

June 5, 2011

Dale Snyder, Chair
Ken Stanton
Steve Jenkins
Douglas County Board of Commissioners
P.O. Box 747
Waterville, WA 98858-8537

Steve Lacy, Mayor
City of East Wenatchee
271 9th St NE
East Wenatchee, WA 98801

Dear Commissioners Snyder, Stanton, Jenkins and Mayor Lacy,

Our Shoreline's Future Vision Group respectfully submits the accompanying report to the Douglas County Commission and to the City Council of East Wenatchee.

This report represents the thoughtful conclusions and recommendations of a diverse group of citizens. We have met weekly since January of 2011 to study the issues facing the eastside of the Apple Capital Loop Trail until we reached what co-chair Mike Scott called the "nub of it." We have heard from a variety of experts and major stakeholders including the City, the County, Washington State Department of Transportation, Chelan County PUD, Project Groundwork, Bill Layman, and Chuck Zimmerman. We feel that we have a comprehensive understanding of the history, community issues and hopes, restrictions and encumbrances relating to the Loop Trail and the WSDOT corridor lands, and ask that the information in this report be seriously considered by the City, the County and WSDOT as the result of a diverse coalition with the interests of the entire community in mind.

We are submitting the accompanying report of recommendations to Douglas County Commissioners, the City Council of East Wenatchee, and all parties and agencies committed to the Apple Capital Loop Trail as a community treasure. We consider the work of the Vision Group to be completed with the submission of this report, but members of the group will be available to answer questions and advocate for the recommendations contained herein.

It is critical to keep the Loop Trail on the front burner of all involved parties and agencies. To this end, members of the Vision Group are interested in establishing a foundation as mentioned in the report. This could be accomplished by the fall of 2011. We believe such a foundation can bring private interests and public agencies to the table, pursue funding opportunities, and keep everyone informed on issues surrounding the Loop Trail. We will be presenting this report to the County Commission on June 13 and the City Council on June 14. We look forward to the opportunity to discuss this report with you.

Respectfully Yours,



Eliot Scull
Vision Group Co-Chair



Mike Scott
Vision Group Co-Chair

CC: Tim Larson, Chelan County PUD
Dan Sarles, Washington State Department of Transportation
Steve Currit, Chelan County PUD
Jeff Wilkins, Wenatchee Valley Transportation Council
Mark Kulaas, Douglas County Planning Dept.
Lori Barnett: East Wenatchee Planning Dept.

A Report to Douglas County, the City of East Wenatchee and all parties and agencies dealing with the Apple Capital Loop Trail and the WSDOT transportation corridor as a community treasure.

The Nub of the Vision

Land Use

1. Immediately establish permanent public ownership of the fifty-foot existing Loop Trail transportation corridor. It has been brought to our attention that an inter-agency transfer may accomplish this objective.
2. Preserve lands to the west of the existing Loop Trail transportation corridor as a native or urban conservancy consistent with shoreline regulations and Chelan County PUD project boundary guidelines.
3. Provide public access to the Loop Trail transportation corridor and shoreline without at-grade vehicular crossings.
4. Add an expanded right-of-way east of the existing Loop Trail transportation corridor for long-term transportation potential within the next five years or as soon as feasible.

Development

1. After establishing permanent public ownership, adopt a resolution to support the WSDOT surplus process and possible future development of 25 to 40 acres of land to the north of the City boundary and to the east of the expanded Loop Trail transportation corridor.
2. Adopt land use designations that promote tourist/commercial development to the east of the corridor at the foot of 19th Street.

Stewardship and Management

1. Encourage private citizens to form a trails foundation to raise funds for acquisition and stewardship of WSDOT surplus parcels of the Loop Trail transportation corridor that should remain native or as urban conservancy.
2. Form a Regional/Metropolitan Trail District to own and administer all the trails in the greater Wenatchee area whose area would be bounded by the Eastmont and Wenatchee School Districts.
3. Develop a private/public cooperative agreement between the proposed trails foundation and the proposed trails district that encompasses management of transportation related trails in the Regional/Metropolitan District.

Section 1: Introduction

The Apple Capital Loop Trail and the Washington State Department of Transportation (WSDOT) corridor lands on the east side of the Columbia River are recognized as an important community resource and asset. A 2009 community process for the trail, *More Than a Trail*, made it clear that permanent public access is tremendously popular. WSDOT feels that the trail with a 50' corridor are a community asset whose presence should be permanently assured, but not necessarily by WSDOT. The Douglas County Commissioners and the City Council of East Wenatchee are committed to preserving the trail in perpetuity. However, WSDOT transportation corridors do not require all of the undeveloped corridor lands surrounding the trail.

Two serious uncertainties must be addressed. First, the community sees the trail as a valuable community asset and is concerned that it could be lost. Second, users of the trail and property owners adjacent to the trail corridor are uncertain whether the vistas they currently enjoy are going to be altered. Our ardent hope is that all agencies will engage in open, creative thinking, and use our report in their planning and land use decisions in the months to come. We feel that embedded in our vision and recommendations for the trail and the corridor is the opportunity to plan for a new "front door" for East Wenatchee and the county lands north to the Odabashian Bridge. We encourage the City and County to think long term and consider a future vision where greater densities will be required, and pedestrian friendly communities will be both necessary and preferred. We expect that planning will reflect these considerations.

To address these uncertainties, 12 local citizens, representing a diversity of interests, have formed a Vision Group: *Our Shoreline's Future: An Opportunity to Do It Right*. It is co-chaired by Eliot Scull, a retired physician and Washington State Parks Commissioner, and Mike Scott, an East Wenatchee orchardist and winery owner. The members of that group with their affiliation are listed in Appendix 2.

We have gathered information from all involved public agencies, the local landscape architectural firm Project Groundwork, as well as Bill Layman, an expert on American Indian cultural issues along the river. As the result of four months of weekly meetings, we have developed a vision blending the diverse interests and opinions of the Vision Group. We feel that our vision addresses the need to preserve both the natural quality of the lands surrounding the trail and the Loop Trail corridor itself, and addresses the needs of WSDOT as outlined in the surplus process. With this report we consider that our Vision Group has completed its responsibility. As the report is reviewed and addressed by all authorities involved, our Vision Group will remain at the service of the community to address any new information or questions that arise from this report.

Section 2: Background Information and Supporting Detail

The Apple Capital Loop Trail and the Washington State Department of Transportation (WSDOT) corridor lands on the east side of the Columbia River are recognized as an important community resource and asset. The natural and relatively undeveloped character of the lands surrounding the trail is a most unusual and precious asset to the citizens of the area on both sides of the river. In an increasingly crowded world, and the likelihood of continuing development in our valley, the open space of the corridor lands is rare and needs to be preserved. Moreover, the Loop Trail is increasingly relied upon by the community as an alternative means for transportation, and is recognized by the Wenatchee Valley Transportation Council (WVTC) as an important non-motorized transportation corridor.

The Douglas County Commissioners and the City Council of East Wenatchee are committed to preserving the trail and public access (Appendix B). However, by statute, WSDOT transportation corridors do not require all of the current lands over which the trail exists. The Washington State Legislature mandates that WSDOT must surplus lands no longer required for transportation purposes in such a way as to financially benefit the State or fulfill community needs.

Our meetings with relevant agencies and officials have made it apparent that the existence of the trail from a legal standpoint is tenuous. We understand that the trail is on a leased right-of-way. Douglas County leases the right-of-way outside of the East Wenatchee City limits and the City leases that portion within. The leases are scheduled to expire in 2018. With the prospect of WSDOT being mandated to surplus unused rights-of-way, it becomes important to the survival of the trail that this arrangement for the trail right-of-way be more permanent.



Courtesy of Project Groundwork

Riders on East Side of Loop Trail

We've created a vision blending those interests and commitments to preserve the trail in perpetuity as a transportation corridor and a recreational asset for the entire community. The natural, open feel and quality of the surrounding land should be retained into the future. The following document offers public recommendations to the City Council of East Wenatchee, Douglas County Commissioners, WSDOT, Chelan County PUD, the WVTC and the public on the best possible way to achieve preservation of the trail and as much of the surrounding lands as possible, while allowing the WSDOT to pursue the surplus process in an efficient and timely manner. There are many compromises in our recommendations, but we believe that the interests and desires of the community and the needs of WSDOT can be achieved in the vision we are recommending. We recognize this begins a process of achieving our vision in collaboration with the various groups, and we look forward to that process with hope and determination.

Section 3: Detailed Recommendations

Our recommendations build on a vision of the Loop Trail transportation corridor and the means to retain it. We expect that planning and zoning changes will reflect our recommendations as needed.

Trail and Land Use

1. Immediately establish permanent public ownership of the fifty-foot existing Loop Trail transportation corridor.

The trail should be permanently preserved with 25 feet on either side of the centerline, for a total of 50 feet. Permanent preservation of the Loop Trail could be achieved by transferring ownership to a public authority or municipality. Another alternative is that WSDOT retains possession for a transportation corridor and provides permanent right-of-way for the trail via interagency transfer agreements along with easements to local governments or municipal agencies and/or other entities.

2. Preserve lands to the west of the existing Loop Trail transportation corridor as a native or urban conservancy consistent with shoreline regulations and Chelan County PUD project boundary guidelines.

Preserve the relatively undeveloped character of the land west of the trail, while at the same time establishing controlled access and basic infrastructure that preserves and restores the native habitat in areas that are being degraded. Such infrastructure, for example, could provide restroom facilities in the sand dunes adjacent to the northern beaches of the trail.

3. Provide public access to the Loop Trail transportation corridor and shoreline without at-grade vehicular crossings.

Prohibit at-grade vehicular crossings or intersections and instead plan bridges and underpasses where necessary for public access and access for repair and maintenance of equipment and facilities.

4. Add an expanded right-of-way east of the existing Loop Trail transportation corridor for long-term transportation potential within the next five years or as soon as feasible.

Our Vision Group learned Douglas County transportation corridors do permit 70 foot rights-of-way, and we recommend WSDOT consider a minimum 70 foot right-of-way. The additional corridor space on the east side of the trail could be used for equestrian trails and/or for future nonmotorized individual transportation vehicles. Permanently preserving a larger corridor width can be achieved in a variety of ways discussed in the Stewardship and Management section. It is important that future transportation needs be considered as the population of Douglas County and East Wenatchee grows in the future. Congestion is already an issue and will become more so. We strongly recommend preserving transportation options by setting aside adequate lands.

Additionally, we urge creation of an aesthetic native/transitional boundary to the east of the expanded right-of-way that preserves the relatively undeveloped character of the lands surrounding the trail, while also preserving western views and access for present property owners. We recognize this aesthetic natural boundary must be acquired through the surplus process from WSDOT and that funds should be provided for its stewardship. We address these issues in the Stewardship and Management recommendation.



The relatively undeveloped character of the lands surrounding the trail.

5. Consider relocation of portions of the trail to improve stewardship, aesthetics, and safety.

One project is already underway to improve visibility and safety. Additional projects to improve visibility and safety could result in small relocations of the trail.

Development

1. Provide public access to the Loop Trail.

a. Support previously designated locations for pedestrian and bike access to the trail at the following locations (shown in maps in Appendix C):

- 15th St. —Develop recreational access to the riverfront
- 19th St. —Develop recreational access to the riverfront, including restrooms and other amenities that complement and preserve native habitat. The 19th St. area could host a winery, bike shop, plaza, etc.
- River Drive— Continue existing paved access
- 27th St. — Continue existing paved access

b. Provide an additional access site between 32nd and 35th streets, to be determined based on future development.

These sites would allow vehicle parking and potentially provide restroom facilities. Neighborhood concerns should be considered and mitigated when possible.

c. Manage access to the trail to avoid damage to vegetation from user built trails from adjacent properties.

The possible increased impact from future high density developments should be addressed by zoning regulations.

d. Provide continuous shoreline access from the Odabashian Bridge area to south of 13th Street.

2. Conduct a long-term feasibility study for recreational amenities such as a boat launch on the Chelan County PUD site within the project boundary immediately north of the Odabashian Bridge.

Other recreational facilities should be considered if appropriate, such as off-leash dog parks, equestrian trails, restroom facilities, and restaurant facilities.

3. Promote the importance of a sense of place by recognizing both the American Indian and European history of the area.

For example, recognize the presence of the Avey archaeological site along the east side of the trail where researchers uncovered a house pit and larger house structure dated to the Early Cayuse period. The exact location should remain confidential, although the site is a Registered National Landmark. Other cultural and historical sites such as ferry locations could be identified with interpretive areas adding to the trail's recreational and transportation value.

4. Identify an area of approximately 25-40 acres of land, in separate sections, on the east side of the corridor that we have identified as appropriate for surplus.

These parcels appear to be relatively unencumbered by habitat, storm water, cultural issues, etc. They are marked on the enclosed maps and identified as "A, B, C" etc. from north to south. The Vision Group recognizes there may be opposition to private development on these lands. The Stewardship and Management Section #2 contains suggestions for anticipating and mitigating possible opposition that could delay the surplus process or inhibit development of the community vision.

5. Recommend that the Chelan County PUD amend and implement their Recreation Plan prior to relicensing in 2028.

We view this action as a proactive opportunity to gain community support and incorporate today's recreational philosophies.

Stewardship and Management

1. Form a Regional Trail Authority to create revenues to own and administer all the trails in the greater Wenatchee area.

We strongly recommend the formation of a Regional Trail Authority that would own and administer all the transportation related trails and amenities in the Greater Wenatchee area. The concept of a regional trail district has the support of the WVTC and is gaining traction. We encourage the communities that border the river to plan together, using the Loop Trail as a powerful symbol of the linkage between us all. The Loop Trail should serve as a visual symbol of the connectivity between Wenatchee and East Wenatchee, and should form the core of a larger trail system as it develops in the Greater Wenatchee area.

2. Recommend that private citizens form a trails foundation, which could be under the Chelan-Douglas Land Trust organizational structure, to raise funds for acquisition and stewardship for WSDOT surplus parcels of the Loop Trail transportation corridor that should remain native or as urban conservancy lands.

Our Vision Group recommends the formation of a trails foundation to support the financing for acquisition and stewardship of the trail and surrounding lands. The foundation would conceivably work with Douglas County Commissioners and the City Council of East Wenatchee, as well as the WVTC, Chelan County Commissioners, and the City Council of Wenatchee to build community support for trails in the Greater Wenatchee/East Wenatchee area, both financially and as advocates. Such a foundation could engage in fundraising through grant

applications and community campaigns as well as supporting bond issues. The formation of a public/private partnership between the trails foundation and the municipalities should be explored as a way to fund and support trails into the future. The Loop Trail would serve as a physical and symbolic link between the two communities and represent the core of a larger trail system, including, but not limited to, the Foothills trails, the potential trail between Wenatchee and Leavenworth, and the Rocky Reach trail.

3. Recommend that the proposed Regional Trails Authority and the proposed trails foundation develop a cooperative agreement that encompasses management of all transportation related trails and amenities in the district.

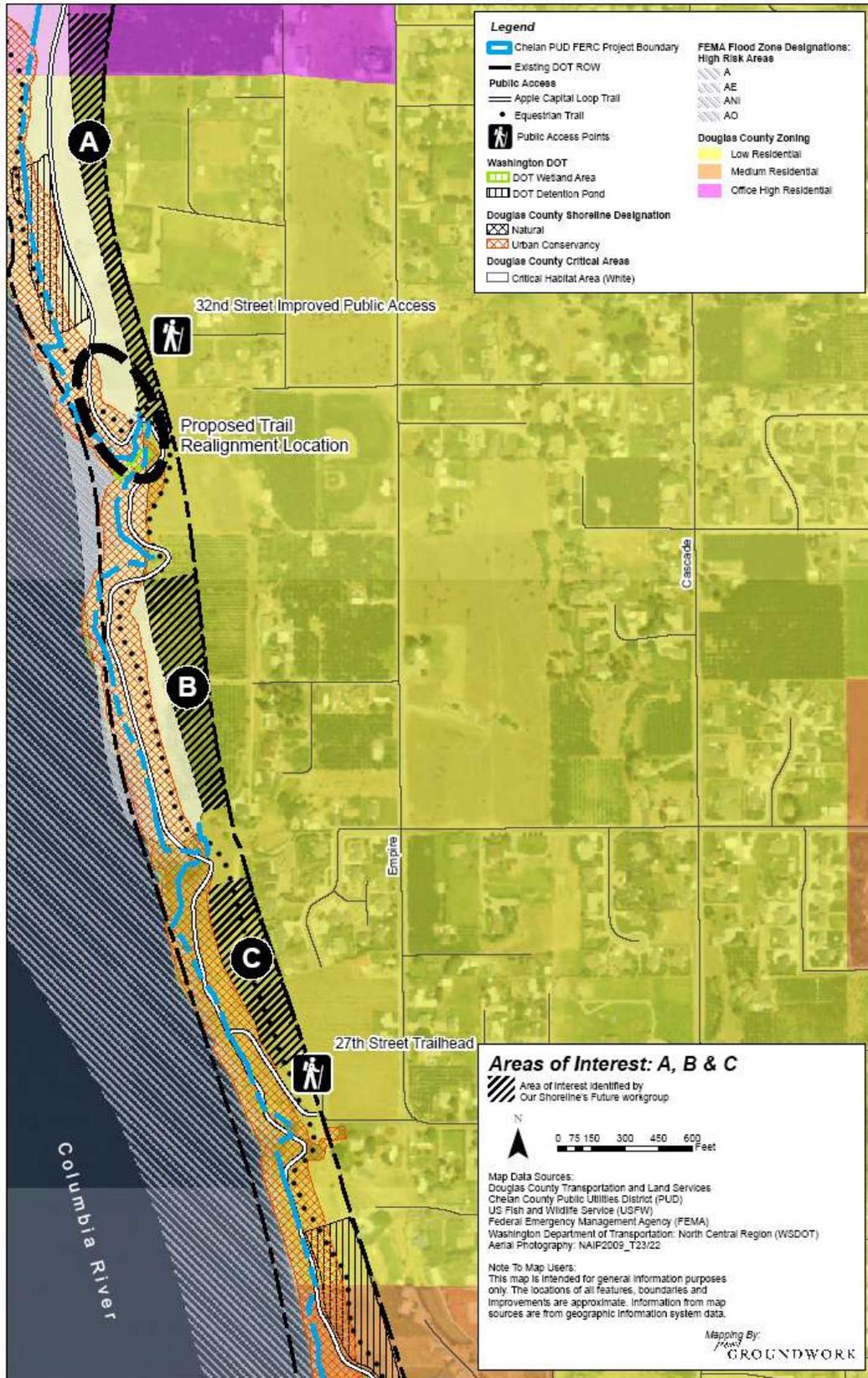
This cooperative agreement would outline the anticipated and secured sources of revenue, the anticipated expenses, and the roles and responsibilities of each organization.

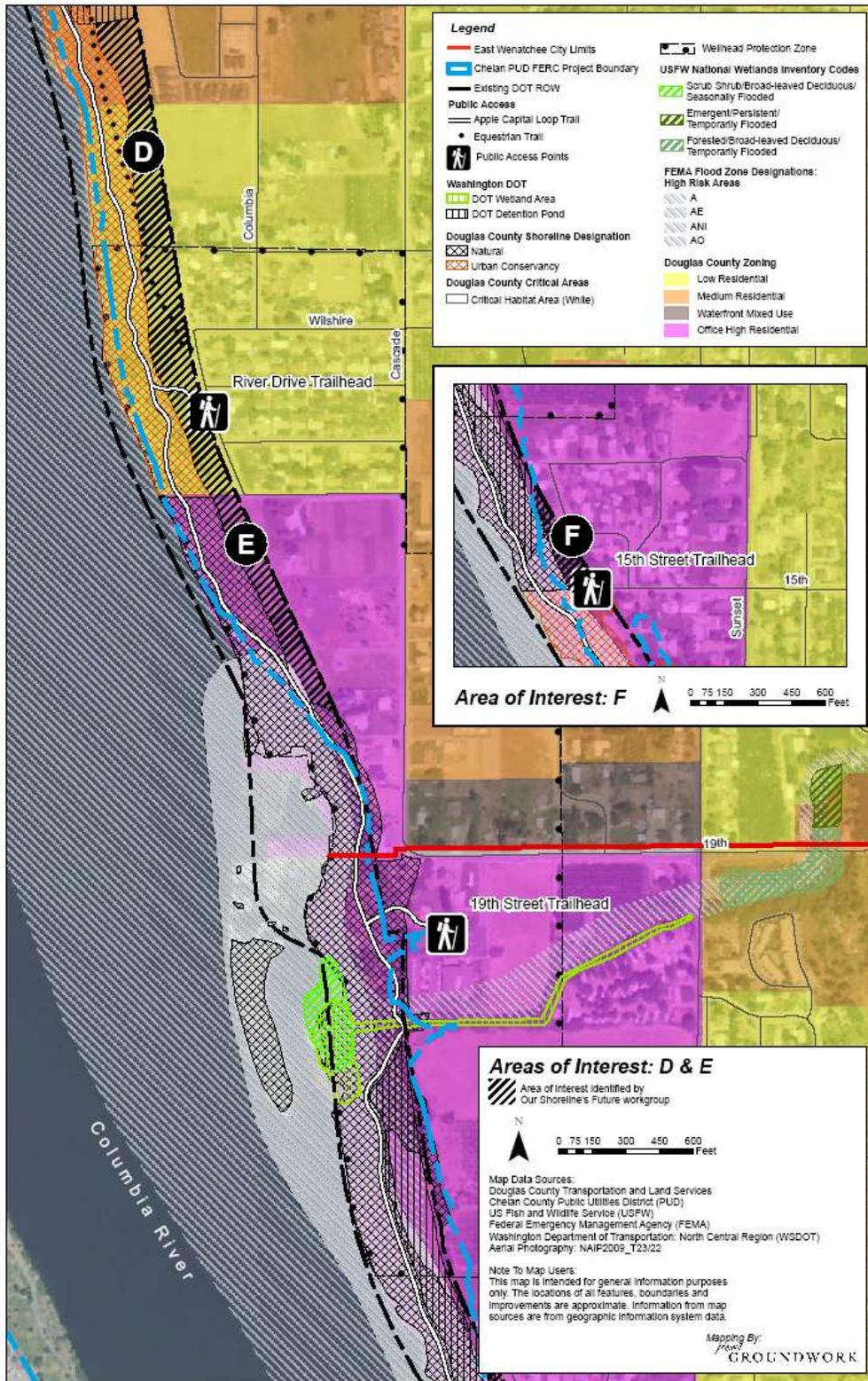


The Loop Trail should serve as a visual symbol of the connectivity between Wenatchee and East Wenatchee.

This concludes our recommendations for the Apple Capital Loop Trail and the Eastside Corridor Lands. We ask for your careful consideration of the ideas and suggestions contained herein. We welcome questions and feedback and remain committed to seeing the Loop Trail and Our Shoreline permanently protected and cared for.

Thank you,
Our Shoreline's Future Vision Group





**Our Shoreline's Future Vision Group
List of Vision Group Members**

The following individuals met weekly over a period of six months to research all aspects of the Washington Department of Transportation's surplus property issue and collectively spent hundreds of hours to develop the recommendations contained in this report.

<i>Dan Beardslee</i>	Erlandsen and Associates, community volunteer
<i>Bob Bugert</i>	Chelan-Douglas Land Trust
<i>Emilie Fogle</i>	Eastmont Metropolitan Park District Board Member, community volunteer
<i>Jim Huffman</i>	Douglas County Port Commissioner, community volunteer
<i>Mary Lou Johnson</i>	Retired teacher, community volunteer
<i>Hank Lewis</i>	Cascade Property Ventures, LLC, community volunteer
<i>Bonnie Orr</i>	Community volunteer
<i>Doug Pauly</i>	Northern Fruit Company, community volunteer
<i>Jim Russell</i>	Retired professor, community volunteer
<i>Mike Scott</i>	Business owner, Martin Scott Winery, Vision Group co-chair
<i>Eliot Scull</i>	Retired physician and State Parks Commissioner, Vision Group co-chair
<i>Karen Wade</i>	Business owner, Fielding Hills Winery, community volunteer
<i>Diane McKenzie</i>	Retired librarian and archivist, Vision Group scribe

Appendix 3

Our Shoreline's Future Vision Group would like to thank and express our sincere appreciation to the following agencies and organizations:

WSDOT, NCW regional office
Chelan County PUD, Parks and Real Estate Staff
Douglas County PUD
City of East Wenatchee
Douglas County
Wenatchee Valley Transportation Council
Eastmont Metropolitan Parks Board
Project Groundwork

And the following individuals:

Diane McKenzie
Bill Layman
Jeff Wilkins
Chuck Zimmerman
Mike Armstrong
Linda Evans Parlette
Cary Condotta
Heather Ostenson
Lori Barnett
Mark Kulaas
Steve Lacy
Ken Stanton
Dale Snyder
Steve Jenkins

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- Lease Agreement between City of East Wenatchee (Lessor) and Washington State Department of Transportation (Lessee). June 15, 1966; February 1998.

Appendix 4

Memorandum of Lease between the State of Washington (Lessor) and Douglas County, Washington (Lessee). August 1, 1992

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