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WASHINGTON STATE PARKS AND RECREATION COMMISSION

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Iron Horse State Park Trail Recommendations Report



June 27, 2016
Iron Horse State Park Trail Advisory Committee Meeting
Moses Lake

EXECUTIVE SUMMARY

This report provides a compilation of the recommendations that will be provided to the Washington State Parks and Recreation Commission (Commission) for consideration at their July 21, 2016 meeting in Clarkston. The Commission will consider adoption of land classifications and a long-term boundary for the portion of the Iron Horse State Park Trail extending from Lind east to the community of Malden including a long-term boundary that extends from Lind west to the Columbia River and the Beverly Bridge.

SUPPORTING INFORMATION

Appendix 1: Iron Horse State Park Trail Location and Trail Management Map
Appendix 2: Descriptions of Land Classification, Conditional Uses, and Long-Term Boundary
Appendix 3: Land Classification and Long-Term Boundary Map
Appendix 4: Iron Horse State Park Trail Management Recommendations
Appendix 5: Real Estate Plan
Appendix 6: Capital Budget Request
Appendix 7: Operating Budget Request

SIGNIFICANT BACKGROUND INFORMATION

Initial acquisition of Iron Horse State Park Trail by the State of Washington occurred in 1981. While supported by many, the sale of the former rail line was controversial for adjacent property owners, some of whom felt that the rail line should have reverted back to adjacent land owners. This concern, first expressed at initial purchase of the trail, continues to influence the planning process today.

The trail is located south of and runs roughly parallel to I-90. The 285-mile linear property runs from North Bend, at its western terminus, to the Town of Tekoa, on the Washington-Idaho border to the east. The property consists of former railroad right-of-way, and the right-of-way width varies between 100 feet and 300 feet. The trail tread itself is typically 8 to 12 feet wide and has been developed on the roadbed, trestles, and tunnels of the old Chicago Milwaukee and St. Paul Rail Road. While State Parks ownership is not continuous across the entire 285-mile railroad right-of-way, it does include 110 miles of continuous ownership from North Bend to the Columbia River near Vantage, and 105 miles of continuous ownership (with short private property gaps) from Lind to the Idaho border.

The planning area for this project includes the 70-mile trail segment between Lind and the community of Malden. The proposed long-term boundary includes private property gaps between Lind and Malden and extends from Lind west to the Columbia River, where it includes 40 miles of Washington Department of Natural Resources (DNR) managed trail and 30 miles of privately owned and operated active rail line (see map at Appendix 1).

Planning Effort Deliverables

State Parks committed to providing four main deliverables through this planning process. These are:

1. **Land classification and a long-term boundary** describing the lands necessary to support trail purposes over the long-term

2. **Management recommendations** for the trail that describe actions to be taken to address the issues raised during the planning process
3. **Real estate plan** outlining real estate-related activities that may be undertaken to address issues raised during the planning process
4. **Budget requests for the 2017-19 biennium**
 - Capital budget request for trail improvements that will address the issues raised during the public process
 - Operating budget request to address ongoing maintenance and stewardship needs for the trail including any estimated costs associated with proposed capital improvements

Public Planning Process

This planning process arose out of specific adjacent property owner and recreational user concerns prompted by trail consideration during the 2015 legislative session. To address these issues, in December 2015, State Parks initiated a Classification and Management Planning (CAMP) process. CAMP is a multi-staged, public participation-based planning process that culminates with adoption of land classifications, a long-term park boundary, and management recommendations. Information related to this process can be found on the project webpage at <http://parks.state.wa.us/979/John-Wayne-Pioneer-Trail-Planning>.

For each planning project, the agency assembles a planning team. The internal team includes planners, resource stewards, and park staff. As necessary, the planning team also calls upon the expertise of resource and facility specialists – both from within and outside the agency.

The planning process for this effort followed the CAMP process and involved four sequential stages:

- Stage One – Identify issues and concerns
- Stage Two – Exploring alternative approaches
- Stage Three – Preparing preliminary recommendations
- Stage Four – Preparing final recommendations

Advisory Committee

In addition to the typical CAMP components (i.e. public workshops, project website, public meetings and comment opportunities), this planning process also included a Director-appointed Advisory Committee. The advisory committee was comprised of twelve members representing the following interests:

- (3) Adjacent Landowners
- (1) Tekoa Trestle and Trails Association
- (1) Agriculture (e.g., Grain Coop, Farm Bureau)
- (1) Tourism and Economic Development (e.g., Chamber of Commerce)
- (1) Natural Resources (e.g., County Weed Board)
- (1) Historic and Cultural Resources (e.g., Cascade Rail Foundation)
- (1) Hikers/Walkers (e.g., Washington Trails Association)
- (1) Cyclists (e.g., Washington Bikes, Evergreen Mountain Bike Alliance)

- (1) Equestrians (e.g., Backcountry Horsemen, John Wayne Pioneer Wagons and Riders)
- (1) Utility provider (e.g., AVISTA)

In all a total of five advisory committee meetings were held in Moses Lake:

December 15, 2015 – Agenda topics: Committee charter and ground rules, background information, sharing of trail related issues by committee members.

February 1st – Agenda topics: Malden to Idaho border projects, recreational trail use permit requirement, review alternative natural resource and trail management recommendations.

April 11th – Agenda topics: March 7 & 8 public meeting review, permit process, noxious weeds, fencing, capital and operating costs associated with trail development, development priorities and phasing .

May 16th – Agenda topics: May 10 & 11 public meeting review, preliminary recommendations, review proposed capital projects, review trail operational needs.

June 27th – Agenda topics: Review real estate plan, trail operational needs and final management recommendations.

Public Meetings

To hear input from members of the broader public, State Parks staff held four public meetings in geographically distinct locations with proximity to the trail. The following public meetings were held:

March 7th in Cheney to get feedback on alternative approaches to trail related issues (approximately 70 attendees).

March 8th in Ellensburg to get feedback on alternative approaches to trail related issues (approximately 70 attendees).

May 10th in Preston to get feedback on preliminary recommendations (approximately 100 attendees).

May 11th in Ritzville to get feedback on preliminary recommendations (approximately 35 attendees).

Legislative and Tribal Coordination

Legislative coordination occurred throughout this process. The initial planning process was developed in consultation with legislators who have an interest in the trail. Advisory Committee and public meeting materials were provided to legislators during the process and various legislators attended both advisory committee meetings and public meetings.

Formal consultation was initiated with the Colville Confederated Tribes, the Spokane Tribe and the Wanapum Band of Priest Rapids. These tribal entities were provided an opportunity to meet with the State Parks Director to discuss the project.

State Environmental Policy Act Review

The planning process also incorporated requirements of the State Environmental Policy Act (SEPA) to identify the potential environmental impacts related to the CAMP planning process. Information gathered during the planning process was used to prepare a checklist describing the potential environmental effects of enacting the plan. Based on this information, the agency issued a formal SEPA determination of non-significance, which was distributed for a two-week public comment period.

STAFF RECOMMENDATION

State Parks staff is recommending the Washington State Parks and Recreation Commission action on the following items:

- Adoption of land classifications for the trail
- Adoption of a long-term park boundary for the trail
- Adoption of a trail name revision

Land Classification

Within the planning area and the long-term boundary, staff has developed recommendations for classification. Land classification is like internal zoning for the trail corridor and provides guidance on the intensity of recreational development to be permitted. It is regulated by Washington Administrative Code (WAC) 352-16-020. A detailed description of the recommended land classifications and recreational uses can be found in Appendix 2. A map showing land classifications can be found in Appendix 3.

Although all land classifications were considered, the classifications proposed for the Iron Horse State Park Trail include the following:

Recreational areas which are suited and/or developed for high-intensity outdoor recreational use, conference, cultural and/or educational centers, or other uses serving large numbers of people. For this project, these include more intensive trailheads, trailheads with camping or group camps, and trailhead opportunities within and in close proximity to communities. A list of trailheads with corresponding classifications can be found in Appendix 2 and trailheads are shown on the map at Appendix 3.

Resource recreation areas which are suited and/or developed for natural and/or cultural resource-based medium-intensity and low-intensity outdoor recreation uses. These include primitive trailheads and the trail corridor and right-of-way.

Heritage areas which are designated for preservation, restoration, and interpretation of unique or unusual archaeological, historical, scientific, and/or cultural features, and traditional cultural properties, which are of statewide or national significance. These include features that are on the National Register of Historic Places or are potentially eligible for the National Register of Historic Places:

- Beverly Bridge over the Columbia River near Vantage which is currently on the National Register of Historic Places
- Two 400-foot long tunnels along Rock Lake

- Two trestles (60 feet and 190 feet) along Rock Lake
- The Taunton Substation located eight miles west of Othello

Long-Term Park Boundary

Long-term park boundaries are intended to take a big picture look at lands surrounding a park that, independent of ownership, may advance the conservation and recreation mission.

Additionally, the long-term park boundary is used to identify surrounding lands with which State Parks would like to advance shared management goals. For properties included within a long-term boundary, any of a number of possibilities may apply. Staff may:

- Seek to formalize an agreement with an adjacent property owner to advance a shared property management goal;
- Solicit a conservation easement from an adjacent property owner to protect certain natural or cultural features;
- Readily accept a donation of all or part of a private property;
- Consider exchanging agency-owned property for a private property; or
- Consider purchase of a private property in fee.

For the Iron Horse State Park Trail properties have been included in the long-term park boundary to promote management for trail purposes and to allow the potential for future alternative land management scenarios between State Parks and public entities such as the Department of Natural Resources (DNR). The proposed long-term park boundary includes the following areas moving from west to east (see map at Appendix 3):

- DNR’s managed portion of the trail from Beverly Bridge to Corfu and Royal City. A distance of approximately 20 miles.
- From the Port of Royal Slope where the active rail line begins to Warden where the Burlington Northern Santa Fe active rail line ends. A distance of approximately 30 miles.
- DNR’s managed portion of the trail from Warden to Lind. A distance of approximately 20 miles.
- All public and private trail gaps from Lind to Malden totaling approximately four miles of disconnected gaps ranging in length from 500 feet to two miles.

Trail Naming

The full name of the trail is the “Iron Horse State Park Trail (which includes the John Wayne Pioneer Trail).” State Parks staff is proposing to eliminate the “John Wayne Pioneer Trail” portion of the name so that the park would be named “Iron Horse State Park Trail.” The revised trail name would apply to the entire trail from Rattlesnake Lake near North Bend to the Idaho border. As an additional alternative the trail name “Milwaukee Road State Park Trail” is provided by staff.

Comments supporting a name change refer to the fact that John Wayne had no actual connection to Washington State. Other comments expressed a desire to use a name that focuses more on the rail history associated with the trail. Comments supporting the John Wayne name in the trail title suggest that the name itself was instrumental in the trail coming into existence. In particular, the John Wayne Pioneer Wagons and Riders, a group that was involved in initial

establishment of the trail and conducts a yearly long distance trail ride, do not support any name change that eliminates the “John Wayne Pioneer Trail” portion of the name. The John Wayne Pioneer Wagons and Riders were represented on the advisory committee and participated in discussions regarding the trail name.

Other Recommendations

Staff has additionally developed recommendations to incorporate into a trail plan for future adoption by the Director including trail management recommendations and a real estate plan.

Trail Management Recommendations

This information is included to provide context for the land classification and long-term boundary recommendations. Staff anticipates incorporating management recommendations into a trail management plan for adoption by the Director. Staff is therefore not asking the Commission to adopt these recommendations. A list of the management issues identified as part of this planning process is included below. A full description of all issues identified through the planning process along with proposed management recommendations is provided in Appendix 4.

- Noxious weeds and vegetation management
- Trespass
- Fencing and gates
- Trailhead facilities
- Camping facilities
- Trail surfacing
- Bridges and trestles
- Permit requirement
- Park (trail) naming
- Long-term boundary
- Land classification
- Natural resources
- Cultural/historic resources

Real Estate Plan

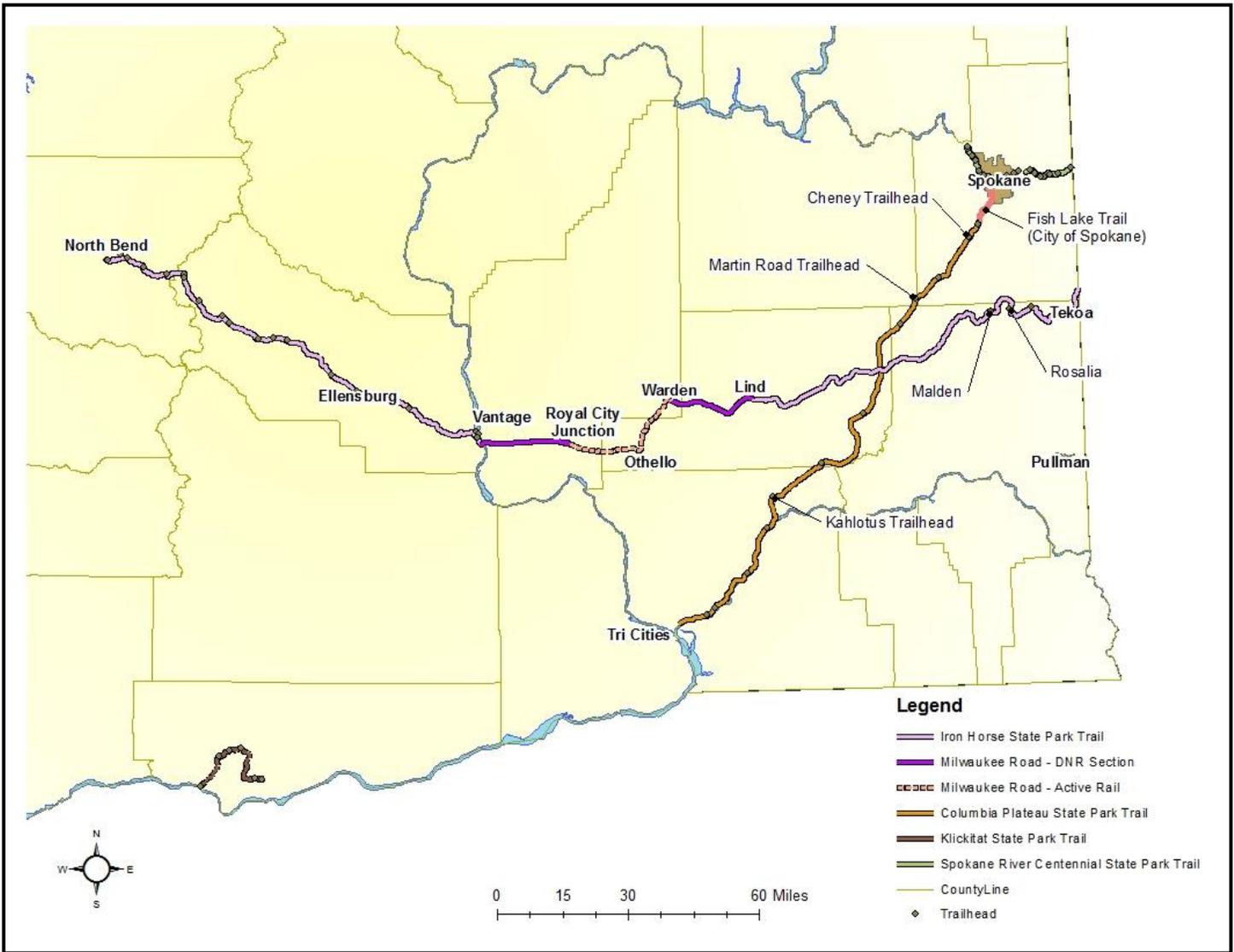
Development of a real estate plan was identified as a deliverable at the outset of this planning process. The goal of the plan included address key management issues, such as trespass, fencing and noxious weed control. The draft real estate plan references the policy basis for real estate activities and identifies real estate opportunities, such as leasing and authorizing limited non-recreational use in the right-of-way. Like the management recommendations, the real estate plan would be adopted by the Director. The real estate plan is attached as Appendix 5.

Capital and Operating Budget Requests

A final deliverable for this planning effort included development of capital and operating budget requests in support of the land classifications and trail management recommendations. Staff is not asking the commission to approve these requests through this item. Instead, staff will be asking the commission to consider these requests as part of its overall 2017-19 capital and operating budget requests. The capital and operating budget requests are attached as Appendix 6 and Appendix 7.

APPENDIX 1

Iron Horse State Park Trail Location and Trail Management



APPENDIX 2

Descriptions of Land Classifications, Conditional Uses and Long-Term Boundary

Land Classifications

The CAMP process uses six land classifications: (1) the Recreation classification designates areas suitable for and/or developed for high-intensity outdoor recreational use; (2) the Resource Recreation classification designates areas suitable for and/or developed for natural and/or cultural resource-based medium-intensity and low-intensity outdoor recreational use; (3) the Natural classification designates areas suitable for preservation, restoration, and interpretation of natural processes; (4) the Heritage classification designates areas suitable for preservation, restoration, and interpretation of historic properties; (5) the Natural Forest classification designates areas suitable for preservation, restoration, and interpretation of natural forest processes while providing for low-intensity outdoor recreation activities as subordinate uses; and (6) the Natural Area Preserve classification designates areas suitable for preservation of rare or vanishing flora, fauna, geological, natural historical or similar features. (Appendix 4 describes the classifications in more detail.

For each land classification, there is a list of activities and facilities that are permitted, conditionally permitted, or not permitted within the classification. A conditional activity requires approval of the Commission during CAMP. An activity identified in the matrix as permitted in a classification is not obligated to be included within the park. The Land Classification System including Management Guidelines and a Compatibility Matrix is included in Appendix 12.

Through analysis of future program direction, facility needs, and the existing natural and recreational resource base, staff recommends that the Commission classify the Iron Horse State Park Trail and its Long-Term Boundary as a combination of Recreation, Resource Recreation and Heritage Area.

Trail and Trail Right-of-Way Classification

Consistent with other long-distance trails, staff recommends that the Commission classify the trail itself as a Resource Recreation Area.

Trailhead Classification

The majority of the trail is proposed for designation as Resource Recreation Area. This includes the trail itself and primitive camping and trailhead facilities at the locations below. Note that in some cases, trailheads will serve as camping areas also. Recreation Area classifications are proposed for trailheads within or adjacent to communities and for those that will involve water-served sanitary facilities, picnic shelters, and abundant parking. Staff recommends that trailheads be classified as indicated below (moving from east to west) and as shown in Appendix 4:

- Kenova (Resource Recreation)
- Revere (Recreation)
- Rock Lake (Recreation)

- Marengo/Ritzville-Benge Road (Resource Recreation)
- Ralston (Recreation)
- Lind (Recreation)

Trailheads Identified within the Long-Term Boundary

- Roxboro (Resource Recreation)
- Warden (Recreation)
- Othello (Recreation)
- Corfu (Resource Recreation)
- Smyrna – (Resource Recreation)
- Beverly (Recreation)

Heritage Facilities

Due to their historic significance staff recommends that the following trail features be classified as Heritage as shown on the map at Appendix 3:

- Two 400-foot long tunnels along Rock Lake
- Two trestles (60 feet and 190 feet) along Rock Lake

Heritage Facilities in the Long-Term Boundary

- Beverly Bridge over the Columbia River near Vantage which is currently on the National Register of Historic Places
- The Taunton Substation located eight miles west of Othello

Permitted Conditional Use Activities

Activities *conditionally* permitted under the agency’s land classification system may be permitted at specific sites only with the concurrence of the Commission. Staff-recommended conditional uses are provided below.

Recreation Areas

Areas classified as Recreation provide for high-intensity recreational activities such as overnight accommodations, camping and administrative facilities.

Activities *conditionally* permitted under the agency’s land classification system may be permitted at specific sites only with the concurrence of the Commission. Trail related activities conditionally permitted in Recreation Areas include:

- Farming/orchards
- Grazing
- Off-Trail Equestrian
- Off-trail biking
- Winter: Mushing/Sled Dogs

Of these, staff recommends the Commission permit the following for Iron Horse State Park Trail:

- Farming/orchards
- Grazing
- Winter: Mushing/Sled Dogs

Resource Recreation Areas

Proposed Resource Recreation Areas provide for medium to low-intensity recreational activities that are generally natural and/or cultural resource-based. Many of the trailheads and the trail itself are proposed for classification as Resource Recreation.

Trail related activities *conditionally* permitted in Resource Recreation Areas include:

- Farming/Orchards
- Grazing
- Off-Trail Equestrian
- Off-Trail Biking
- Winter: Mushing/Sled Dogs

Of these conditional activities, staff recommends the Commission approve the following for Iron Horse State Park Trail:

- Farming/Orchards
- Grazing
- Winter: Mushing/Sled Dogs

Heritage Areas

The Heritage classification requires that modifications or additions not significantly affect historical integrity and that contemporary uses be allowed to the extent consistent with preservation and interpretation.

Activities *conditionally* permitted under the agency's land classification system may be permitted at specific sites only with the concurrence of the Commission. Trail based activities conditionally permitted in Heritage Areas include:

- Farming/Orchards
- Grazing
- Orienteering
- Paragliding
- Winter: Mushing/Sled Dogs
- Winter: Snowmobiling (off-trail)
- Off-Trail Equestrian
- Off-trail Biking
- Metal Detecting
- Technical Rock Climbing

Of these conditional activities, staff recommends the Commission approve the following for Iron Horse State Park Trail:

- Farming/Orchards
- Grazing
- Orienteering
- Winter: Mushing/Sled Dogs

Long-Term Park Boundary

One of the purposes of delineating a long-term boundary is to take a big picture look at lands surrounding the park that, independent of ownership, may advance the conservation and recreation mission of a park. Additionally, the long-term park boundary is used to identify surrounding lands with which State Parks would like to advance shared management goals. The long-term park boundary also considers whether agency-owned property should be retained or be considered surplus to park needs.

Including privately-owned property in a long-term boundary gives Commission direction to staff to work with nearby landowners on cooperative management or potential land transactions. Transactions may range from simple agreements to achieve shared goals, to recreation and

conservation easements, and sometimes even to agency purchase of property. Please note, if a landowner is not interested in participating, State Parks is unlikely to pursue the matter further.

Since land frequently changes hands, the agency uses delineation of a long-term boundary to set its long-term property planning goals. Including private land within a long-term boundary can sometimes alarm property owners. The planning team makes every effort to contact affected landowners and explain implications of this process. Property owners should be assured that long-term boundary and land classification decisions are for Commission policy direction only, and should not affect private property values, be used as an indication of their willingness to sell, or be used as a basis for making state or local government regulatory, permitting, or zoning decisions.

For properties included within a long-term boundary, any of a number of possibilities may apply. State Parks may:

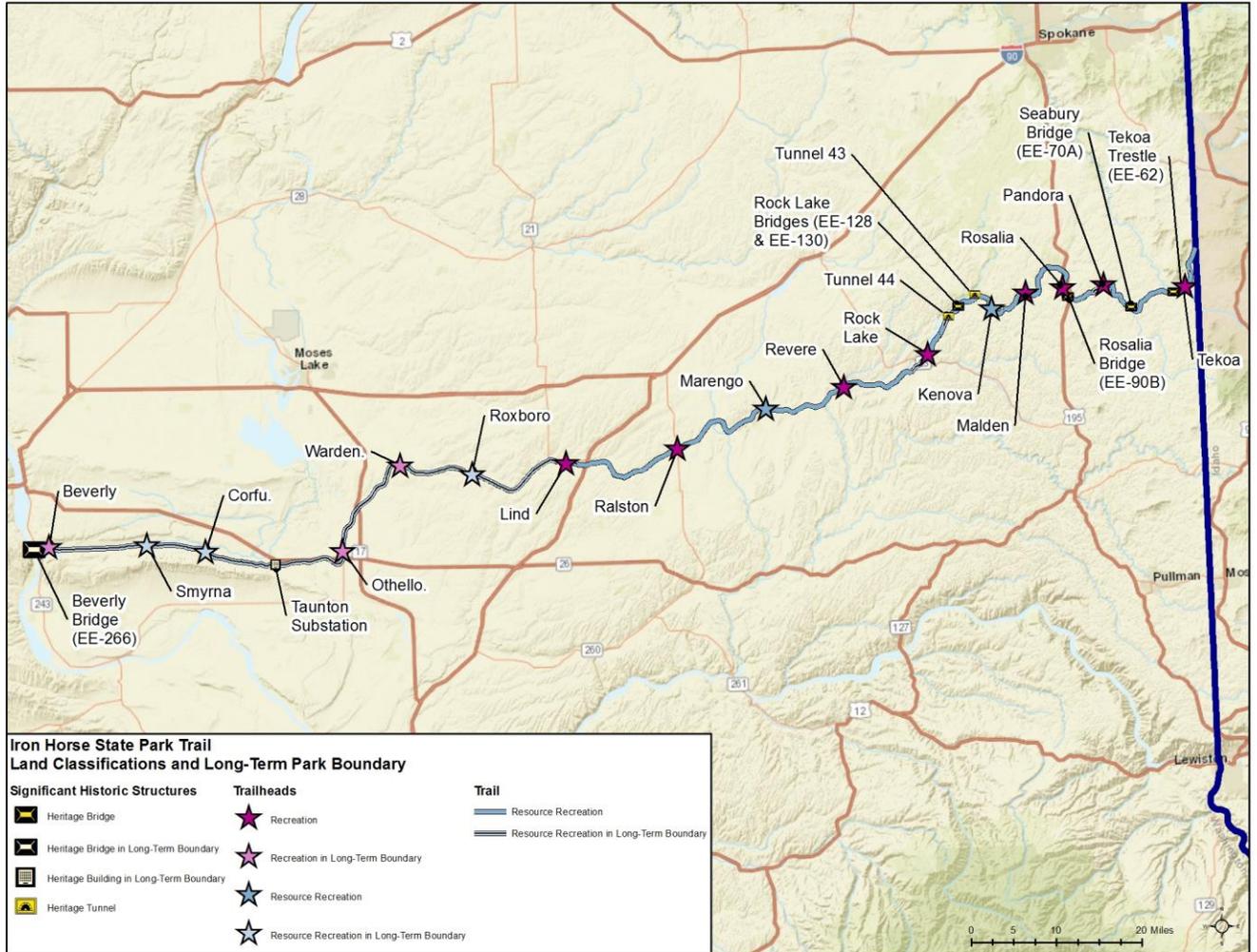
- Seek to formalize an agreement with an adjacent property owner to advance a shared property management goal.
- Solicit a conservation easement from an adjacent property owner to protect certain natural or cultural features.
- Readily accept a donation of all or part of a private property.
- Consider exchanging agency-owned property for a private property.
- Consider purchase of a private property in fee.

For the Iron Horse State Park Trail, properties have been included in the long-term park boundary to promote management for trail purposes and to allow the potential for future alternative land management scenarios between State Parks and public entities, such as the Washington Department of Natural Resources (DNR). The proposed long-term park boundary includes the following areas (moving from west to east):

- DNR-managed portion of the trail from Beverly Bridge to Corfu and Royal City, a distance of approximately 20 miles.
- From the Port of Royal Slope - where the active rail line begins - to Warden where the Burlington Northern Santa Fe active rail line ends, a distance of approximately 30 miles.
- DNR-managed portion of the trail from Warden to Lind, a distance of approximately 20 miles.
- All public and private trail gaps from Lind to Malden, encompassing approximately four miles of disconnected gaps ranging in length from 500 feet to two miles.

APPENDIX 3

Iron Horse State Park Trail Land Classification, Long-Term Boundary and Proposed Trailheads Map



APPENDIX 4

Iron Horse State Park Trail Management Recommendations

Management recommendations provide direction to staff and the public for addressing the issues identified through the planning process. These management recommendations were developed through work with the advisory committee and feedback received at public meetings. These management recommendations will be incorporated into a plan for approval by the Washington State Parks Director.

TRAIL MANAGEMENT ISSUES IDENTIFIED

The management issues below were identified through the planning process and are discussed and addressed in the management recommendation table below.

- Noxious weeds and vegetation management
- Trespass
- Fencing and gates
- Trailhead facilities
- Camping facilities
- Trail surfacing
- Bridges and trestles
- Permit requirement
- Park (trail) naming
- Long-term boundary
- Land classification
- Natural resources
- Cultural/historic resources

MAIN ISSUES OF INTEREST

Four main issues emerged through the course of the planning process. These were:

- Noxious weed control and vegetation management
- Trespass on adjacent private property
- Recreational use permit requirement
- Park (trail) naming

Noxious Weed Control and Vegetation Management

While noxious weed control is an important issue statewide, it is a particular consideration for commercial ranches and agricultural operations in eastern Washington. Since March, State Parks has undertaken several steps to address noxious weeds.

In March 2016, State Parks hired a contractor to spray weeds along the trail in Adams County in those areas with the most concerns. Approximately 26 miles of trail surface were sprayed with sterilant, a treatment that stops any vegetation growing on the trail. Any areas of vegetation missed in this or other locations were treated by the Washington Conservation Corps (WCC) between mid-May and mid-June. In May State Parks used a contractor to begin treatment in areas adjacent to the trail with broad leaf spray, which stops weeds but leaves grass intact.

At the beginning of May 2016, State Parks hired a seasonal Trail Technician for this portion of the trail who will be working through the end of September. The Trail Technician will be focusing on overseeing Washington Conservation Corps (WCC) crews and weed control

contracts, gathering GIS information for weeds, fencing, access points and other relevant issues and locations along the trail. The Trail Technician will also provide a presence on the trail.

Trespass on Adjacent Property

Like noxious weed management, trespass was an issue identified by adjacent property owners. Trespass can occur for a number of reasons. In some instances it happens when trail users do not have access to potable water or restroom facilities so go onto private lands for this purpose. Trespass also occurs during hunting season as hunters utilize the trail to access private and public hunting lands. In some cases trail users are unaware of property boundaries and leave the trail for scenic views which can also result in trespass. The management recommendations focus on using a mix of informational signage, education for trail users, fencing, gates and bollards to address trespass.

Recreational Use Permit Requirement

State Parks requires a recreational use permit for individuals and groups using the Iron Horse State Park Trail. The permit requirement only applies to the trail east of the Columbia River; the Washington Department of Natural Resources (DNR) has the same permit requirement. Permit information (not including names or personal information) is provided to adjacent property owners if requested. Due to the remote nature of the trail, the permit is intended to provide notification to adjacent property owners when the trail is being used and also to notify recreational users of trail rules. For individual users, the permit is good for one-year and there is no fee for the permit. Groups over 20 people using the trail pay a \$25 fee for a Special Activity Permit. The management recommendations propose eliminating the permit requirement for developed portions of the trail where adequate signage, boundary marking and other methods of information communication to adjacent property owners are provided.

Trail Naming

The current name of the trail is the “Iron Horse State Park Trail (which includes the John Wayne Pioneer Trail).” State Parks is proposing to eliminate the “John Wayne Pioneer Trail” portion of the trail name. The new trail name recommendation would be “Iron Horse State Park Trail.” The revised trail name would apply to the entire trail from Rattlesnake Lake near North Bend to the Idaho border. As an additional alternative the trail name “Milwaukee Road State Park Trail” is provided by staff.

Comments received supporting a name change refer to the fact that John Wayne had no actual connection to Washington State. Other comments expressed a desire to use a name that focuses on the rail history associated with the trail. Comments supporting the John Wayne name in the trail title refer to the fact that the John Wayne name was instrumental in the trail itself coming into existence. In particular some members of the John Wayne Pioneer Wagons and Riders, a group that does a yearly trail ride and have been strong trail supporters, are opposed to any name change that eliminates the “John Wayne” portion of the name. The John Wayne Pioneer Wagons and Riders had a representative who participated as part of the advisory committee.

Management Recommendations

Issue	Management Recommendations
<p>Noxious weeds and vegetation management</p>	<p>Generally, as part of the State Parks natural resource management program, control of noxious weeds follows an Integrated Pest Management (IPM) approach including the use of biological (i.e. goats), chemical, cultural, and mechanical control prescriptions. The least toxic, yet effective, overall approach that is consistent with State and County Weed Board requirements is favored whenever possible. Weeds on and along the trail include yellow Starthistle, rush keletonweed, Canada thistle and spotted knapweed.</p> <p>Management Recommendations Address generally using the following order:</p> <ol style="list-style-type: none"> 1. Prioritize noxious weed control in proximity to agricultural and grazing uses. 2. Develop weed control prescriptions, provide to the jurisdictional weed board and contract with them to conduct weed control. 3. Have State Parks staff provide noxious weed control and vegetation management but hire contractors and Washington Conservation Corps (WCC) to supplement weed control beyond the resources or capability of State Parks staff. 4. Allow grazing for weed removal in appropriate off-trail undeveloped areas and outside of environmentally sensitive areas. 5. Enter into formal agreements with qualified and licensed land owners and allow them to assist with noxious weed control. 6. Consider the use of stewardship agreements with adjacent property owners as a means to control noxious weeds and provide vegetation management.
<p>Trespass on private property</p>	<p>Trespass may occur for a number of reasons. In some instances, it occurs when trail users do not have access to potable water or restroom facilities, so they go onto private lands for these purposes. Trespass also can occur during hunting season, as hunters utilize the trail to access private and public hunting lands. Leaving the trail for scenic views can also result in trespass.</p> <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. Park staff will work to provide trail users with informational materials and web resources showing park boundaries and restrictions. 2. Discourage trespass by providing signage, staffing and reaching a level of trail use that discourages trespass. 3. Work with the Washington Department of Fish and Wildlife (WDFW) and the Bureau of Land Management (BLM) to discourage trespass by hunters.

	<ol style="list-style-type: none"> 4. Trailheads and camping areas should be located at intervals that eliminate the need for parking or trespass onto private land. 5. Gates, bollards and fencing should be prioritized for areas with identified unauthorized vehicle access. 6. Work with local communities when addressing trespass issues.
Fencing	<p>Park staff will continue to work with adjacent landowners to resolve fencing issues, such as determining whether fencing improvements in various areas should be the state’s responsibility (e.g. to keep trail users from trespassing on private property) or the responsibility of the private landowner (e.g. to keep cattle off of the trail), or a shared responsibility.</p> <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. Complete a fencing assessment to determine priority areas based on agricultural use, trespass and trail user safety. 2. Prioritize fencing in areas with known issues such as trespassing on adjacent private land. Fencing decisions will be determined on a case-by-case basis and take into consideration the previous relationship between a railroad or other seller and adjacent or underlying landowners. 3. Where viable, look to utilize alternative means to fencing such as signage, to address issues and minimize cost. 4. Generally, when State Parks provides fencing for trespass or livestock control, it will provide separation that is consistent with the Washington Department of Fish and Wildlife requirements for wildlife passage. Other fencing types may be considered for small areas or to address site-specific concerns. 5. Consider providing a general funding source that can be available to address fencing needs as they arise.
Trailhead facilities	<p>Generally, trailheads consist of a parking area, potable and/or stock water (if available), vault toilets or comfort stations, signage, picnic tables and/or picnic shelter, hitching posts, and a bulletin board/interpretive kiosk. In some cases, trailheads may also serve as camping areas.</p> <p>Proposed Trailhead Locations from Malden west to the Columbia River</p> <ul style="list-style-type: none"> ○ Kenova ○ Rock Lake ○ Revere ○ Marengo/Ritzville-Benge Road ○ Ralston ○ Lind <p>Trailhead locations in the long-term boundary</p> <ul style="list-style-type: none"> ○ Roxboro ○ Warden ○ Othello

	<ul style="list-style-type: none"> ○ Corfu ○ Smyrna ○ Beverly <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. Generally, trailheads should be spaced 8 -12 miles apart from each other. To the degree possible, towns, former railroad depot sites and other areas of historic significance should be considered for trailheads. 2. Trailheads should be used as a tool to address areas where trespass and other known issues impact adjacent property owners. This may involve locating trailheads away from areas that would promote issues such as trespass or, conversely, in closer proximity to private property to address issues such as parking on private property. Trailhead location should be determined with input from local communities, adjacent property owners and trail users.
Camping facilities	<p>Typically, primitive camping will be provided on the trail and include, at a minimum, designated tent sites and a vault toilet. In addition to convenience, sites should be chosen for availability of water, scenic views, shade, proximity to communities and width of the trail corridor. Group campsites with road access should also be provided. In some cases, camping areas may also serve as trailheads. Camping facility location and design should be determined with input from local communities, adjacent property owners and trail users.</p> <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. Generally, camp areas should be 5-8 miles from trailheads and 8-10 miles apart from each other. Both group and individual sites should be provided. 2. To the degree possible, camping area locations should be used as a tool to address areas where trespass and other issues impact adjacent property owners. This may involve locating camping facilities away from areas that would promote issues such as trespass or illegal dumping or, conversely, in closer proximity to address these concerns.
Trail surfacing	<p>Typical trail surfacing is intended to accommodate pedestrian, bicycle and equestrian use. Wherever possible State Parks will ensure the trail meets Americans with Disabilities Act (ADA) requirements.</p> <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. As site conditions allow, the trail surface will be approximately 10 feet wide with a running slope matching that of the original Milwaukee Road rail bed which is generally under 2%. Where site conditions do not allow a 2% running slope (i.e. areas with removed bridges, etc.) slopes should not exceed 10% running slope. The trail surface will be compacted 5/8" minus crushed rock or paved in certain areas and will be designed to meet ADA requirements.

<p>Bridges, Trestles and Tunnels</p>	<p>Existing bridges and trestles within the planning area range in length from 10 feet to 975 feet. In addition, there are two 400 foot tunnels located along Rock Lake.</p> <p>Existing Bridge and Trestle Gaps</p> <ul style="list-style-type: none"> ○ Beverly Bridge (existing closed trestle over the Columbia River) ○ Cow Creek Trestle (trestle has been removed) ○ Lind Trestle (trestle has been removed) ○ Rock Lake bridges 128 and 130 (existing closed bridges) <p>Existing Tunnel Gaps</p> <ul style="list-style-type: none"> ○ Tunnel 43 and 44 along Rock Lake <p>Management Recommendations Depending on the type of trestle and crossing needed one of three approaches would be used:</p> <ol style="list-style-type: none"> 1. Re-deck existing trestles and provide safety fencing. 2. Replace missing trestles with new trestles or bridges. 3. Re-grade areas with missing trestles to allow for an at-grade crossing rather than trestle replacement. 4. Provide temporary detours as a means address missing trestles and bridges. 5. Conduct a cultural/historic resources survey to determine the historic significance of trestle and bridges. 6. Review existing detour routes to determine if safer and shorter routes exist.
<p>Recreational permit requirement</p>	<p>State Parks requires a recreational use permit for individuals and groups using the trail. Due to the remote nature of the trail, the permit serves to provide notification to adjacent property owners when the trail is being used and also to notify recreational users of trail rules.</p> <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. The recreational use permit should be eliminated for developed portions of the trail with adequate signage, fencing and educational materials to prevent issues such as trespass and unauthorized use of campfires. 2. If necessary, seek administrative and/or statutory authority to eliminate the recreational use permit requirement in areas where the trail is developed. 3. Until the permit requirement is eliminated Park staff will work towards streamlining the process through the use of on-line and web-based resources for issuing permits and providing property owner notification. 4. Personal information will not be provided as part of the notification process. 5. Work with adjacent property owners to address concerns (i.e. trespass,

	<p>fire danger, pets off-leash) so that formal property owner notification is no longer required.</p> <p>6. Work with local communities to determine an alternative to individual permits for local trail users.</p>
<p>Trail naming</p>	<p>The current name of the trail is the “Iron Horse State Park Trail (which includes the John Wayne Pioneer Trail).” State Parks is proposing to eliminate the “John Wayne Pioneer Trail” portion of the trail name. The revised trail name would be “Iron Horse State Park Trail.” The trail name would apply to the entire length of the trail from Rattlesnake Lake near North Bend to the Idaho border.</p> <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. Retain the “Iron Horse State Park Trail” name but eliminate the “John Wayne Pioneer Trail” portion of the name to focus on the railroad history associated with the trail. 2. Work with the volunteer groups originally involved in the establishment of the trail to identify an appropriate method of recognition (i.e. trailhead name) based on the elimination of the “John Wayne Pioneer Trail” portion of the park name. 3. As an additional alternative the trail name “Milwaukee Road State Park Trail” is provided.
<p>Long-term boundary</p>	<p>Currently there are gaps along the trail created by private property, Department of Natural Resources (DNR) managed trail and a 30 mile section of active rail line. In some cases trailhead locations may require acquisition of additional land.</p> <p>Existing Gaps – East to West</p> <ul style="list-style-type: none"> ○ Pine City – Checker-boarded ownership ○ Rock Lake north – One mile ○ Rock Lake south – 500 feet ○ Ewan – Two miles ○ West of Ewan 1 – 1400 feet ○ West of Ewan 2 – 2000 feet ○ East of Lind – 1500 feet ○ Warden to Port of Royal Slope – 30 miles of active rail line (Port of Royal Slope and Burlington Northern Santa Fe) ○ Port of Royal Slope to Columbia River – 40 miles of DNR managed trail <p>Management Recommendations</p> <ol style="list-style-type: none"> 1. Trail gaps created by privately owned parcels and active rail operated by the concessionaire for the Port of Royal Slope and Burlington Northern Santa Fe railroad would be included in the long-term boundary. DNR managed trail would be included in the long-term boundary to advance shared trail management goals. Parks would pursue easements, property agreements, and other means of establishing management for trail

	<p>purposes. State Parks will work with active rail line operators to explore opportunities such as trails next to the active rail line.</p>
<p>Land classification (intensity of recreational use)</p>	<p>State Parks uses a land classification system similar to city and county zoning to determine the level of intensity that can occur for recreational development.</p> <p>Management Recommendations The following State Parks land classifications would be applied:</p> <ol style="list-style-type: none"> 1. Recreation classification for more intensive trailheads and camping opportunities within and in close proximity to communities. 2. Resource Recreation classification for the trail corridor and for trailheads and camping facilities that occur at a lower intensity of use. 3. Heritage classification for historic structures, trestles and bridges that are on the National Register of Historic Places or are potentially eligible for the National Register of Historic Places. These are: <ul style="list-style-type: none"> ○ Tunnels 43 and 44 which are each 400 foot long tunnels located along Rock Lake ○ Trestles 128 and 130 which are, respectively, 60 feet and 190 feet long and located along Rock Lake ○ The Taunton Substation in Township 15, Range 28E, Section 8 and located approximately 8 miles west of Othello ○ Beverly Bridge which crosses the Columbia River south of Vantage and is currently listed on the National Register of Historic Places
<p>Protection of cultural, archaeological, and historic properties</p>	<p>Management Recommendations Consult with tribes that may have an interest in the archaeological and cultural resources on the trail prior to any development activities. State Parks staff will follow the direction contained in the Washington State Parks and Recreation Commission’s Cultural Resources Policy 12-98-1.</p> <p>Treatments applied to historic properties, including rehabilitation or enhancement of existing historic structures or new facility construction in historically significant areas must conform to <i>Commission Policy 12-98-01: Cultural Resource Management Policy</i>.</p> <p>A cultural resource management plan should be developed. This plan must be consistent with State Park’s Cultural Resource Management Policy and at a minimum include: 1) a description of the park’s cultural resources, 2) evaluation and conclusions about their significance, 3) outline of the park’s goals and objectives in managing these resources, 4) description and evaluation of current cultural resource management activities, and 5) prescription for an action program to meet the most urgent needs. The cultural resource management plan will be updated as new information and techniques become available to park staff.</p>

	<p>No significant historic properties will be disturbed as the result of operation, maintenance, or development activities prior to a determination of treatment as part of the trail's cultural resource management plan.</p> <p>Park staff will consult with the State Department of Archaeology and Historic Preservation (DAHP); State Parks Stewardship staff, the Interpretive Program Manager, Archaeologists, and local historical societies, when appropriate, for assistance in protection and management of historic sites and structures, archaeological sites, and Native American cultural sites.</p>
<p>Protection of natural plant and animal communities</p>	<p>Management Recommendations</p> <p>Park staff will ensure that all park management activities comply with regulations and policies related to the protection of natural plant and animal communities including <i>RCW 79A.05.035: Additional powers and duties</i> and <i>Chapter 352-28 WAC: Tree, plant, and fungi cutting, removal and/or disposal</i> and <i>Natural Resource Management Policy #73-04-1 Protecting Washington State Parks Natural Resources</i>. The general purpose of the park's natural resource management program will be to identify additional research needs and to develop and implement additional management policies and prescriptions for: 1) general protection of important plant and animal communities; 2) specific protection of identified threatened, endangered, or sensitive plant and animal species/associations/communities; 3) management of non-native species; 4) protection of wetlands and riparian areas; and 5) prevention of wildfires.</p> <p>To protect and preserve valuable and sensitive natural resources within the park, staff should: 1) identify and map sensitive resources within the park; 2) manage the trail to limit impacts to sensitive resources; 3) support local stewardship programs sponsored by volunteer groups; and 4) develop mechanisms/tools to prevent non-compatible impacts through development or landscape modification that degrade the view shed.</p> <p>Campsites and trailheads will be constructed within previously disturbed areas, or areas with low habitat value. However, development plans in disturbed sites with documented historical railroad significance will be carefully evaluated.</p> <p>As part of any re-vegetation (following facilities construction or renovation), landscaping, or prescriptive planting projects, first consideration should be given to the use of native plants and avoiding the proliferation of noxious weeds.</p>

APPENDIX 5

IRON HORSE STATE PARK TRAIL REAL ESTATE PLAN

INTRODUCTION:

Development of a real estate plan was identified as a deliverable at the outset of this planning process. It provides a key method for addressing management issues such as trespass, fencing and noxious weed control. The real estate plan references the policy basis for real estate activities and identifies existing opportunities for activities such as leasing and limited non-recreational use within the right-of-way. Like the management recommendations, the real estate plan is adopted by the Director.

STATEMENT OF PRINCIPALS:

- (1) The Commission will continue to allow agricultural use of State Park property to the degree it does not adversely impact recreational trail users or trail conditions.
- (2) On a case-by case basis, the Commission will allow agricultural, ranching and other appropriate/historic adjacent uses up to the historic fence line in exchange for adjacent landowners providing ongoing fence repairs, noxious weed control or other agreed to property improvements.
- (3) The Commission re-affirms an on-going commitment to processing motorized trail use permit requests from adjacent landowners.

The Commission further directs staff to investigate the procedural and legal elements needed to:

- (4) Authorize the direct sale or exchange of property to adjacent landowners pursuant to RCW 79A.05.178 and 79A.05.180

EXISTING AGENCY POLICY THAT SUPPORTS THE PRINCIPALS STATED ABOVE (POL-55-06-1):

Policies supporting Principal # 1:

- The Commission recognizes and confirms the rights of adjoining landowners' pre-existing agricultural and forestry operations on lands adjacent to the rail-trails.
- The Commission continues to recognize established "grandfathered" residential, agricultural, forestry and other limited use access crossings of former railroad rights-of-way, and will not assess application or use fees against holders or requestors of "grandfathered" permits.

Policies supporting Principal # 2:

- The Commission may consider and accept non-monetary compensation or benefits in lieu of or in addition to cash or monetary consideration when authorizing leases, permits, easements or other agreements; Provided, the in-kind services shall be documented and accepted in writing as being of equal or higher value than the negotiated monetary value for the use.

Policies supporting Principal # 3:

- Review Criteria for granting uses on non-traditional park lands takes into account the significantly different attributes and management conditions of rail-trails and other non-traditional lands. It is the policy of the Commission to recognize the significantly different attributes and management conditions of rail-trails and other non-traditional lands, and to be more flexible in permitting non-parks uses
- Existing leases of rail-trail lands will be honored for the duration of their terms. The Commission will consider renewals or new leases per RCW 79A.05.030.
- The Director or designee may permit access or other use parallel to or, in very limited circumstances on a case by case basis, on the recreational trail within the right-of-way corridor of a rail-trail, for temporary agricultural, forest management or other uses under such terms and conditions as deemed necessary to protect the public interests.

Procedural elements to consider prior to conducting a direct sale or exchange of real property (areas to investigate) pursuant to RCW 79A.05.178 and 79a.05.180

- Has the subject property been designated as available for sale or exchange through an agency planning process (CAMP)?
- Does the adjacent landowner want to acquire the State Park property available for purchase or exchange?
- Is the adjacent use area “developed” (does it meet the criteria detailed in 79A.05.178)?
- Has a Recreation and Conservation Office (RCO) Allowable Use Request been submitted and approved (conversion in use evaluations)?
- Has a public hearing been held pursuant to 79A.05.178 or .180?
- Has the property been appraised?
- Have in-kind or in-lieu considerations been made? (exchanging monetary values for other considerations like fence line maintenance or ongoing weed control)?
- Has the Commission approved the sale or exchange or otherwise delegated the authority to complete the property transaction?

APPENDIX 6

2017-2019

Capital Budget Request for Iron Horse State Park Trail

Capital budget requests for the Iron Horse State Park Trail will be phased over several biennia. The first phase will include design and permitting for the projects below along with initial rock fall scaling and removal along Rock Lake. The budget request for the 2017-2019 biennium is \$800,000.* The second phase of projects will include construction of the Cow Creek Trestle. A third phase will be required to repair tunnels and trestles and construct trailheads as indicated below.

The projects in the table below have been identified through a public planning process and the following prioritization:

- **Priority 1** - Close gaps and open trail mileage by replacing or repairing unusable or unsafe structures (bridges, trestles, tunnels, etc.) which inhibit use and represent barriers to contiguous use.
- **Priority 2** - Develop access points, the trail itself and amenities near more heavily populated areas or areas of heavy use to provide increased recreational value.
- **Priority 3** - Develop the balance of the trail in more remote areas, and thus make it continuous and fully usable.

Capital Project	Priority
Cow Creek Trestle (1500 feet) located between Ralston and Marengo	Priority 1 – Replaces a missing structure which is a barrier
Tunnel #43 along Rock Lake (400 feet)	Priority 1 – Repairs an existing unusable tunnel
Tunnel #44 along Rock Lake (400 feet)	Priority 1 – Repairs an existing unusable tunnel
Trestle #128 along Rock Lake (60 feet)	Priority 1 – Repairs an existing unusable trestle
Trestle #130 along Rock Lake (190 feet)	Priority 1 – Repairs an existing unusable trestle
Trailhead at Lind	Priority 2 – Develops a trail access point near a populated area
Trailhead at Kenova	Priority 2 – Develops a trail access point

Trailhead at Rock Lake	Priority 2 – Develops a trail access point
Trailhead at Revere	Priority 2 – Develops a trail access point
Trailhead at Marengo/Ritzville-Benge Road	Priority 2 – Develops a trail access point
Trailhead at Ralston	Priority 2 – Develops a trail access point

*The capital budget proposed above is dependent on legislative approval.

APPENDIX 7

2017-2019

Operating Budget Request for Iron Horse State Park Trail

Operating budget requests for the Iron Horse State Park Trail will be refined as the trail develops. The budget proposed below reflects stewardship and management of the trail in its current undeveloped condition. As capital projects are completed over the next several biennia the operating budget will be reevaluated to address costs associated with new facility operation and maintenance.

The budget in the table below has been identified through a public planning process and the following prioritization:

- **Priority 1** – Proactively address noxious weed and vegetation management, trespass, and other issues by surveying and documenting areas with current or past problems.
- **Priority 2** – Use State Parks staff, contractors, the Washington Conservation Corps (WCC) and other resources to address issues such as noxious weeds and vegetation management, signage and minor trail repairs.
- **Priority 3** – Provide a seasonal on-trail staff presence to interact with adjacent property owners, recreational users, and communities located near and along the trail.

2017-2019 Proposed Operating Budget*	Cost
Staffing includes: <ul style="list-style-type: none">○ Salaries○ Benefits	\$122,000
Non-staff costs include items such as: <ul style="list-style-type: none">○ Spraying contracts○ Sterilant application○ Signs○ Fencing and gates	\$278,000
Total cost	\$400,000**

* This budget is part of a larger operations budget package that will go to the legislature in 2017 and is dependent on legislative approval.

**This number reflects proposed operational needs for a two year period.