



Western Yacolt Burn Forest Recreation Plan

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August 2010

Acknowledgments

The Western Yacolt Burn Recreation Plan was created through a public planning process that brought together users, neighbors, interest groups, citizens, and staff from the Washington State Department of Natural Resources (DNR) to develop a comprehensive plan that will direct the future use of recreation within the area. Public input was a key component in developing this plan. The following individuals contributed to the development of this document.

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Greetings:

I am pleased to present the Western Yacolt Burn Recreation Plan. This plan will guide the Washington State Department of Natural Resources (DNR) in sustainably managing recreation throughout this unique and popular landscape for the next decade.

The western portion of the Yacolt Burn State Forest draws visitors from Washington and Oregon and has a long history of attracting a variety of recreational uses. The area provides opportunities for camping, hiking, hunting, fishing, horseback riding, off-road vehicle riding, and mountain biking.

Yacolt Burn is a working forest that provides revenue for Washington's counties, schools, and other trust beneficiaries. As steward of the state trust lands, DNR sustainably harvests timber and works to protect water quality and habitats in this landscape.

This plan will offer ample safe and sustainable recreation opportunities while simultaneously upholding DNR's mission of providing forward-looking stewardship of state lands.

Public input was important to developing the draft Western Yacolt Burn Forest Recreation Plan, and DNR staff worked closely with members of the community and dedicated local user groups. I deeply appreciate all of the time and energy these committed people have put into making this plan.

As implementation of this plan proceeds, the public will continue to play a critical role by partnering with DNR staff to help design, develop, and maintain new trail systems, as well as educating fellow users through our forest watch program. We encourage the public to stay engaged and participate.

Sincerely,

A handwritten signature in black ink, appearing to read "Peter Goldmark".

Peter Goldmark
Commissioner of Public Lands
Washington State Department of Natural Resources

Table of Contents

| | |
|--|-----------|
| Introduction | 1 |
| The Need for Planning | 2 |
| Purpose and Use of this Plan | 5 |
| DNR's Role in Managing the Yacolt Burn State Forest and the Western Yacolt Burn Planning Area | 6 |
| A Forest with a Job to Do | 6 |
| Sustainable Recreation Management | 7 |
| | |
| PART I. Project Overview | 8 |
| Project Description | 8 |
| Planning Area Description | 8 |
| Western Yacolt Burn Forest Landscape Features | 8 |
| Current Recreation Opportunities in the Planning Area | 9 |
| | |
| PART II. Goals, Objectives, and Strategies | 10 |
| DNR's Management Goals for Recreation | 10 |
| Western Yacolt Burn Recreation Plan Concept Map | 10 |
| Objectives | 10 |
| Trail management | 10 |
| Facility management | 19 |
| Decommissioning and restoration | 19 |
| Organized event management | 20 |
| Dispersed recreation management | 20 |
| Sustainable funding | 21 |
| Partnership and volunteer doordination | 24 |
| Education and enforcement | 24 |
| Trail management objectives | 24 |
| Adaptive management | 25 |
| | |
| PART III. Plan Implementation | 27 |
| Capital Projects Listed by Priority | 27 |
| Sequencing of Capital Facility Development | 28 |
| Capital Projects for Bridges and Facilities | 28 |
| Concept Designs for Future Recreation Facilities | 28 |
| Conceptual Layout of Proposed Trail Systems | 28 |
| Proposed Non-motorized Trails | 28 |
| Proposed Motorized Trails | 28 |
| | |
| PART IV. Planning Process | 32 |
| Developing the Western Yacolt Recreation Plan | 32 |
| Recreation Land Suitability | 33 |
| Public Involvement | 34 |
| Alternatives | 36 |
| State Environmental Policy Act (SEPA) | 37 |

Appendix Section: Background and Supporting Information

| | |
|--|----|
| Appendix A: DNR's Overall Mission and the Recreation Program's Vision | 40 |
| Appendix B: Legal Rules, Policies, and Plans | 44 |
| Appendix C: Pacific Cascade Region Context and Description | 45 |
| Appendix D: Western Yacolt Burn Surrounding Area | 46 |
| Appendix E: Project Overview | 48 |
| Appendix F: Recreation Opportunities in Western Yacolt Burn | 52 |
| Appendix G: Inventory of Existing Facilities | 57 |
| Appendix H: Recreation Suitability Analysis | 58 |
| Appendix I: Summary of 2008 Recreation Survey | 63 |
| Appendix J: Western Yacolt Burn Volunteer Program | 65 |
| Appendix K: Guidelines for Motorized Trail Carrying Capacity | 67 |
| Appendix L: Acronyms and Glossary of Terms | 68 |
| Appendix M: Certificate of Adoption | 71 |

List of Figures and Tables

Figures

| | |
|---|----|
| Figure 1. DNR Regions and project location | 1 |
| Figure 2. DNR's Pacific Cascade Region and surrounding area | 3 |
| Figure 3. Western Yacolt Burn service area | 4 |
| Figure 4. Concept map: proposed and existing recreation opportunities | 11 |
| Figure 5. Motorized and non-motorized recreation planning area | 12 |
| Figure 6. Motorized trails priority areas | 14 |
| Figure 7. Priority Area 1— Motorized Trails | 15 |
| Figure 8. Priority Area 2— Motorized Trails | 16 |
| Figure 9. Priority Area 3— Motorized Trails | 17 |
| Figure 10. Non-motorized trail priorities | 18 |
| Figure 11. Shooting regulations based on existing trails and facilities | 22 |
| Figure 12. Shooting regulations based on proposed trails and facilities | 23 |
| Figure 13. Rock Creek staging and campground expansion | 29 |
| Figure 14. Cold Creek Campground expansion | 30 |
| Figure 15. Four Corners Trailhead and Campground | 31 |

Tables

| | |
|--|----|
| Table 1. Example of a trail management object (TMO) for a 4x4 trail | 25 |
| Table 2. Example of a TMO for ATV and motorcycle (double track) trail | 26 |
| Table 3. Example of a TMO for motorcycle (single-track) trail | 26 |
| Table 4. Summary of funding priorities (grants, capital and operating) | 27 |
| Table 5. Suitability criteria | 34 |

Appendix Section: Figures and Table

Figures

| | |
|--|----|
| Figure A-1. Recreation sites on DNR-managed land | 41 |
| Figure A-2. Rate of population growth in Washington state compared to funding for DNR's recreation program | 42 |
| Figure E-1. Landscape features of the Western Yacolt Burn Forest | 50 |
| Figure F-1. Existing recreation in Western Yacolt Burn Forest | 53 |
| Figure H-1. Recreation land suitability—Facilities | 59 |
| Figure H-2. Recreation land suitability—Hiking Trails | 60 |
| Figure H-3. Recreation land suitability—Motorized Trails | 61 |
| Figure H-4. Recreation land suitability—Non-motorized Trails | 62 |
| Figure I-1. Popular recreation uses in Western Yacolt Burn Forest | 63 |

Tables

| | |
|---|----|
| Table G-1. Inventory of existing facilities in Western Yacolt Burn Forest | 57 |
| Table K-1. Existing and proposed facility capacities | 67 |

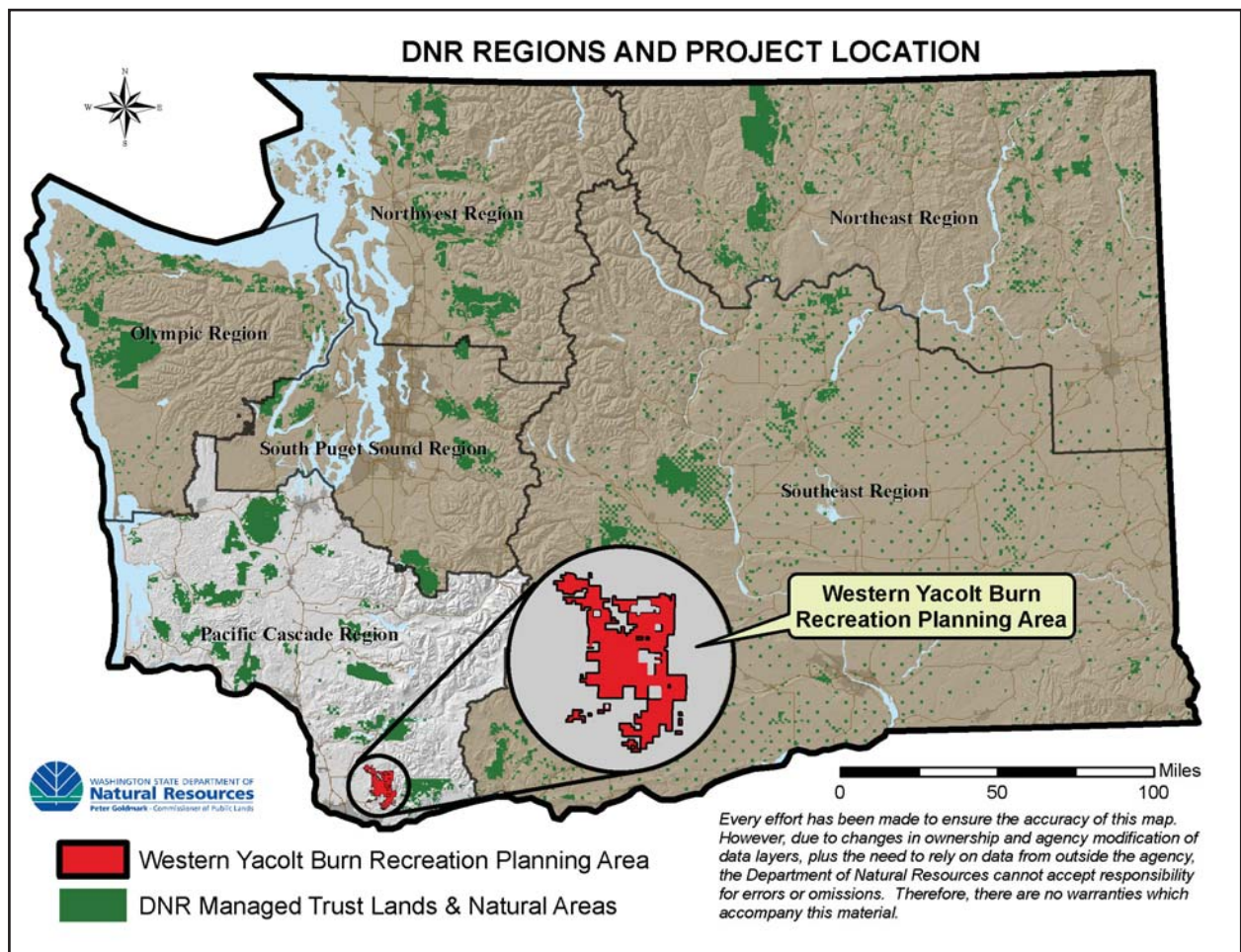
Introduction

The Yacolt Burn State Forest is part of Washington’s heritage of state trust lands managed by the Washington State Department of Natural Resources (DNR). Statewide, DNR manages more than five million acres of state-owned lands for the long-term benefit of trust beneficiaries and the citizens of Washington. DNR works to provide a sustainable balance of benefits from the state’s working landscapes, including revenue from the sale of timber harvested on state trust lands, healthy ecosystems, and public access for recreation.

The Yacolt Burn State Forest is located in DNR’s Pacific Cascade Region and comprises more than 90,000 acres of forestland just south of the Gifford Pinchot National Forest.

This recreation plan focuses on the western portion of the forest, which is approximately 40,000 acres. (Figure 1) In this document, “Western Yacolt Burn” refers to the planning area addressed in this document. “Yacolt Burn State Forest” refers to the entire forest.

Figure 1. DNR regions and project location.



Western Yacolt Burn has long been a popular recreation destination area. The area provides a variety of opportunities, including developed trails for non-motorized and motorized recreation and “dispersed” activities such as hunting, fishing, target shooting, berry picking, and firewood cutting.

Each year, an estimated 50,000 people visit the Western Yacolt Burn. The area is approximately 10 miles northeast of Vancouver and 20 miles from the heart of the Portland Metropolitan Area. (Figure 2) (Data on visitor numbers is based on informal surveys of users; information provided by campground hosts; and estimates from user groups, DNR staff, and volunteers.)

In the past two decades, urban growth to the west of the Yacolt Burn has brought neighborhoods closer to the forest. An estimated 2 million people now live within a 45-minute drive. This growth has increased the demand for trail-based, non-motorized and motorized recreation and surpassed traditional forest recreational uses such as hunting and fishing. The service area map shows the relationship between the planning area and the Vancouver-Portland metropolitan areas. (Figure 3)

Many private neighboring land managers, such as Longview Timber LLC and Weyerhaeuser, don’t allow motorized recreation trails on their land. The Gifford Pinchot National Forest has very few local opportunities for motorized recreation.

The lack of nearby areas available for motorized recreation has driven use to Western Yacolt Burn. Over the years, the area has experienced an ever-increasing number and miles of undesigned—or unauthorized—trails.

In addition, increased use in the area has resulted in increased vandalism, arson, abandoned vehicles, and garbage dumping.

The Need for Planning

The Western Yacolt Burn has a pressing need for well-planned recreation facilities and trails that can be managed and maintained in a sustainable manner. In 2007, DNR applied for and received grant funding to conduct a comprehensive planning process that will create a long-term vision for safe, enjoyable, and sustainable recreation opportunities.

Several factors formed the impetus for planning in Western Yacolt Burn:

Developing a long-term recreation plan now will avoid reacting to future recreation pressures through a patchwork of inadequate, short-term solutions. In addition, the plan will enable DNR to establish better long-term relationships with the scores of dedicated volunteers who help maintain trails.

Figure 2. DNR's Pacific Cascade Region and surrounding area.

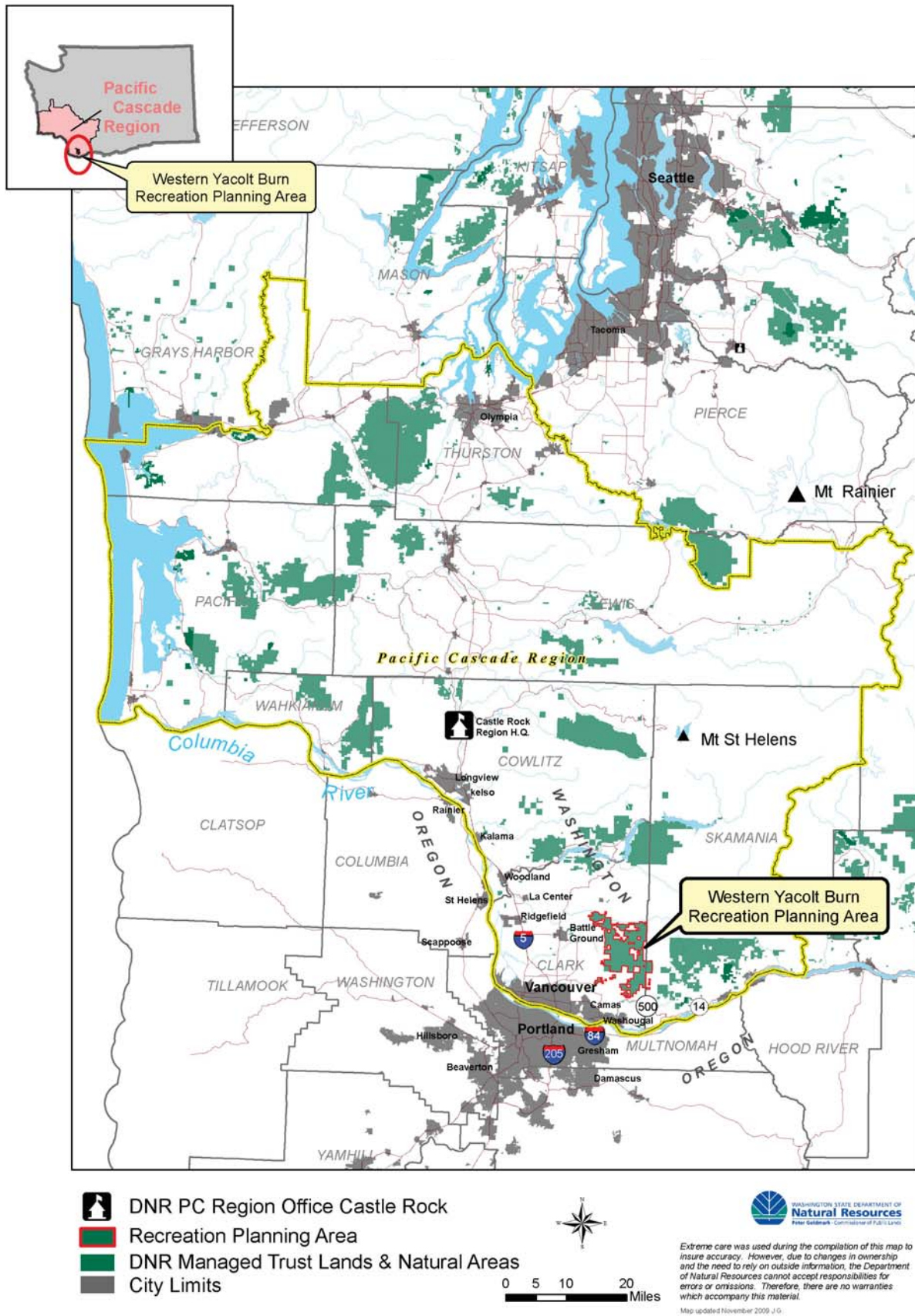
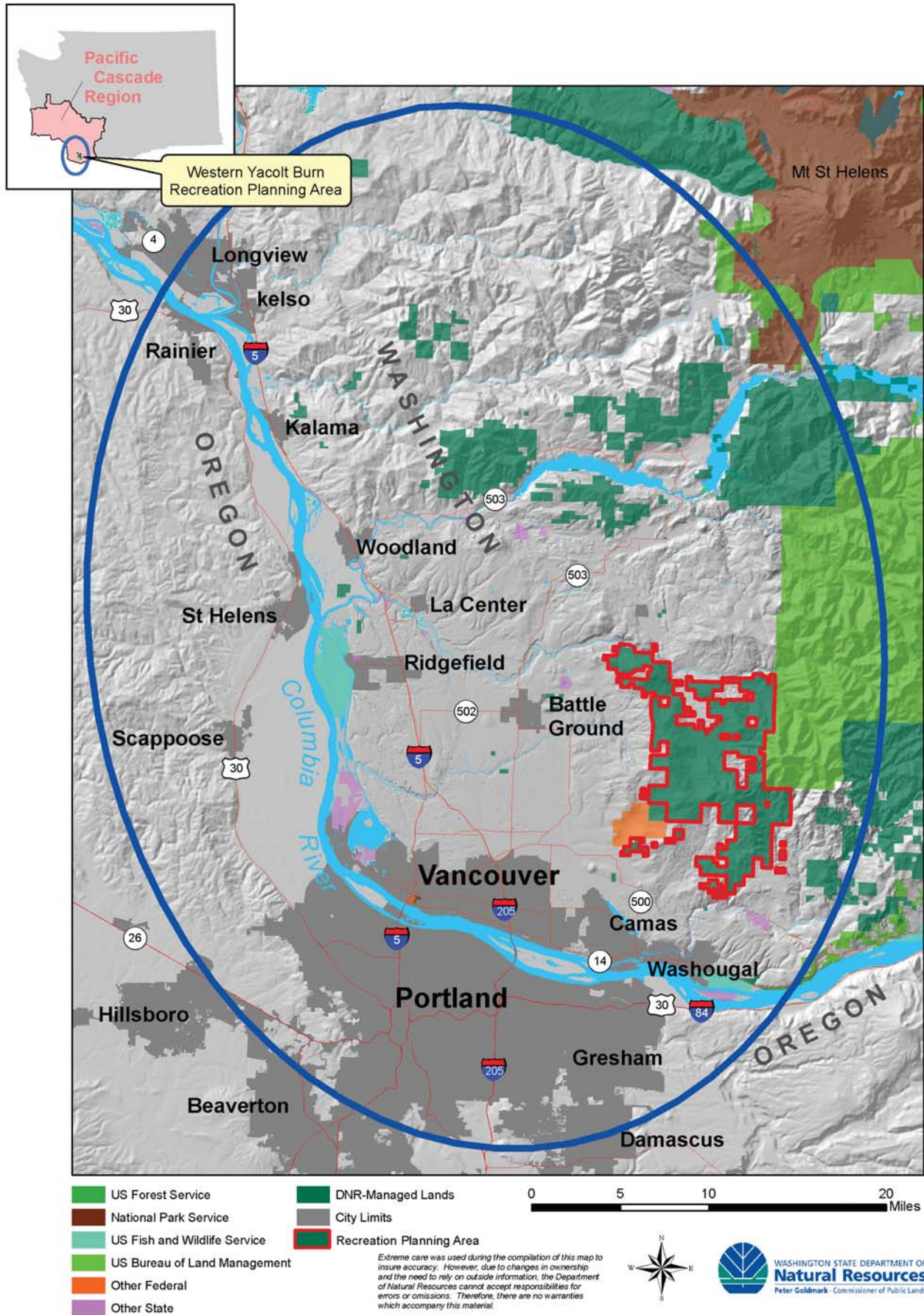


Figure 3. Western Yacolt Burn service area.



Volunteers serve a variety of important roles at DNR recreation areas. With well-planned and clearly designed trail systems, volunteers can help DNR focus user activities into areas that can better sustain recreation.

Purpose and Use of this Plan

The Western Yacolt Burn Recreation Plan will guide DNR in the safe and sustainable management of recreation in the area for the next 10 years. The plan expands on existing recreation management activities, outlines recreation program goals, and identifies priorities for improving existing facilities and developing new facilities.

The Western Yacolt Burn Forest Recreation Plan takes the following two-pronged approach:

- Considers a long-term vision for recreation and public access in the forest by detailing recreation management goals.
- Presents specific objectives and strategies to guide recreation and access management over the next 10 years.

Western Yacolt Burn currently offers a variety of outdoor recreation facilities, including campgrounds, trailheads, and approximately 49 miles of designated recreation trails (35 non-motorized, 14 motorized). A large percentage of the motorized trail use in the area occurs on undesignated trails or trails outside of the designated trail system.

DNR estimates that off-road riders have used nearly 170 miles of undesignated trails in Western Yacolt Burn. Many of these trails are located in areas that are unsuitable for this kind of use and could cause harm to the environment, resources, and trust assets. In addition, portions of these trails are potentially unsafe and could cause liability issues for DNR and ultimately the citizens of Washington.

This project concentrates on outlining a designated trail system that directs motorized use to the south of the forest and non-motorized trails to the north. Providing separate areas for non-motorized and motorized use helps to reduce conflict among different types of recreation uses. It also enables DNR to provide sustainable recreation opportunities for as many types of uses as possible into the future.

This plan will guide DNR in developing new trails and facilities using a suitability analysis based on sound science and sustainable practices. Trail and facility development will take place through a community-based planning process. It will also provide guidance for decommissioning undesignated trails that are outside the new designated trail system

The campgrounds in the Western Yacolt Burn Forest were built and opened to the public in the 1970s and, for the most part, were situated in popular

areas already being accessed by the public. In 1999, DNR relocated Cold Creek Campground away from its former location (adjacent to a stream) to an upslope area for resource protection purposes. This plan directs recreation use to areas that are most suitable for recreation, based on biological, geological, soils, and management criteria.

This plan will be evaluated periodically, and changes will be made as necessary to ensure compatibility with trust obligations and overall forest management objectives.

DNR's Role in Managing the Yacolt Burn State Forest and the Western Yacolt Burn Planning Area

As one of the state's largest land managers, DNR's primary responsibility is to manage the state trust lands to support a variety of trust beneficiaries. The Yacolt Burn State Forest provides revenue to support public schools, counties, and other trust beneficiaries primarily from the sale of timber harvested from the forest.

The Western Yacolt Burn is a busy working forest. The planning area is projected to yield about 5 percent of DNR's total harvest volume over the next few years. This will change the average stand age over time, moving from a landscape composed primarily of 60-year-old trees to one that includes many younger tree plantations.

A Forest with a Job to Do

As with many of the uplands that DNR manages, the lands in the Yacolt Burn State Forest are trust lands. Some were granted by Congress in 1889 at statehood; others are State Forest trust lands, purchased or acquired later. By law, state-owned trust lands are managed to produce income for schools, universities, state institutions, county services, and the state General Fund.

Since 1971, state law (Chapter 79.10.100 RCW) directs DNR to allow multiple use on trust uplands. The multiple use must be consistent with the applicable trust provisions of the various lands involved, and be in the best interests of the state and the general welfare of the citizens. Offering recreation opportunities in the Western Yacolt Burn planning area is consistent with DNR's authority to construct, operate, and maintain primitive outdoor recreation facilities such as designated trails, trailheads, campgrounds, and accompanying amenities such as signs and restrooms. (1971 Multiple Use Concept: Chapter 79.10.100-280 RCW).

In managing the Western Yacolt Burn as a working forest, DNR balances the need to:

- Protect the long-term health of the forest's ecosystems.
- Generate revenue for the trust beneficiaries, as mandated by law.

- Provide safe, sustainable, and enjoyable recreational opportunities.

Sustainable Recreation Management

DNR is committed to developing recreation in the Western Yacolt Burn in the most sustainable manner possible with the following goals:

- **Provide safe recreation opportunities** by locating trails in the most suitable areas to avoid conflict among recreation use types and ensure standards for trail design are met.
- **Emphasize good management and fiscal responsibility** by making effective use of limited resources, evaluating maintenance and operation projects to leverage dollars with in-kind contributions.
- **Achieve objectives through active management** of existing recreational use and future growth by monitoring visitor patterns, implementing new trail systems and facilities, while keeping state lands' management operations productive.
- **Engage local communities in stewardship activities** by working with community organizations to build networks of support and opportunities in the forest and surrounding area.
- **Increase public awareness of trust principles** related to forest and recreation management by making the principles visible to the public through informational signage and other media.
- **Pursue long-term, stable funding** to provide ongoing recreation program activities, such as facility maintenance, enforcement and education.
- **Design and locate recreation facilities** to ensure environmental protection.

Part I. Project Overview

This section provides background information on the Western Yacolt Burn Recreation Plan. More detail and maps are located in Appendix E.

Project Description

In 2007, DNR received two grants from the Nonhighway and Off-Road Vehicle Activities (NOVA) program to develop a 10-year recreation plan for the western part of the Yacolt Burn State Forest. The plan concentrates on:

- Developing designated trail systems.
- Developing day use and overnight recreational facilities.
- Decommissioning undesignated trails that are not part of the planned trail systems.

DNR gathered public input through a variety of means, including the creation of a recreation planning committee with representation from a broad spectrum of recreational users from the local communities (Part IV, Planning Process). DNR worked with this committee of local citizens to develop this plan and a 10-year implementation schedule that sets priorities for developing trails and facilities.

Planning Area Description

The Western Yacolt Burn planning area is located east of the Interstate 5 corridor in Clark County. Several major urban areas are within a 45-minute drive, including Vancouver and the Portland metropolitan area. Smaller towns, such as Camas and Washougal, are close by.

The area surrounding Western Yacolt Burn includes Gifford Pinchot National Forest, Vancouver-Clark Parks and Recreation, three private forestland in-holdings, and private residences.

Neighboring residences are located on the northwest end and south side of Western Yacolt Burn. Many backyard trails from these homes connect to the forest.

Western Yacolt Burn Forest Landscape Features

In the planning area, the lower elevations start at 600 feet and span up to 3,496 feet to the top of Larch Mountain¹. Major streams within the south part of the planning area flow south to the Washougal River, and the streams in the north part flow to the Lewis River. There are no lakes within or adjacent to the planning area. (Figure E-1, Appendix E)

¹Larch Mountain's elevation in the text (3,496 ft) is the accurate elevation. The elevation (3,389 ft) shown on the map (Figure E-1) is no longer accurate due to improved survey techniques.

Current Recreation Opportunities in the Planning Area

Western Yacolt Burn Forest has two developed campgrounds and one day-use area: (Figure F-1, Appendix F)

- Cold Creek Campground
- Cold Creek Day Use Area
- Rock Creek Campground

Dispersed camping also occurs in the area and is especially popular during hunting season.

Other dispersed recreational use occurs throughout the forest and includes but is not limited to hunting, fishing, target shooting, berry picking, and firewood cutting. More details about current recreation use are in Appendices F and G.

Western Yacolt Burn has two developed trailheads:

- Tarbell Trailhead (non-motorized)
- Jones Creek Trailhead (motorized)

These trailheads support two trail systems:

- The Tarbell non-motorized trail system (35 miles) is open to public use year-round.
- The Jones Creek motorized trail system (14 miles) is open seasonally from May 1 to November 30.

Part II. Goals, Objectives, and Strategies

DNR's Management Goals for Recreation

Goal 1: Ensure recreation is consistent with trust obligations.

Goal 2: Ensure the safety of the public, DNR employees, and volunteers.

Goal 3: Ensure recreation is consistent with resource protection.

Goal 4: Provide quality recreation experiences that can be sustained over time.

Western Yacolt Burn Recreation Plan Concept Map

One result of the planning process is a concept map, developed by DNR. The map shows existing recreation opportunities and provides a summary of recommended recreation development, including trails and facilities, for the Western Yacolt Burn Forest. (Figure 4) This concept map was developed in 2009 by agency staff in conjunction with the Western Yacolt Burn Forest Recreation Planning Committee. All project development depends on the availability of funding for construction, maintenance and operations, and enforcement. The proposed trails and facilities shown in the concept map are intended to be general in nature. They are based on broad-scale mapping information. These areas may be altered based on site-specific conditions.

Objectives

The following objectives are consistent with the mission and goals of DNR's Recreation Program. Each objective includes strategies that provide specific guidance for implementation. DNR's ability to carry out these strategies depends on the availability of funding. These objectives and their corresponding strategies are grouped into the following categories:

- Trail management
- Facility management
- Decommissioning and restoration
- Organized event management
- Dispersed recreation management
- Sustainable funding.
- Partnerships and volunteer coordination
- Education and enforcement programs
- Trail management objectives (TMO)
- Adaptive management

Trail Management

Objective A. Designate separate non-motorized and motorized trail systems to more effectively manage recreation, mitigate conflicts among different

Figure 4. Concept map: proposed and existing recreation opportunities.

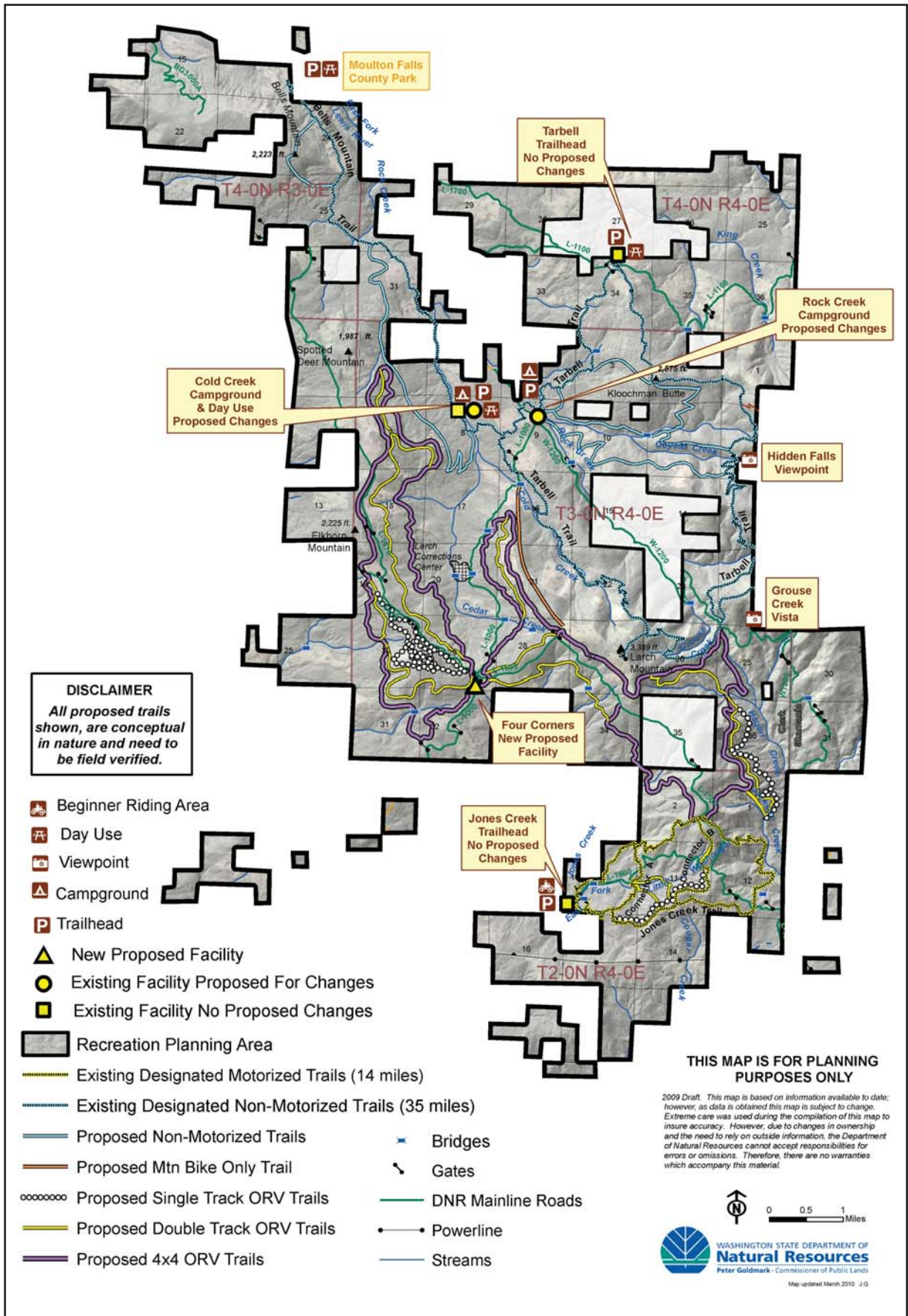
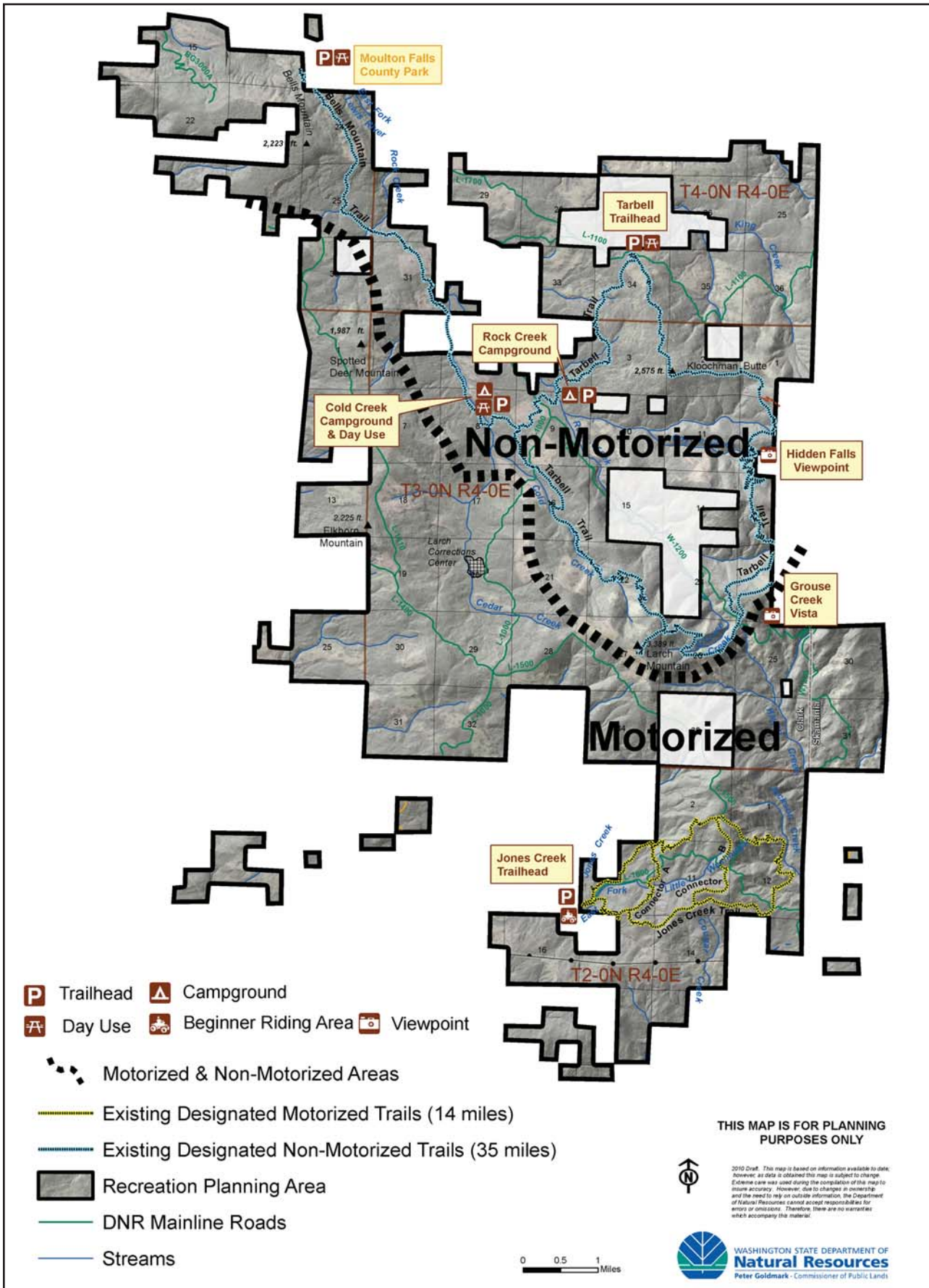


Figure 5. Motorized and non-motorized recreation planning areas.



Trail Management, *continued*

uses, and improve public safety. Establish separation of uses by dividing the forest. (Figure 5)

Strategies

1. Provide non-motorized access in the north area of the forest.
2. Provide motorized access in the southern portion of the forest.

Objective B. Work with landowners to acquire long-term public access easements, rights-of-way, or other access mechanisms that best meet the interests of private landowners, DNR, and the recreating public.

Strategies

Access for proposed trail routes.

1. Pursue access for a trail easement with the City of Camas.
2. Pursue access for a trail easement with Longview Timber LLC.

Objective C: Pursue capital projects for trail construction that provide increased and varied opportunities for motorized users. (Figure 6)
Development of the motorized trail segments depend on decommissioning undesignated trails in the corresponding priority area.

Strategies

1. Develop Motorized Trail Segment—Priority Area 1 (Figure 7)
2. Develop Motorized Trail Segment—Priority Area 2 (Figure 8)
3. Develop Motorized Trail Segment—Priority Area 3 (Figure 9)

Objective D: Pursue trail construction projects for non-motorized trail users. (Not listed in any particular order.)

Strategies

Develop new non-motorized trails and organize them into segments to efficiently manage the entire trail section. (Figure 10)

1. Non-motorized Trail: A
2. Non-motorized Trail: B
3. Non-motorized Trail: C
4. Non-motorized Trail: D
5. Non-motorized Trail: E
6. Non-motorized Trail: F
7. Non-motorized Trail: G
8. Non-motorized Trail: H

Objective E: Continue the following programs to support trail management.

Strategies

1. Continue to increase volunteer participation (Appendix J).
2. Increase the miles of trails covered by Adopt-A-Trail agreements.

Figure 6. Motorized trails priority areas.

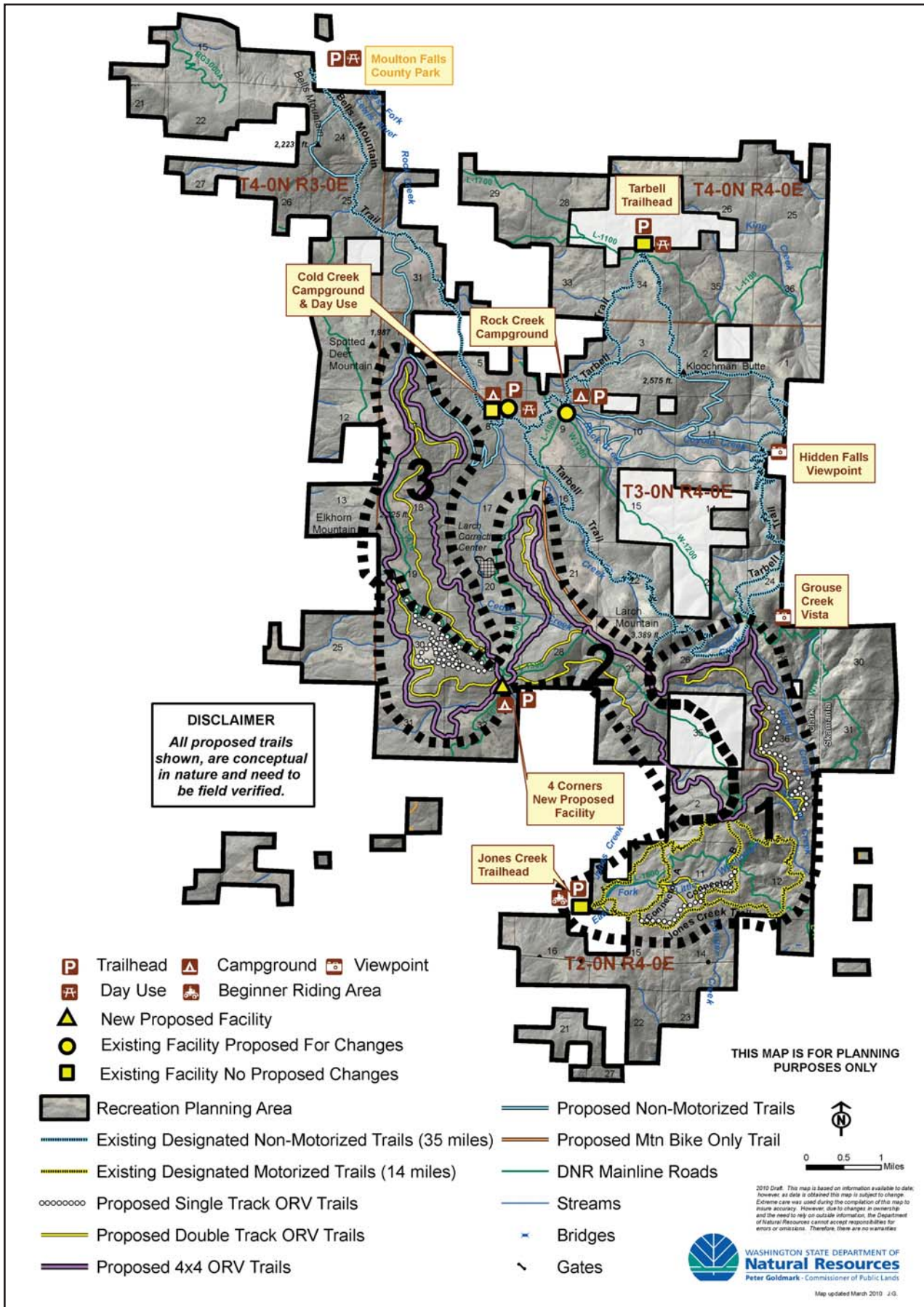


Figure 7. Priority Area 1 — Motorized trails.

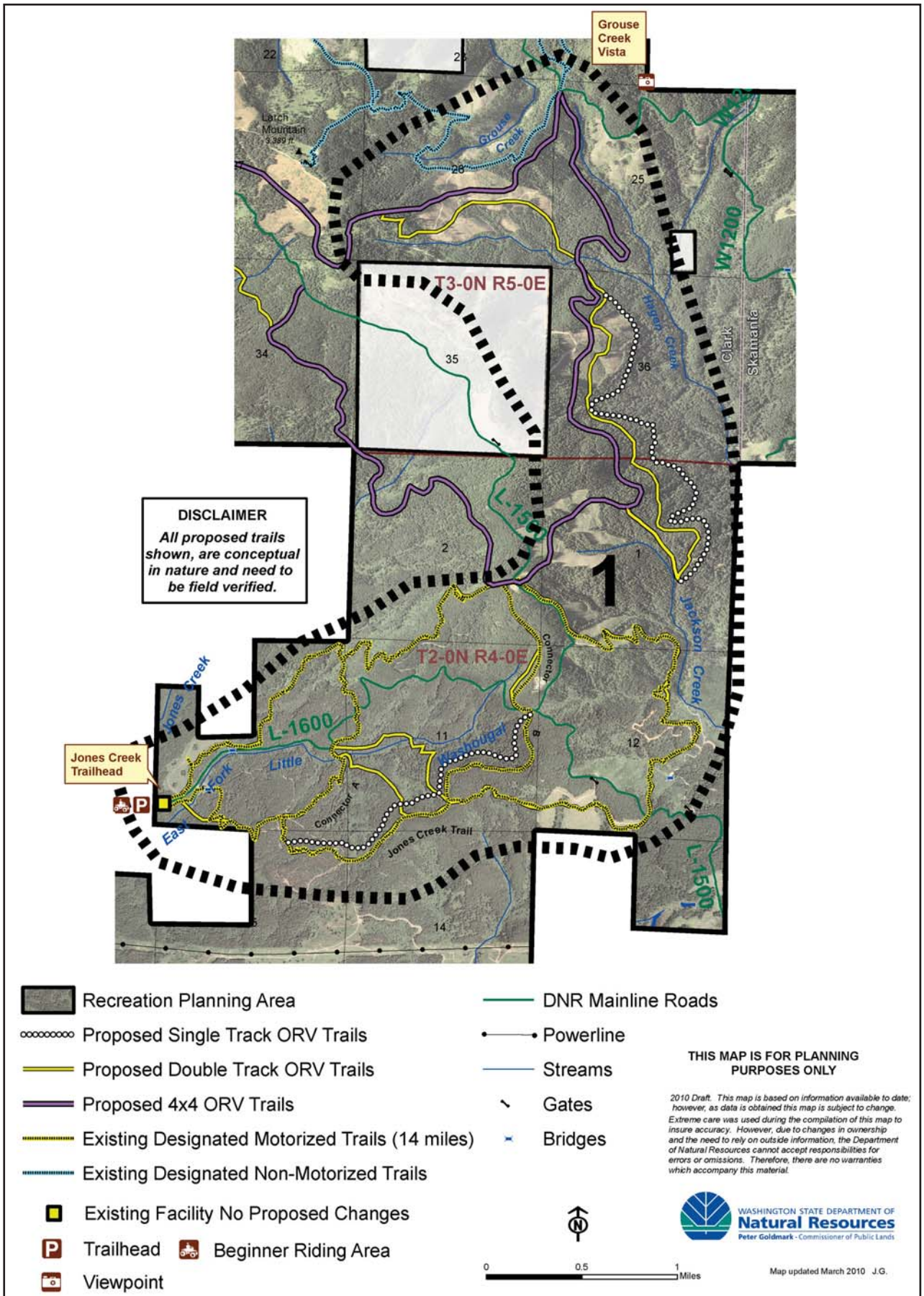


Figure 8. Priority Area 2 — Motorized trails.

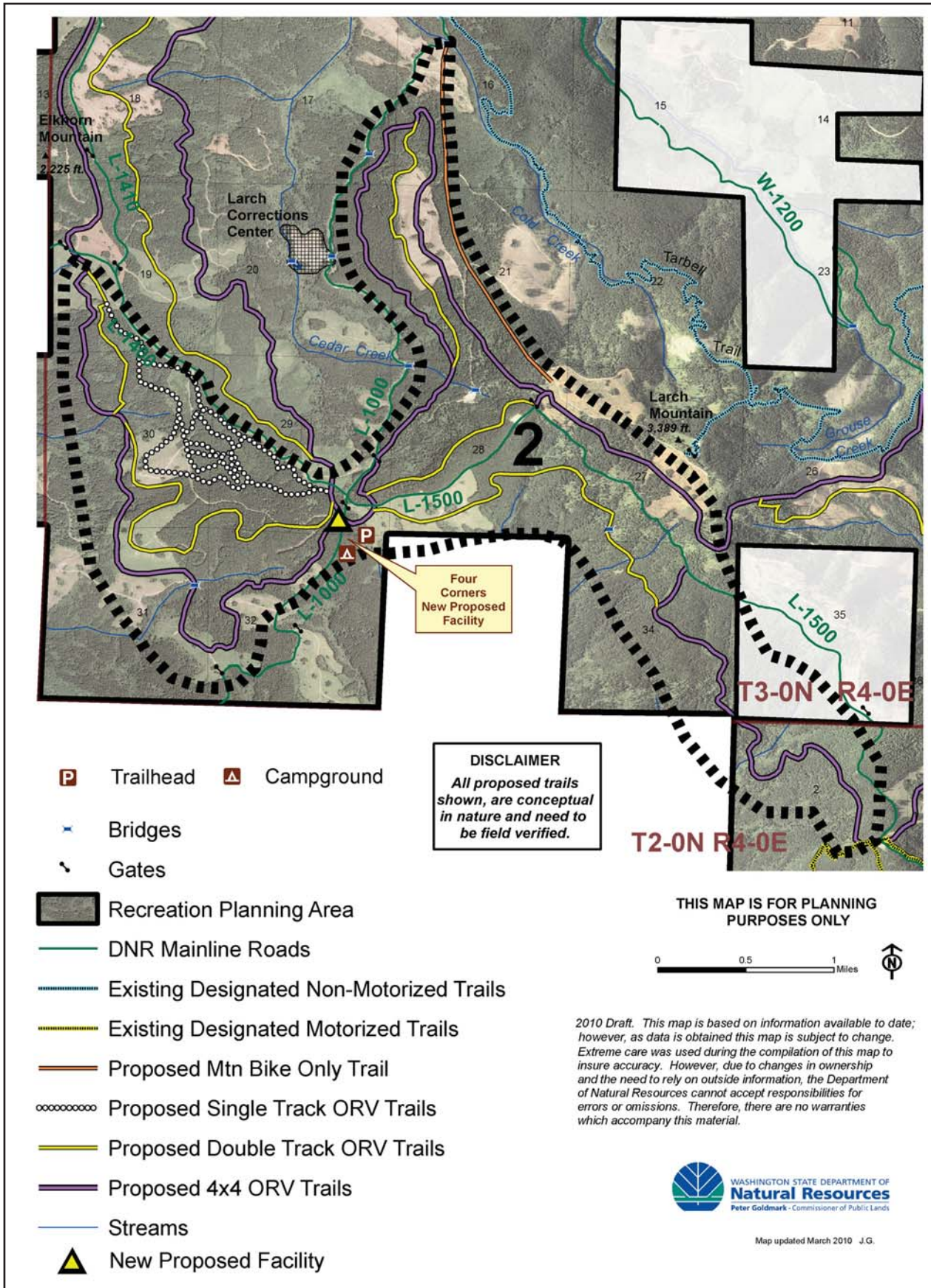


Figure 9. Priority Area 3 — Motorized trails.

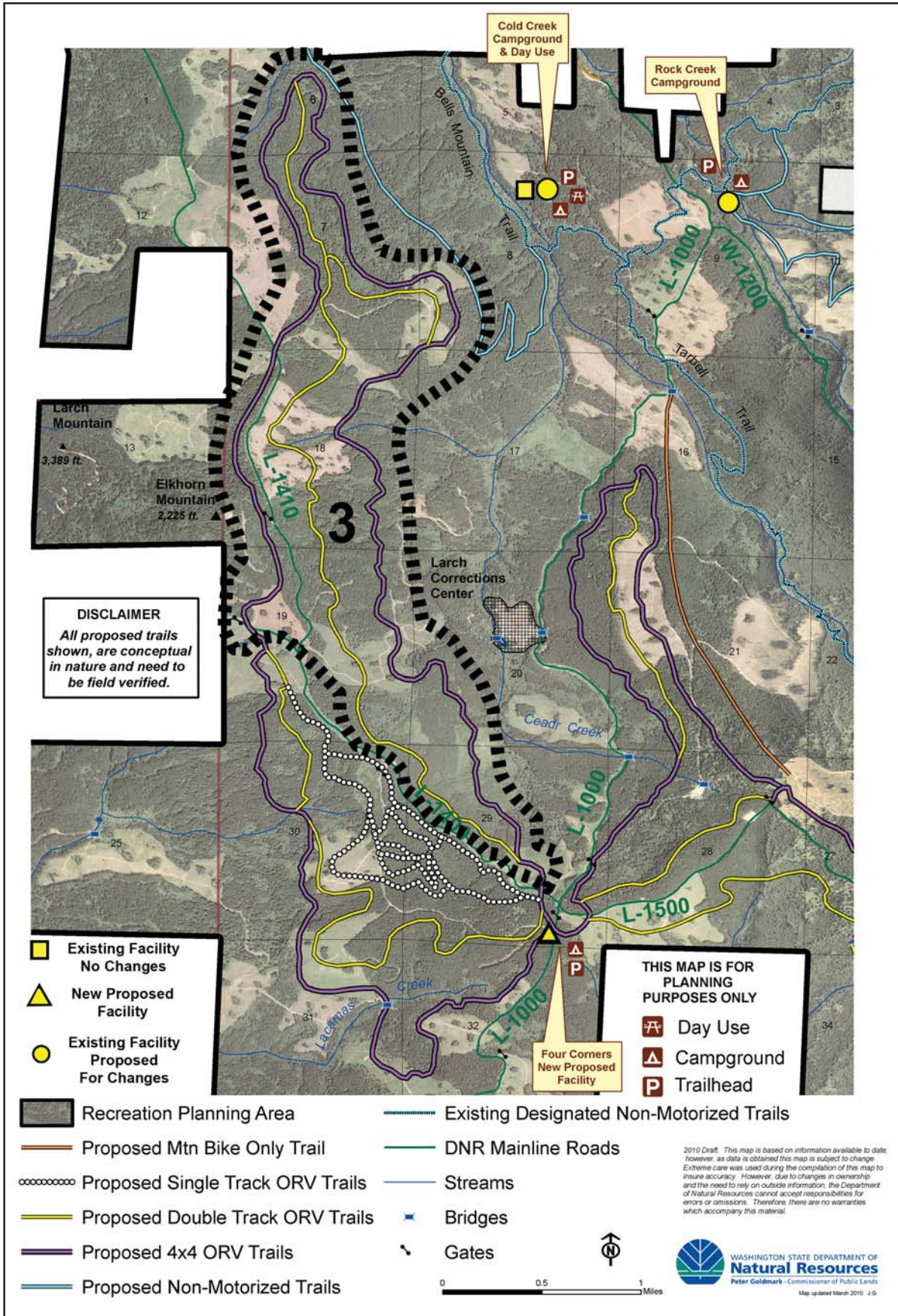
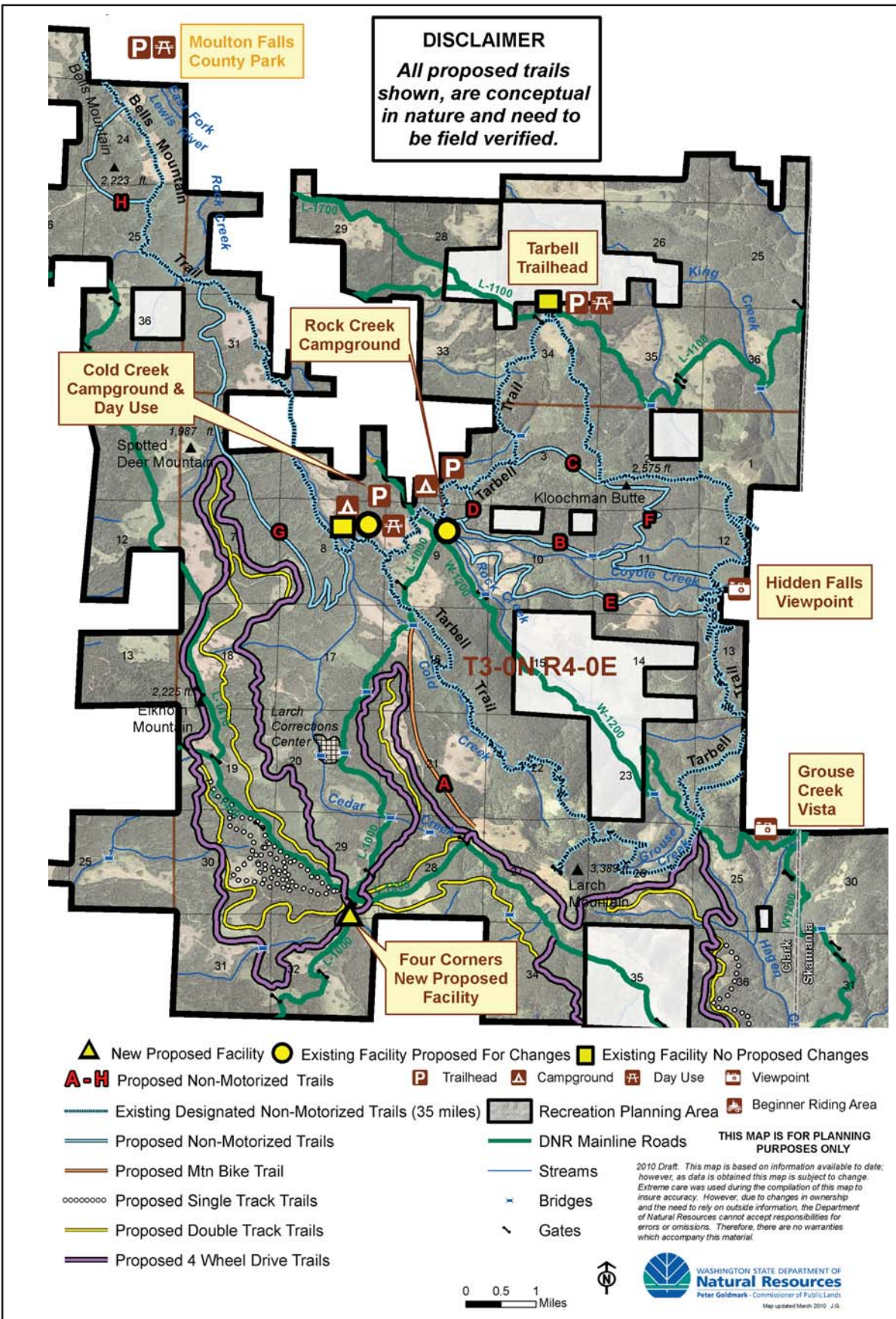


Figure 10. Non-motorized trails.



Objective F: Continue seasonal off-road vehicle (ORV) trail closures of existing and proposed motorized trails to protect natural resources and the trail system during the winter months.

Facility Management

Objective A: Increase campground capacity by expanding an existing campground and developing a new campground.

Strategies

1. Campground Priority 1: Provide additional designated camping at Cold Creek Campground.
2. Campground Priority 2: Develop a new campground at Four Corners.

Objective B: Increase parking capacity by expanding trailheads and developing new trailheads.

Strategies

1. Trailhead Priority 1: Develop a mountain bike staging area.
2. Trailhead Priority 2: Develop Four Corners Trailhead.
3. Trailhead Priority 3: Enlarge the parking area at Rock Creek Campground.

Objective C: Support facility upgrades and renovations to meet user needs and sustainability practices.

Strategies:

1. Pursue funding, such as grants.
2. Recruit volunteers.

Decommissioning and Restoration

Dispersed recreation use, including motorized use, has occurred in Western Yacolt Burn for several decades. The planning area has approximately 170 miles of undesignated trails. Many of these trails are in areas that are not suitable for recreation and have caused environmental and resource damage. A complementary component to decommissioning trails is to redirect recreation use to appropriate areas and restore areas that have been damaged.

Objective A: Restore and decommission trails in the following areas that have been impacted by past recreation:

1. Priority Area 1—undesignated trails (Figure 8)
2. Priority Area 2—undesignated trails (Figure 9)
3. Priority Area 3—undesignated trails (Figure 10)

Objective B: Protect areas that have been restored by using education, engineering, enforcement, and monitoring techniques.

Strategies

1. Education: Use a variety of communications tools—including signage, public meetings, brochures, and DNR’s web site—to inform the public where restoration efforts are underway to inform and to re-direct access.
2. Education: Train volunteers to work on restoration projects.
3. Engineering: Construct physical barriers such as fencing or placing boulders or stumps as needed.
4. Enforcement: Establish a routine presence through use of law enforcement staff from DNR, Clark County, and the Washington Department of Fish and Wildlife; DNR education and enforcement specialists; and forest watch volunteers.
5. Monitoring: Photograph and document restoration areas and take corrective action if damage occurs.
6. Monitoring: Continue to inventory and assess designated/ undesignated trail segments.

Organized Event Management

DNR provides opportunities for recreation groups and organizations to host organized events, while balancing the need for individual recreational opportunities. Applications for organized events are generally accepted from November to March for events occurring between May 15 and October 31.

Objective A: Manage organized events to best balance the demands between user groups and the recreating general public.

Strategies:

1. Implement protocols for organized events.
 - Limit events to 500 individuals per day.
 - Limit a sponsoring organization event’s total number of participants per season to 1,000 participants.
 - Do not allow events to occur on consecutive weekends on the same trail segments or out of the same trailhead.
 - Require recreation permits that will identify specific requirements for each event.
2. Refine protocols for organized events as needed.

Dispersed Recreation Management

Activities that occur outside the boundaries of designated recreational facilities and trails are considered “dispersed recreation.” Examples of dispersed use include, but are not limited to, activities such as hunting, fishing, recreational target shooting, berry and mushroom picking, and firewood gathering.

Objective A: Manage dispersed recreation to accommodate the needs of the public while meeting DNR’s funding capabilities, trust mandate,

and environmental responsibilities. Managed disperse use consistent with Chapter 332-52 of the Washington Administrative Code (WAC).

Strategies

1. Provide access for responsible dispersed recreation when compatible with resource management, other recreational activities, and consistent with DNR's recreational rules.

Objective B: Manage recreational target shooting consistent with the public use and recreation provisions in WAC 332-52. (Figures 11-12)

Strategies

1. Enforce established no-shooting corridors along primary forest management roads, residential areas, and recreation sites.
2. Educate target shooters to be aware of their surroundings, reminding them about neighbors, campgrounds, trails and other recreation activities taking place in the Western Yacolt Burn Forest.
3. Partner with recreation groups, neighbors and volunteers to teach recreation use compatibility to target shooters.
4. Consider designating an area within the forest for safe and environm target shooting in the future.

Sustainable Funding

To ensure a quality recreation experience, DNR needs to identify sustainable funding sources to meet DNR's facility and trail maintenance needs and to support capital improvements.

Objective A: Pursue sustainable funding opportunities to construct, maintain, and manage facilities and provide education and enforcement programs.

Strategies

1. Continue to apply for grant funding through the Recreation and Conservation Office (RCO) and explore additional grant opportunities.
2. Work to increase public understanding of the costs associated with maintaining and operating existing trails and facilities.
3. Pursue alternative funding to increase education and enforcement staffing in the forest.
4. Consider alternative funding sources for accomplishing plan objectives such as revenue-based funding mechanisms, including but not limited to: use fees, parking fees, commercial licenses, exclusive recreational leases, public recreational leases, and concessionaire agreements.

Figure 11. Shooting regulations based on existing trails and facilities.

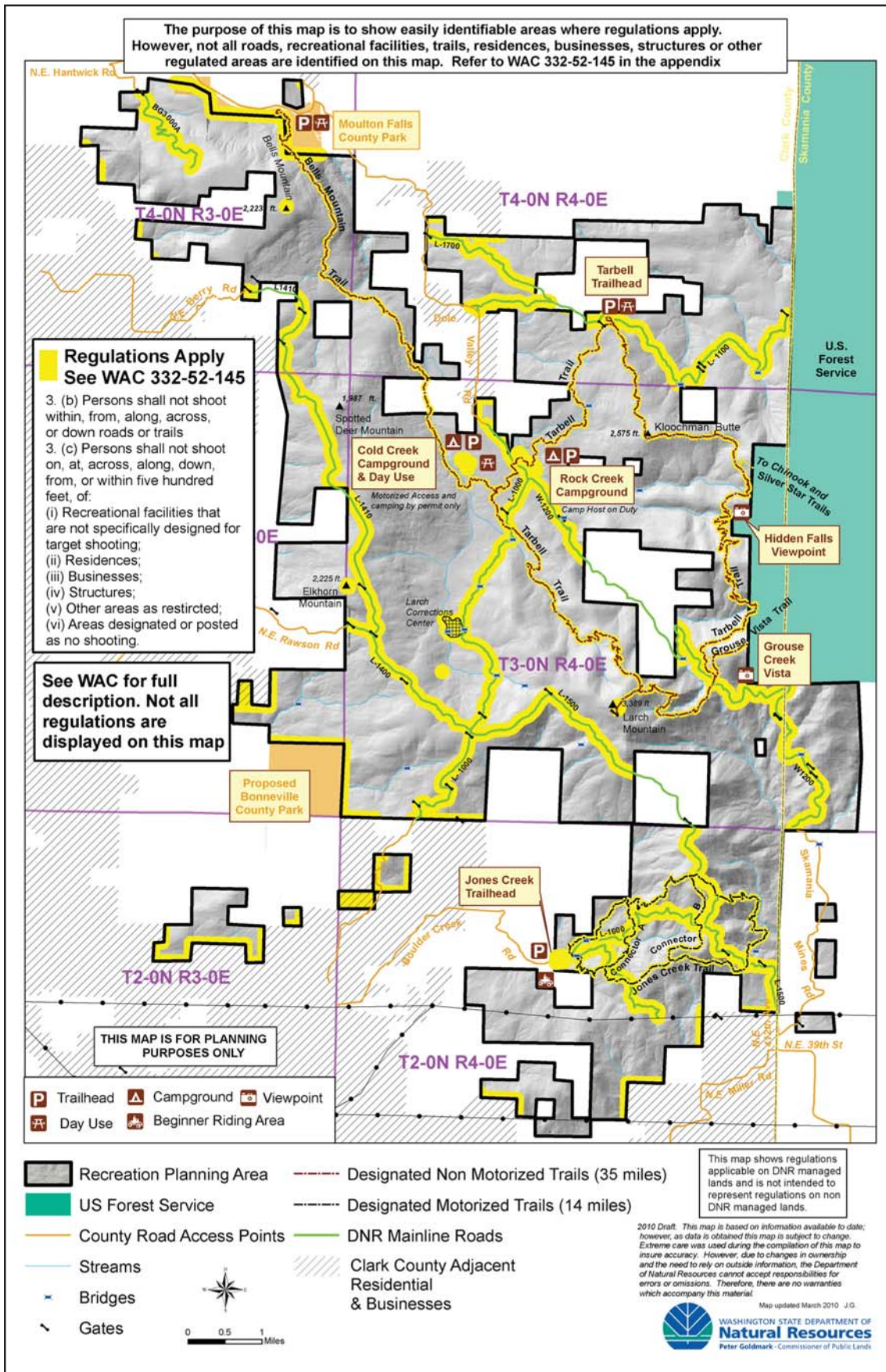
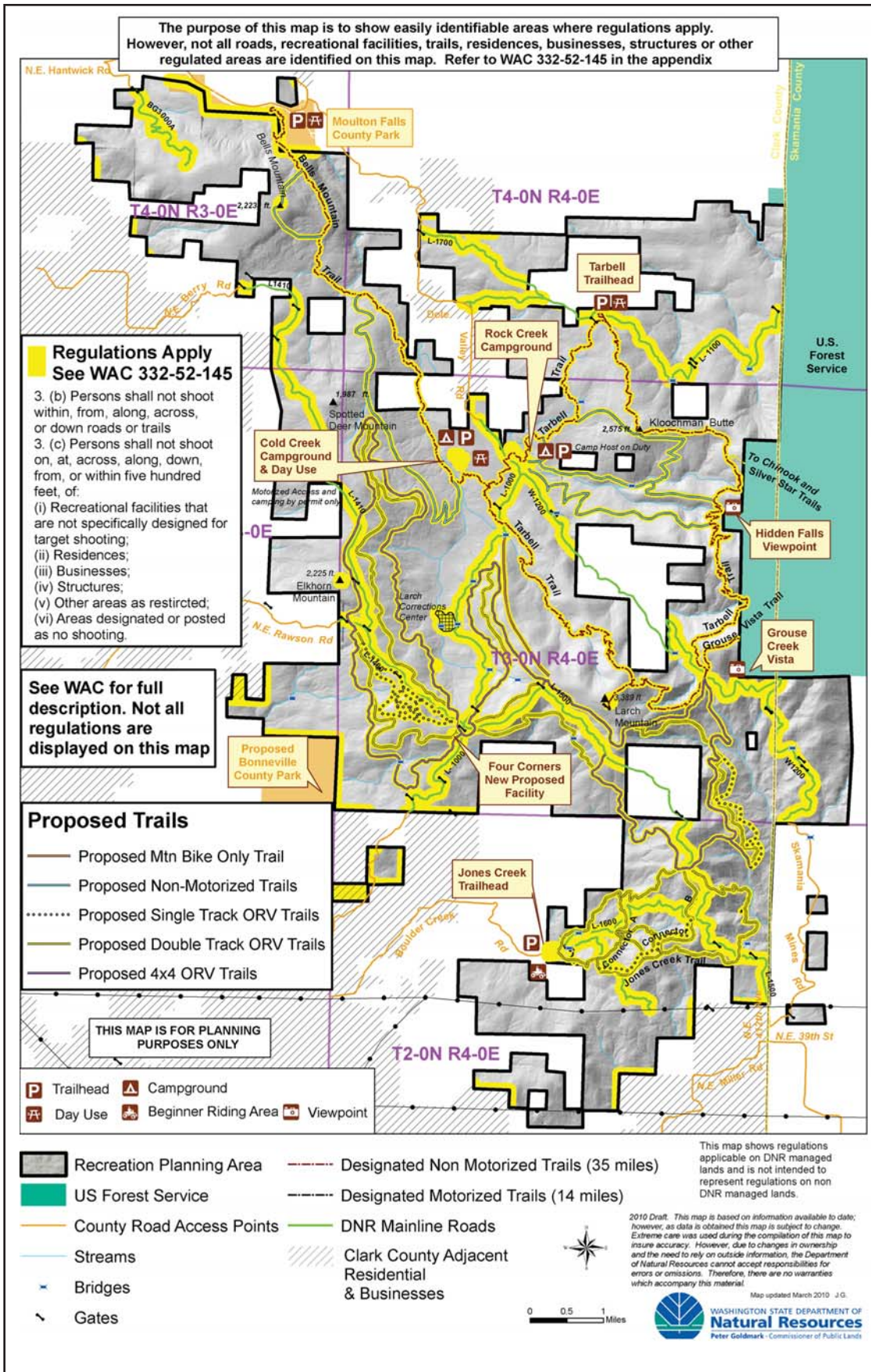


Figure 12. Shooting regulations based on existing and proposed trails and facilities.



Partnership and Volunteer Coordination

Partnerships with public agencies, user groups, and citizen volunteers are an important component of DNR's ongoing enforcement and maintenance programs.

Objective A: Expand opportunities to partner on recreation projects with adjacent public agencies, adjacent landowners, and citizen volunteers.

Strategies

1. Expand partnerships with citizen volunteers and recreation user groups to continue the volunteer program components and provide an increased presence in the forest.
2. Pursue additional opportunities to promote collaborative endeavors with adjacent municipalities such as Vancouver-Clark Parks and Recreation, U.S. Forest Service, and Washington Department of Fish and Wildlife (WDFW).
3. Inform forest visitors on the role of recreation in working landscapes, DNR's trust mandate, and acceptable behaviors and conduct on state trust lands.
4. Continue to partner with volunteer groups to accomplish specific on-the-ground projects.
5. Recruit and retain campground hosts.

Education and Enforcement

Objective A: Promote a more active education and enforcement presence to provide for public safety and protection of resources.

Strategies

1. Provide consistent signage that educates the public regarding allowed recreation uses, existing regulations, fire danger, and other applicable rules.
2. Improve web-based resources that include maps of the area and recreation rules.
3. Establish kiosks to provide the public with information, including directions on how to report a problem.
4. Pursue additional opportunities to provide enforcement.

Trail Management Objectives

Trail management objectives (TMOs) help determine standards for planning, constructing, and maintaining new segments of trails. TMOs help ensure that the intended purpose for a trail segment stays constant over time. TMOs also provide direction for maintenance by providing a framework for existing trails.

Objective A: Partner with recreation user groups to educate the public about the requirement to decommission unauthorized trails before formally adopting new trail segments. On average, DNR will decommission about two miles of trails prior to formally designating one mile of new trail.

Strategies

1. Make recreational trail users aware of DNR’s decommissioning efforts by communicating through DNR’s web page and providing printed brochures or fact sheets to local vendors and recreation groups.
2. Work in cooperation with partners to educate the public about not building trails other than those approved by DNR.

Objective B: Develop trail management objectives (TMO) for all trail types.

Strategies

1. Make recreational trail users aware of DNR’s different trail segments and what to expect on each type of trail.
2. Work in cooperation with partners to maintain various recreation trail segments consistent with the trail management objective.
3. Outline trail characteristics by trail segment in order to provide consistent recreation trail experience as prescribed in this plan.

Tables 1-3 provide examples of TMOs for three different types of motorized trail segments: four-wheel drive (4x4) vehicles, all-terrain vehicles (ATV), and motorcycle-only. (Tables 1-3)

Adaptive Management

Adaptive management provides for ongoing modifications of management practices in order to respond to new information, change of circumstances on the ground, change of laws and scientific developments.

Objective A: As needed, DNR will employ adaptive management practices to implement the recreation plan. The department will adjust its recreation management practices in order to respond to changing law, information and circumstances on the ground.

Table 1. Example of a trail management objective for a 4x4 trail. (Note: The actual TMO for Western Yacolt Burn Forest will be different than this example.)

| | |
|-------------------------------|--|
| Inventory #1067 | GPS coordinates |
| Mileage | .8 miles |
| Planned Use | 4x4 (one way trails) |
| Clearing Width | 96 in. (overhead as needed for safety) |
| Tread Width | 18 in. on either side of the approved trail tread width. |
| Surface | Natural Soil. Displacement up to 12-in deep and 20-ft long OK Retain boulders and loose surface rock. |
| Drainage | Construct and maintain grade reversals and diversion structures to redirect water flow every 50 ft. |
| Alignment | Retain present alignment |
| Structural Maintenance | Clean culvert at GPS location |
| Inspections | Signage periodically |
| Monitoring | Conduct visual traffic count and inventory annually. |

Table 2. Example of a trail management objective for ATV and motorcycle (double-track) trail. The actual TMO for Western Yacolt Burn Forest will be different than this example.

| Inventory #1022 | GPS coordinates |
|-------------------------------|--|
| Mileage | .8 miles |
| Planned Use | ATV and Motorcycle |
| Clearing Width | 72 inches (overhead as needed for safety) |
| Tread Width | 52 - 56 inches |
| Surface | <ul style="list-style-type: none"> • Natural Soil. • Displacement up to 12-in.deep and 20-ft long OK. • Retain boulders and loose surface rock. |
| Drainage | Construct and maintain grade reversals and diversion structures to redirect water flow every 50 ft. |
| Alignment | Retain present alignment |
| Structural Maintenance | Clean culvert at GPS location |
| Inspections | Signage periodically |
| Monitoring | Conduct visual traffic count and inventory annually. |

Table 3. Example of a trail management objective for motorcycle (single-track) trail. The actual TMO for Western Yacolt Burn Forest will be different than this example.

| Inventory #1297 | GPS coordinates |
|--|--|
| Mileage | .4 miles |
| Planned Use | Motorcycle |
| Clearing Width | 36 in. |
| Tread Width | 24 in. |
| Surface | <ul style="list-style-type: none"> • Natural soil, displacement up to 18-in deep and 6-ft long O.K. • Allow natural windfall, litter, and branches to accumulate. • Retain loose surface rock. |
| Drainage | Construct and maintain grade reversals and diversion structures every 100 feet. |
| Alignment | Retain natural barriers to create serpentine alignment with less than 50-ft straight- line trail tread. |
| Structural/ Barrier Maintenance | <ul style="list-style-type: none"> • No structures present. • Physical barriers would be needed to restrict use to single track vehicles. • Once this is done, maintenance level shown on TMO would allow trail width to reduce from ATV to motorcycle only width. • The arcs and turn radii created by motorcycle only use only will allow re-vegetation and soil stability to define a newly shaped trail tread. |
| Inspections | Specific signing needed to restrict use to single track vehicles. |
| Monitoring | Photograph specific locations monthly |

Part III: Plan Implementation

Implementation of the Western Yacolt Burn Recreation Plan will occur through development of capital projects, as well as through ongoing management activities.

Capital Projects Listed by Priority

A summary of the proposed capital projects follows. None of these projects has secure funding, and all are based on obtaining funding in the future.

Table 4. Summary of funding priorities (grants, capital and operating).

| Funding Source | Project |
|--------------------------------------|---|
| Grants and Capital | Bridges non-motorized and motorized |
| Operating and Capital | Mountain Bike only Trail |
| Grants and Capital | Four Corners Trailhead and Campground Acquisition |
| Grants and Capital | Four Corners Trailhead Development Grant Phase I |
| Grants and Capital | Four Corner Trailhead Development Grant Phase II |
| Grants and Capital | Rock Creek Parking Expansion Development Grant Phase I |
| Grants and Capital | Rock Creek Parking Expansion Development Grant Phase II |
| Grants, Capital and Operating | Cold Creek Campground Development Grant |
| Grants and Capital | Four Corners Campground Development Grant Phase I |
| Grants and Capital | Four Corners Campground Development Grant Phase II |
| Grants and Capital | Four Corners Campground Development Grant Phase III |

** Estimated implementation is based on the future availability of Washington State Recreation and Conservation Office's Nonhighway and Off-road Vehicle Activities (NOVA) grant funding. NOVA grant funding is not available in 2010.*

Sequencing of Capital Facility Development

The intent of this plan is to pursue capital projects over the next 10 years, in the following sequence, depending on funding availability for maintenance, management, education, and enforcement.

Capital Projects for Bridges and Facilities

- **Capital Facility Project 1:** Trail Bridges
- **Capital Facility Project 2:** Four Corners Trailhead
- **Capital Facility Project 3:** Rock Creek Parking Expansion
- **Capital Facility Project 4:** Cold Creek Campground Expansion
- **Capital Facility Project 5:** Four Corners Campground

Concept Designs for Future Recreation Facilities

The following pages contain draft concept designs for expanding existing or developing new facilities. (Figures 13 - 15)

Conceptual Layout of Proposed Trail Systems

Proposed Non-motorized Trails

The proposed non-motorized trail system includes 35 miles of existing trails plus 20 miles of new trail development, totaling approximately 55 miles, including:

- 35 miles of the existing Tarbell Trail.
- 17 miles of new non-motorized trail miles.
- 3 miles of new mountain bike-only trails.

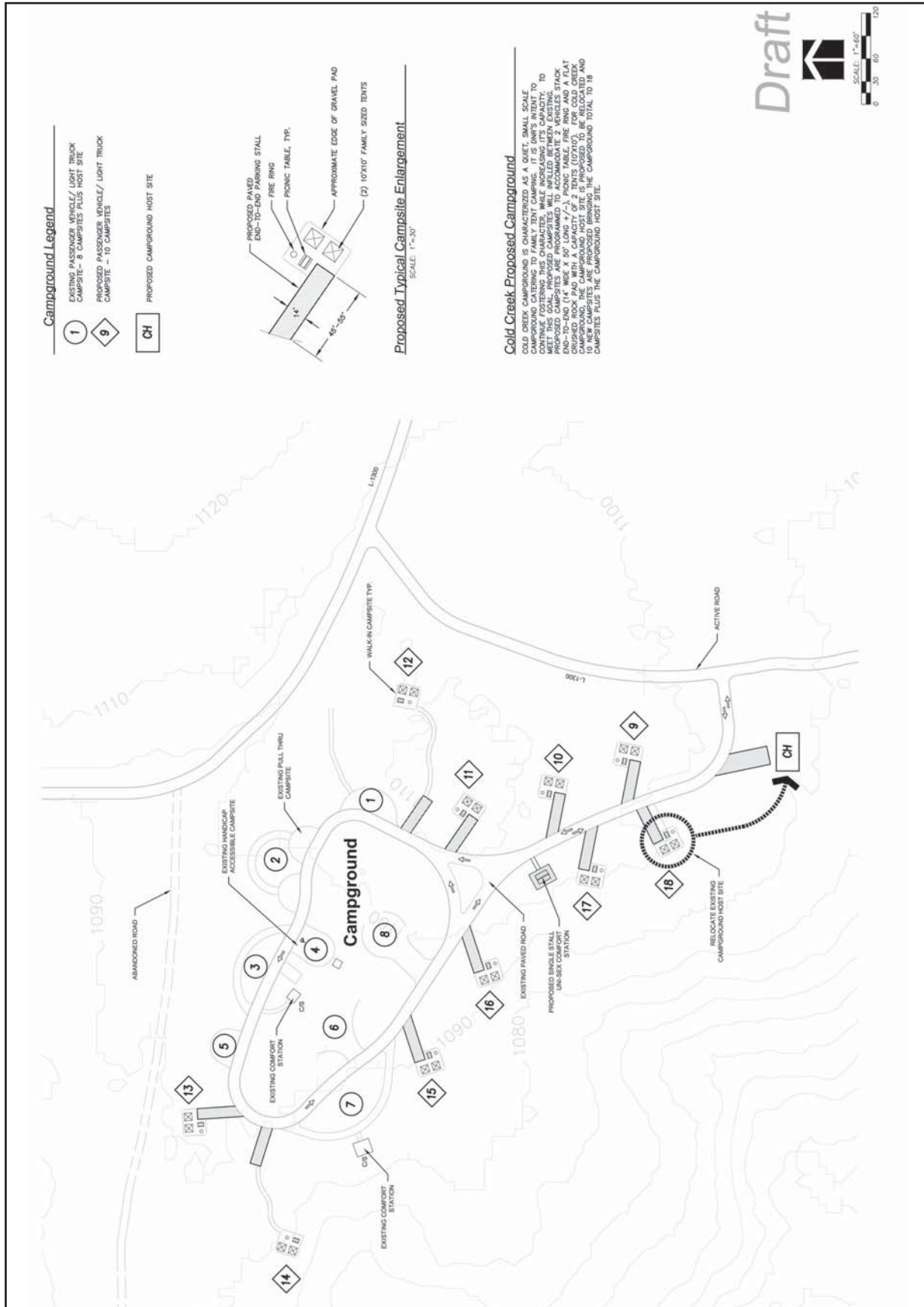
Proposed Motorized Trails

The proposed motorized trail system includes 14 miles of existing trails plus 58.5 miles of new trail development, totaling approximately 72.5 miles.

Specific trail miles by motorized vehicle use to include:

- 14 miles of existing double-track trails for ATV and motorcycle use.
- 30.5 miles of new trails for 4x4, ATV, and motorcycle use.
- 18 miles of new double-track trails for ATV and motorcycle use.
- 10 miles of new single-track trails for motorcycle-only use.

Figure 14. Cold Creek Campground expansion.

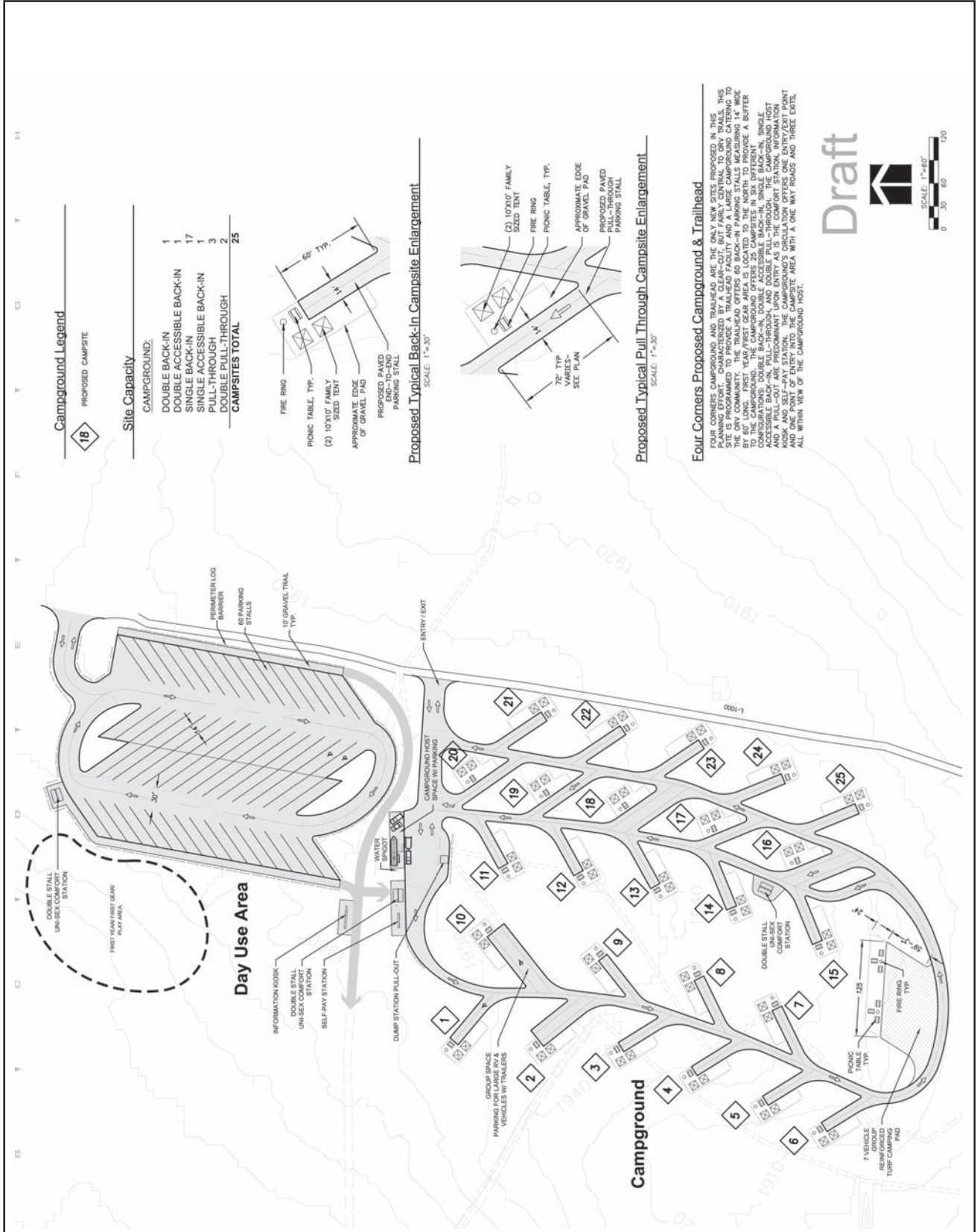


Draft

SCALE: 1"=60'

0 30 60 120

Figure 15. Four Corners Trailhead and Campground (new facility).



Draft

SCALE: 1"=60'

0 30 60 120

Part IV. Planning Process

The *Western Yacolt Burn Forest Recreation Plan* was created from the dedication, effort, and ideas of knowledgeable people from diverse backgrounds. Public input was a key component and the first step in developing the plan. The public also provided valuable input by attending public meetings; collecting trail data; submitting comments by e-mail, phone or letter; and partnering with the planning effort through the Western Yacolt Burn Recreation Planning Committee.

DNR incorporated insights, suggestions, and ideas from the public to produce this plan. This collaborative process will result in a plan that meets DNR's requirements under the trust mandate, addresses environmental responsibilities, and provides for continued public access and enjoyment of the Western Yacolt Burn.

Developing the Western Yacolt Burn Recreation Plan

The process to develop this plan included the following seven phases:

Phase 1. Pre-planning

- Develop project scope.
- Identify data collection needs.
- Create a stakeholder involvement plan.
- Field data collection and mapping

Phase 2. Recreation Land Suitability

- Identify and map areas with long-term limiting factors for recreational use.

Phase 3. Public Involvement and Inventory

- Identify public issues and concerns.
- Hold public meetings.
- Establish recreation planning committee.
- Conduct field inventory.
- Begin user survey.

Phase 4. Assessment

- Evaluate data and discuss issues and opportunities with planning committee.
- Complete compiling data from the user survey.
- Develop preliminary concepts for recreation management.

Phase 5. Alternatives

- Refine recreation concepts into one recommended plan.
- Develop objectives and strategies and implementation strategy for the proposed plan.
- Complete a draft write-up of the plan.

Phase 6. SEPA Review

- Conduct SEPA review for the project.
- Edit and format the plan for publication.

Phase 7. Plan completion

- DNR adoption of the plan.

The following section provides more detail about some of the planning process phases.

Recreation Land Suitability

This project included an environmental and management suitability assessment of recreation in Western Yacolt Burn. The purpose of the assessment was to identify and map areas within the planning area that have long-term limiting factors that affect recreation planning. The suitability assessment is broad scale in nature and is not intended to replace future site-specific analysis for individual projects.

The assessment resulted in four composite maps that helped to guide the recreation planning process (Appendix H). The maps identify areas that have been ranked as having low or moderate suitability for locating recreation facilities, motorized trails, non-motorized trails, and/or hiking trails.

Planners, scientists, geographic information systems (GIS) analysts, and land managers were involved in developing the suitability maps. The process included identifying and mapping biological, soils/geological, and management criteria within the planning area.

Table 5. Suitability criteria.

| Criteria Category | Specific criteria |
|----------------------------------|--|
| Biological criteria | Wetlands Wetland buffers Salmonids Riparian areas Deer winter habitat Talus, caves, cliffs, balds, and mineral springs Sensitive, threatened and/or endangered species |
| Soils/geological criteria | Soil erodibility Areas with potential for mass wasting Unstable slopes Slope steepness 100 year flood plains Poorly drained soils |
| Management criteria | Communication sites Rock sources Proximity to correctional facility Areas with leases and easements Noise considerations Cultural/archaeological sites |

Public Involvement

During the planning process, DNR provided opportunities for public participation in a number of ways.

- Began the planning process with an open-house meeting to introduce the project and ask the public to identify the strengths and weakness related to recreating in the forest.
- Established a recreation planning committee.
- Continued the ongoing Trail Advisory Group (TAG) meetings held every other month since 1997.
- Developed a survey to assess user patterns, concerns, and overall impressions of Western Yacolt Burn. (Appendix J)
- Gathered external information from a variety of sources, including local recreation user groups and volunteer work participants.
- Gathered formal comments as part of the State Environmental Policy Act (SEPA) review process during the comment period.

Open House. DNR began gathering public input at an open house in September 2007. Approximately 120 people attended the meeting and, in addition to learning about DNR’s role as a land manager, they were encouraged to respond to the following four questions:

1. Station A: What do you enjoy about recreating in Western Yacolt Burn?
2. Station B: What takes away from enjoying your recreation experience in Western Yacolt Burn?

3. Station C: What opportunities are there to enhance or expand recreation in Western Yacolt Burn?
4. Station D: What are you worried about losing related to recreation in Western Yacolt Burn?

Attendees at the open house were invited to participate as members of the Western Yacolt Recreation Planning Committee. Applications for participating in the committee were distributed at the meeting and through the mail. DNR staff provided information regarding additional avenues for participation, including how to submit general comments to the Pacific Cascade Region office, and volunteering to assist in collecting data for the trail inventory.

Planning Committee. DNR established the Western Yacolt Burn Planning Committee to provide input, recommendations, and coordination with users during the planning process. The planning committee included land managers, user group members, neighbors, and occasional visitors to the area. Wide representation resulted in more effective and successful planning and promoted a greater community ownership of the draft plan. (A list of the members of the planning committee is in the Acknowledgements section of this plan.)

In creating the planning committee, DNR sought members from diverse interests and backgrounds, including representatives from the following recreation uses: ATV, motorcycle, equestrian, mountain biking, 4x4, hiking, hunting, and fishing. In addition, the committee had representation from conservation organizations and neighboring private landowners.

The planning committee first met in November 2007. The committee's goal was to provide insight and input to help DNR make decisions related to recreation management in Western Yacolt Burn and to work with DNR staff to develop draft recreation management recommendations. Each committee member committed to attending 12 monthly meetings and participating in 2 field visits.

During the early planning stages, the planning committee identified the intended users of the forest, discussed behaviors and patterns observed in the forest, and communicated with their larger community of users.

The planning committee meetings served a dual purpose. First, they provided DNR and the members with a forum to relate and explain the various recreation interests in the Western Yacolt Burn. Second, DNR informed planning committee members about the economic, environmental, and management issues that are key to making decisions related to DNR-managed lands. Planning committee members learned about DNR's trust mandate, environmental responsibilities and funding limitations. They offered recommendations for managing recreation in the Western Yacolt Burn based on these factors.

Trail Advisory Group (TAG). This well-established group, facilitated by DNR staff, has been meeting every other month since 1997. These TAG meetings are a forum for user groups to discuss recreation issues with DNR staff. The exchange of information regarding forest management and trail conditions help to keep recreation users engaged, while informing DNR staff of user group interests, activities and use levels.

User Surveys. DNR conducted a survey of recreation users who visit Western Yacolt Burn to gather additional information. While valuable information was gathered during this survey, it is important to note that the survey was not randomly sampled and is not scientifically representative of a larger population. (Appendix I)

The *1998 Trail User Survey for the Yacolt Burn State Forest* indicated that users of entire forest blocks tend to be repeat users, long-term patrons, and people with significant interest in the forest. These survey results identified a typical user as an individual who is often a member of an organized group and uses trails and facilities with a larger group of people. Given that group memberships seem to have increased in the past 10 years and that many users tend to be members of an organized group, it can reasonably be estimated that use in general has increased considerably in the last decade.

Additionally, many recreation stakeholders are actively engaged in the ongoing management of the forest, either through TAG meetings or being part of the Western Yacolt Burn recreation planning effort. This likely indicates high use and interest among certain recreational user groups, particularly those who are known to use recreation trails and facilities. The consistency of stakeholder engagement in the forest combined with broader regional use trends, indicates that in the past 10 years, recreational use of the forest has grown and will likely continue to increase in the future.

Inventory. DNR staff conducted an inventory of existing and undesignated trails. Volunteers and a Washington Conservation Corps (WCC) work crew used Global Positioning System (GPS) units to collect and record trail locations. These locations were mapped and shared with the planning committee.

Alternatives

Consultants with expertise in trail and facility design were brought in to assist the core team of DNR staff and planning committee members. They developed conceptual designs for the proposed facility development and for the potential trail systems. (Figure 5, page 11)

The proposed trail systems in the Western Yacolt Burn were developed through:

- Identifying current trails.
- Designating additional trails to be included in the existing trail system.
- Identifying undesignated trails located in areas of low suitability and plan for rehabilitation and restoration of these areas.
- Creating new or expanding existing recreation facilities to serve as hubs for trail riders.

During the trail concept design phase, trail management objectives took into account trail width, type of surface, alignment, and other trail management dimensions to satisfy relevant DNR trail standards. DNR trail standards are based on the U.S. Forest Service trail standards. Trail-related water crossings were given special consideration to minimize cost and environmental impacts. Road crossings were minimized to improve public safety on forested roads.

The concept designs are based on the recreation land suitability and recreation users' preference. The concept designs are a way to explain the facility layout and/or the general location of future trail systems to stakeholders and potential grant funding entities.

Before facilities and/or trail construction begins, the concept design will be refined depending on the findings of on-the-ground assessments. Funding availability will also need to be taken into consideration. A site-specific design and SEPA process will occur, as required, before construction begins.

State Environmental Policy Act (SEPA)

The purpose of the SEPA review process is to ensure that possible environmental impacts associated with the plan are identified and considered prior to plan approval.

The Western Yacolt Burn Forest Recreation Plan is considered a “non-project action” under SEPA. Non-project SEPA actions include agency decisions associated with plans, policies, and some rules and procedures. DNR will conduct site-specific SEPA analyses, as required, for the recreation projects when the designs are drafted and proposed.

In general, all ORV trail and facility projects will require a site-specific SEPA analysis, and non-motorized site-specific SEPA analysis may be required, depending on the size of the facility or associated parking lot.

Appendix Section

Background and Supporting Information

APPENDIX A: DNR's Overall Mission and the Recreation Program's Vision

Across Washington, DNR-managed recreation areas provide more than 1,000 miles of trails, 143 recreation facilities, and a variety of landscapes that offer day trips and overnight visits (Figure A-1). In addition, DNR manages 12,000 miles of forest roads, many of which are open to the public and provide access for dispersed recreation activities, such as hunting, fishing, bird watching and recreation gathering.

Recreation planning at Western Yacolt Burn, as well as other DNR-managed areas, is consistent with DNR's mission, the Recreation Program's vision, and the agency's overall goals for managing recreation.

DNR's Mission

In partnership with citizens and governments, the Washington State DNR provides innovative leadership and expertise to ensure environmental protection, public safety, perpetual funding for schools and communities, and a rich quality of life.

In addition, as steward of the public's resources, DNR follows these **guiding principles**:

- Manage the state's resources sustainably.
- Make decisions based on sound science.
- Make decisions in the public interest and with the public's knowledge.

DNR Recreation Program Vision

DNR recognizes the diverse interests and values of the recreating public and the importance of connecting people with Washington's landscapes. DNR's vision statement for recreation and public access is to:

Manage public and trust lands in a manner that provides quality, safe recreational experiences that are sustainable and consistent with DNR's environmental, financial and social responsibilities.

DNR's Management Goals for Recreation

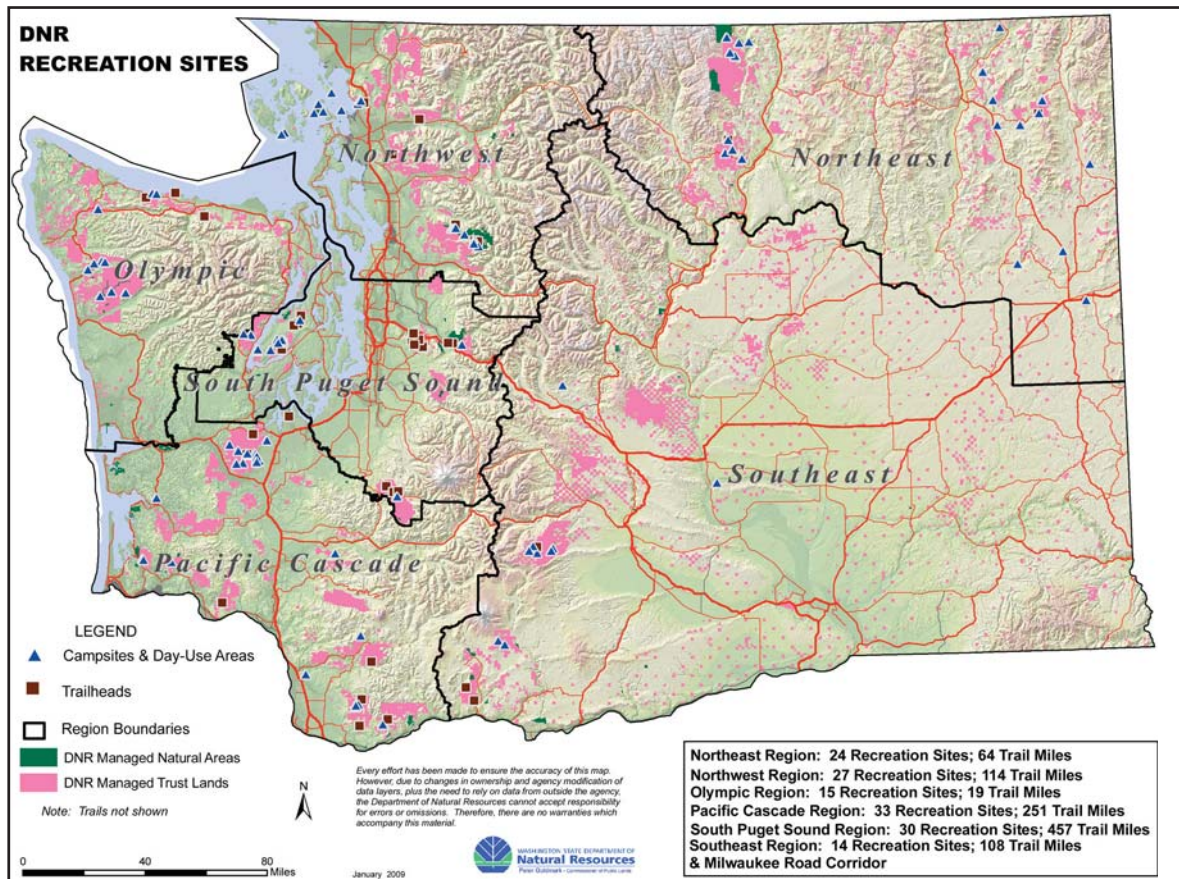
Goal 1: Ensure recreation is consistent with trust obligations.

Goal 2: Ensure the safety of the public, DNR employees, and volunteers.

Goal 3: Ensure recreation is consistent with resource protection.

Goal 4: Provide quality recreation experiences that can be sustained over time.

Figure A-1. Recreation sites on DNR-managed land.



DNR's unique recreation niche

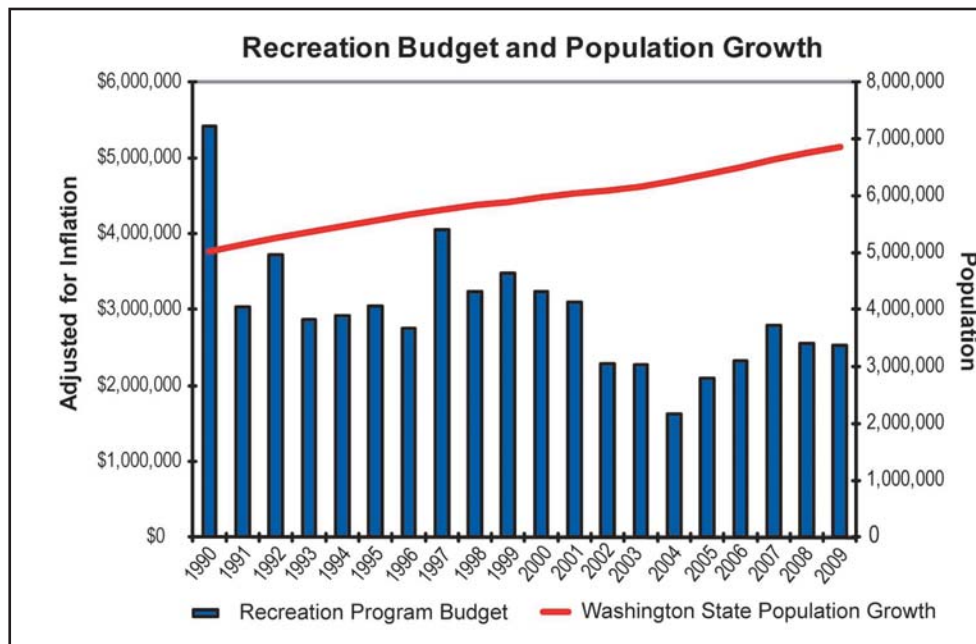
DNR's recreation facilities complement those offered by other agencies in the state by filling a niche that many other recreation providers do not provide. Other agencies may require fees for using their facilities. In contrast, DNR's recreation facilities are defined as primitive and typically are available on a first-come, first-served, no-fee basis. In providing primitive facilities, DNR offers recreation users a natural experience with limited amenities—typically, no electrical services, sewage dumps, flush toilets, or showers are available. Some DNR facilities provide access to drinking or stock-use water.

Other agencies that provide recreation in Washington State include: U.S. Forest Service (USFS); the National Park Service; and state agencies, such as the Washington Department of Fish and Wildlife (WDFW) and Washington State Parks. In addition, some utility districts, cities and counties also provide recreation opportunities to the public.

Increased recreation use; decreased funding over time

As is the case with other state programs and agencies, DNR's recreation program has experienced budget cuts during the past two decades. The result is reduced staff levels, reduced level of service at some facilities, and fewer capital improvement projects. At the same time, the number of visitors to DNR-managed trust lands continues to increase throughout the state. DNR's recreation budget simply has not kept pace with the demand for recreation opportunities. (Figure A-2)

Figure A-2. Rate of population growth in Washington compared to funding for DNR's recreation program.



Funding for recreation

DNR receives its recreation funding from several different sources:

- A large portion comes from the ORV and Non-Highway Vehicle Account (O1B). This is revenue collected from the state motor vehicle fund.
- A small portion of the budget comes from the state's General Fund, which are general tax dollars appropriated to DNR by the state legislature to manage recreation.
- Grants offered by organizations such as the Recreation and Conservation Office (RCO).
- A small portion, with limited application, comes from DNR's management funds.
- Volunteer hours serve as an important labor source that can be used to provide matching, in-kind dollars for grants.

The recreation program must compete for grant funding on a project-by-project basis with other state, county and federal agencies, and other organizations. DNR applies for many grants each year to help fund recreation maintenance, improvements, education, and enforcement efforts. DNR's Recreation Program has historically relied on grants for almost half of the funding necessary for routine maintenance of existing recreation sites and trails. NOVA grant funding is not available this biennium.

An additional management challenge comes from rapidly evolving recreation technology. The majority of DNR facilities and trails were constructed in the 1970s and designed for traditional uses such as camping, horseback riding, hiking and motorcycle use. Since then, recreational equipment has evolved and improved. For example, horse trailers have become larger, four-wheel-drive vehicles provide accessibility to areas that are further afield, and recreation vehicles (RVs) and large trailers account for much of the camping use that occurs. New types of recreation use have emerged as well. For example, quads (ATVs) did not exist in the 1970s, but now are a prevalent form of recreation on DNR-managed lands.

APPENDIX B: Legal Rules, Policies, and Plans

DNR is required to comply with local, state, and federal law. Key components of the legal and policy framework that apply to recreation on DNR-managed trust lands include:

- **Chapter 332-52 WAC** approved in 2009 by the Board of Natural Resources, these updated rules provide behavior standards and recreation rules. (www.acesss.wa.gov)
- **The Multiple Use Act** (Chapter 79.10.100 RCW). This 1971 legislation directs DNR to allow recreational use on trust uplands. Recreational use must be consistent with applicable trust provisions. (apps.leg.wa.gov/rcw/default.aspx?cite=79.10.100)
- **The Policy for Sustainable Forests (PSF)**. Adopted in June 2006, this policy document directs DNR to conserve and enhance natural systems and resources on forested state trust lands. The PSF includes specific policies that apply to recreation and public access. (www.dnr.wa.gov/ResearchScience/Topics/StateTrustLandsForestManagement/Pages/policy_for_sustainable_forests.aspx)
- **DNR Trust Lands Habitat Conservation Plan (HCP)**. Adopted in 1997, this long-term land management plan, authorized under Section 10 of the Endangered Species Act (ESA), is intended to protect threatened and endangered species. The HCP allows timber harvesting and other management activities, including recreation, to continue while providing for species conservation. (www.dnr.wa.gov/ResearchScience/Topics/TrustLandsHCP/Pages/trust_land_hcp.aspx)
- **Recreation Program—Pacific Cascade Region Inventory and Assessment (RIA)**. Adopted by DNR in 2004, the RIA provides an inventory and assessment of public use and recreation on DNR-managed trust lands in Pacific Cascade Region. The RIA identifies existing public use conditions and provides context for the issues affecting the region’s recreation program.
- **Past Planning Efforts —Recreation Planning** on DNR-managed lands in Pacific Cascade Region includes the *Capitol Forest State Forest Access and Recreation Plan*, January 2001; and *Yacolt Burn State Forest Trail Inventory – Project Summary*, April 1999 Study.

Appendix C: Pacific Cascade Region Context and Description

The Yacolt Burn State Forest is located in the Pacific Cascade Region, which is projected to account for nearly 50 percent of the DNR's timber harvest over the next 10 years. The region manages more than 550,000 acres of DNR-managed trust lands, regulates forest practices on nearly 3 million acres of state and private forestland, and provides fire protection services on an estimated 3.4 million acres of state and private forestland. The region also manages approximately 30,000 acres of conservation land. (Figure 1, page 1)

The Pacific Cascade Region encompasses Thurston, Pacific, Grays Harbor, Pacific, Wahkiakum, Cowlitz, Clark and Skamania counties. The region's headquarters is located in Castle Rock.

The major population centers in the region are the cities of Vancouver, Camas/Washougal, Longview/Kelso, Chehalis/Centralia, Portland, and Olympia/Lacey/Tumwater. The principal interstate highway access routes are I-5, I-205, I-84 (Oregon), and State Route 14. DNR lands in the region have historically attracted campers, hunters, equestrians, off-road vehicle riders, mountain bike trail riders, and the recreating public in general. Levels of use have increased over time and are expected to continue to rise.

DNR's Pacific Cascade Region manages recreation in various types of areas—urban, rural, and remote areas. Popular recreation forest blocks in the region include: Capitol State Forest and the Yacolt Burn State Forest. Dispersed recreation such as hunting, fishing, gathering, target shooting and dispersed camping occur throughout the region.

Developed and designated recreation facilities in the Pacific Cascade Region include:

- 10 trailheads
- 15 campgrounds
- 107 miles motorized trails
- 162 miles of non-motorized trails

Note: The Bonneville Power Administration (BPA) is proposing a 200-foot wide power line running north to south in the Western Yacolt Burn Forest. This power line corridor has the potential to affect future recreation activities. DNR intends to work closely with BPA to eliminate or minimize any future impacts to recreation.

Appendix D: Western Yacolt Burn Surrounding Area

The area surrounding the Western Yacolt Burn includes Gifford Pinchot National Forest, neighboring residences, Camas Watershed, Clark County parks, and private in-holdings. (Figure 2, page 3)

Gifford Pinchot National Forest

The Western Yacolt Burn provides opportunities for coordinated recreational activities with the U.S. Forest Service (USFS). Along the length of its western boundary is the Gifford Pinchot National Forest, which is managed by the U.S. Forest Service's (USFS) Vancouver office. The Gifford Pinchot National Forest estimates a 40 percent increase in recreation demand and use in the forest compared to a decade ago. No objective data exists related to recreation use originating from Forest Service land and travelling onto the Western Yacolt Burn. However, input from recreation users suggests that the levels of recreational use in the Tarbell area are influenced by proximity to Silver Star Trail.

The Gifford Pinchot National Forest provides trails for both non-motorized and motorized trail riders. Silver Star, a non-motorized trail can be accessed from the Western Yacolt Burn. The nearest USFS jeep trail is north of the planning area, near Packwood.

Clark County

The proximity of Vancouver-Clark Parks and Recreation property to the Western Yacolt Burn also presents an opportunity for coordinated planning, especially in regard to non-motorized recreation use. Clark County parks, such as Lucia Falls and Moulton Falls Regional Parks, are adjacent to the Western Yacolt Burn's northern boundary.

Lucia Falls Park is the gateway for many who enter DNR lands. Located five miles northeast of Battle Ground, Lucia Falls is the beginning of a 2.5-mile, barrier-free trail through Hantwick Road Trailhead and to Moulton Falls Regional Park. Moulton Falls is a popular county park, providing visitors with significant cultural and natural features including a historic Native American gathering area, volcanic rock formations from early lava flows, waterfalls, and an arched bridge over the East Fork of the Lewis River and Big Tree Creek.

County maps direct the public onto DNR's non-motorized Bell Mountain Trail. Bells Mountain Trail (7.5 miles) begins about two-tenths of a mile from Moulton Falls Park. The trail goes through fir and alder forests with views of Mount St. Helens and Mount Adams.

Neighboring Residential Use

On the northwest and south sides of the Western Yacolt Burn, many backyard trails from residential areas provide easy access to the forest. Private land managers, such as Longview Timber LLC and Weyerhaeuser, do not allow motorized trails on their land. This results in more recreational pressure on DNR-managed trust lands.

Private In-holdings

Contained within the Western Yacolt Burn boundaries are three private in-holdings (Longview Timber LLC and other private parties). Forest road easements through these private in-holdings allow for multiple uses, including recreation access and forest management activities.

Tillamook State Forest

Tillamook State Forest, part of the northern coast range of Oregon is an important destination for 4x4 and other ORV trail riders in the surrounding regional area. Tillamook Forest, managed by the Oregon Department of Forestry, offers rugged trails in a remote forest setting. Located an hour and a half drive from Vancouver, Tillamook offers off-road motorized trail riders overnight camping and a variety of trails including 4x4, ATV and motorcycle. The U.S. Forest Service provides a Jeep trail system near Packwood, Washington.

Appendix E: Project Overview

Project Description

This project concentrates on outlining a designated trail system that directs motorized use to the south of the forest and non-motorized trails to the north.

DNR's Pacific Cascade Region developed the *Western Yacolt Burn Forest Recreation Plan* in conjunction with DNR's Recreation Program based in Olympia. In 2007, DNR received two grants from the Non-highway and Off-road Vehicles Activities (NOVA) program to develop a 10-year recreation plan in the area for non-motorized and motorized recreation. NOVA grants are administered by Washington's Recreation and Conservation Office (RCO). The purpose of the planning effort is to:

- Evaluate current recreation use patterns throughout the planning area.
- Provide direction for a desired future as it relates to the trail system and facilities.
- Guide the wise use of limited resources in order to capitalize on existing resources and leverage those funds to receive additional funding.

This plan outlines the priority areas for facilities and trail development over the next 10 years. This project concentrates on outlining:

- Day use and overnight facility development in concept. Further analysis will be required to determine the site-specific detail and location.
- Designated trail systems that direct motorized use to the south of the forest and non-motorized trails to the north.
- Undesignated trails in each priority area are scheduled to be decommissioned before advancing to the next area.

During the planning process, DNR convened a recreation planning committee (Part IV: Planning Process, "Public Involvement" section). DNR worked with this group of local citizens to develop management recommendations and a 10-year implementation schedule of future projects.

Planning Area Description

The planning area is commonly known as the Larch Block of the Yacolt Burn State Forest. For the purposes of this planning process, this area has been referred to as the Western Yacolt Burn Forest, given it is the western-most block of trust land in the area. The planning area is located in Clark County and is east of the Interstate 5 corridor.

Planning Area Context

An estimated two million people live within a 45-minute drive of Western Yacolt Burn. The population throughout the service area is increasing rapidly. Expanding urban and suburban areas have moved closer to DNR-managed lands, making them more accessible to larger numbers of people.

While recreational use is not entirely correlated to population increase, population will influence future use as more people seek outdoor recreation opportunities. As residential development continues to expand in southwestern Washington in the vicinity of the Portland-Vancouver metropolitan area, the number of people living in proximity to Western Yacolt Burn will increase. Based on various census data, by 2030, the population in this service area is expected to increase by 43 percent. Clark County's population is projected to increase by 68 percent. (Figure 3, page 4)

The Western Yacolt Burn comprises forestlands that are close to urban areas. The majority of visitors to the planning area are Washington residents from Clark, Skamania and Cowlitz counties, as well as Multnomah, Washington and Clackamas counties in Oregon.

DNR's recreation user survey showed Vancouver, Camas and Washougal residents frequently visit the forest. Based on the forest's proximity to Oregon, Western Yacolt Burn also receives considerable use from residents of the Portland, Oregon metropolitan area. The pressures from population growth from Vancouver and the greater Portland area are projected to increase recreation use in the forest.

Undesignated Trails

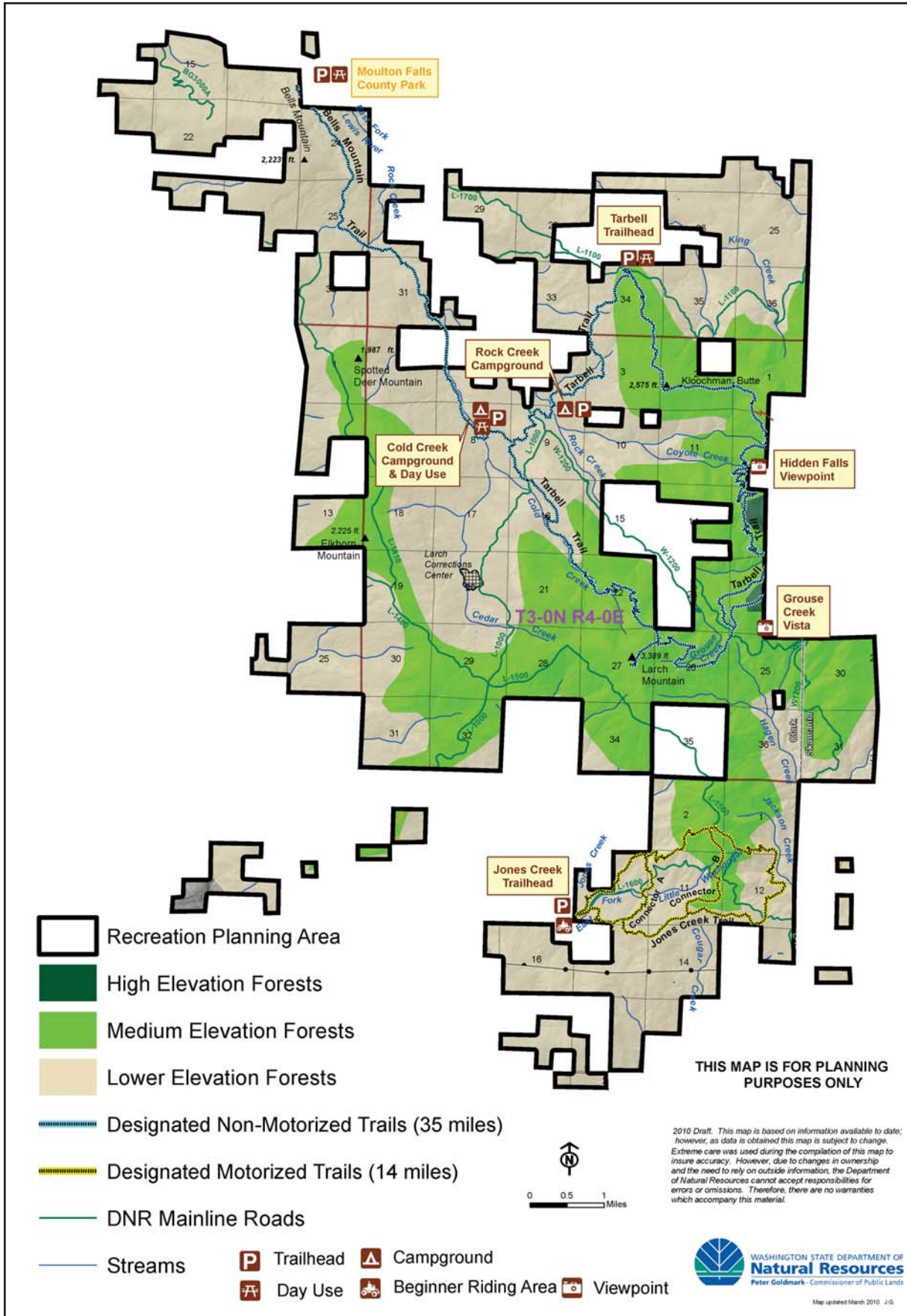
The Western Yacolt Burn has an estimated 170 miles of undesignated trails—motorized and non-motorized—throughout the forest. Many of these trails are located in areas that are unsuitable for recreation activities and could cause harm to the environment, resources, and trust assets. In addition, portions of these trails are potentially unsafe and could cause liability issues for DNR.

These undesignated trails were a key impetus for developing the trail systems in this plan. An outcome of this plan is for both trail systems to receive additional authorized trail miles.

Western Yacolt Burn Landscape Features

Elevations in the planning area range from 600 feet to 3,496 feet at the top of Larch Mountain. Major streams within the south part of the planning area flow south to the Washougal River, and the streams in the north part flow to the Lewis River. There are no lakes within or adjacent to the planning area. (Figure E-1)

Figure E-1. Landscape features of the Western Yacolt Burn Forest.



Much of the planning area was burned over in the 1902 forest fire, known as the “Yacolt Burn.” Different parts of the planning area burned repeatedly during successive fires that occurred up until the 1950s. These repeated forest fires have resulted in a generally even-aged forest dominated by Douglas fir. Today much of the forest is mature second-growth forest. It is expected that a high level of timber management activities will continue to take place for the duration of time covered by this recreation plan.

The Western Yacolt Burn provides habitat for a diversity of mammal, bird, amphibian, and fish species associated with the forests of the Cascade foothills. Primary habitat associations for these species include stream and wetland riparian areas, forested uplands, snags, early and late succession forests, talus slopes, and balds. The planning area is covered by DNR’s 1997 Habitat Conservation Plan (HCP) and the Forest Practices HCP.

The eastern portion of the planning area has a significant cultural history associated with heavy use of the nearby Silver Star Mountain and ridges by Native Americans. DNR management and recreation activities will continue to follow relevant guidelines to protect cultural resources, including Governor’s Executive Order 05-05, which requires consultation with tribal entities and the Washington Department of Archeology and Historic Preservation.

Appendix F: Recreation

Opportunities in Western Yacolt Burn

DNR estimates that more than 50,000 visitors come to Western Yacolt Burn Forest area each year. Much of the use within the Western Yacolt Burn occurs during the summer, especially on weekends. (Data on visitor numbers are based on informal surveys of users; information provided by campground hosts; and estimates from user groups, DNR staff, and volunteers.)

The Tarbell non-motorized trail system is open to public use year-round. The motorized trail system, Jones Creek, is closed seasonally from December 1 to April 30. (Figure F-1)

The following is an overview of the main types of recreation currently occurring in Western Yacolt Burn. An inventory of existing facilities is in Appendix G.

Overnight Use

Western Yacolt Burn has two developed campgrounds: Cold Creek and Rock Creek. Both receive high levels of use and are projected to reach capacity during most summer weekends, assuming use trends are consistent with past recreational use patterns. Currently, both campgrounds have a volunteer host to provide an ongoing presence and assist in the facility management. DNR also allows dispersed camping throughout the Western Yacolt Burn. Dispersed camping is especially popular during hunting season.

Trailheads/Day Use Areas

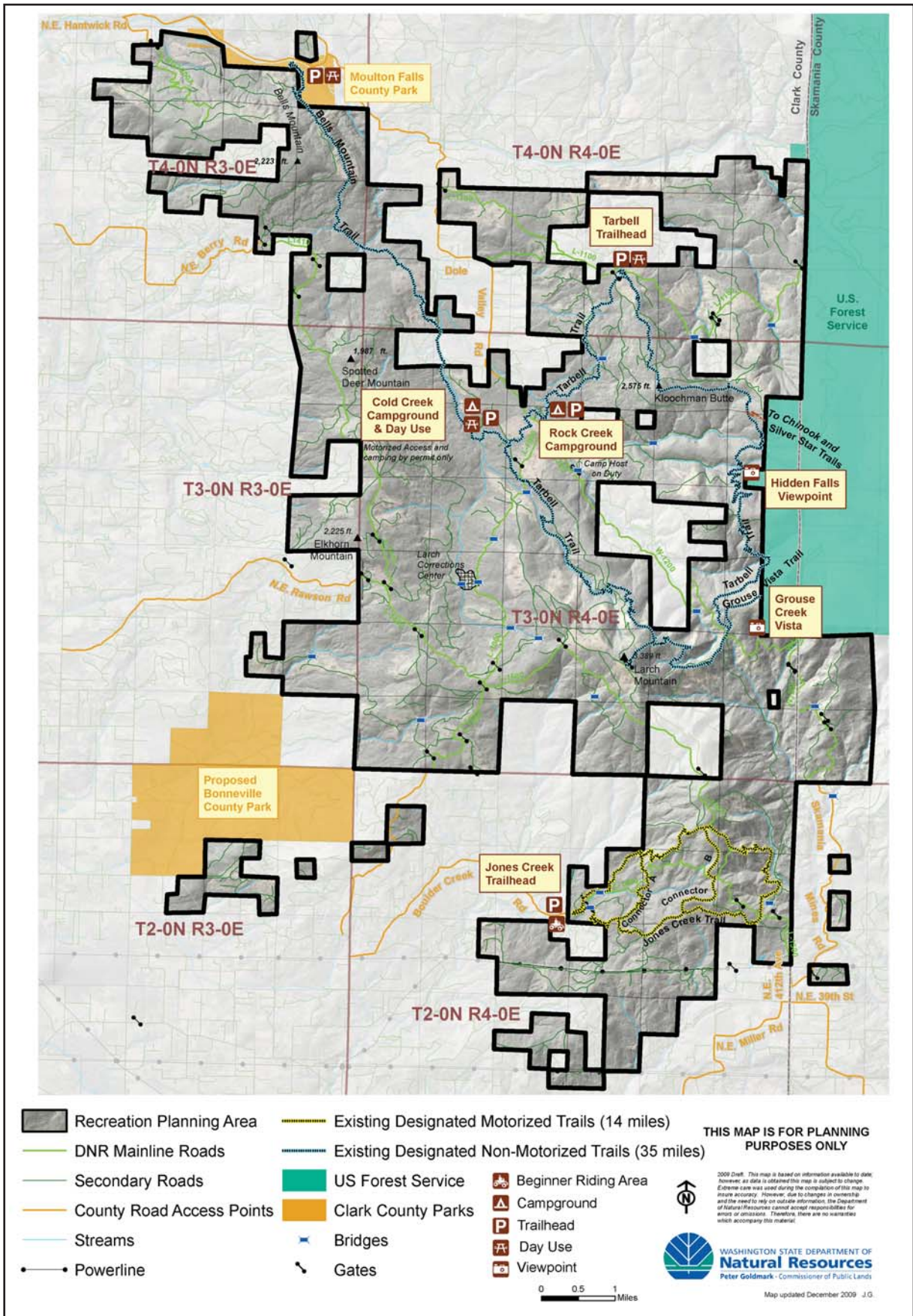
Western Yacolt Burn has three developed trailheads and one day-use area:

- Tarbell Trailhead (non-motorized)
- Cold Creek Day Use Area (non-motorized)
- Jones Creek Trailhead (motorized)

Tarbell Trailhead is located to the north of the forest. Parts of this trail have been in existence for more than 100 years and continue to be a popular destination trail system for non-motorized trail riders. Originally, the Tarbell Trailhead was used exclusively by equestrians and hikers. Today, mountain bikers and other non-motorized recreationists also frequent the trailhead.

Cold Creek Day Use Area is in the interior of the forest, off the mainline road L-1000 on the L-1300 road. A permanent host resides at the nearby Cold Creek Campground. Some non-motorized trail riders park or stage out of Cold Creek Day Use Area to access the Tarbell and Bells Mountain trails.

Figure F-1. Existing recreation in Western Yacolt Burn Forest.



Jones Creek Trailhead is located in the southern portion on the forest, off of L-1600, linking to the designated motorized trail system. The Jones Creek Trail Riders Association (JCTRA), a local organized user-group, has adopted the maintenance of the Jones Creek ORV Trailhead and Trail. The Jones Creek Trail has been in existence for more than 20 years, and JCTRA has invested financial and in-kind donations (e.g., equipment use, volunteer time, etc.).

Trail riders of the Jones Creek Trail report high levels of use, particularly on summer weekends. During the annual organized event called the Poker Run, as well as on many summer weekends, Jones Creek Trailhead is often well beyond its parking capacity. During periods of high use, vehicles are parked along the road and at the intersection of Baz Road and L-1600.

Motorized Trail Use

Jones Creek Trail is the designated ORV trail in the Western Yacolt Burn, consisting of 14 miles of double-track motorcycle and all-terrain vehicle trail. DNR estimates that current use of this trail exceeds 15,000 visitors per year, including one permitted event (the annual Poker Run) that attracts up to 300 people each year.

Non-motorized Trail Use

Two non-motorized trails in the Western Yacolt Burn are used primarily for hiking, mountain biking, and horseback riding—Bells Mountain (or Chinook Trail) and Tarbell trails. Both receive high levels of use. Approximately two-thirds of use on the Tarbell Trail is presumed to be hiking or mountain biking, while the remaining one-third is estimated to be equestrian-related.

Organized Events

DNR allows groups and general recreation users to apply for a recreation permit to hold an organized activity within the forest. Applicants must meet specific requirements, and not all activities may be appropriate in the Western Yacolt Burn. The majority of the permitted events that do occur within the forest use the forests' trail systems.

Organized events range from 25 to 350 participants. In the past five years, DNR has issued permits for approximately three events per year. Together, these events can draw as many as 450 participants each year. Most of the recreation groups sponsoring these events are involved in DNR volunteer work parties. The recreation groups sponsoring the event must apply for a recreation permit and provide proof of insurance. In 2009 the following events occurred:

- Rock and Roll Poker Run—250 motorized participants
- Competitive Mounted Orienteering—35 equestrian participants
- Search and Rescue Training Event—45 participants

Dispersed Recreation Uses

Dispersed recreational activities occur throughout the Western Yacolt Burn. These types of activities are often conducted by individuals or small groups and are usually done outside the constructed recreation facilities and trails. Some of these activities, such as hunting, have occurred for several decades within the forest. Dispersed recreational activities include, but are not limited to:

Hunting

Washington Department of Fish and Wildlife (WDFW) regulates hunting on DNR managed-land, issues hunting permits, and provides hunter safety instruction. Currently, the various hunting seasons are:

- Bear hunting from August to November
- Deer and elk hunting from September to December
- Elk rifle season in the first half of November
- Grouse hunting from September to December

Fishing

Fishing opportunities extend up the Hagen Creek, Cedar and Rock Creek tributaries and off of the Bells Mountain Trail, on the east fork of the Lewis River. Trout fishing begins on the first Saturday in June through the end of October.

Target Shooting

Target shooting is the use of a firearm or bow and arrow on targets and the sighting in of rifles or other firearms on DNR-managed lands. DNR regulates and enforces target shooting on agency-managed lands. Target shooting has taken place at different locations within the boundaries of the Western Yacolt Burn for decades.

DNR's recreation rules (WAC 332-52-145) outline responsible target shooting as a recognized activity within the boundaries of the forest so long as target shooting is managed to coexist with forest management activities, other established recreation uses, and neighbors.

Since the late 1990s, the Western Yacolt Burn has become more widely used by individuals for recreation and leisure. During that same time period, neighborhoods and homes were built adjacent to the forest's boundaries. This surge of residential building and neighbors living closer to the forest has increased the need for target shooters to be more cautious, and has made target shooting an activity that demands closer management and direction by DNR.

Managing target shooting is a complex issue. Dispersed target shooting takes place throughout the forest and carries with it many management challenges including: shooting without a proper backstop,

shooting near or toward neighbors or recreational sites, across trails and roads, and the debris from discarded items used as targets.

Over the years, target shooting has become concentrated in gravel pits around the forest and along forest management roads. In the planning area, people mainly target shoot at Arrowhead and Jackson Pass pits. Target shooting also occurs along mainline roads that are not included in or are outside of the no-shooting corridor. This type of concentrated use brings about several management issues, such as the safety of others using the area, increased noise levels or excessive noise during morning and evening hours, and the accumulation of garbage.

Recreational berry and mushroom gathering

Recreational berry gathering for blackberries and huckleberries usually occurs in the late summer and early fall. Chanterelle mushrooms are gathered during the fall.

Firewood cutting

Firewood cutting is allowed throughout the forest by permit only. People are directed to cut firewood in areas that have been recently harvested. Firewood cutting requires a permit from the Pacific Cascade Region office in Castle Rock.

Other Recreational Uses

Other recreational uses in the Western Yacolt include paintball, geocaching, picnicking, sightseeing, and wildlife viewing. Much of this use occurs at designated recreation sites and trails, along forest roads, and/or in undesignated/dispersed use areas. It is unknown how much use may currently be attributed to these types of activities.

Undesignated ORV trail use

Forest roads and undesignated ORV trails also receive high levels of use. These undesignated trails are unauthorized; most are old road grades. There are approximately 170 miles of undesignated trail throughout the planning area. Many of these trails have received decades of recreation use.

APPENDIX G: Inventory of Existing Facilities

Table G-1. Inventory of existing facilities in Western Yacolt Burn Forest.

| FACILITIES | Details | Allowed Uses |
|---|---|--|
| Cold Creek Campground 9.54 acres Lease #59-071918 Expires 2050 | <ul style="list-style-type: none"> • 9 campsites • 1 host site • toilets | General Camping, including a group site |
| Cold Creek Day Use Area 8.2 acres Lease #59-071918 Expires 2050 | <ul style="list-style-type: none"> • 6 picnic units • shelter • toilets • water | Day-use picnicking |
| Jones Creek Trailhead 19.29 acres Lease #59-059592 Expires 2021 | <ul style="list-style-type: none"> • picnic site • toilet | Day use trail riding: ATV, Motorcycling, mountain biking, and hiking |
| Rock Creek Campground 23.09 acres Lease #59-059944 Expire 2021 | <ul style="list-style-type: none"> • 19 campsites • host site • shelter • horse ramp • toilets • water for pack stock | General camping, horse camping |
| Tarbell Trailhead 9.97 acres Lease #59-058235 Expires 2020 | <ul style="list-style-type: none"> • 4 picnic sites • toilets • water for pack stock | Day-use parking |
| TRAILS | Details | Allowed Uses |
| Jones Creek ORV Trail | 14 miles | Motorcycling, ATVs with 36-inch or smaller wheel base, mountain biking, and hiking |
| Tarbell Trail System (Including the 7.2-mile Bells Mountain Trail) | 35 miles | Horseback riding, mountain biking, and hiking |

Appendix H: Recreation Suitability Analysis

The suitability analysis resulted in the four composite maps on the following pages, which were used to help guide the recreation planning process. The maps identify areas that have been ranked as having low or moderate suitability for locating recreation facilities, motorized trails, non-motorized trails, and/or hiking trails. (Figures H-1 through H-4)

Figure H-1. Recreation land suitability—Facilities.

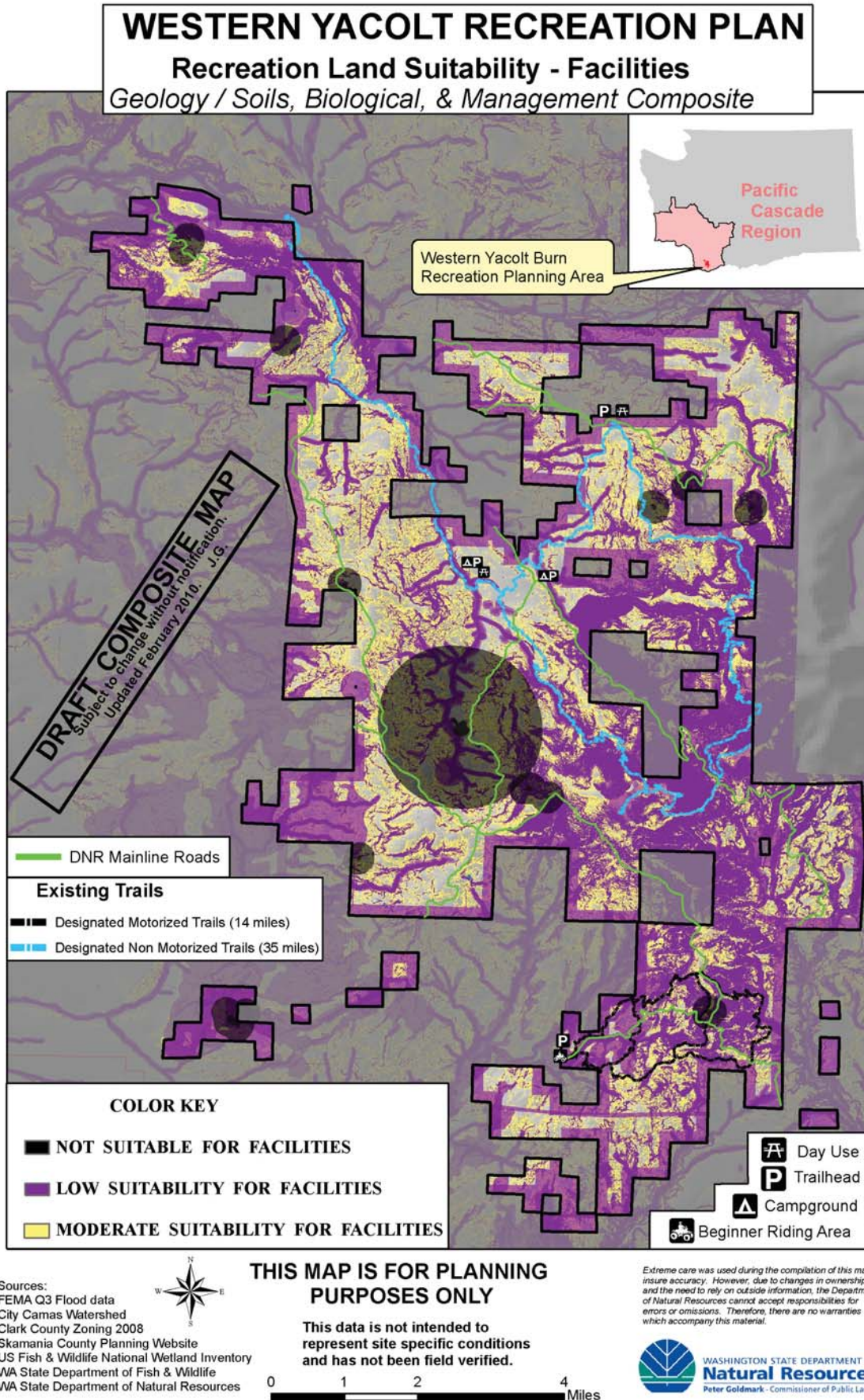


Figure H-3. Recreation land suitability—Motorized trails.

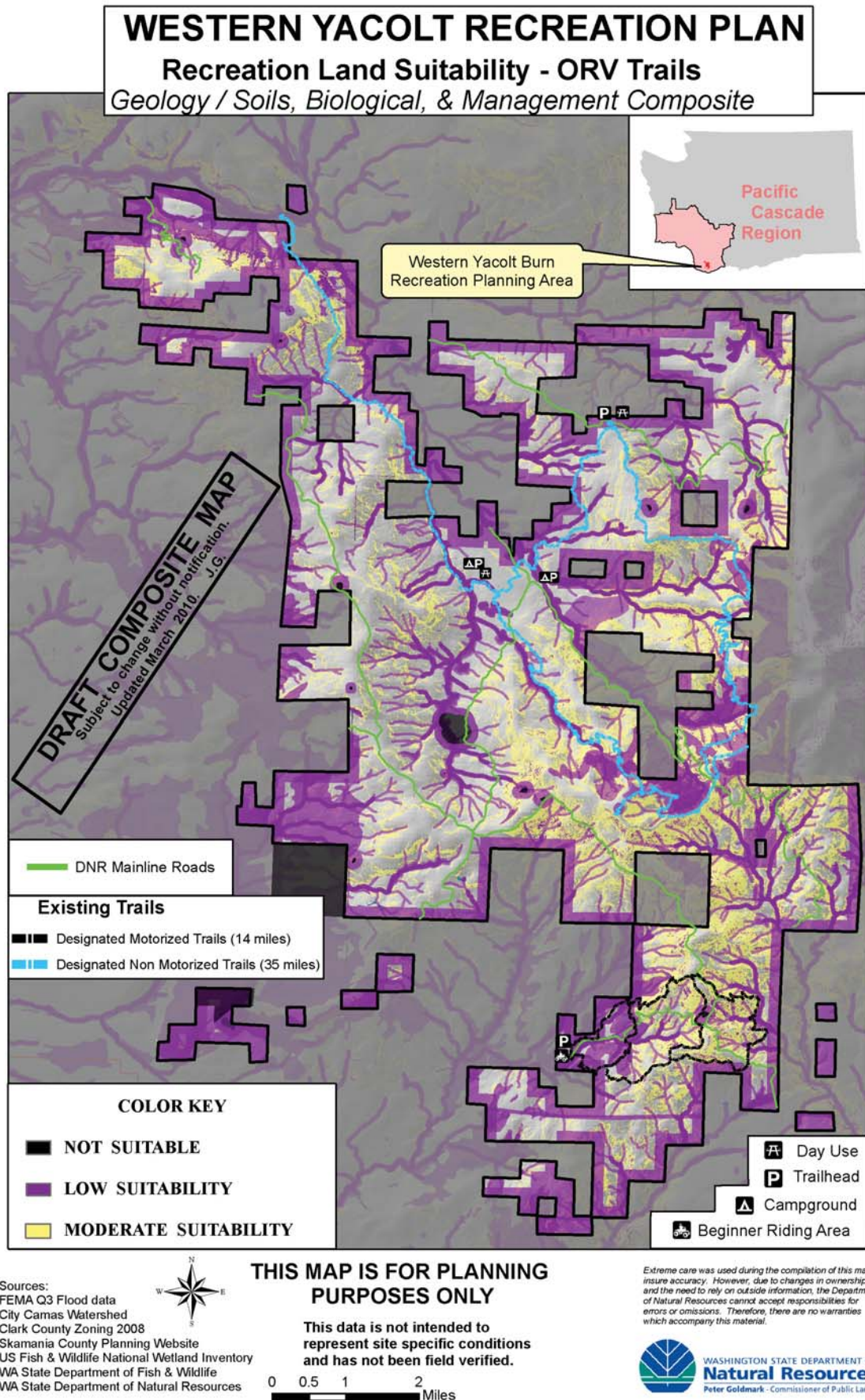
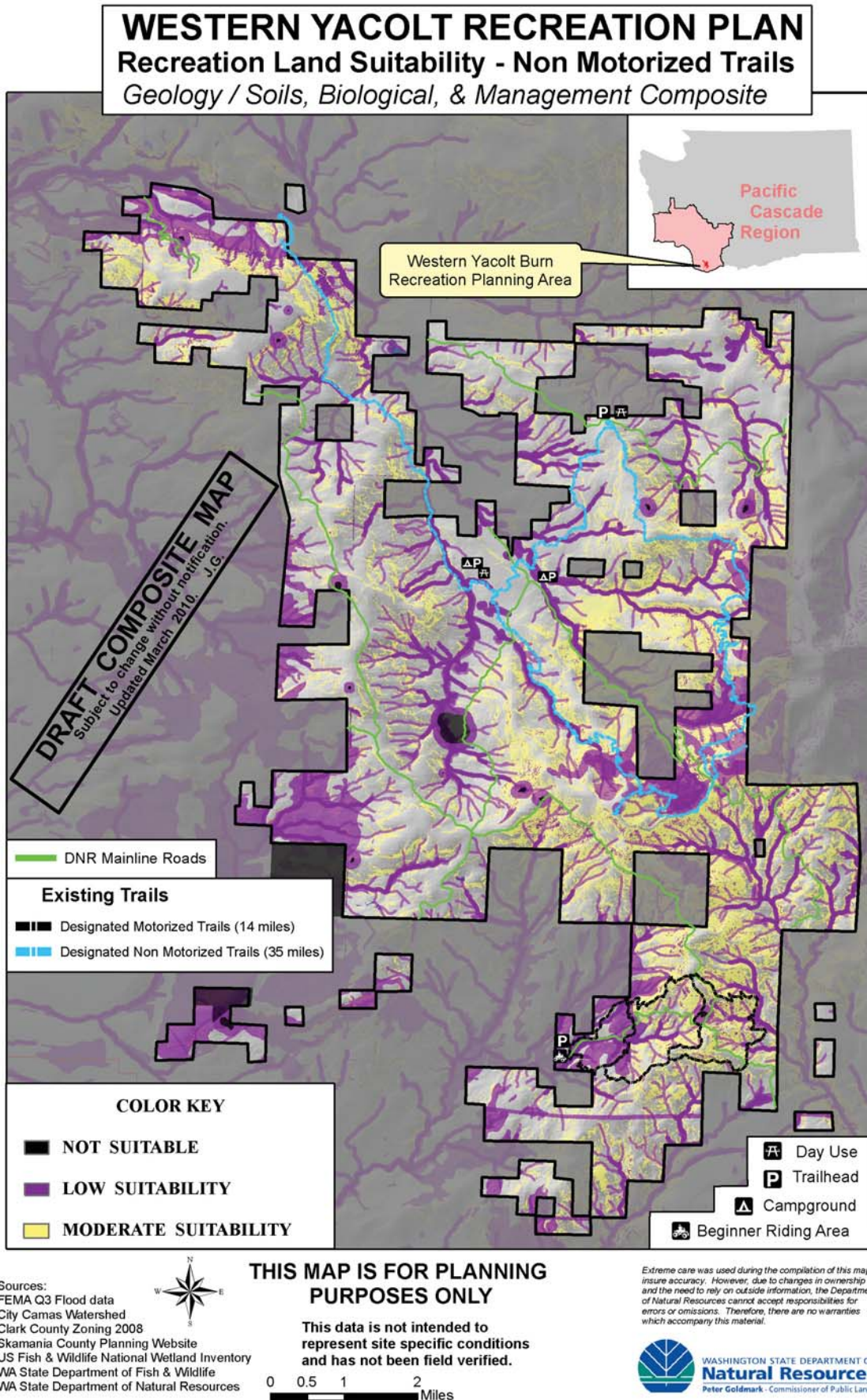


Figure H-4. Recreation land suitability—Non-motorized trails.

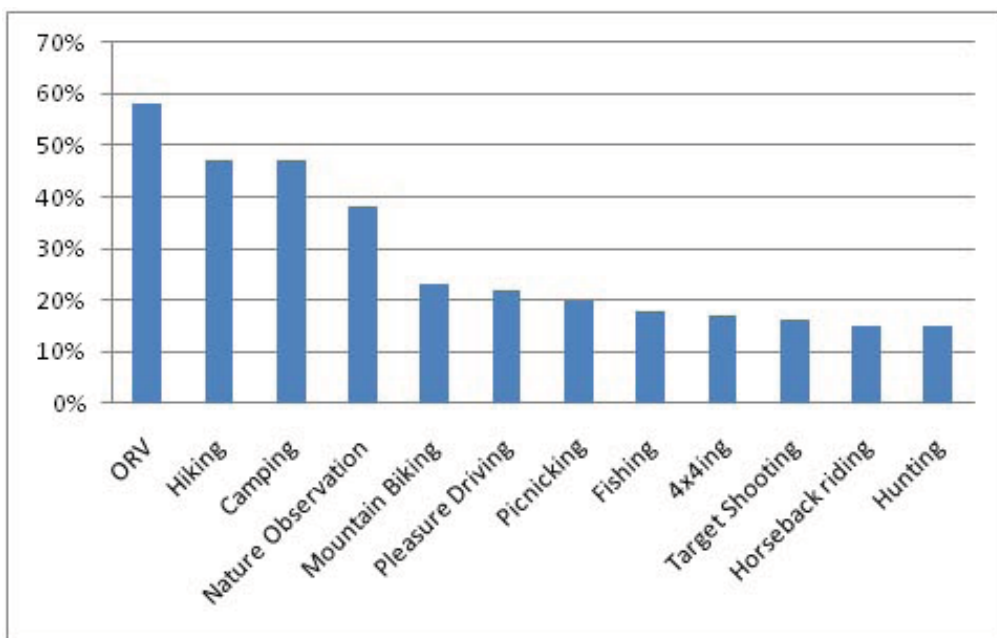


Appendix I: Summary of 2008 Recreation Survey

During the planning process, DNR conducted a survey of recreation users who visit Western Yacolt Burn to gather additional information. Results from the Western Yacolt Burn Forest recreation survey indicated that many individual users participate in multiple recreation uses.

While valuable information was gathered during this survey, it is important to note that the survey was not randomly sampled and is not scientifically representative of a larger population.

Figure I-1. Popular recreation uses in Western Yacolt Burn Forest. (Source: 2008 online survey by DNR's Recreation Program)



Frequency of use:

- 58 percent of all respondents use the Western Yacolt Burn 1 to 4 times a month.
- 37 percent frequent the forest 6 to 12 times a year.

Time of visit:

- Weekends are the most popular time to visit the forest, although 39 percent of respondents also use the forest during the week.
- More than 80 percent of respondents use the forest in the spring, summer and fall—33 percent use the forest in the winter.

Length of visit:

- Day use area visits are most popular with 83 percent of respondents.
- 17 percent of respondents typically stay and camp in the forest for two or more days.

Average drive time to reach the forest:

- 66 percent traveled less than an hour.
- 34 percent travel one or more hours.

Types of recreation needed in the forest:

- Trail miles (53 percent)
- Trail difficulty is varied (50 percent)
- Trail maintenance (38 percent)
- Day-use parking (34 percent)
- Trail signs (30 percent)

Greatest concerns in Western Yacolt Burn:

- Garbage dumping (56 percent)
- Limited number of trail miles (51 percent)
- Environmental damage (41 percent)
- Conflicts between users (41 percent)
- Access to information: maps, posting, information boards (35 percent)

Willingness to pay a fee:

- 62 percent of respondents that they were willing to pay a fee to visit Western Yacolt Burn.

Appendix J: Western Yacolt Burn Volunteer Program

Volunteer Hours

DNR relies on the efforts of dedicated volunteers for a number of projects, including trail maintenance, facility upkeep, litter cleanup and more. In 2006, the number of volunteer hours on projects in the Yacolt Burn State Forest tripled from the previous year with 4,000 volunteer hours. Between 2007 and 2009, the number of volunteer hours more than doubled to 10,000 hours. This increase in volunteer hours demonstrates an established relationship base coupled with an ever-increasing investment of time, materials, and effort by user groups. This large increase in volunteer hours over the past years is indicative of increased volunteerism, recreational use, and/or increased interest from user groups in the forest.

Recreation user groups that volunteer significant time to help maintain and improve DNR facilities include:

- Chinook Trail Association
- Cold Creek Mountain Bikers
- Cougar Area Trail Seekers
- Jones Creek Trail Riders Association
- Mount St. Helens Chapter of the Back Country Horsemen of Washington
- Northwest Trail Alliance (formerly PUMP)
- Pistons Wild Motorsports
- Washington Trail Riders Association
- Washington Trails Association

Adopt-A-Trail

Recreation groups adopt sections of trail for maintenance work and light improvements through DNR's Adopt-A-Trail Program. Currently, two recreation user groups volunteer. Jones Creek Trail Riders have adopted the entire 14 miles of the Jones Creek Trail, and the Cold Creek Mountain Bikers have adopted approximately 10 miles of the Tarbell Trail.

Recreation groups that don't have an official "Adopt-a-Trail" agreement also participate in other organized volunteer projects, such as:

- Trail clearing.
- Trail maintenance events.
- Large cleanup projects in the spring and fall.
- Other large, collaborative group projects year-round.
- Campground maintenance events.

Campground Hosts

Campground hosts act as the “eyes and ears” of a DNR facility, provide visitors with information, and report inappropriate activities to DNR staff. Cold Creek and Rock Creek campgrounds both have campground hosts. Most DNR host sites provide electricity, phone service, septic tank and a holding tank for potable water. An exception to this is Cold Creek campground, which has no potable water or phone.

Appendix K: Guidelines for Motorized Trail Carrying Capacity

One way to evaluate and manage recreation to sustain resources and provide quality recreational experiences is to establish a “recreation carrying capacity.” For the Western Yacolt Burn, this essentially means determining the number of individuals a given trail system can support without detrimental effects.

DNR staff and the team worked with a specialist in off-road vehicle (ORV) planning to determine the carrying capacity for ORV trails and facilities in the Western Yacolt Burn Forest.

Based on the recommendations from the ORV consultant, the Western Yacolt Burn Recreation Plan assumes an average of eight trail riders per mile of ORV trail in the forest to determine trail carrying capacity.

The plan proposes a total of 72.5 miles of existing and new ORV trails. At 100 percent capacity, the system would support 580 ORV riders.

If parking is designed for an 80 percent capacity rate, and assuming 3 riders travel in a vehicle, then approximately 154 parking spaces ultimately are needed for this size of ORV trail system.

Table K-1. Existing and proposed facility capacities.

| | Existing Camping Sites | Proposed Camping Sites | Total Camping Sites | Existing Day Use Parking | Proposed Additional Day Use Parking | Total Day Use Parking |
|--------------------------------------|------------------------|------------------------|---------------------|--------------------------|-------------------------------------|-----------------------|
| Cold Creek Campground | 8 | 9 | 17 | n/a | n/a | 0 |
| Cold Creek Day Use Area | n/a | n/a | 0 | 6 | 0 | 6 |
| Four Corners Trailhead | n/a | n/a | 0 | n/a | 60 | 60 |
| Four Corners Campground | n/a | 25 | 25 | n/a | n/a | 0 |
| Jones Creek Trailhead | n/a | n/a | 0 | 30 | 0 | 30 |
| Rock Creek Campground & Day Use Area | 17 | 4 | 21 | 0 | 64 | 64 |
| Tarbell Trailhead | n/a | n/a | 0 | 6 | 0 | 6 |
| Totals | 25 | 38 | 63 | 42 | 124 | 166 |

Appendix L: Acronyms and Glossary of Terms

Acronyms

| | |
|-------------|--|
| ATV | All-terrain vehicle |
| DNR | Washington State Department of Natural Resources |
| GIS | Geographic Information System |
| HCP | Habitat Conservation Plan |
| RCO | Recreation and Conservation Office |
| NOVA | Non-highway and Off-Road Vehicle Activities |
| ORV | Off-road vehicle |
| RCW | Revised Code of Washington |
| RV | Recreational vehicle |
| SEPA | Statewide Environmental Policy Act |
| WAC | Washington Administrative Code |
| WCC | Washington Conservation Corps |
| WDFW | Washington Department of Fish and Wildlife |

Glossary of terms

For the purposes of this document, these words or phrases have the following meaning:

Campground—A developed area consisting of more than one campsite used for the purposes of camping.

Camping—Erecting a tent or shelter or arranging bedding, or both, or parking a vehicle for the purpose of recreation and remaining overnight on land.

Day-use facility—A developed recreation area where the public is permitted to occupy the site during the period of one-half hour before sunrise until one-half hour after sunset.

DNR-managed lands—Lands of the state of Washington that are administered by DNR, including but not limited to state lands, state forest lands, state-owned aquatic lands, natural area preserves, natural resources conservation areas, other city, county, state and federal lands under DNR management and DNR-managed roads.

DNR-managed roads or roads—In the context of DNR, this term refers to all roads designated as such and under DNR jurisdiction and all access roads across private lands through which the DNR has acquired the right of public use. This includes forest management roads.

Designated—Any facility, trail, or location that has been approved by DNR for public use.

Developed recreation facility or facility—Any designated site or location built or improved for recreation on DNR-managed land such as a trailhead, vista, parking area, boat launch, picnic area, campground, or water trail site.

Dispersed recreation—Recreation that occurs on DNR-managed lands outside of a developed recreation facility.

Habitat Conservation Plan (HCP)—Established in 1997, this HCP guides DNR’s management of approximately 1.8 million acres of forested state trust lands within the range of the northern spotted owl. The HCP is an agreement between NOAA Fisheries Service, U.S. Fish and Wildlife Service, and DNR.

Hiking trails—Recreation trails designated for hiking only.

Motorized trail—A recreation trail that is open to some or all of the following uses: four-wheel drive (4x4) vehicles, all-terrain vehicles (ATV), and/or motorcycles. These trails are often open to non-motorized uses as well.

Non-motorized trail—A recreation trail typically open to horseback riding, mountain biking, and hiking.

Organized event—Any planned activity on DNR-managed lands involving more than 25 people, unless otherwise posted; conducted at an agreed upon date and place, such as events advertised to the general public or as a nonprofit club or group event; and sponsored by any person. An organized event does not include informal small groups that use facilities and/or trails for their ordinary intended use.

Recreation and Conservation Office—A state agency that manages and provides grant funding for recreation through the Non-highway Off-road Vehicle Activities (NOVA) Program, Washington Wildlife Recreation Program (WWRP), and other grant programs. (Formerly the Interagency Committee for Outdoor Recreation)

Recreation Permit—A nontransferable, revocable written document issued by DNR. This document allows a person to engage in activities specifically authorized at such times and in such locations as identified in the document, such as a land use license.

Recreation Planning Committee—A citizen working group including representative from diverse recreation interests, neighboring and adjacent private landowners, and representatives from the environmental/conservation/preservation community. This group is formed with the specific goal of developing a recreation plan.

Resource damage—Any degradation or harm to components of the forest ecosystem, such as impacts to water and soils.

Recreation land suitability—An environmental and management assessment used to identify and map areas within the planning area that have long-term limiting factors that affect recreation planning.

Trailhead—A developed recreation facility that provides day-use access to DNR-managed trails, which often includes multiple parking spots.

Undesignated trail—A trail that has not been approved by DNR for public use.

Appendix M: Certificate of Adoption



WESTERN YACOLT BURN FOREST RECREATION PLAN

CERTIFICATE OF ADOPTION

The signature below certifies the adoption of this document by the Washington State Department of Natural Resources for the recreation management of Western Yacolt Burn Forest

A handwritten signature in blue ink that reads "Clay Sprague".

Clay Sprague, Deputy Supervisor Uplands

8/13/10

Date

