implementation, it will monitor improvements. This activity is not proposed for funding under this grant.

Project Management & Stakeholder Involvement

Watershed Plan

Plan lead, Jeff Dickison, fisheries biologist and policy analyst for the Squaxin Island Tribe

Other stakeholders: a private nonprofit, Mason Matters; Mason County; Mason Conservation District; City of Shelton; Port of Shelton; the state Departments of Ecology, Fish & Wildlife, and Health; Southwest Puget Sound Watershed Council; WRIA 14 Watershed Planning Unit; and local businesses like Taylor United and Simpson

Proposed Actions

Project lead & geomorphic analysis coordinator: John Konovsky, biologist for the Squaxin Island

Pump station and bypass construction coordinator: Mike Golat, engineer and City of Shelton Public Works Director

Estuary analysis coordinator: Michelle Stevie, biologist for the Squaxin Island Tribe

Community outreach coordinator: Patricia Case, Simpson Public Affairs Manager

Consultants: stream geomorphologist; biologist and conservation planner specializing in estuary restoration; the U.S. Army Corps of Engineers Puget Sound Project; and a group facilitator for the Shelton Waterfront Committee

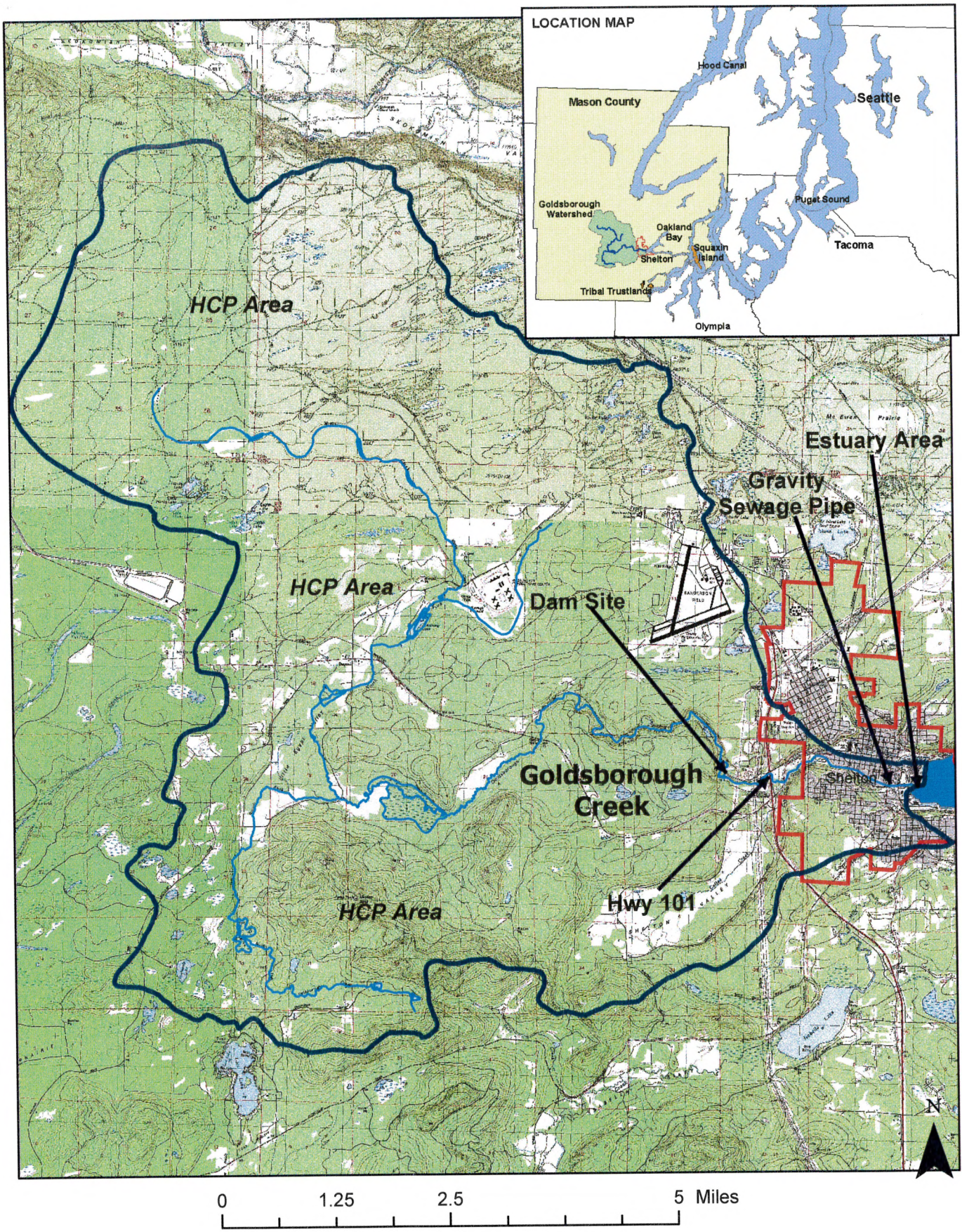
Shelton Waterfront Committee: a group of city residents, landowners along the creek, and local community leaders responsible for development of consensus plans to enhance the lower creek channel, the estuary area, and public access

Bibliography

- Anchor Environmental. 2002. Final Oakland Bay and Hammersley Inlet Nearshore Habitat Assessment.
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- Squaxin Island Tribe. 2000. Oakland Bay/Hammersley Inlet Watershed Assessment.
- USCOE. 1999. Ecosystem Restoration Report and Environmental Assessment: Goldsborough Creek Section 206 Restoration Project, Mason County, Washington.
- USCOE. 2002. Hydraulic Assessment Shelton Section 14 Preliminary Investigation Goldsborough Creek, City of Shelton, Mason County, Washington.
- USFWS and NMFS. 2000. Final Environmental Impact Statement for the Proposed Issuing of a Multiple Species Incidental Take Permit on Simpson Washington Timberlands.
- Washington State Conservation Commission. 2002. Salmonid Habitat Limiting Factors: Water Resource Inventory Area 14, Kennedy-Goldsborough Basin.

Goldsborough Creek Watershed Initiative 3 Year Grant Budget

No.	Task	Lead	Salaries	Fringe	Equipment	Travel/ training	Supplies	Mileage	Indirect	Sub- contracts	Row Subtotals	Match Totals	Grant Request
1	HCP monitoring	Simpson									\$0	\$15,000	
2	Fish surveys	Squaxin									\$0	\$111,000	
3	Water quality monitoring	Squaxin									\$0	\$49,000	
4a	Stream geomorphic analysis	Squaxin								\$75,000	\$75,000		\$75,000
4b	Diversion construction	Shelton								\$1,500,000	\$1,500,000	\$375,000	\$1,125,000
4c	Euary feasibility study	Squaxin								\$175,000	\$175,000		\$175,000
4d	Public involvement & education	Simpson									\$0	\$30,000	
5	Administration	Squaxin	\$70,087	\$24,530	\$5,500	\$3,000	\$2,000	\$3,000	\$47,680		\$155,797		\$155,797
Column Subtotals			\$70,087	\$24,530	\$5,500	\$3,000	\$2,000	\$3,000	\$47,680	\$1,750,000	\$1,905,797	\$580,000	\$1,530,797
												Grand Total	\$2,110,797
												Match	27%



Goldsborough Creek Watershed