

MILWAUKEE ROAD PROPERTY LAND USE STUDY

**PREPARED FOR STATE OF WASHINGTON
DEPARTMENT OF NATURAL RESOURCES**

**BY DAMES & MOORE
AND EDWARDS, INC.**

DECEMBER 1983

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Executive Summary

Background

In 1981 and 1982 the State of Washington acquired 213 miles of Milwaukee Railroad land holdings, varying from 40 to 200 feet in width, as well as several adjacent parcels. The state's holdings are not continuous but consist of two basic segments: an 89-mile section between Easton and Royal City Junction; and a 124-mile section between Warden and the Idaho state line. Subsequently, several legislative and public hearings were held to assist in deciding how the Milwaukee Road property should be used. Because of the controversy associated with this issue, the state legislature requested that an independent land use study of the property be conducted.

Milwaukee Road Property Land Use Study

The purpose of this study is to identify and analyze alternative uses for the Milwaukee Road property, and provide clear, objective recommendations to the legislature regarding its most appropriate use(s). Primary study tasks have included identifying issues associated with use of the property, establishing goals and objectives as a basis for comparing alternative uses, evaluating alternatives, and recommending a preferred course of action including a development/implementation approach. Alternative uses considered are sale or lease of the property to adjacent landowners, transportation, habitat conservation and related uses (e.g., bird watching), recreational trail uses, and mixed and joint uses.

Public involvement represents an important part of this study. An advisory board comprised of representatives of special interest groups and local and state government entities was formed to assist the study team in identifying issues, alternative uses, and other elements that should be considered in the study. In addition, a questionnaire survey was conducted to obtain public opinions concerning the goals that should be met by use of the property. Three public meetings were held in early December 1983 (at Ellensburg, Ritzville, and Seattle) to inform the public of study results and solicit further comments and recommendations.

Alternative Uses or Courses of Action

The Milwaukee Road property has a number of associated use opportunities and constraints that permit the identification of a number of feasible alternatives for development or disposition of right-of-way (ROW) lands. They are:

- Alternative 1 - Sale of ROW Lands to Adjacent Landowners

The State of Washington would sell ROW lands to adjacent private property owners at fair market value or a value to be determined. Conditions could be placed on the sale to assure that the state would recoup all or a designated percentage of the original ROW purchase price and subsequent maintenance costs.

- Alternative 2 - Lease of ROW Lands to Adjacent Landowners

The State of Washington would lease ROW lands to adjacent property owners for a specified period subject to specified use restrictions. This option would permit ROW lands to be held in reserve for future use by the state.

The state would be responsible for providing access control at public road crossings; however, the lessee would be responsible for any additional access control of leased lands. The state would also be responsible for weed control unless the lessee assumes this responsibility under agreement with the state.

- Alternative 3 - Habitat Conservation

The State of Washington would retain and improve indigenous vegetation along the ROW to maximize habitat and cover along the ROW. The state would be responsible for weed control and control of public access to the ROW.

- Alternative 4 - Recreational Trail Development

The State of Washington would develop, operate, and maintain the entire 213-mile Milwaukee Road ROW as a recreational trail for nonmotorized use.

- Alternative 5 - Continuous Transfer

The State of Washington would develop, operate, and maintain one of any number of commodity or utility transport options (pipeline, road, transmission lines, conveyor belt, railroad, vacuum tube, etc.). This alternative is being studied under separate contract to the State Department of National Resources and will be considered in this report only as an option under Mixed/Joint Use.

- Alternative 6 - Mixed/Joint Use

The State of Washington would implement more than one of the above uses along the entire ROW or portions thereof. The potential course of action recommended in this study represents one of the innumerable possible combinations of ROW use provided.

Each of these alternatives was compared with the set of goals and objectives identified through the analysis of expressed public issues and concerns associated with ROW options. A preferred course of action was then developed and refined. (See page 53 for further discussion of alternative uses or courses of action.)

Recommendations

Preferred Course of Action

The preferred course of action for use of the Milwaukee Road property is based on an analysis of issues and options expressed by owners of lands adjacent to the ROW, farming and agricultural interests, environmental

and recreational interests, and other special interest groups. It considers the opportunities represented by the physical configuration of the property; its environmental, scenic, and other attributes; and the potential benefits to be derived from taking advantage of these opportunities. On the other hand, the preferred course of action recognizes the risks associated with alternative uses of the property and the costs related to their implementation. The preferred course of action reflects a balance of these factors and, in our judgment, represents the use option with the highest potential for achieving widespread public acceptance.

The preferred course of action provides for near-term development of a limited portion of the ROW as a recreational trail. Limited recreational use will enable the state to test user acceptance, to determine the magnitude and extent of any problems associated with this use, to gain management experience, and to limit development and operation costs and funding requirements while maintaining future use options. The preferred course of action presumes (pending a successful test of recreational trail concept) phased development of the entire Milwaukee Road property for recreational trail use over the long term.

Specific elements recommended for implementation by the State of Washington at this time include:

1. Development of the westernmost portion of the ROW (from Easton through the Yakima River Canyon,* a distance of about 25 miles) as a recreational trail. The recreational trail would be part of the existing state park system. This initial development would provide a test of user acceptance and the extent to which adjacent landowners are adversely affected by this use.
2. Reservation by the state of the remaining 188 miles of ROW for a future use, subject to state evaluation of the success of the established portion of the trail, with adjoining property owners given the option of leasing the ROW subject to restrictions.
3. Within 2 to 4 years of Recommendation No. 1 above, development of additional ROW sections for recreational trail use that would provide additional tests of user attractiveness and use acceptance, contingent upon a successful outcome for Recommendation No. 1.
4. Providing for recreational trail use of the entire ROW by organized groups once or twice each year, subject to obtaining a permit and other restrictions.
5. Establishment of state responsibility under existing statutes for liability, weed control, access, and enforcement of the entire ROW as described below.

*The Yakima River Canyon referred to in this study entails that portion of the Yakima River and adjacent lands beginning at Teanaway to the west and extending for about 8 river miles to the east, whence the river emerges from the steep-sided canyon into the Thorp Prairie.

In addition to these use recommendations, it is recommended that the state provide immediate relief action, through legislation, to protect adjacent landowners from unauthorized motorized use of the trail and hunting along the trail, which have led to numerous reported instances of trespass and associated problems. Specifically, such legislation should prohibit unauthorized motorized use and hunting on the ROW (see page 66 for further discussion of the preferred course of action and other recommendations regarding use of the Milwaukee Road Property).

A general comparison of the advantages, disadvantages, and costs associated with each of the six alternatives and the preferred course of action is contained in Table A.

Project Description

Background

The Chicago, Milwaukee, St. Paul, and Pacific Railroad (Milwaukee Road) was constructed between 1908 and 1911. The railroad operated in Washington State until March 1980, when the railroad declared bankruptcy. The Milwaukee Road real estate company was tasked with disposing of railroad property after bankruptcy was filed, and offered the right-of-way (ROW) within eastern Washington for sale to the State of Washington. While the state legislature considered the purchase, the railroad holding company offered several operators of grain elevators along the ROW the right to purchase the lands on which their facilities were located. Requests by other parties to purchase ROW lands (Central Washington University and several private parties) were also honored. The central 45 miles of railroad (between Royal City Junction and Warden) were leased by the Beverly-Royal Slope Port District for continued railroad operations. The salvage rights to the remaining ROW lands were sold to three salvage companies. Salvage activities commenced in 1981 and are still ongoing along certain areas of the ROW.

In 1981 and 1982 the State of Washington acquired quit-claim deeds to 213 miles of Milwaukee Railroad land holdings that include the railroad ROW as well as several adjacent parcels. The ROW extends between Easton and the Washington/Idaho state line across five counties: Kittitas, Grant, Adams, Whitman, and Spokane (see Figure 1). The state's holdings are not continuous, but are interrupted at several locations where parcels have been acquired by other interests.

Following acquisition of the property, the Washington State Legislature initiated actions to decide how the Milwaukee Road property should be used. A Select Legislative Committee on the Milwaukee Road was formed in 1982, and held public hearings in November of that year to gather public comments on use of the ROW. Several House and Senate bills proposing management and use alternatives for the property were introduced in February and March 1983; subsequent legislative committee hearings solicited public comment on the proposed legislation.

Legislation supported by recreational and environmental interest groups called for development of a recreational trail along the entire ROW.

TABLE A

SUMMARY OF ADVANTAGES, DISADVANTAGES, AND COSTS ASSOCIATED WITH ALTERNATIVES AND THE PREFERRED COURSE OF ACTION

Alternative	Advantages	Disadvantages	Cost (a)
1. Sale of ROW Lands to Adjacent Landowners	<ul style="list-style-type: none"> • The State would recoup a portion of its investment to date; future public costs would be reduced. • Adjacent landowners would regain control of access over ROW lands, thereby maximizing protection of productive croplands and rangelands. • Adjacent landowners could increase productivity and could consolidate holdings by returning ROW lands to agricultural or range uses. 	<ul style="list-style-type: none"> • Future public use options by the state would be foreclosed or severely constrained. • The state would forfeit the majority of its public investment in the ROW to date, without generating any widespread public benefit. • "Creative purchase" could limit sales revenues to state. 	<ul style="list-style-type: none"> • <u>Costs</u> Development: \$436,000-532,000 Operational: \$83,000-106,000 (annual) • <u>Revenues</u> Revenues will accrue from private purchases of land and continuation of existing easements and leases.
2. Lease of ROW Lands to Adjacent Landowners	<ul style="list-style-type: none"> • Lease revenues would be generated; public costs for enforcement of leased portions of the ROW would be reduced. • ROW lands would be held in reserve for a variety of potential future uses. • Control of access over ROW lands by adjacent landowners would be increased. 	<ul style="list-style-type: none"> • Leasing of ROW lands would preclude future use for some public uses (e.g., recreation; perhaps habitat conservation). • Leasing could entail technical and legal problems due to complex ownership patterns, resulting in administrative, legal, and maintenance costs. • "Creative leasing" could limit revenues to the state. 	<ul style="list-style-type: none"> • <u>Costs</u> Development: \$790,000-966,000 Operational: \$129,000-165,000 (annual) • <u>Revenues</u> Revenues will accrue from lease considerations and continuation of existing easements and leases.
3. Habitat Conservation	<ul style="list-style-type: none"> • Protection of habitat and associated wildlife along the ROW would be maximized. • Protection of adjacent farmlands and croplands from public encroachment may be improved. 	<ul style="list-style-type: none"> • Use options with greater potential for public and private benefit or productivity would be precluded or severely limited. • The state would forfeit the majority of its public investment in the ROW to date, without generating any widespread public benefit. 	<ul style="list-style-type: none"> • <u>Costs</u> Development: \$790,000-966,000 Operational: \$61,000-91,000 (annual) • <u>Revenues</u> No direct revenues will accrue.
4. Recreational Trail Development	<ul style="list-style-type: none"> • Direct public use benefits would accrue to permitted trail uses. • Trail development would provide a unique opportunity to take recreational advantage of long, high-quality route of historic, environmental, and scenic interest. 	<ul style="list-style-type: none"> • Trail development would increase public exposure to adjoining private lands, with increased potential for trespass, property damage, vandalism, etc. compared to other alternatives. • The ROW is not uniformly interesting, and has sections that would receive low use. • Bringing ROW features such as bridges, tunnels, grade, etc. up to recreational standards would be costly without volunteer or other low-cost labor. Operational costs will be high relative to other noncommercial ROW uses. 	<ul style="list-style-type: none"> • <u>Costs</u> Development: \$1,624,000-2,380,000 Operational: \$356,000-487,000 (annual) • <u>Revenues</u> Revenues will accrue from user fees, continuation of easements, and leases (where feasible).

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(a) Costs as presented reflect development and operational costs identified for each alternative (including the preferred course of action) in the study below. These costs are provided for comparison only and are not to be regarded as sufficiently accurate for developing agency budgets. Tables 3 through 9 of this report present detailed information on estimated costs for each of the alternatives; further discussion is presented in the text accompanying each of these tables.

TABLE A

SUMMARY OF ADVANTAGES, DISADVANTAGES, AND COSTS ASSOCIATED WITH ALTERNATIVES AND THE PREFERRED COURSE OF ACTION

Alternative	Advantages	Disadvantages	Cost ^(a)
5. Continuous transfer ^(b)	<ul style="list-style-type: none"> Continuous transfer options could generate substantial revenues to the state, local jurisdictions, and private business. Exposure of adjacent private lands to public exposure would be reduced with proper access control Certain continuous transfer options can coexist with other public and private uses. 	<ul style="list-style-type: none"> Capital costs associated with development are highest of all use options. Depending on the option and design selected, this alternative entails risk of malfunction, fire and explosion, thereby imposing associated risk of damage to adjoining lands and environment. 	<ul style="list-style-type: none"> Costs and revenues will vary with continuous transfer option selected.
6. Mixed/Joint Use ^(c)	<ul style="list-style-type: none"> This alternative provides the greatest flexibility of all use alternatives, and therefore permits the greatest opportunities for maximizing public and private benefit along the entire ROW. 	<ul style="list-style-type: none"> Resultant management schemes and requirements for interagency coordination could be complex. Mixed/joint use could result in competing expansion and development interests along the ROW. 	<ul style="list-style-type: none"> Costs and revenues will vary with mixed/joint use option selected.
<u>Preferred Course of Action</u>	<ul style="list-style-type: none"> The goals and objectives supported by all interest groups are at least partially served by this mixed/joint use option. This option would permit the state to test the trail concept along a portion of the ROW, before committing additional public funds to develop a costly and perhaps infeasible trail along the entire ROW. ROW lands would be held in reserve for a variety of potential future uses through the lease program. Control of access over ROW lands by adjacent landowners would be increased. This option would provide for orderly and phased development of the ROW based on operational and fiscal experience. 	<ul style="list-style-type: none"> Development of a recreational trail will impose a net fiscal cost on the state. Lands adjacent to the trail portion of the ROW will be exposed to increased public use, increasing potential for proximity impacts and risk of property damage due to trespass, vandalism, and fire. The lease program would entail technical and legal problems due to complex ownership patterns, resulting in administrative, legal, and maintenance costs. "Creative leasing" could limit revenues to the state. 	<ul style="list-style-type: none"> <u>Costs</u> Development: \$889,000-1,123,000 Operational: \$173,000-(annual) 241,000 <u>Revenues</u> Revenues will accrue from user fees, continuation of existing easements, and leases.

(b) The continuous transfer alternative is being studied by Swan Wooster, Inc. (Portland, OR) under separate contract to the Washington Department of Natural Resources.

(c) Advantages, disadvantages, and costs associated with the mixed/joint use alternative will vary with the specific combination of uses considered.

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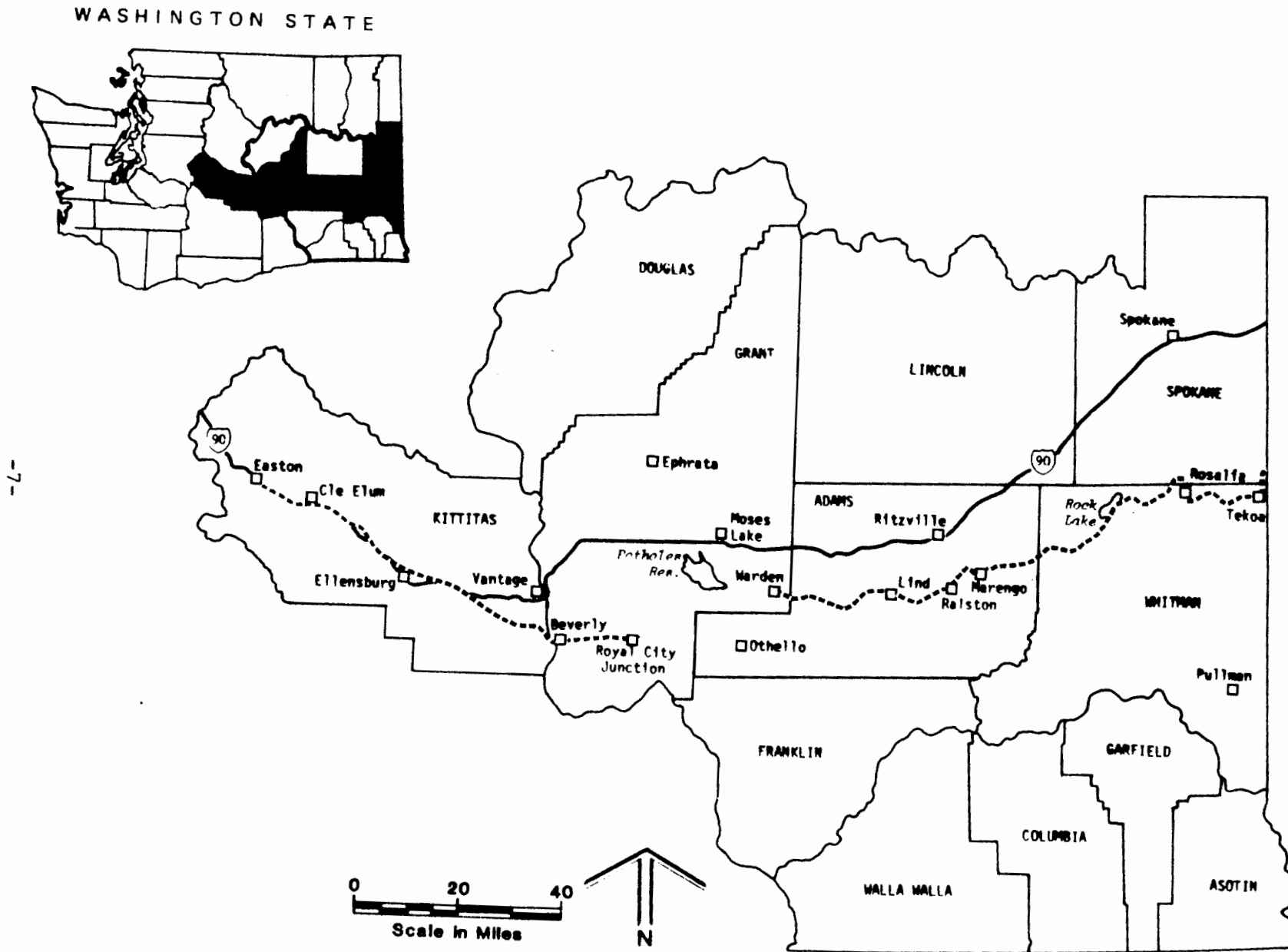


Figure 1
Location of Milwaukee Road Right-of-Way

Landowners and agricultural interest groups supported legislation that would preclude the establishment of a recreational trail and allow adjoining property owners the opportunity to buy or lease the ROW. All interest groups supported legislation that recognized the long-term potential for future use of the ROW as a utility or transportation corridor, and called for further study to evaluate management and use alternatives for the property.

Proposed bills were not approved by the legislature. Until final management and use plans are adopted by the legislature, the Department of Natural Resources (DNR) has been assigned responsibility to maintain and administer the property, and to oversee studies examining potential uses for the property.

Purpose of the Land Use Study

The purpose of this study is to identify and analyze alternative uses for the Milwaukee Road property, and to provide clear, objective recommendations to the legislature regarding its most appropriate use(s). Primary study tasks have included identifying issues associated with use of the property, establishing goals and objectives as a basis for comparing alternative uses, evaluating alternatives, and recommending a preferred course of action including a development/implementation approach. The criteria used to evaluate alternative uses for the property include physical, institutional, political, and economic feasibility; environmental and land use compatibility; and social costs and benefits. Those uses categorized as continuous transfer systems are being evaluated in a separate study overseen by DNR, and are addressed in this report only in terms of their mixed or joint use compatibility with other public or private uses of the ROW. Suitability of the ROW for use as a recreational trail, a major issue in the legislature and with the public at large, has been examined in particular detail.

The remainder of this report describes the setting of the property, the methods used in evaluating alternative land uses for the property, and the use opportunities and constraints associated with the property. Based on these considerations, the report then identifies potential uses of the property, provides an evaluation of alternative uses, and finally recommends a preferred use and development approach. Two appendices to this report present public involvement materials and public comments received throughout the course of the study (Appendix A) and an analysis of the ROW's potential for use as a recreational trail (Appendix B).

Setting of the Milwaukee Road Property

The Right-of-Way

This section describes general environmental and physical features and land use characteristics along the Milwaukee Road ROW. The Milwaukee Road ROW traverses five counties in central and eastern Washington, for a distance of 213 miles (see Figure 1). The ROW is generally 40 to 100 feet wide but at certain locations (for example, where sidings once existed) the width extends to 200 feet or more.

Beginning in Easton, the ROW extends through Kittitas and Grant counties for a distance of 89 miles, terminating at Royal City Junction. A 45-mile section of the ROW between Royal City Junction and Warden is currently owned and operated as a short-line railroad by the Beverly-Royal Slope Port District for the movement of wheat and other commodities. The state-owned ROW resumes at Warden and continues eastward through Grant, Adams, Whitman, and Spokane counties. This portion of the ROW covers a distance of 124 miles, terminating about 5 miles northeast of Tekoa at the Idaho state line. A few privately owned portions of the ROW, ranging in size from 20 feet to 1 mile, interrupt the route in Kittitas and Whitman counties. These are discussed in detail later in this section. The length and acreage of Milwaukee Road property in each of the five counties is presented below in Table 1.

TABLE 1

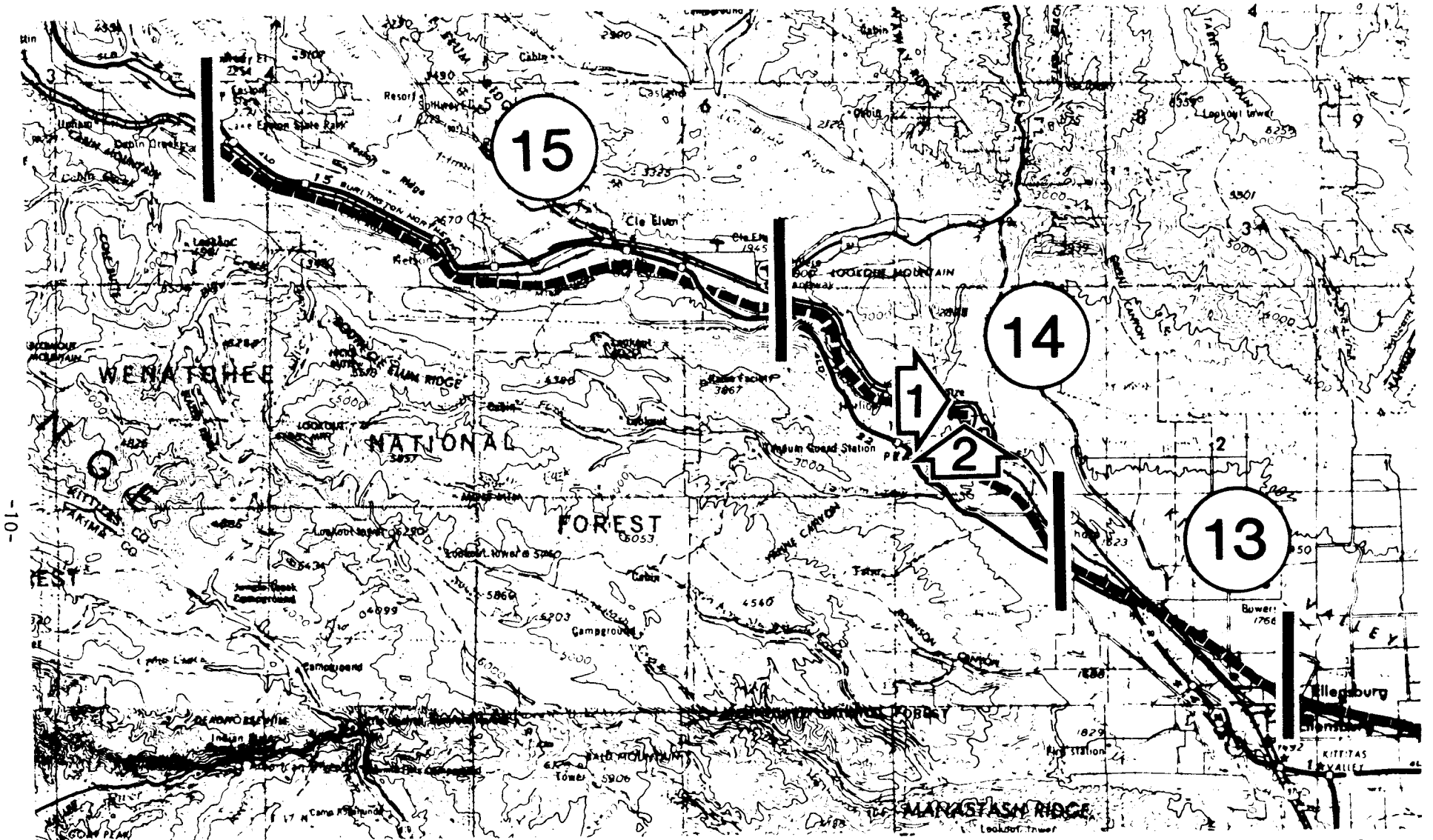
LENGTH AND ACREAGE OF MILWAUKEE ROAD PROPERTY, BY COUNTY

Location	Length of ROW	Acreage of Property
Kittitas County	72.2 miles	1,364 acres
Grant County	19.2 miles	363 acres
Adams County	56.4 miles	1,065 acres
Whitman County	58.6 miles	1,107 acres
Spokane County	6.6 miles	125 acres
Total	213.0 miles	4,024 acres

Rails, ties, communication poles, and other trackage material along the ROW have been removed by salvage companies under contract to the Milwaukee Railroad Company. Bridges and trestles between Ralston and Lind have also been salvaged, but an additional 150 bridges* remain in place. In most areas the roadbed is filled with ballast and graded to a level surface. The surface of the railroad grade is in generally good condition; the maximum slope is 4 percent (the uphill grade west of the Columbia River). Five tunnels are present; two are west of Ellensburg along the canyon formed by the Yakima River, one is in the Boylston Mountains southeast of Ellensburg, and two are at upper Rock Lake. Depots and other railroad buildings, signs, and signal devices are also located along the ROW. Many of these structures are located in towns along the ROW. The appropriate number of bridges along the ROW and the location of ROW tunnels are depicted in Figure 2.

At seven locations in Kittitas and Whitman counties, portions of the Milwaukee Road property were acquired by private parties before the majority of the route was purchased by the state. Other than the 45-mile section of the property between Royal City Junction and Warden purchased by the Royal Slope Port District, these parcels constitute the only interruptions in the continuity of the two ROW segments from Easton to Royal City Junction and from Warden to the Idaho state line. In Kittitas County these parcels are located at Cle Elum, north of the Yakima River

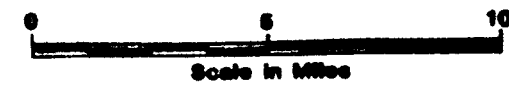
*Includes trestles and concrete arch culverts as well as bridges.



Easton to Ellensburg

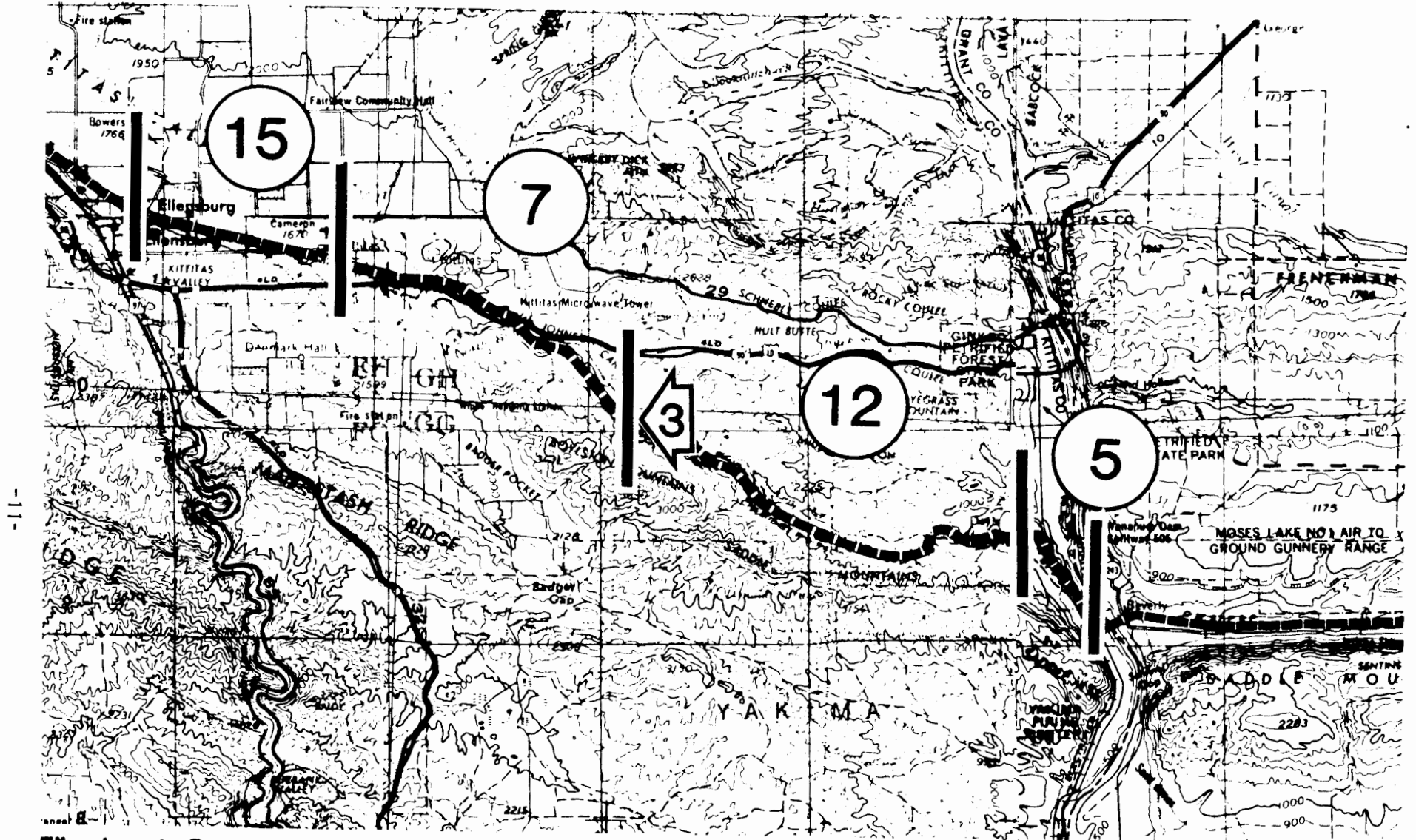
Legend

- 15** Number of bridges over rivers, creeks, roads, and high fills
 - 1** Tunnel: 1/6 mile
 - 2** Tunnel: 1/10 mile
- a) Actual count may vary slightly



Source: Chicago, Milwaukee, St. Paul & Pacific Railroad Right-of-Way and Truck Maps, updated through 1981

**Figure 2a
Bridges and Tunnels Along
Milwaukee Road Right-of-Way**



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Ellensburg to Beverly

Legend

15 Number of bridges over rivers, creeks, roads, and high fills ^a

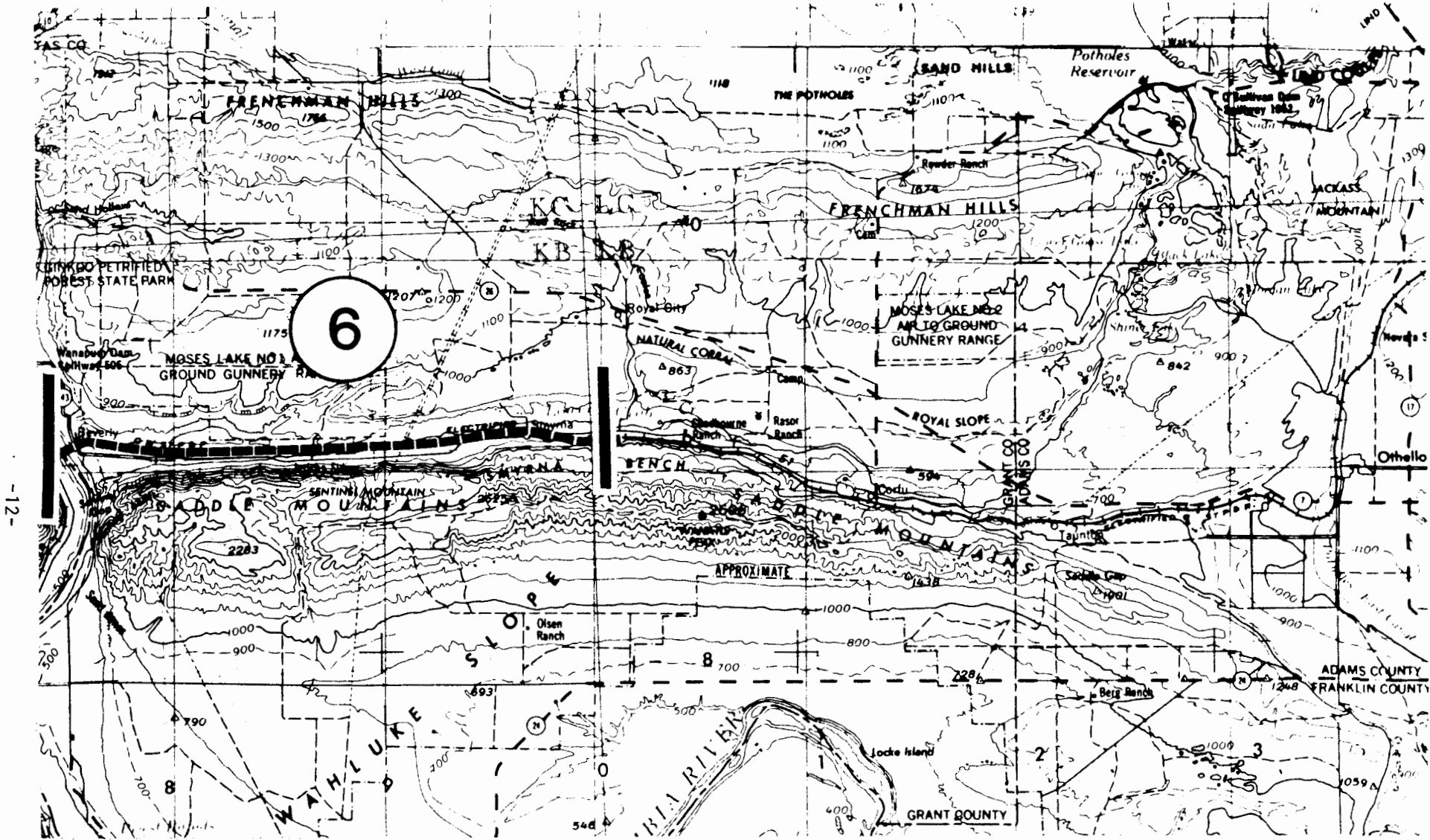
3 Tunnel: 1/3 mile

a) Actual count may vary slightly

Source: Chicago, Milwaukee, St. Paul & Pacific Railroad Right-of-Way and Truck Maps, updated through 1981



Figure 2b
Bridges and Tunnels Along Milwaukee Road Right-of-Way



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Beverly to Royal City Junction

Legend

⑥ Number of bridges over rivers, creeks, roads, and high fills.

a) Actual count may vary slightly

Source: Chicago, Milwaukee, St. Paul & Pacific Railroad Right-of-Way and Truck Maps, updated through 1981

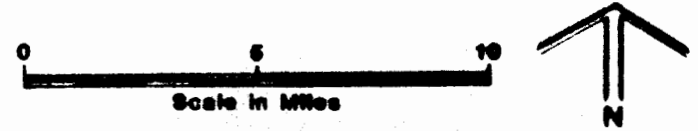
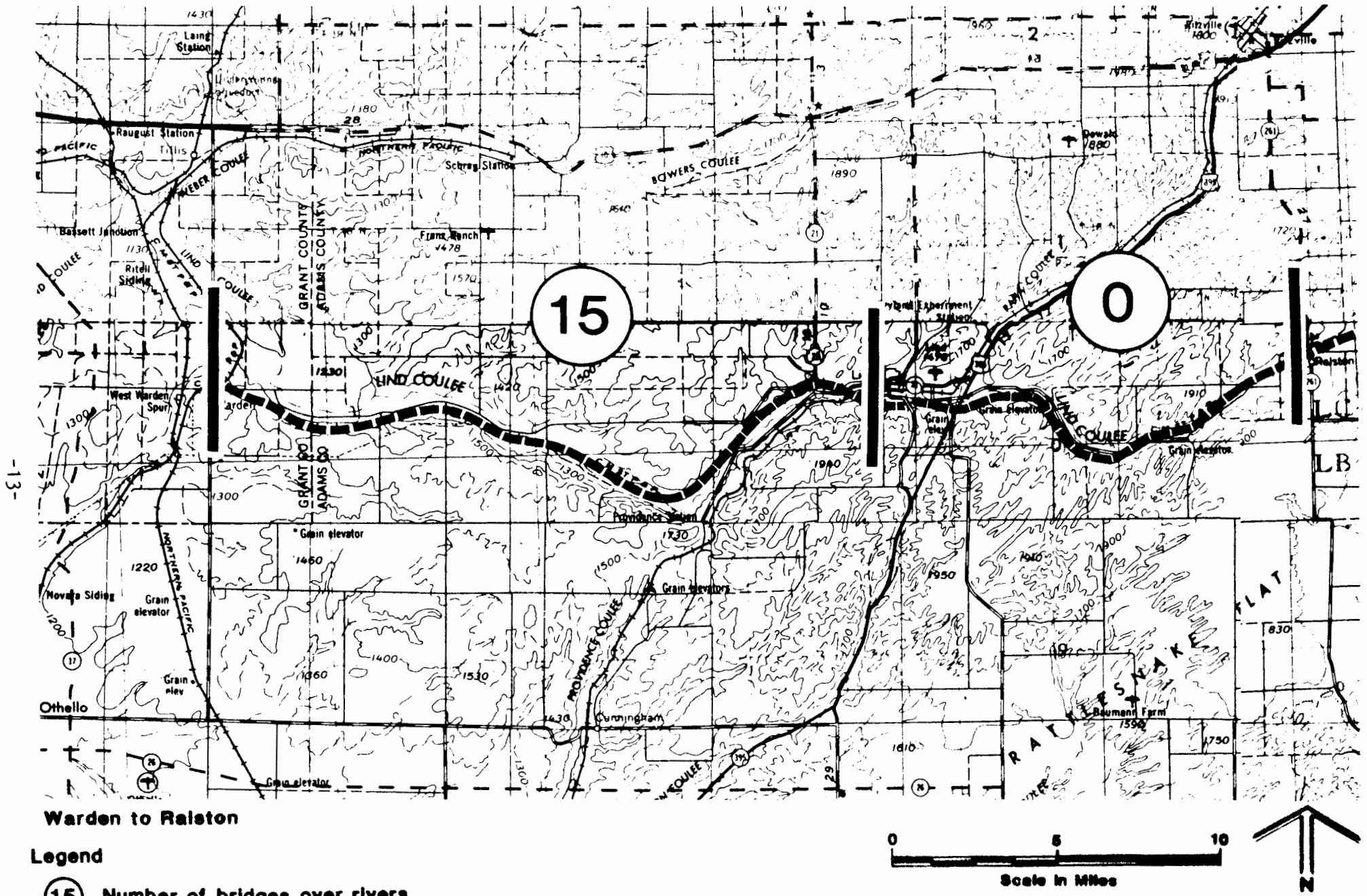


Figure 2c
Bridges and Tunnels Along Milwaukee Road Right-of-Way



Warden to Ralston

Legend

15 Number of bridges over rivers, creeks, roads, and high fills

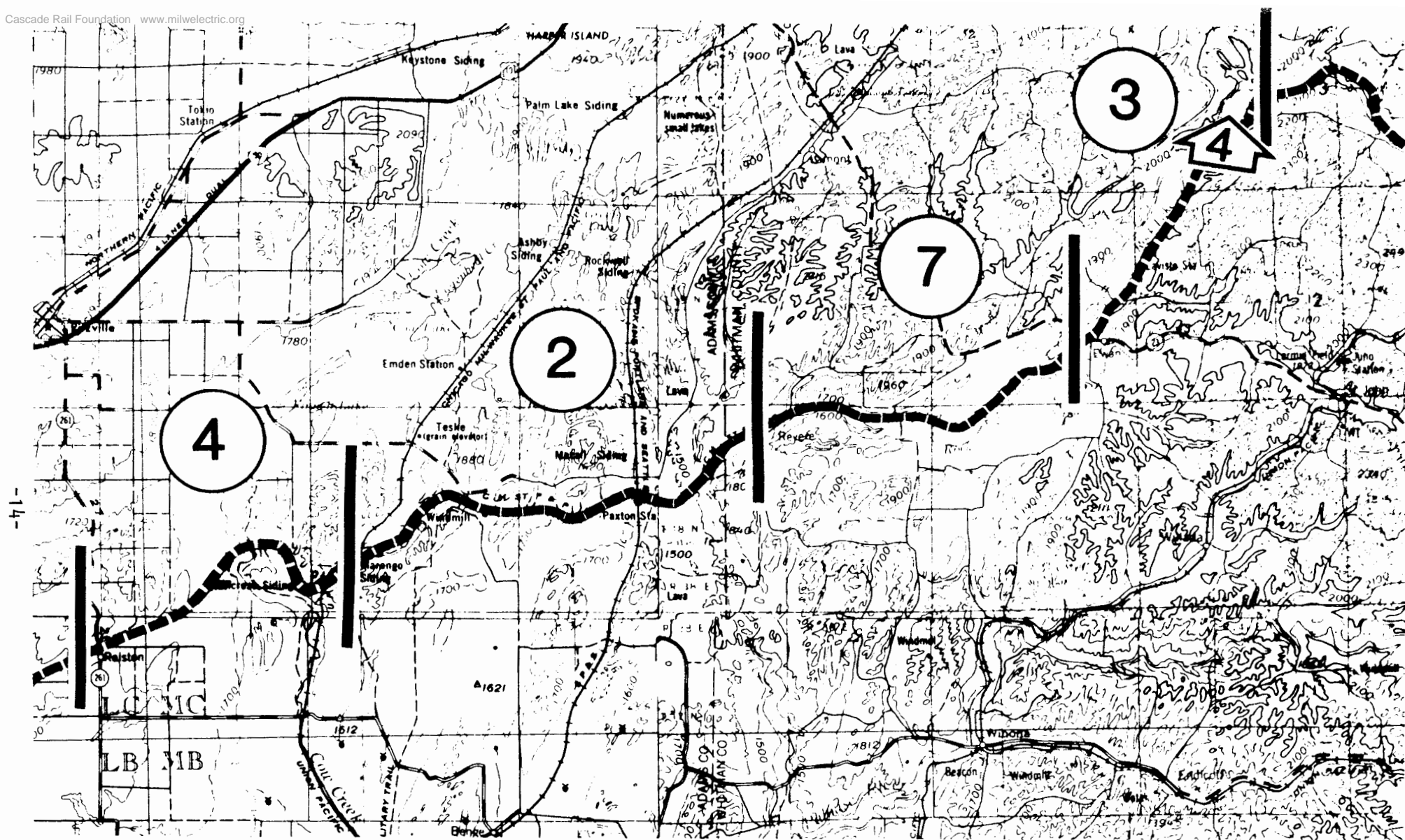
Note: Bridges between Lind and Ralston have been removed by salvage contractors.

a) Actual count may vary slightly

Source: Chicago, Milwaukee, St. Paul & Pacific Railroad Right-of-Way and Truck Maps, updated through 1981



Figure 2d
Bridges and Tunnels Along
Milwaukee Road Right-of-Way



Ralston to Upper Rock Lake

Legend

⑮ Number of bridges over rivers, creeks, roads, and high fills^a

↗ 4 Tunnel: 1/5 mile

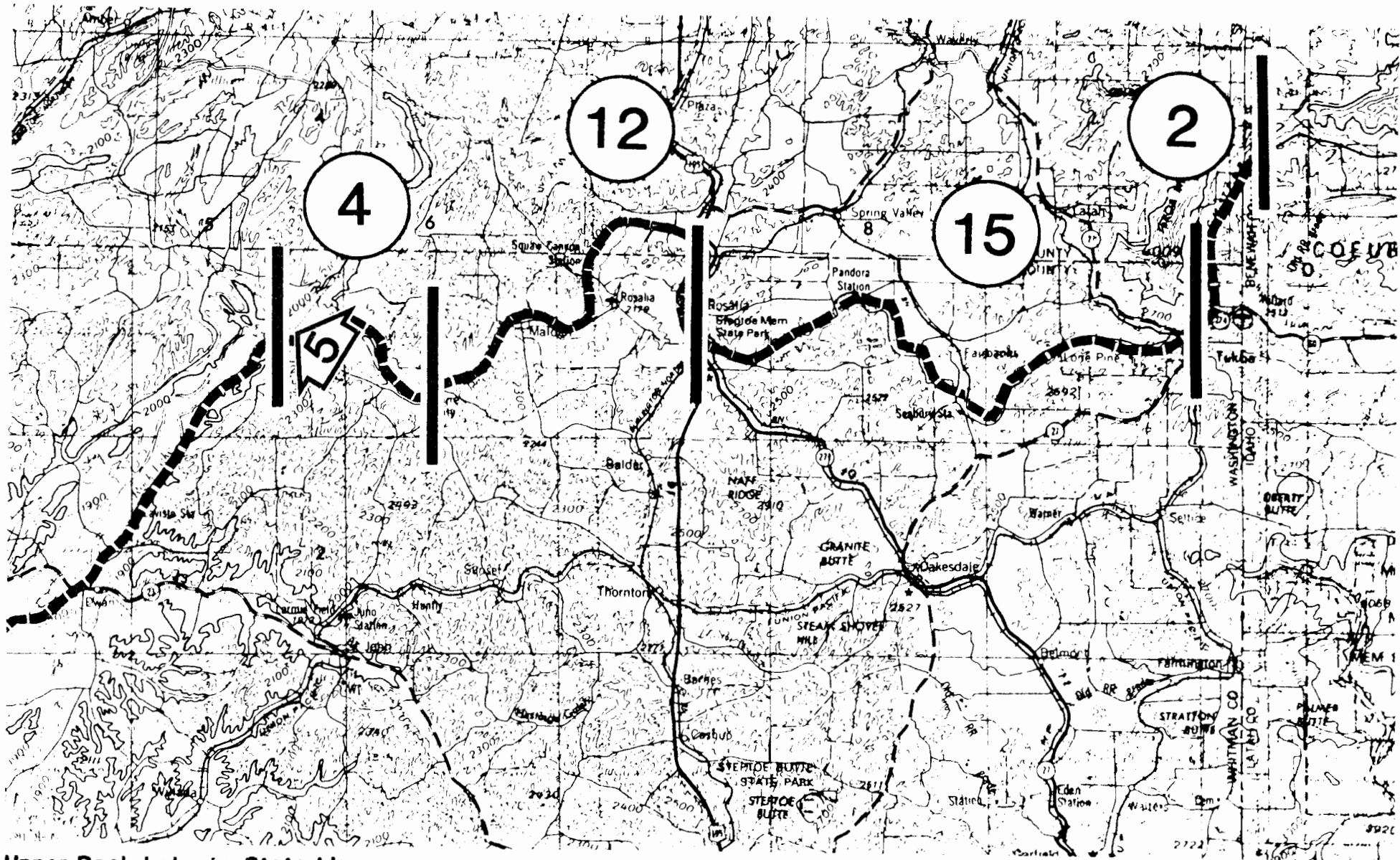
a) Actual count may vary slightly a)

Source: Chicago, Milwaukee, St. Paul & Pacific Railroad Right-of-Way and Truck Maps, updated through 1981



**Figure 2e
Bridges and Tunnels Along
Milwaukee Road Right-of-Way**

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Upper Rock Lake to State Line

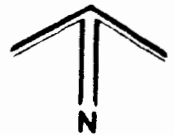
Legend

④ Number of bridges over rivers, creeks, roads, and high fills^a

◇5 Tunnel: 1/6 mile

a) Actual count may vary slightly

Source: Chicago, Milwaukee, St. Paul & Pacific Railroad Right-of-Way and Truck Maps, updated through 1981



**Figure 21
Bridges and Tunnels Along
Milwaukee Road Right of Way**

Canyon, and Ellensburg; in Whitman County privately owned parcels are located in Revere, Ewan (two parcels), and Rock Lake. The smallest portion of the ROW interrupted by these parcels is a 20-foot length at Revere.* Two adjoining parcels of 3/4 mile and 3/8 mile each result in a 1-1/8-mile break in the continuity of the ROW at Ewan. One of the property owners in Ewan has granted an access easement to the state away from the original ROW; a similar access easement for use of the original ROW has been granted at the privately owned parcel north of the Yakima River Canyon. Locations of these properties and the length of ROW contained within them are shown on Figure 3.

A number of easements and leases are in effect on various portions of the property. The largest of these is a transmission line easement to Puget Sound Power & Light Company along 89 miles of ROW in Kittitas and Grant counties. The others include leases and easements for buildings, water conveyance, and commercial use.

Public access to the ROW is available at locations where county roads and highways cross at a level grade, and at occasional locations where roads closely parallel to the route offer easy access across strips of land 20 to 100 feet wide. Figure 4 depicts the approximate number of access road crossings along the entire ROW. These crossings are summarized briefly below.

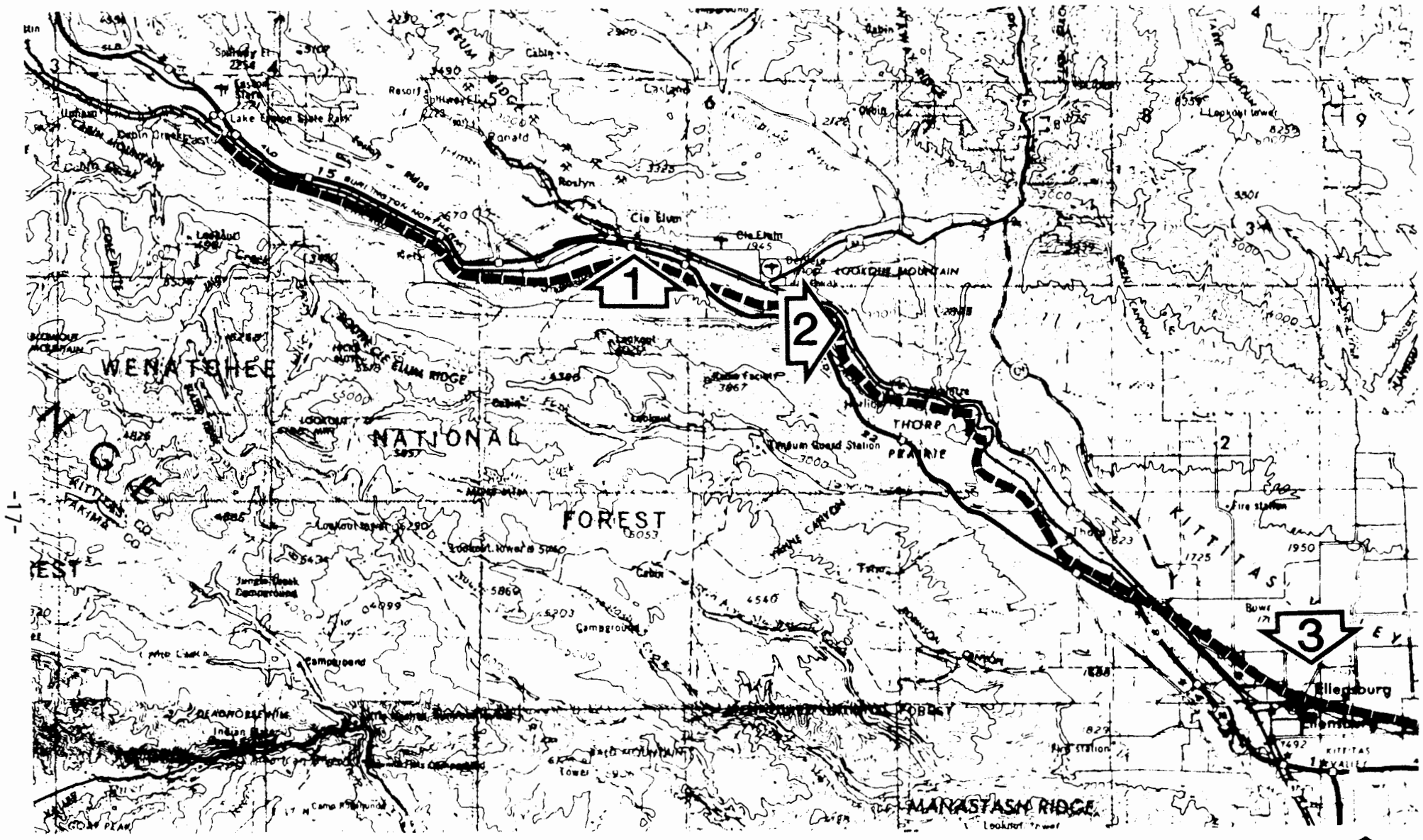
Between Easton and Thorp, the Milwaukee Road property is crossed by over one dozen roads. The most isolated portion of the ROW in this area lies between South Cle Elum and Thorp, as the route travels through the Yakima River Canyon. Between Thorp, Ellensburg, and Kittitas, one of the most heavily populated areas along the ROW, nearly two dozen road crossings occur. Although very sparsely populated, the Kittitas to Columbia River portion of the ROW is crossed by approximately 10 lightly traveled or unimproved roads. From Beverly to Royal City Junction, the ROW is crossed at only five locations, but a road paralleling the ROW for most of its distance in this area exposes the route to easy access.

From Warden to Ralston, a distance of 37 miles, approximately two dozen roads cross the Milwaukee Road property. Although nearly 20 road crossings occur between Ralston and Ewan, these roads are largely inaccessible without lengthy and circuitous backtracking. Almost none of the ROW in this area is paralleled by a county road. Access to the ROW along Rock Lake is very limited, with only two road crossings along this portion of the route. There are over one dozen road crossings between Rock Lake and Rosalia, reflecting the transition into a more populous region. From Rosalia to the Idaho state line, there are nearly 20 access road crossings, including one which intersects the ROW as it crosses the Washington-Idaho border.

Environmental/Physical Features

Figure 5 depicts the general environmental and physical features along the Milwaukee Road ROW, including threatened, endangered, and sensitive

*At this location, 20 feet of surface rights have been purchased along with 100 feet of underground rights.



Easton to Ellensburg

Legend

- 1** 1/5 mile at Cle Elum
- 2** 3/4 mile at Horlick (access easement granted)
- 3** 2/3 mile at Ellensburg

Source: Department of Natural Resources, 1983

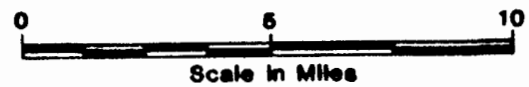
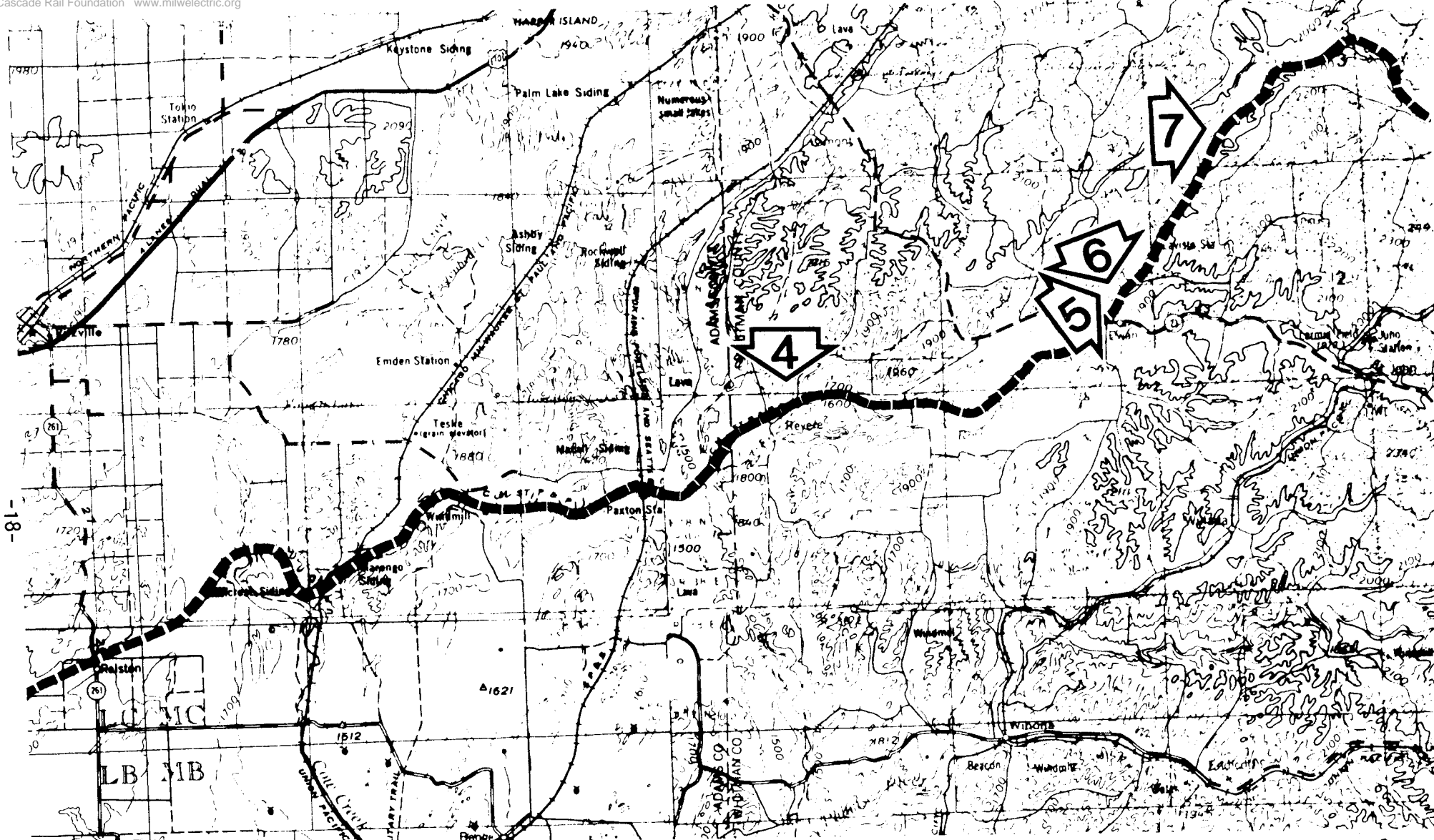


Figure 3
Privately Owned Parcels Along Milwaukee Road Right-of-Way



Ralston to Upper Rock Lake

Legend

- 4** 20 feet at Revere ^a
- 5** 3/4 mile at Ewan
- 6** 3/8 mile at Ewan (access easement granted)
- 7** 1 mile at Rock Lake

^a 100 feet of subsurface rights privately owned at this site.

Source: Department of Natural Resources, 1983

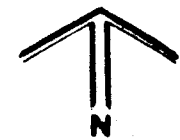
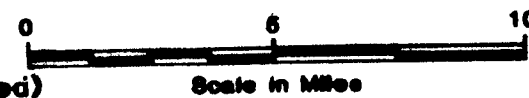
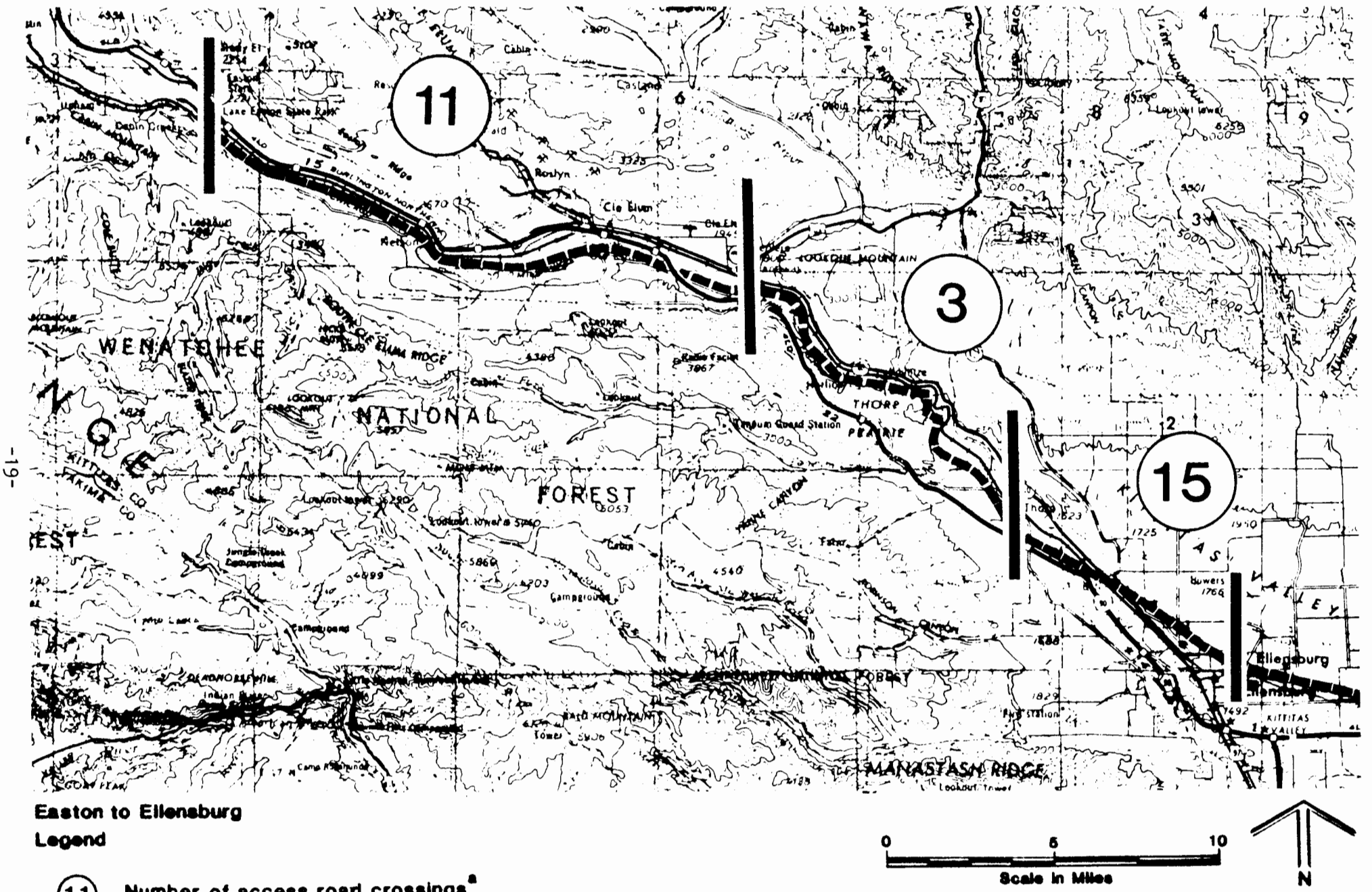


Figure 3b
Privately Owned Parcels Along
Milwaukee Road Right-of-Way



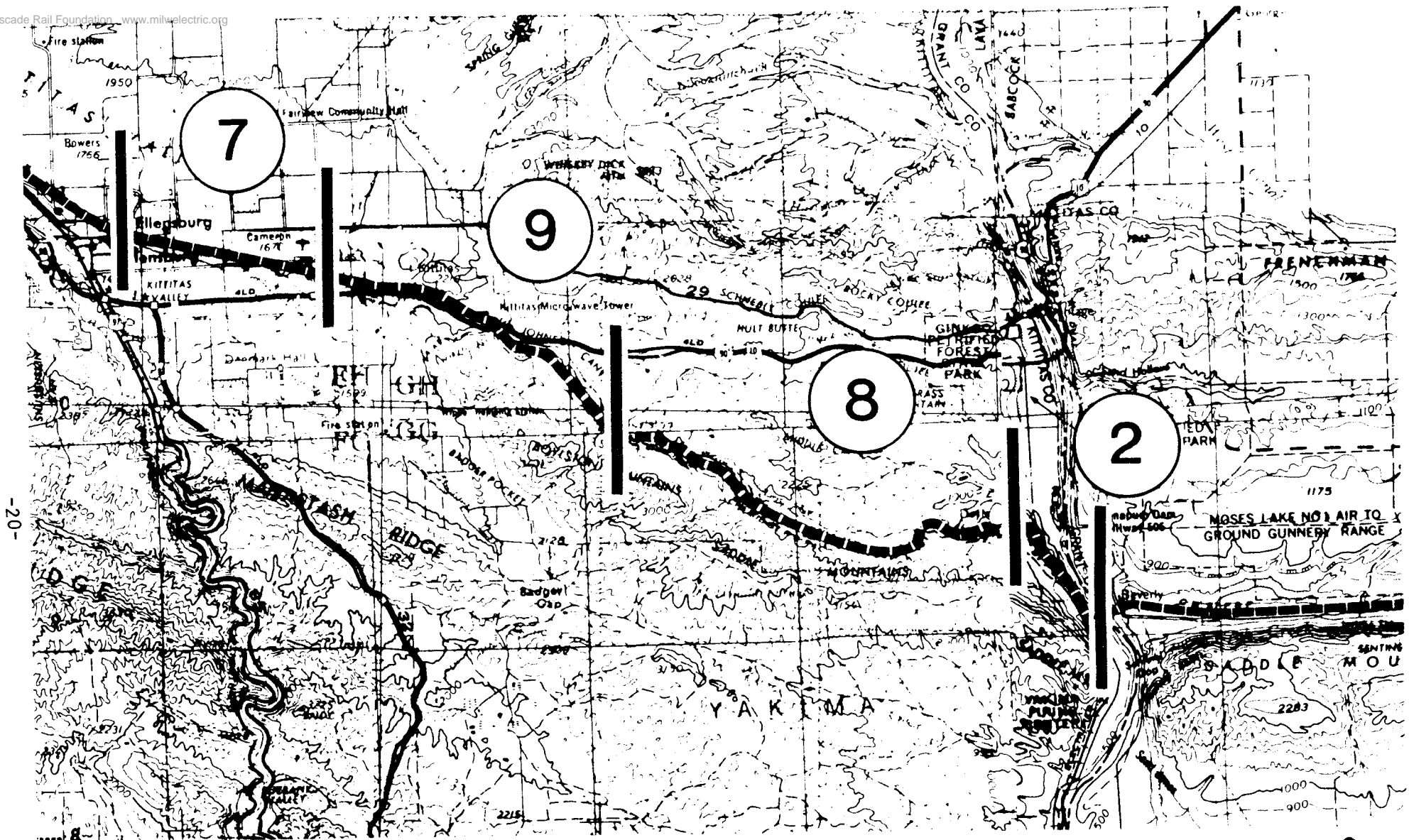
Easton to Ellensburg
Legend

⑪ Number of access road crossings^a

a) Actual count may vary slightly

Source: USGS topographic maps, Wenatchee

Figure 4a
Road Crossings Along
Milwaukee Road Right-of-Way



Ellensburg to Beverly

Legend

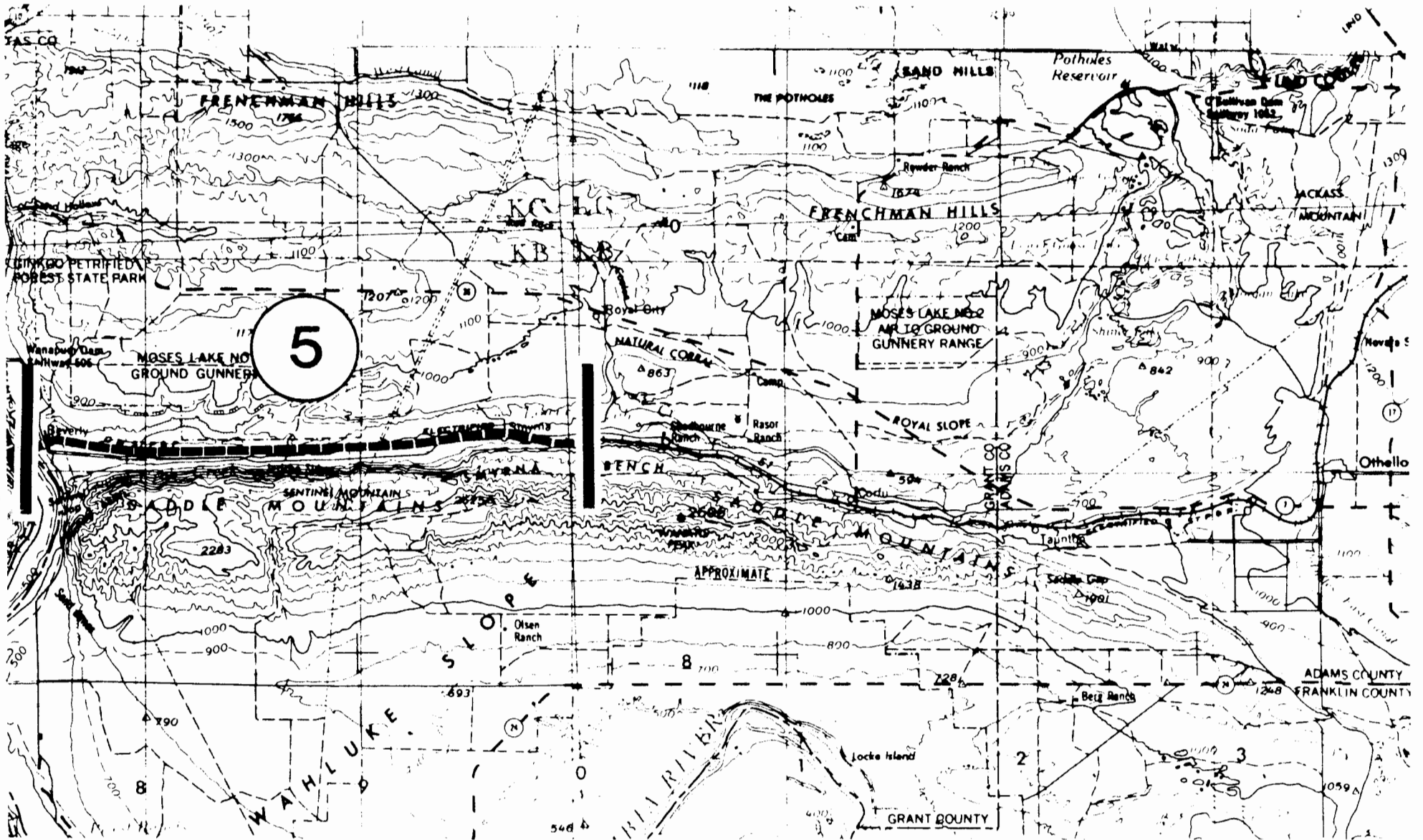
⑦ Number of access road crossings^a

a) Actual count may vary slightly



Figure 4b
Road Crossings Along
Milwaukee Road Right-of-Way

Source: USGS topographic maps, Yakima and Walla Walla



Beverly to Royal City Junction

Legend

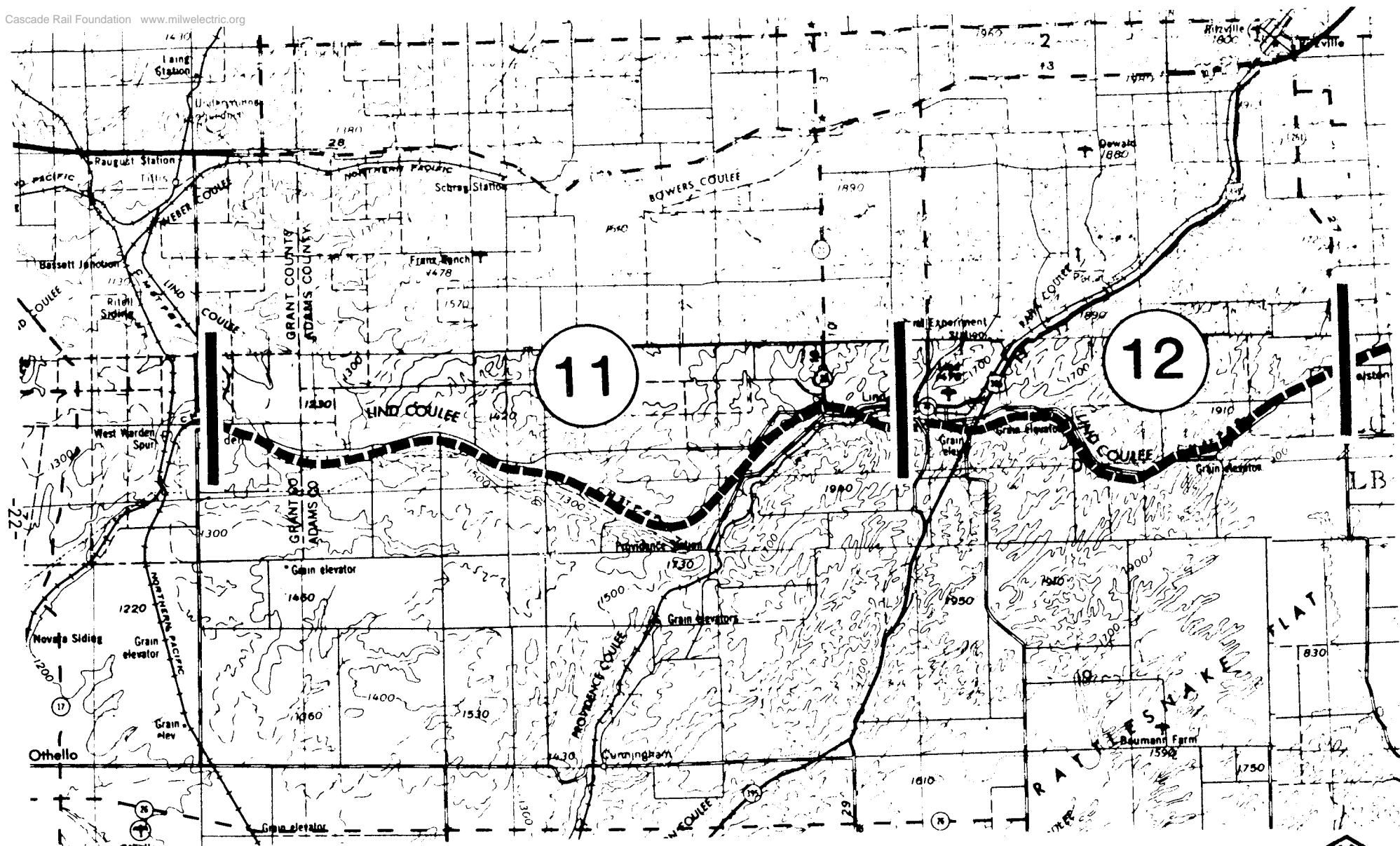
⑤ Number of access road crossings^a

a) Actual count may vary slightly

Source: USGS topographic maps, Walla Walla



Figure 4c
Road Crossings Along
Milwaukee Road Right-of-Way



Warden to Ralston

Legend

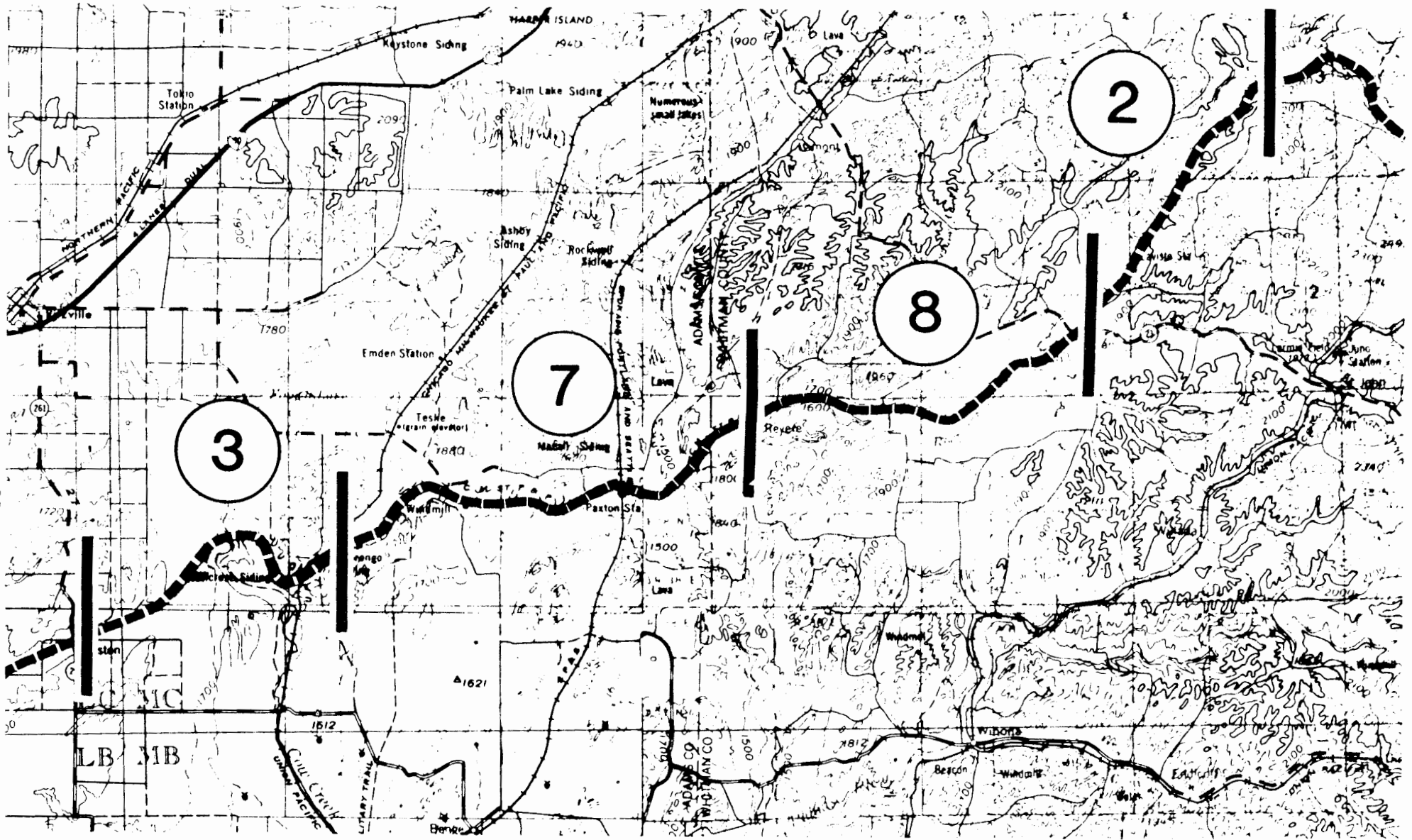
11 Number of access road crossings^a

a) Actual count may vary slightly

Source: USGS topographic maps, WaKa WaKa



Figure 4d
 Road Crossings Along
 Milwaukee Road Right-of-Way



Ralston to Upper Rock Lake

Legend

③ Number of access road crossings^a

a) Actual count may vary slightly

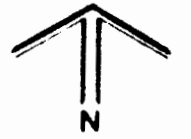
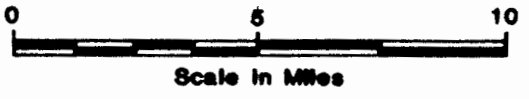
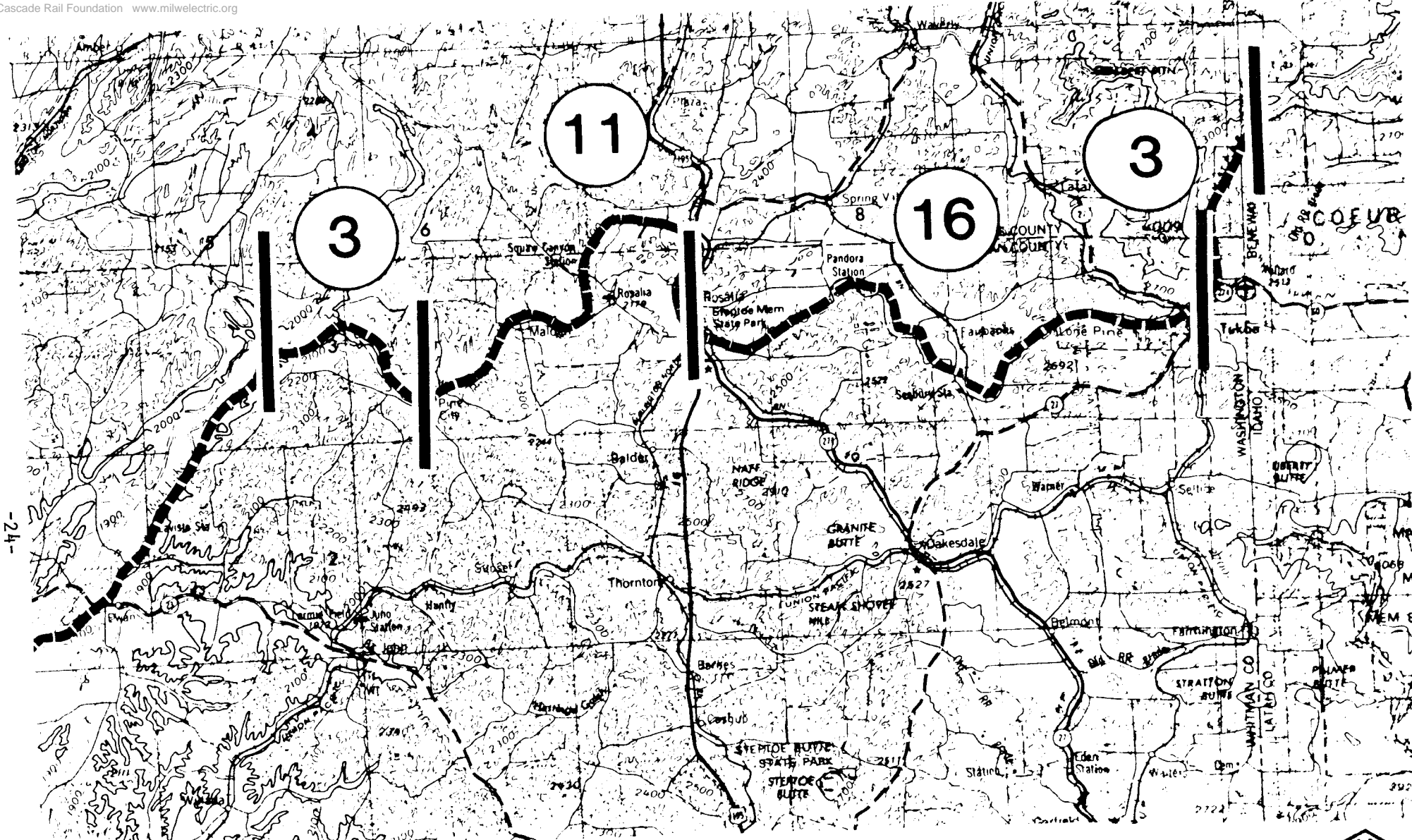


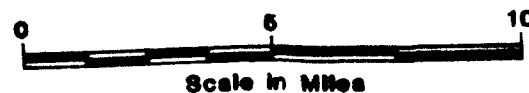
Figure 4e
Road Crossings Along
Milwaukee Road Right-of-Way



**Upper Rock Lake to State Line
Legend**

- ③ Number of access road crossings^a
- a) Actual count may vary slightly

Source: USGS topographic maps, Spokane



**Figure 41
Road Crossings Along
Milwaukee Road Right-of-Way**

See Page 26 for Figure 5

Legend for Figure 5 (a through f)

Generalized Environmental and Physical Features Along Milwaukee Road Right-of-Way



Vegetation

AC	<i>Astrogalus columbianus</i> (Columbia milk-vetch), C-1, PT
AS	<i>Agropyron spicatum</i> (blue bunch wheatgrass), S
AT	<i>Artemisia tridentata</i> (wormwood)
CC	<i>Carex comosa</i> (bristly sage), PS
CI	<i>Cryptantha interrupta</i> (bristly cryptantha), PS
CL	<i>Cryptantha leucophaea</i> (gray cryptantha), PS
CN	<i>Chrysothamnus nauseosus</i> (rabbit brush)
CR	<i>Calamagrostis rubescens</i> (pine grass)
DS	<i>Distichlis stricta</i> (alkali saltgrass)
EP	<i>Erigeron piperianus</i> (Piper's daisy), C-1, PS
FI	<i>Festuca idahoensis</i> (Idaho fescue)
HH	<i>Hackelia hispida</i> var. <i>disjuncta</i> (stickseed, sagebrush), PS
LS	<i>Lomatium serpentinum</i> (desert parsley), PS
MP	<i>Mimulus pulsiferae</i> (Pulsifer's monkey flower), PS
OH	<i>Oryzopsis hymenoides</i> (rice grass)
OV	<i>Ophioglossum vulgatum</i> (adder's tongue), PT
PF	<i>Pyrus fusca</i> (western crabapple)
PMa	<i>Physocarpus malvaceus</i> (mallow ninebark)
PMe	<i>Pseudotsuga menziesii</i> (Douglas fir)
PMu	<i>Polystichum munitum</i> (sword fern)
PPe	<i>Polemonium pectinatum</i> (Washington polemonium), C-1, PE
PPo	<i>Pinus ponderosa</i> (Ponderosa pine)
PT	<i>Purshia tridentata</i> (bitterbrush)
QG	<i>Quercus garryana</i> (Garry oak)
RC	<i>Ribes cognatum</i> (Umatilla gooseberry), PS
SA	<i>Synphoricarpos albus</i> (snowberry)
SI	<i>Saxifraga integrifolia</i> var. <i>apetala</i> (swamp saxifrage), PS
SS	<i>Salix</i> spp. (willow)
SV	<i>Sarcobatus vermiculatus</i> (greasewood)
VS	<i>Viola sheltonii</i> (Shelton's violet), PS

C-1 (Candidate Species-Category 1): Taxa for which the U.S. Fish and Wildlife Service currently has sufficient data to support the biological appropriateness of their being listed as Endangered or Threatened.

PS: Proposed Sensitive (State of Washington)
 PT: Proposed Threatened (State of Washington)
 PE: Proposed Endangered (State of Washington)



Fauna

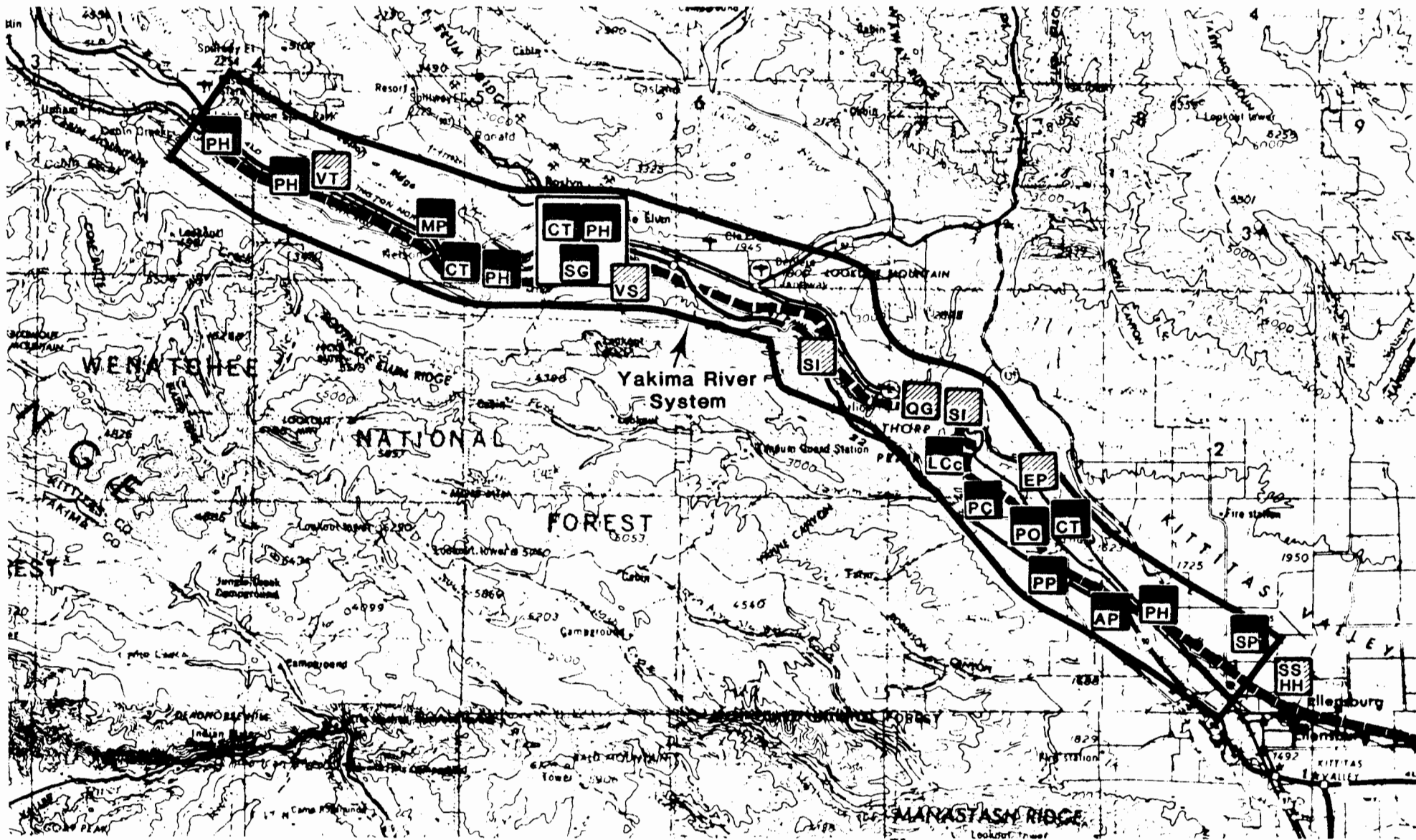
AC	<i>Athene cucularia</i> (burrowing owl)
AG	<i>Alectoris graecae</i> (chukar partridge)
AP	<i>Agelaius phoeniceus</i> (red-winged blackbird)
BR	<i>Bufo regalis</i> (ferruginous hawk)
CS	<i>Callipepla squamata</i> (scale quail)
CT	<i>Contia tennis</i> (sharptail snake)
FM	<i>Falco mexicanus</i> (prairie falcon)
HT	<i>Hypsiglena torquata</i> (night snake)
LC	<i>Laqurus curtatus</i> (sagebrush vole)
LCc	<i>Lophortyx californicus</i> (valley quail)
LT	<i>Lepus townsendii</i> (white-tailed jackrabbit)
MC	<i>Myiarchus cinerascens</i> (ash-throated flycatcher)
MP	<i>Martes pennati</i> (fisher)
PC	<i>Phasianus colchus</i> (ring-necked pheasant)
PD	<i>Perdix perdix</i> (gray partridge)
PH	<i>Pandion haliaectus</i> (osprey)
PO	<i>Polygonia orcas</i> (orcus anglewing)
SG	<i>Sceloporus graciosus</i> (sagebrush lizard)
Sim	<i>Sialia mexicana</i> (western bluebird)
SoM	<i>Sorex merriam</i> (Merriam's shrew)
SP	<i>Spermophilus townsendii</i> (Townsend's ground squirrel)
XX	<i>Xanthocephalus xanthocephalus</i> (yellow-headed blackbird)



Geologic Features

FP	Fossil Evidence, Petrified Wood
NB	Natural Bridges/Arches
SD	Sand Dunes

-27-



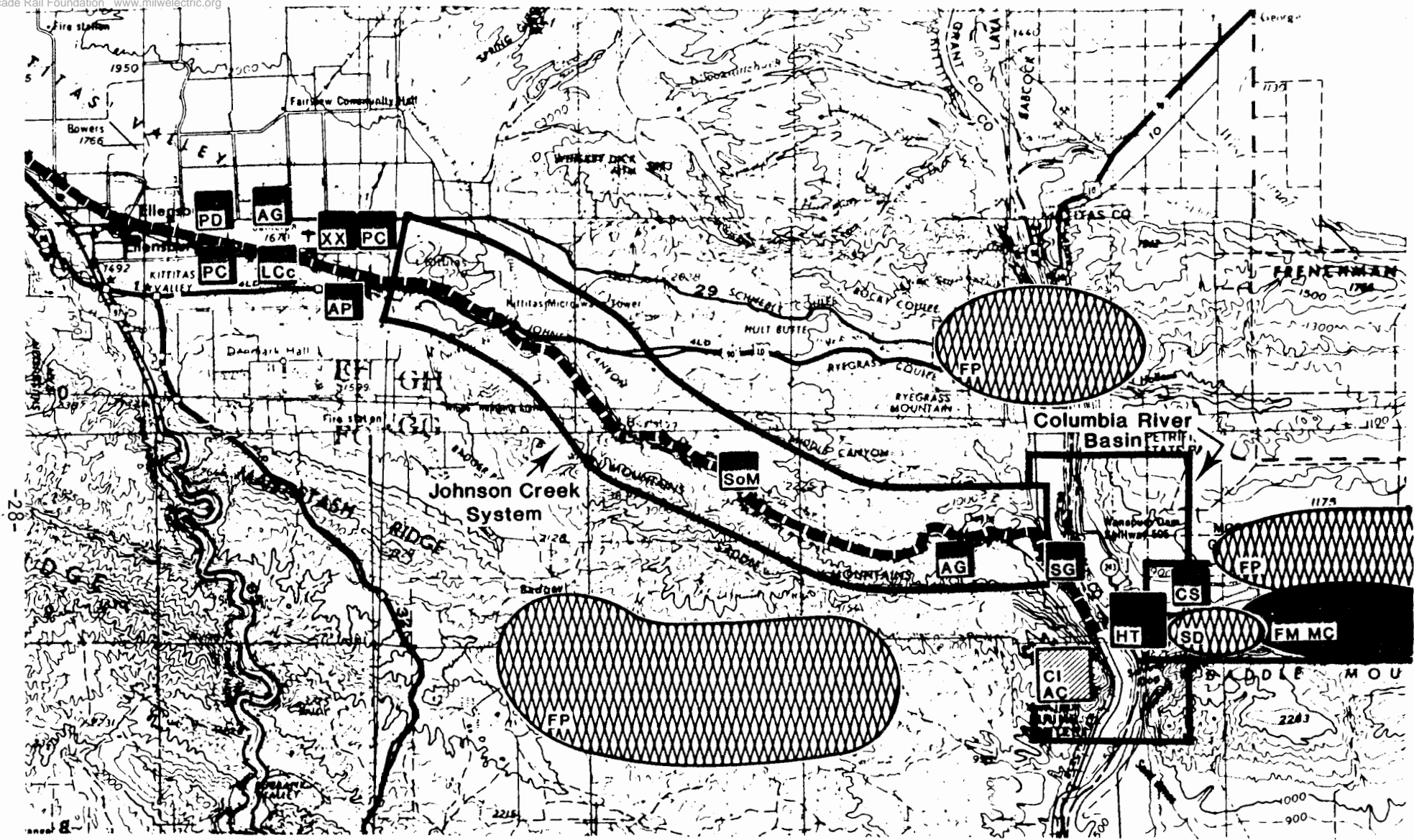
Easton to Ellensburg

- Notes:**
1. See legend following page 24
 2. Contains only proposed sensitive, threatened and endangered species and does not reflect all species associated with ROW area

Source: U.S. Army Corp. of Engineers (1973),
Washington Natural Heritage Program (1983)



Figure 5a
Generalized Environmental and Physical Features
Along Milwaukee Road Right-of-Way



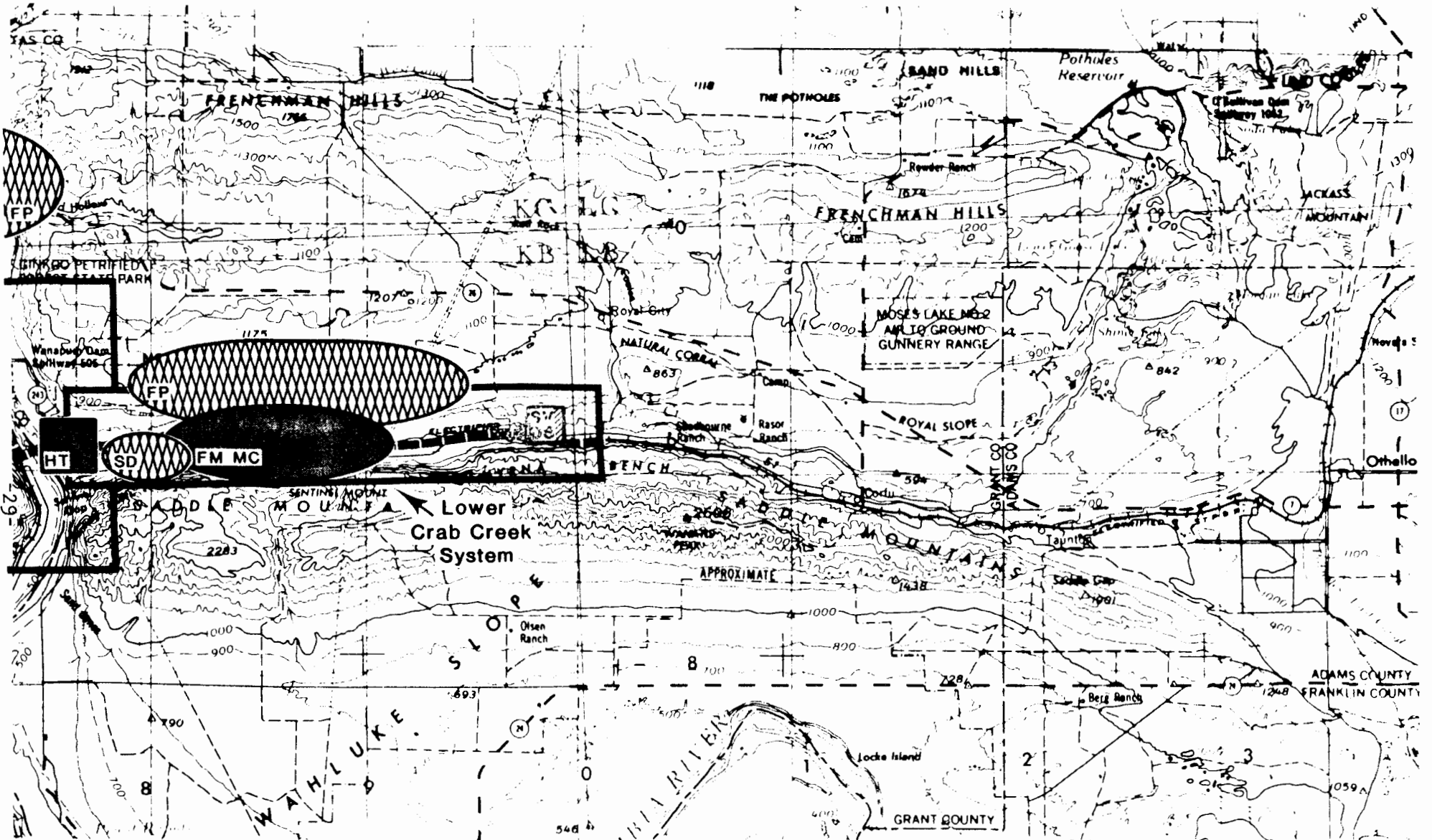
Ellensburg to Beverly

- Notes:**
1. See legend following page 24
 2. Contains only proposed sensitive, threatened and endangered species and does not reflect all species associated with ROW area

Source: U.S. Army Corp. of Engineers (1973),
Washington Natural Heritage Program (1983)



Figure 5b
Generalized Environmental and Physical Features
Along Milwaukee Road Right-of-Way

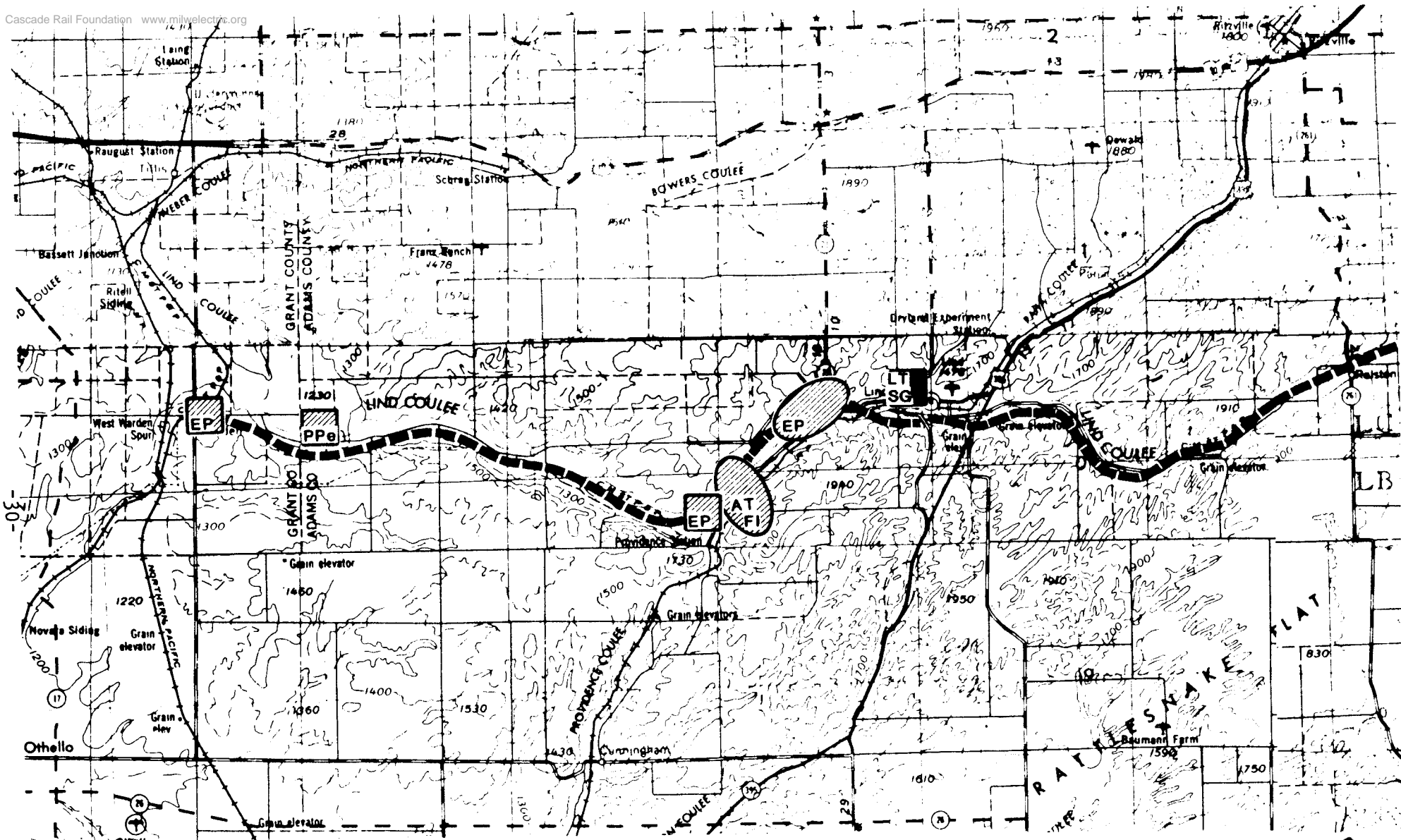


Beverly to Royal City Junction

- Notes:**
1. See legend following page 24
 2. Contains only proposed sensitive, threatened and endangered species and does not reflect all species associated with ROW area

Source: U.S. Army Corp. of Engineers (1983),
Washington Natural Heritage Program (1983)

Figure 5c
Generalized Environmental and Physical Features
Along Milwaukee Road Right-of-Way



Warden to Ralston

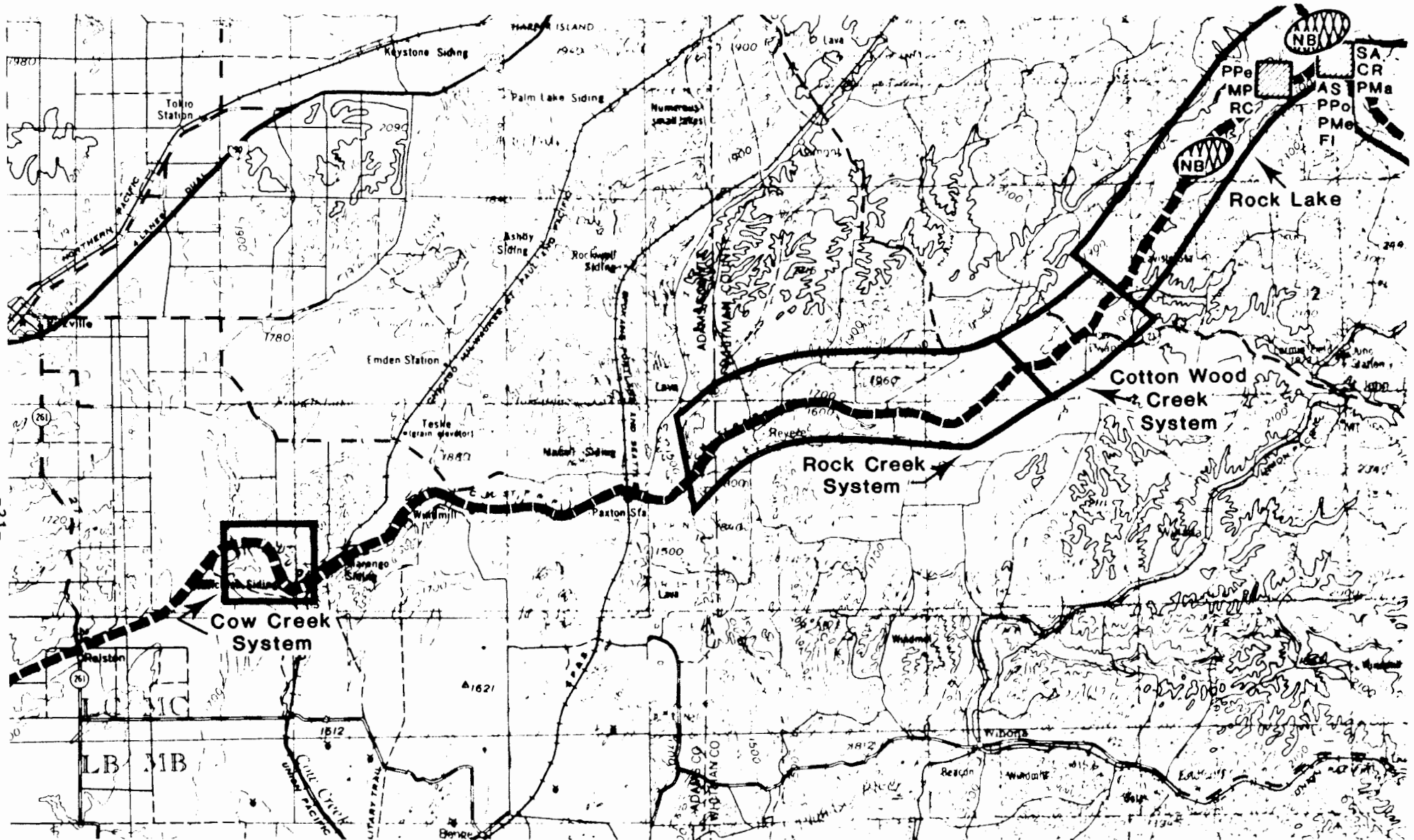
Notes: 1. See legend following page 24

- 2. Contains only proposed sensitive, threatened and endangered species and does not reflect all species associated with ROW area

Source: U.S. Army Corp. of Engineers (1973),
Washington Natural Heritage Program (1983)



Figure 5d
Generalized Environmental and Physical Features
Along Milwaukee Road Right-of-Way



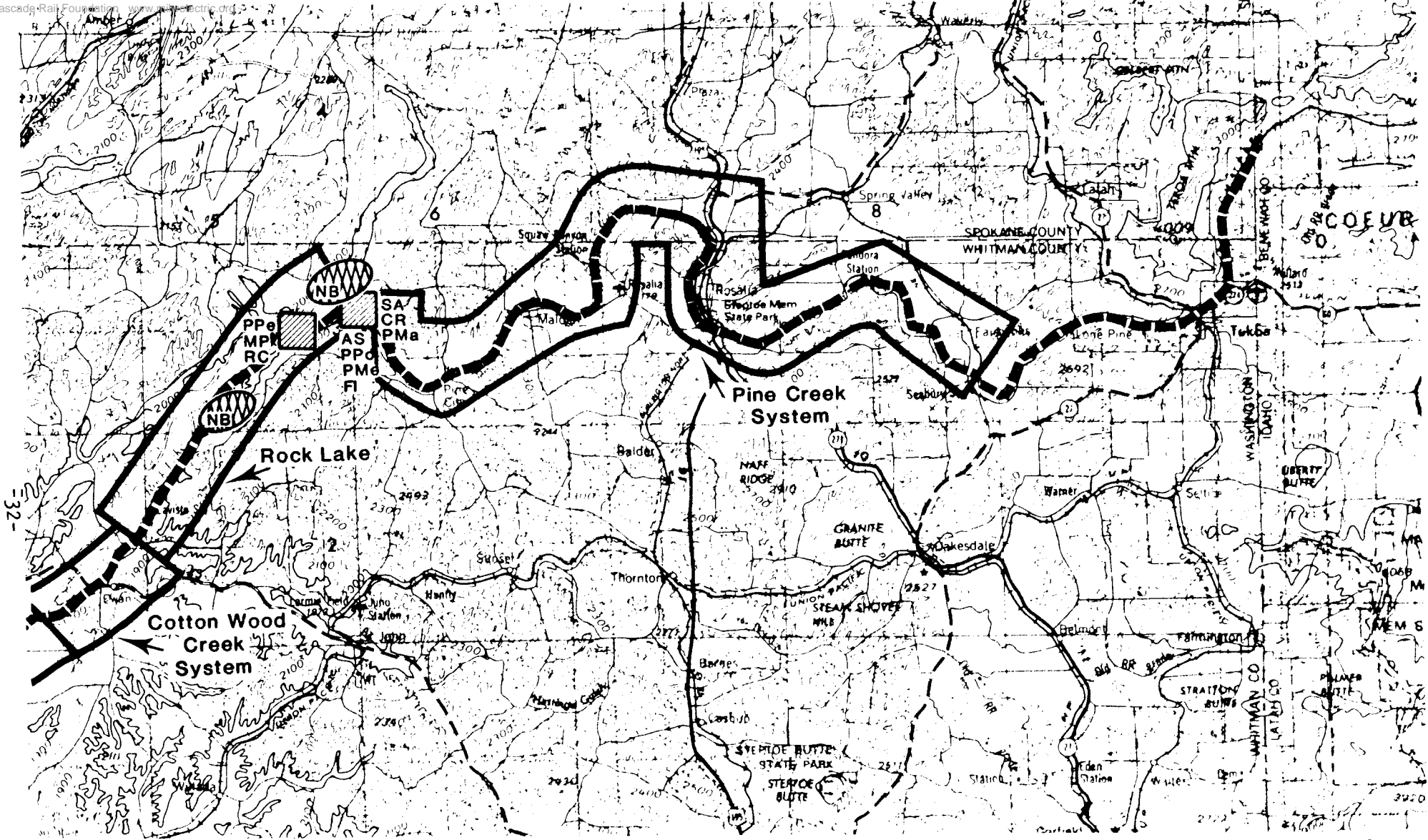
Ralston to Upper Rock Lake

- Notes: 1. See legend following page 24
 2. Contains only proposed sensitive, threatened and endangered species and does not reflect all species associated with ROW area

Source: U.S. Army Corp. of Engineers (1973),
 Washington Natural Heritage Program (1983)



Figure 5e
 Generalized Environmental and Physical Features
 Along Milwaukee Road Right-of-Way



Upper Rock Lake to State Line

- Notes: 1. See legend following page 24
2. Contains only proposed sensitive, threatened and endangered species and does not reflect all species associated with ROW area



Source: U.S. Army Corp. of Engineers (1973),
Washington Natural History Program (1983)

Figure 5f
Generalized Environmental and Physical Features
Along Milwaukee Road Right-of-Way

plant and animal species, major aquatic systems, and geologic features. The area from the Columbia River crossing at Beverly to Royal City Junction is particularly important from an environmental perspective due to the presence of designated wildlife refuges and wildlife recreational areas.

The ROW extends eastward from the Cascade foothills around Easton and follows the Yakima River valley past Cle Elum to the Thorp Prairie and the Kittitas Valley. The ROW lies near or adjacent to the Yakima River for a distance of about 35 miles, before departing the river just west of Ellensburg. The ROW crosses several small streams, the Cle Elum River, and the Yakima River (three times) within this segment. Habitat along the ROW in this area is typified by a mix of riparian woodlands, dry coniferous forest, and broadleaf forest interspersed with open agricultural lands. Elevations along this segment of the ROW range from about 2,200 feet above mean sea level at Easton to 1,700 feet at Ellensburg.

From Ellensburg, the ROW extends east-southeastward, crossing I-90 about 2 miles east of Kittitas. The ROW then extends southeasterly from the I-90 crossing along the base of the Boylston Mountains to the Columbia River, a total distance of about 30 miles. The ROW crosses several creeks between Ellensburg and Kittitas, and parallels the Johnson Creek system to the Columbia River crossing at Beverly. The steepest grade along the ROW occurs in the section between the Beverly Bridge and the Boylston tunnel (about 4 percent).

Habitat along this segment of the ROW makes a gradual transition from riparian woodland and agricultural lands to dry grasslands just a few miles east of Kittitas. As the ROW approaches the Columbia River basin from the west, dry grasslands give way to sagebrush desert and dry shrublands. Small areas of riparian woodlands and shrubby thickets are interspersed along Johnson Creek and its tributaries. At the eastern end of the Boylston Tunnel, the ROW cuts through the ground water table, resulting in several springs which combine and flow down the ROW for several hundred yards before departing the ROW and entering the Johnson Creek system. Elevations along this section of the ROW range from 1,700 at Ellensburg to 550 feet at the Beverly Bridge.

The Columbia Basin and its associated wetland systems along the ROW to the east constitute biologically important ecosystems (see Figure 5). The highly-productive Crab Creek system flows into the Columbia River just south of the Beverly crossing. East of the river, the ROW parallels Crab Creek along the floor of a broad valley bordered by the Saddle Mountains to the south and Frenchman Hills to the north for over 16 miles before the state-owned portion of the ROW terminates at Royal City Junction. Cattail marshes and wetlands-associated vegetation dominate the banks of the lower Crab Creek system, providing important food, cover, nesting, and resting habitat for birds and wildlife. The entire lower Crab Creek area is used extensively by wildlife and birds, and is part of the Pacific flyway. Along this segment of the ROW, habitat type makes a transition from a mix of sagebrush desert and arid grasslands at the river to arid grasslands near Royal City Junction. Elevations are relatively constant at between 500 and 600 feet.

Several environmentally sensitive features are located along this ROW section. The Crab Creek Habitat Management Area, a hunting and game management preserve, extends for several miles along the ROW east of Beverly. Associated with this are the Lenice Merry Nunnally Lakes, which are selected fishery waters managed by the Washington State Department of Game located just north of the ROW about 3 miles east of the Columbia River. Approximately 10 square miles of the Columbia National Wildlife Refuge are scattered in several parcels adjoining the Crab Creek Habitat Management Area between the Columbia River and Royal City Junction. Of additional note, an All Terrain Vehicle (ATV) use area is located at the Beverly sand dunes south of the ROW and county road from the Nunnally Lakes system.

From Warden, the ROW extends east through arid transitional grasslands, used primarily as range and crop lands. The segment of ROW between Warden and Ralston is used by pheasant, quail, and other game and nongame birds that use the scattered cattail marshes and the relatively isolated riparian woodland habitat scattered throughout the area, particularly along Cow Creek and its tributaries.

Near Ralston, the habitat type along the ROW transitions back to a mix of dry grasslands and sagebrush desert used primarily for rangelands and dry land wheat farming. Shrubby thickets and widely scattered riparian habitat are also located along the numerous washes and intermittent streams along this segment. Elevations along this segment of the ROW increase from about 1,200 feet at Warden to 1,800 feet at Ralston.

As the ROW approaches Rock Lake, the predominant habitat transitions to riparian woodland and dry coniferous forest, interspersed with cropland and rangeland. The ROW along Rock Lake and the Rock Creek system is characterized by riparian vegetation and occasional fringing wetland marshes. The ROW continues east out of the Rock Lake basin past Hole-in-the-Ground, a steep-sided canyon containing Pine Creek, the major inflow to Pine Lake. Hole-in-the-Ground is the site of several natural bridges, arches, and other dramatic rock formations. The ROW continues eastward, following Pine Creek for approximately 20 miles to Seaburg, where it departs the creek system. Along this segment, the characteristic habitat along the ROW reflects the transition from mixed riparian woodland and grasslands to cropland and rangeland. This prevailing habitat continues to Tekoa, where the ROW turns north. The ROW continues a gradual rise in elevation from 2,500 feet at Tekoa to about 3,000 feet at the Washington/Idaho state line. The prevailing habitat along this final 6 miles consists of rangeland and cropland mixed with dry coniferous forest.

Land Use Characteristics

Historically, use of the Milwaukee Road property was devoted solely to the operations of the Chicago, Milwaukee, St. Paul, and Pacific Railroad. Activities along the ROW were restricted to the passage of trains, daily fire patrols, and railroad maintenance operations. No public access to the ROW was allowed, although the railroad crossed numerous farm roads, county roads, and highways along most of its route. Easements for transmission lines, communication lines, underground pipelines, and

irrigation ditch crossings were in effect, requiring occasional access for maintenance activities by nonrailroad personnel.

During the interim phase between the state's purchase of the Milwaukee Road property and a decision by the legislature regarding its best use, use of the property has been overseen by the Department of Natural Resources (DNR). DNR's role has largely been that of caretaker for the property, with little to no enforcement power, funding, or clear direction for active involvement in maintaining, improving, or operating the property.

As a result, public use of the property has largely been uncontrolled. DNR has erected warning signs to inform the public that hazards may exist, and that users of the ROW proceed at their own risk. Signs prohibiting hunting along the ROW have been posted in many areas. Unofficial actions to prohibit access at a small number of locations have resulted in the fencing off of portions of the ROW by adjoining landowners. A few sites along the ROW, such as the Beverly Bridge crossing at the Columbia River, have been posted as hazardous areas where trespassing is forbidden. No fences or other impediments to access have been erected at these locations, however.

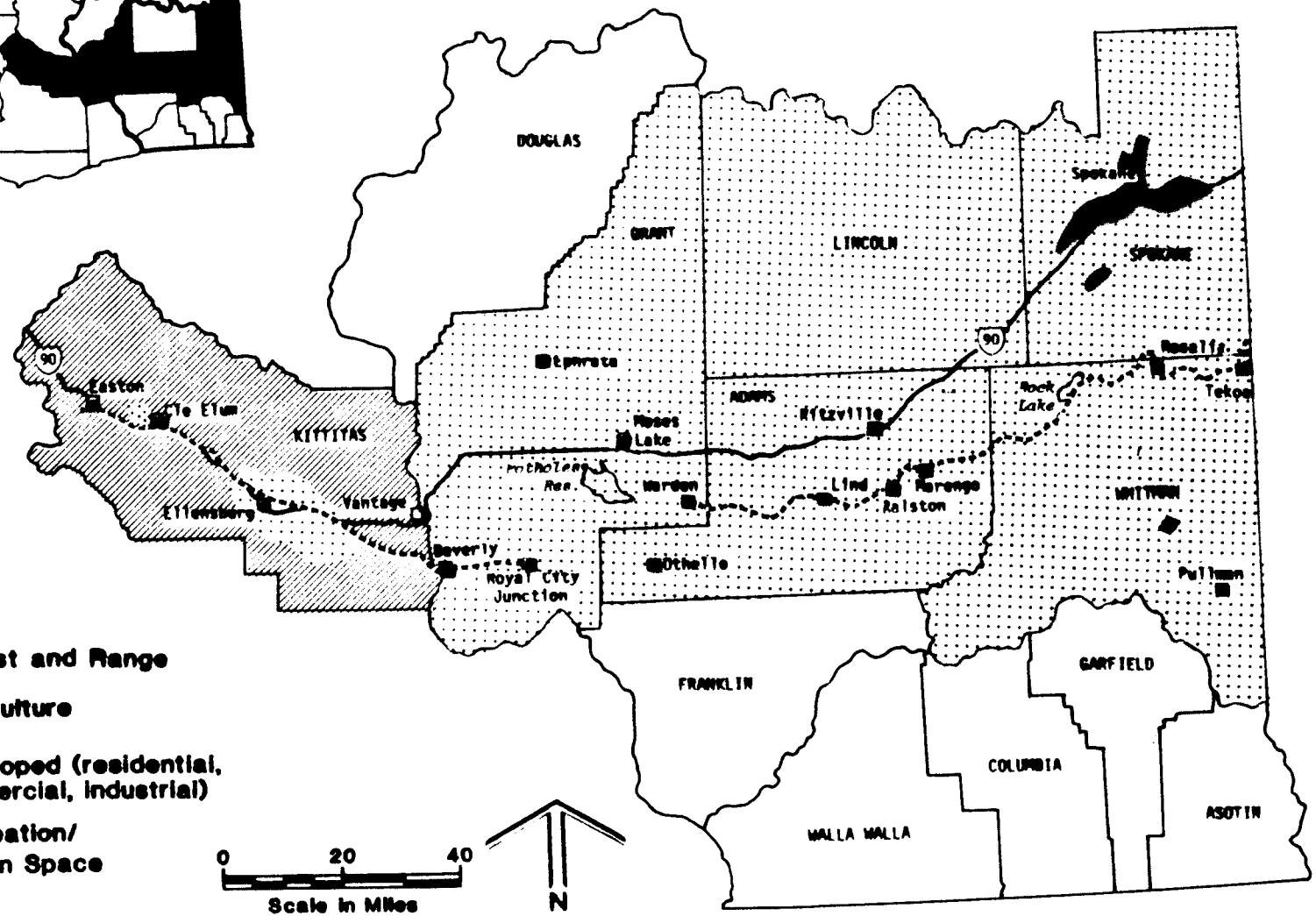
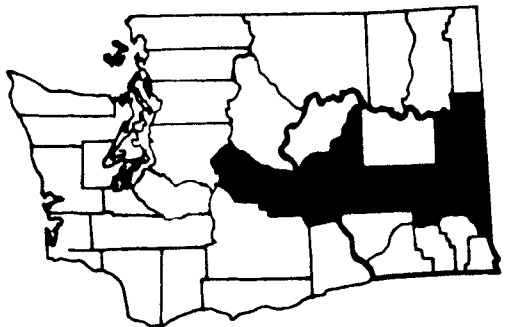
Uncontrolled public uses currently occurring along all or part of the ROW include motorcycle, automobile, snowmobile, hiking, cross-country skiing, jogging, horseback riding, bird watching, and hunting activities. The condition of the roadbed is good to excellent in most locations. Impediments to public access occur only in areas where small portions of the ROW have been purchased by private parties in Kittitas and Whitman counties, and between Lind and Ralston where bridges over roads, creeks, and embankments have been salvaged.*

Farming is the predominant land use on properties adjoining the Milwaukee Road ROW, except in Kittitas County, where range and forest land are common. At larger towns along the route (Cle Elum, Ellensburg, Warden, Lind, Rosalia, and Tekoa) this pattern is interrupted by residential, commercial, and industrial development. A small area of recreation/open space use is located near Beverly, extending for 1-1/2 miles from the Columbia River to the base of the Saddle Mountains. This location contains a state-designated off-road vehicle area, wildlife preserve, and areas for hunting and fishing. Generalized zoning and land use in the counties through which the Milwaukee Road property extends is depicted on Figure 6.


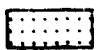


Land ownership in areas adjacent to the Milwaukee Road property is predominantly private. The exception to this pattern occurs in the Beverly to Royal City Junction portion of the route, where federal and state wildlife refuges and recreation areas are located. These properties include portions of the federally designated Columbia National Wildlife Refuge and several state-administered properties, as follows: (1) portions of the Crab Creek Habitat Management Area; (2) Lenice

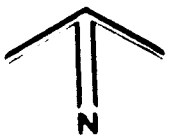
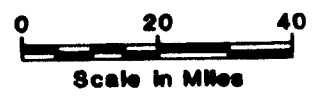
*In many areas, access around areas where bridges have been removed is easily obtained, often only a matter of following a footpath down one embankment and up another.

WASHINGTON STATE



Legend

-  Forest and Range
-  Agriculture
-  Developed (residential, commercial, industrial)
-  Recreation/ Open Space



-36-

Source: Derived from information provided by Kittitas, Grant, Adams, Whitman and Spokane counties, 1983.

Figure 6
Generalized Zoning and Land Use

Merry Nunnely Lakes, a fishing area; and (3) Beverly Sand Dunes, an off-road vehicle recreation area. Between Boylston and the Columbia River, a small portion of the ROW parallels the boundary of the Yakima Firing Center Military Reservation, a federally-owned property.

The number and configuration of privately-owned parcels adjoining the Milwaukee Road property generally follows a pattern of numerous small parcels in Kittitas County, and very few small- and medium-sized parcels interspersed with the federal- and state-owned properties in Grant County. Privately owned properties adjoining the ROW in Adams and Spokane counties are generally larger, reflecting the emphasis on large-scale agricultural use. This pattern is heavily emphasized in Whitman County, where a small number of persons own vast areas of property adjacent to the route.

The population of incorporated towns and cities along the Milwaukee Road ROW ranges from 11,800 persons in Ellensburg to 210 persons in Malden, near Rosalia. In general, the population distribution in towns along the ROW ranges from very sparse between Kittitas and Royal City Junction and from Lind to Pine City; moderate from Easton to Thorp, Warden to Lind, and Pine City to the Idaho state line; and heavy only in the Ellensburg area. In areas up to 50 miles away from the actual ROW, heaviest population concentrations are found in Wenatchee, Yakima, Moses Lake, Tri-Cities, Spokane, and Pullman. These distributions are graphically depicted on Figure 7.

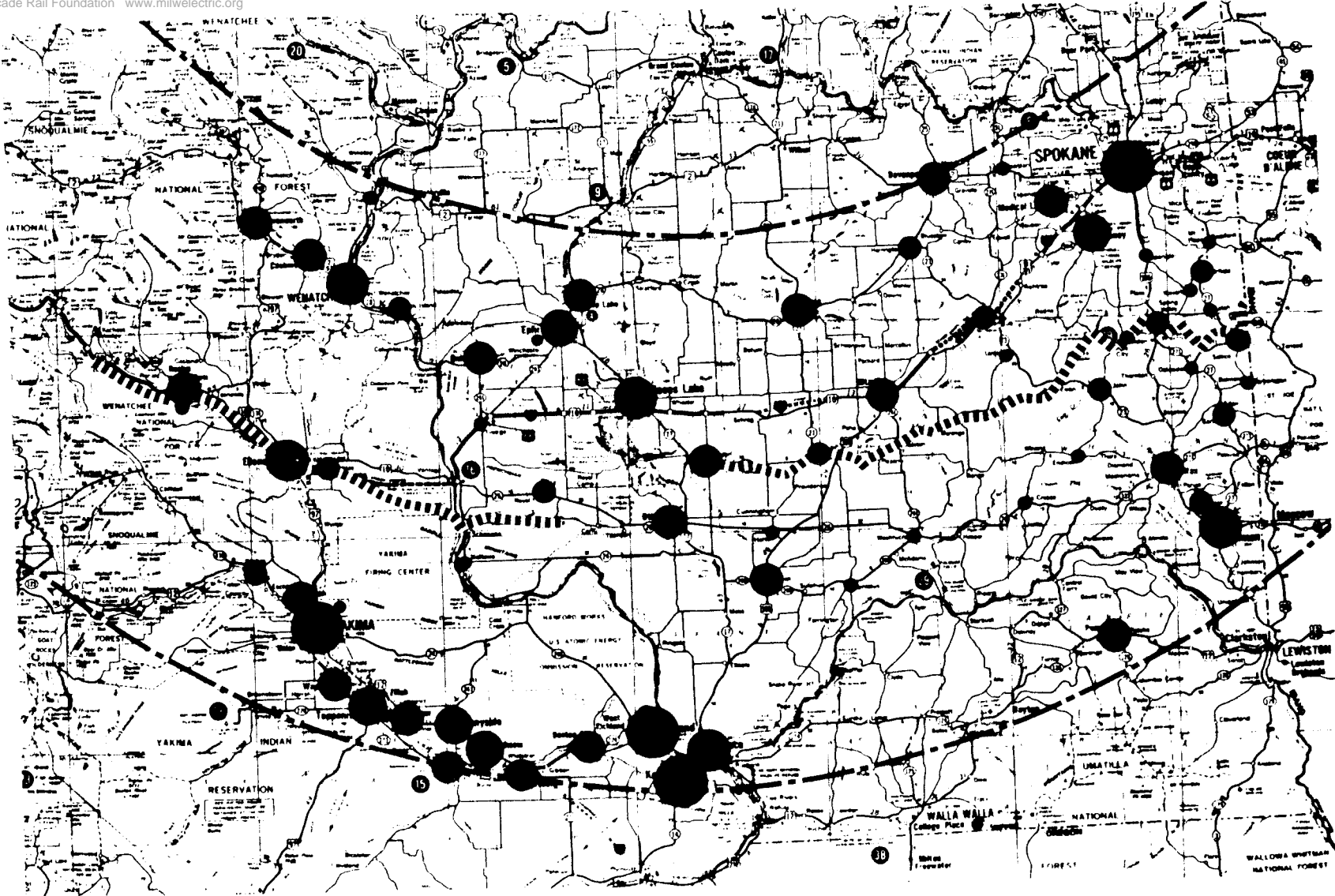
Emergency and police services are available along portions of the route that pass through or near large towns. These areas include Ellensburg, Warden, Lind, Rosalia, and Tekoa. Support services from Moses Lake and Ritzville are also available, although response times are greater due to distance from the ROW. In most of these towns, emergency and police services are handled by a force of one or two persons. In areas of the ROW not adjacent to large towns, services are provided by the county. The ROW itself is generally not routinely patrolled, except where it passes through populated areas that are regularly patrolled for other reasons.

Fire protection services are provided by approximately one dozen fire districts along the Milwaukee Road ROW. As with emergency and police services, response times are best near large towns with full-time fire service personnel and equipment. Response times in these areas, which include Easton, Cle Elum, Ellensburg, Warden, Lind, Rosalia, and Tekoa, average 15 to 20 minutes. In less populated areas, where volunteer fire departments or more distant fire companies must be mobilized, response times can range from 30 to 40 minutes or more. These conditions are more prevalent in Adams and Whitman counties, where sparse populations and vast wheatlands make fire danger a serious threat to local residents. Maximum fire-fighting response times (from time of call) along the Milwaukee Road ROW are presented in Figure 8.

Utility connections for power, water, sewer, and communication services along the ROW are not currently in place. These connections could easily be activated along portions of the ROW that pass through towns, and at currently abandoned railroad depots and sidings. This could also be the



-38-



Legend

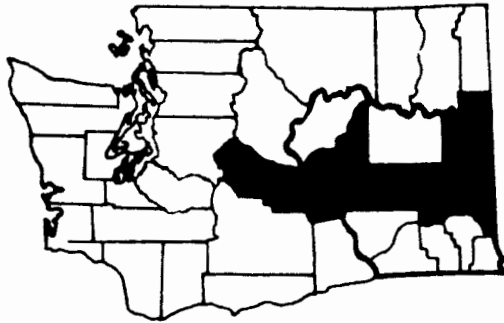
- 0-500
- 500-1000
- 1000-5000
- 5000-10,000
- 10,000-25,000
- 25,000 or more

Source: Yates and Yates, 1983

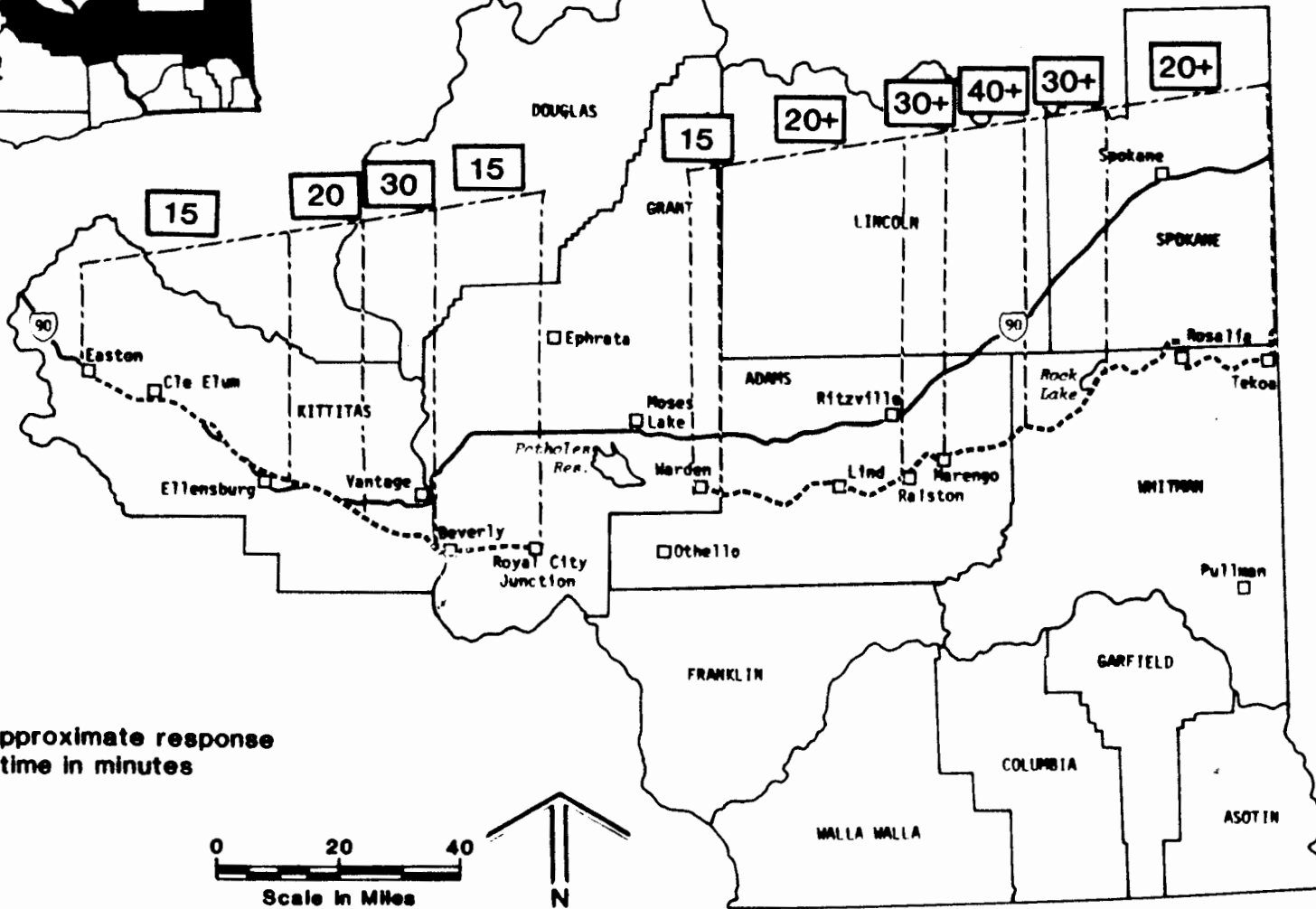


Figure 7
Population of Incorporated
Cities Within 50 Miles of
Milwaukee Road Right-of-Way

WASHINGTON STATE



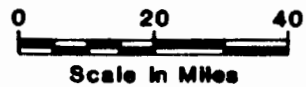
-39-



Legend

15

Approximate response time in minutes



Source: Local fire service districts, Kittitas, Grant, Adams & Whitman Counties, 1983

Figure 8
Maximum Fire-Fighting Response Time

case for the provision of power between Easton and Royal City Junction, where a Puget Sound Power & Light transmission line parallels the ROW. Many segments of the ROW parallel or are crossed by rivers, creeks, and irrigation canals. These water sources are often required for agricultural use, and in some cases might not be potable; therefore, they cannot be relied upon as a source of drinking water.

Study Methods

General Approach

The public visibility of this project and controversy around selection of the best use for the Milwaukee Road property required that the study be conducted in a logical, methodical, and objective manner. Early efforts concentrated on clear definition of the issues, goals, and objectives for use of the property in order to develop guidelines for accomplishment of subsequent study tasks. Information regarding past efforts to select the best use(s) of the property was used to identify the primary concerns of individuals and groups interested in historic, current, and future use of the right-of-way. These efforts provided guidelines which were used to narrow the evaluation of potential uses to those which are most feasible.

Public involvement, an ongoing and important activity throughout the course of the study, was accomplished via communication with members of identified interest groups (e.g., landowners, farmers, ranchers, environmentalists, recreation enthusiasts, and public officials) as well as the general public. Public participation kept the public informed of important events, sensitized the study team to local conditions and issues, and helped focus recommendations in a direction that should gain widespread public acceptance.

Overview of Study Tasks

The overall approach to this study consisted of five basic steps. First, the issues were defined and the goals and objectives to be met with use of the property were developed. Concurrent with this task, baseline studies were initiated to collect and review information on the project site and vicinity, political and institutional factors, and other factors such as development costs, recreation demand, and experience with similar trails elsewhere. The third task consisted of the selection and evaluation of various alternative uses for the property, based on their level of fulfillment of the objectives defined during the first phase of the study. Next, the recommended course of action was presented in a series of public meetings, and production of this report was begun. The fifth task consisted of a public involvement process, ongoing throughout the course of the study, which solicited public input via an advisory board, a questionnaire survey, and public information meetings. A further description of these tasks is provided below.

Description of Study Tasks

Definition of Issues, Goals, and Objectives

The purpose of this task was to define the ends to be attained by successful strategies for use of the Milwaukee Road property. Information

available from previous public hearings, legislative bill proposals, written letters of comment, and articles published in magazines and newspapers, were reviewed by study team members. An advisory board, comprised of individuals representing landowner, agricultural, recreational, and environmental interest groups, as well as government agencies, was formed and consulted to derive a list of potential issues, goals, and objectives. This process led to development of a questionnaire which was mailed to over 450 individuals, interest groups, and public officials. The questionnaire provided valuable input on which issues, goals, and objectives were most important in selection and evaluation of alternative uses for the property.

Baseline Studies

These efforts provided the background material used to identify and analyze potential ROW use and management alternatives. Baseline studies included (1) a survey of the physical, environmental, land use, and resource characteristics of the property and its vicinity; (2) an appraisal of local and statewide institutional and regulatory factors that could affect development of the Milwaukee Road property (zoning and management institutions, for example), and (3) a survey of economic, functional, and social factors that could affect the feasibility, costs, and benefits of potential alternative uses.

These studies were accomplished through the collection of maps, reports, and other materials; contact with management agencies, public officials, interest groups, and individuals concerned with use of this ROW; and onsite reconnaissance surveys of the entire ROW. In addition, contacts were made with other states where abandoned railroad ROWs were converted to recreational trail use (e.g., the Washington and Old Dominion Railroad Regional Park in Virginia and the Elroy-Sparta Trail in Wisconsin) to obtain information about user acceptance and problems associated with this use. Data collection resulted in a definition of the constraints to and opportunities for development of the ROW.

Selection and Evaluation of Preferred and Alternative Uses

This task was designed to produce a reliable and objective assessment of the desirability of alternative uses for the Milwaukee Road property, leading to the identification of a preferred course of action that would be feasible, practical, and compatible with the objectives identified during the first phase of the study.

Alternatives that were considered were described to the extent necessary to analyze their feasibility and compatibility. The analyses considered development and operation cost factors, general siting requirements (space, terrain, facilities needs, etc.), general use characteristics (e.g., type of user and level and seasonality of use), management structures, and potential use conflicts and other problems. Based on the legislative and public attention focused on the issue, single- and multipurpose recreational trails were given particular attention. However, the overall goal of the study was to provide a balanced analysis of all alternatives initially.

In order to focus the analysis on the most likely candidate uses, alternatives that were obviously not feasible were eliminated from further consideration. The remaining candidate alternatives were analyzed and compared with respect to their conformance with the goals and objectives established earlier. Through this process, the preferred and alternative uses for the Milwaukee Road property were identified.

Presentation of Preferred and Alternative Uses

Study results were presented in public information meetings and are contained in this report, which documents the study process and describes the preferred and alternative uses. For these presentations, development/implementation approaches for the preferred alternative uses were refined to encompass identification of management responsibility, funding sources, interest groups affected, measures to mitigate adverse impacts, costs and benefits of development, and timing of development. The presentations also indicated the extent to which alternative approaches conform to the goals and objectives for use of the property.

Preliminary study results were presented to the advisory board, soliciting input on the structure, content, and conclusions of the analysis. This process helped the study team refine the alternatives and preliminary recommendations that would be discussed at the three public information meetings.

Public Involvement

Public involvement activities occurred throughout the course of the study. They were designed to keep the public informed of study progress, sensitize the study team to local conditions and issues, and help ensure the selection of a politically feasible, socially desirable action plan. At the beginning of the study, DNR provided publicity to inform the public that the study was commencing, to describe the major features of the study, and to let individuals know how they might participate. The basic elements of the public involvement process of the study itself were (1) the formation of an advisory board, (2) a questionnaire survey to ascertain the goals of the various groups concerned about the use of the Milwaukee Road property, and (3) the presentation of preliminary results during public information meetings held in Ellensburg, Ritzville, and Seattle in early December 1983.

The Advisory Board: An advisory board was formed to provide a focused, representative channel by which the issues surrounding the study could be efficiently communicated to the study team. Members of the advisory board were selected to ensure that all major interest groups would be represented. The advisory board consisted of representatives of farming, ranching, environmental and recreation interest groups, and public officials from state and local agencies concerned with use of the ROW. Persons representing these groups and agencies were asked to provide input representing the views of their constituencies and the views of affiliated groups or individuals not present on the advisory board.

The advisory board was comprised of individuals from the following groups: Washington State Departments of Fisheries and Game, and State

Parks and Recreation Commission; Kittitas, Grant, Adams and Whitman county planning departments; Washington Backcountry Horsemen's Association; Washington Cattlemen's Association; Washington Association of Wheat Growers; Yakima Audubon Society; and Washington Sportsmen's Council.

The initial meeting with the advisory board on October 6, 1983 consisted of a description of its role in the study and identification and discussion of the issues to be resolved by this study. Further contacts with the advisory board were made to pretest the questionnaire and to obtain information throughout the course of the study as needs arose. On November 23, 1983, another meeting was held with the advisory board to present the results of the questionnaire survey used to help define goals for use of the property, and to present the preliminary results of the study, including the recommended course of action. The study team evaluated the input received during this second advisory board meeting in refining the alternative uses and courses of action. The preferred course of action was selected by the study team and may not reflect total consensus of the advisory board members.

The Questionnaire Survey: To ensure an understanding of the important goals that should be met by use of the Milwaukee Road property, a questionnaire was distributed to a variety of groups and persons with an interest in use of the property. The intent of the questionnaire was to elicit from the public opinions concerning whether they agreed or disagreed with a list of goals that would guide selection of preferred and alternative uses. The list of goals reflected the issues that had been previously identified. After the questionnaire was pretested with the advisory board, it was sent to approximately 450 public and private organizations (government, agricultural, and recreation/environmental) and individuals with an interest in the outcome of the study, including persons owning land adjacent to the Milwaukee Road property, members of agricultural or recreation/environmental interest groups, and persons who had previously testified at hearings and public meetings conducted before this study was initiated. The questionnaire is provided in Appendix A, along with data on response rates, written comments received, and various letters received during the course of the study.

The questionnaire survey did not attempt to obtain a random, statistically valid sample of opinions. Instead, it was "directed" to individuals and groups with an interest in the outcome of the land use study. Results were then aggregated for each interest group that show the extent to which each agrees or disagrees with the set of goals contained in the questionnaire. Subsequently, the degree to which the alternatives satisfy the goals of each group were identified, and the tradeoffs among groups in selecting a course of action that would optimize overall acceptability were apparent.

Public Information Meetings: Public information meetings were held near the conclusion of the study to present the land use recommendations of the study, including the preferred and alternative uses, and to describe how those recommendations were derived. The meetings also included a comment/question and answer period to elicit public feedback on the information presented. Several valuable comments and suggestions were obtained during these meetings that were subsequently included in the final analysis.

These meetings were held on weekday evenings, in public auditoriums, on the dates and locations listed below. Each meeting lasted 2 to 2-1/2 hours.

December 5, 1983 - Ellensburg, WA (approximately 100 people attended)
December 6, 1983 - Ritzville, WA (approximately 40 people attended)
December 7, 1983 - Seattle, WA (approximately 25 people attended)

Notification of the public information meetings was coordinated by DNR. A press release was mailed to individuals and groups on the questionnaire mailing list; newspaper, radio, and other media contacts throughout the state; and other interested persons.

Issues, Goals and Objectives

A lengthy list of issues related to use of the Milwaukee Road property was derived from previous testimony and related sources, input from the advisory board, and other information received by the study team. The issues were grouped into six general categories, as follows:

1. Land use
2. Environmental
3. Institutional
4. Functional and operational
5. Economic, public, and social costs/benefits
6. Health and safety

The issues were then converted to goal statements for the questionnaire survey, and opinions were solicited that indicate whether the respondent agrees or disagrees (and the extent of agreement/disagreement) with each goal. Based on the results of the questionnaire survey, in conjunction with the technical judgments of the study team, a set of objectives was established against which alternative uses can be measured. A summary of these goals and objectives follows.

Interest Group Goals and Objectives

The lengthy list of goals shown in the questionnaire (see Appendix A) were translated into a set of objectives in order to produce a well-defined set of criteria for evaluating land use alternatives. In general, the goals stated in the questionnaire were easily translatable with only minor changes in wording. Then, the objectives of each interest group were tabulated, and reduced to a smaller set to reduce redundancy. These lists of objectives by interest group are shown in Table 2*. The similarity between the objectives of the farming/ranching interests and the adjacent landowners are evident. The differences in the objectives of the environmental/recreational interest group from those of the farming/ranching and adjacent landowner interests is also apparent. These general objectives can be further summarized in the discussion that follows.

*The objectives of the government/public official group were tabulated and analyzed; however, a very low level of correlation was obtained. Responses of public officials varied widely, and appeared to reflect the general concerns of the population they served or represented.

TABLE 2

INTEREST GROUP OBJECTIVES

Degree of Support for Objective(a)	FARMING/RANCHING	Degree of Support for Objective(a)	ADJACENT LANDOWNERS	Degree of Support for Objective(a)	ENVIRONMENTAL/RECREATIONAL
	<u>LAND USE OBJECTIVES</u>		<u>LAND USE OBJECTIVES</u>		<u>LAND USE OBJECTIVES</u>
3	1. Economic activities adjacent to the Milwaukee Road property which are functionally linked with uses on the other side of the property will be provided with adequate access across the property.	3	1. Economic activities adjacent to the Milwaukee Road property which are functionally linked with uses on the other side of the property will be provided with adequate access across the property.	2	1. Economic activities adjacent to the Milwaukee Road property which are functionally linked to uses on the other side of the property will be provided with adequate access across the property.
3	2. Economic uses of adjacent lands will not be adversely affected by, or affect, use of the Milwaukee Road property.	3	2. Economic uses of adjacent lands will not be adversely affected by, or affect, use of the Milwaukee Road property.	3	2. Economic uses of adjacent lands will not affect, or be affected by, use of the Milwaukee Road property.
3	3. Visual exposure between nearby residents and users of the property will be minimized.	3	3. Visual exposure between nearby residents and users of the property will be minimized.	3	3. The entire property will be accessible to emergency vehicles.
3	4. Access to the property will not be permitted.	3	4. Public access to the property will be limited to a minimum number of locations.	3	4. Consolidation of public ownership will be maximized.
3	5. Provide ownership of the Milwaukee Road property that is consistent with ownership of the adjacent lands.	3	5. Use of the property will be restricted at appropriate seasons, days, or hours.	3	5. Encroachment on the property will be minimized.
3	6. Preserve existing easements, deeds, or other contractual restrictions on use of the property through use or management of the property.	2	6. The entire property will be accessible to emergency vehicles.	3	6. Historic, cultural, or other sites of local, state, or national significance will not be adversely affected by use of the property.
3	7. Use of the property will be restricted to appropriate season, day, or hours.	1	7. Provide ownership of the Milwaukee Road property that is consistent with ownership of adjacent lands.	3	7. Provide for multiple uses.
3	8. Encroachment on nearby property will be minimized.	1	8. Existing easements, deeds, or other contractual restrictions on use of the Milwaukee Road property will not be affected by use or management of the property.	2	8. Use of the Milwaukee Road property will not raise use of access roads beyond their capacity, nor cause substantially increased need for road repair and maintenance.
3	9. Minimize the spread of weeds to nearby properties.	1	9. Minimize adverse impacts on historic, cultural, or other sites of local, state, or national significance.	2	9. Minimize the spread of weeds to nearby properties.
3	10. Mixed use of the Milwaukee Road property will not be permitted.	1	10. Minimize the spread of weeds to nearby property.	2	10. Use of the Milwaukee Road property will improve access to adjacent public lands having scenic, historical, wildlife, or other public value.
2	11. Provide access to the property for emergency vehicles.	1	11. Mixed use will not be permitted.	2	11. Visibility between users of the Milwaukee Road property and nearby residents will be minimized.
1	12. The Milwaukee Road property will be used by private owners unless other factors indicate public ownership is preferable.	1	12. Use of the Milwaukee Road property will not maximize access to other areas with complementary resource values or development potential.	1	12. The property will have road access points at least every 3 miles.
1	13. Use of the property will not raise use of access roads beyond their capacity, nor cause substantially increased need for road repair and maintenance.			1	13. Existing easements, deeds, or other contractual restrictions on use of the property will not be affected by use or management of the property.
				1	14. Use of the property will be restricted by appropriate seasons, days, and hours.

(a) Degree of support for objective:
3 = high, 2 = moderate, and 1 = low.

TABLE 2

Degree of Support for Objective	FARMING/RANCHING	Degree of Support for Objective	ADJACENT LANDOWNERS	Degree of Support for Objective	ENVIRONMENTAL/RECREATIONAL
<u>ENVIRONMENTAL OBJECTIVES</u>		<u>ENVIRONMENTAL OBJECTIVES</u>		<u>ENVIRONMENTAL OBJECTIVES</u>	
3	1. Minimize erosion and compaction of soils.	3	1. Minimize erosion and compaction of soils.	3	1. Minimize erosion and compaction of soils.
3	2. Minimize degradation of water quality.	3	2. Minimize degradation of water quality.	3	2. Minimize degradation of water quality.
3	3. Wildlife habitat provided by the Milwaukee Road property will not be adversely affected by use of the property.	3	3. Minimize increases in noise, dust, litter, and light and glare levels in the Milwaukee Road property vicinity.	3	3. Wildlife habitat provided by Milwaukee Road property will not be adversely affected by use of the property.
3	4. Minimize increases in noise, dust, litter, and light and glare levels in the Milwaukee Road property vicinity caused by use of the property.	3	4. Minimize adverse effects on other elements of the environment commonly analyzed under the State Environmental Policy Act.	3	4. Plants or animals designated as threatened, endangered, or otherwise protected by federal or state law will not be significantly adversely affected.
2	5. Plants or animals designated as threatened, endangered, or otherwise protected by federal or state law will not be significantly adversely affected.	1	5. Wildlife habitat on and near the Milwaukee Road property will be improved through use of the property.	3	5. Use of the Milwaukee Road property will not cause degradation of the scenic quality of the property and its vicinity.
2	6. Use of the Milwaukee Road property will cause a minimum of degradation of the scenic quality of the property and its vicinity.	1	6. Plants and animals designated as threatened, endangered, or otherwise protected under federal or state law will not be significantly adversely affected.	2	6. Wildlife habitat on and near the Milwaukee Road property will be improved through use of the property.
2	7. Minimize adverse effects upon other elements of the environment commonly analyzed under the State Environmental Policy Act.	1	7. Use of the Milwaukee Road property will cause a minimum of degradation of the scenic quality of the property and its vicinity.	2	7. Minimize increases in noise, dust, litter, and glare levels in the Milwaukee Road property vicinity.
				2	8. Minimize adverse effects on other elements of the environment commonly analyzed under the State Environmental Policy Act.
<u>INSTITUTIONAL OBJECTIVES</u>		<u>INSTITUTIONAL OBJECTIVES</u>		<u>INSTITUTIONAL OBJECTIVES</u>	
3	1. Minimize risk of liability of nearby landowners from losses caused by fire, damage, or theft due to use of the Milwaukee Road property.	3	1. Compensation will be provided by the state and/or individuals responsible to entities damaged by users of the Milwaukee Road property through fire, vandalism, theft, or accident, where such damages are caused through access provided by the property.	3	1. Existing laws and legal precedents will be adhered to regarding liability and compensation for losses from fire damage, crimes against property and persons, and injury due to use of the property.
2	2. Provide for management of the property by the agency with the greatest experience and/or capability in managing the types of uses selected for the property.	1	2. Provide for management of the property by the agency with greatest experience and/or capability in managing the types of uses selected for the property.	3	2. Provide for management of the property by the agency with greatest experience and/or capability in managing the types of uses selected for the property.
1	3. Existing laws and legal precedents will be adhered to regarding liability and compensation for losses from fire damage, crimes against property and persons, and injury due to use of the property.	1	3. Existing laws and legal precedents will be adhered to regarding liability and compensation for fire losses, damage, injury, and crimes against persons or property caused by use of the property.	3	3. Use of the property will minimize requirements for enabling legislation.
				2	4. Maximize use of existing programs for funding property development and management.
				2	5. Maximize compatibility with existing state and local plans, policies, and zoning.
				2	6. Individuals using the Milwaukee Road property who cause damage or theft to adjacent property will be required to compensate damaged entities.
				1	7. The State of Washington will not assume liability for entities damaged by use of the Milwaukee Road property (e.g., by fire, vandalism, theft, accidents, or crimes against persons).

TABLE 2

Degree of Support for Objective	FARMING/RANCHING	Degree of Support for Objective	ADJACENT LANDOWNERS	Degree of Support for Objective	ENVIRONMENTAL/RECREATIONAL
<u>FUNCTIONAL AND OPERATIONAL OBJECTIVES</u>		<u>FUNCTIONAL AND OPERATIONAL OBJECTIVES</u>		<u>FUNCTIONAL AND OPERATIONAL OBJECTIVES</u>	
3	1. Support facilities (such as restrooms, drinking water, campsites, parking, etc.) will not be provided.	3	1. Support facilities (such as restrooms, drinking water, campsites, parking, etc.) will not be provided.	3	1. Uses of the Milwaukee Road property will be adapted to the space, terrain, parcel size, configuration, and other physical aspects of the property.
3	2. Nearby properties will not be purchased.	1	2. Use of the Milwaukee Road property will be adapted to the space, terrain, parcel size, configuration, and other aspects of the property.	3	2. Railroad-related facilities near the property without scenic, historic, or other public value will be dismantled and those railroad-related facilities with scenic, historic, or other public value will be retained.
1	3. Tunnels and bridges on the property will not be used.	1	3. Railroad-related facilities near the property without scenic, historic, or other public value will be dismantled and those railroad-related facilities with scenic, historic, or other public value will be retained.	3	3. Use of the property will include use of bridges and tunnels.
		1	4. Tunnels and bridges on the property will not be used.	2	4. Provide for adequate support facilities to support use of the property, as necessary.
				1	5. The property will be developed at a rate that maximizes the enjoyability and/or economic benefit of the chosen use.
<u>ECONOMIC OBJECTIVES</u>		<u>ECONOMIC OBJECTIVES</u>		<u>ECONOMIC OBJECTIVES</u>	
3	1. The cost to the state for developing and maintaining the property will be minimized.	3	1. Maximize revenues gained from direct economic use of the Milwaukee Road property.	3	1. Funding sources with the maximum stability over the next 20 years will be selected to support costs of development and operation of the use selected for the Milwaukee Road property.
3	2. The number of persons using the property will be the minimum possible.	3	2. Local service jurisdictions will not be obligated to pay the costs of providing services to the property.	3	2. A mix of user fees and tax-based revenue will be used to pay the cost of developing and maintaining the property.
3	3. User fees will be levied in such an amount that local and county costs of service are adequately compensated.	1	3. Maximize local and statewide public benefits derived from use of the Milwaukee Road property.	3	3. Use of volunteer labor will be maximized.
3	4. Tax-based revenue funding to pay for use of the Milwaukee Road property will be minimized.	1	4. Funding sources that have the maximum stability over the next 20 years will be selected to support costs of development and operation of the uses selected for the Milwaukee Road property.	2	4. The cost to the state for developing and maintaining the property will be minimized.
1	5. User fees derived from use of the property will be maximized.	1	5. The cost to the state for developing and maintaining the property will be minimized.	2	5. Uses that do not require new funding sources will be preferred in selecting the best use of the Milwaukee Road property.
1	6. Uses that do not require new funding sources will be preferred in selecting the best use for the Milwaukee Road property.	1	6. Operating revenues derived from use of the property will exceed costs of development and maintenance.	2	6. Maximize total benefits to state and local economies from use of the Milwaukee Road property.
1	7. Maximize total benefits to state and local economies from use of the Milwaukee Road property.	1	7. Uses that do not require new funding sources will be preferred in selecting the best use of the Milwaukee Road property.	2	7. Provide for uses that would result in statewide participation.
1	8. Maximize use of volunteer labor.	1	8. Maximize use of volunteer labor.		
		1	9. User fees will be levied in such an amount that local and county costs of service are adequately compensated.		

TABLE 2

Degree of Support for Objective	FARMING/RANCHING	Degree of Support for Objective	ADJACENT LANDOWNERS	Degree of Support for Objective	ENVIRONMENTAL/RECREATIONAL
			<u>ECONOMIC OBJECTIVES (continued)</u>		<u>ECONOMIC OBJECTIVES (continued)</u>
		1	10. The Milwaukee Road property will be used by the least diverse set of interest groups possible.	2	8. User revenues will be levied in such an amount that local and county costs of service are fairly compensated.
		1	11. The Milwaukee Road property will be used only by residents of the county(ies) through which it passes.	1	9. Maximize the number of persons and interest groups using Milwaukee Road property.
		1	12. The Milwaukee Road property will be used by the minimum number of persons possible.		
	<u>HEALTH AND SAFETY OBJECTIVES</u>		<u>HEALTH AND SAFETY OBJECTIVES</u>		<u>HEALTH AND SAFETY OBJECTIVES</u>
	Opportunities for damage to property or persons from use of the Milwaukee Road property will be minimized. These damages can be minimized through conformance with each of the following objectives, which apply to both the Milwaukee Road property and nearby lands:		Opportunities for damage to property or persons from use of the Milwaukee Road property will be minimized. These damages can be minimized through conformance with each of the following objectives, which apply to both the Milwaukee Road property and nearby lands:		
3	1. Minimize accidents from natural hazards (i.e., rockfalls, unsafe terrain, etc.).	3	1. Minimize accidents from natural hazards (i.e., rockfalls, unsafe terrain, etc.).	3	1. Crimes against persons will be minimized.
3	2. Minimize accidents from man-made hazards (i.e., dangerous objects, unsafe bridges, etc.).	3	2. Minimize accidents from man-made hazards (i.e., dangerous objects, unsafe bridges, etc.).	3	2. Indiscriminant spraying for weed control will be minimized.
3	3. Minimize loss from fire.	3	3. Minimize loss from fire.	2	3. Minimize accidents from natural hazards.
3	4. Minimize vandalism losses.	3	4. Minimize vandalism losses.	2	4. Minimize accidents from man-made hazards.
3	5. Minimize theft losses.	3	5. Minimize theft losses.	2	5. Minimize loss from fire on nearby lands.
3	6. Minimize crimes against persons.	3	6. Minimize crimes against persons.	2	6. Minimize crimes against persons.
3	7. Minimize hunting accidents.	3	7. Minimize hunting accidents.	2	7. Safe drinking water will be provided at least every 2 miles on the Milwaukee Road property.
				2	8. Maximize public health benefits (physical and psychological).
				2	9. Minimize hunting accidents occurring due to use of the Milwaukee Road property.
				2	10. Minimize trespass, vandalism, crimes against persons, etc. on the Milwaukee Road property.

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Land Use Objectives

All interest groups were in agreement that the use selected for the Milwaukee Road property should cause a minimum of interference with economic activities conducted on nearby lands, that it should be accessible to emergency vehicles, and that the spread of weeds from the property should be minimized. The major difference between the groups was in regard to ownership, restrictions on use, and the sense of privacy of nearby residents (the goal of "sense of privacy" was translated to the objective of minimizing visual exposure between residents and users of the Milwaukee Road property). While the environmental/recreational interests desire public ownership and improved access to nearby lands having public value, the other two groups (adjacent landowners and farming/ranching interests) desire private ownership, or at least ownership that is consistent with ownership of adjacent land. The environmental/recreational interest group also wants multiple use of the Milwaukee Road property, contrary to the desires of the adjacent landowners and farming/ranching interests, who in general do not favor that access be provided to the property except for emergency vehicles. Finally, the issue of privacy was more important to the farming/ranching and adjacent landowner groups than to the environmental/recreational groups.

Environmental Objectives

Very little difference between the three interest groups was exhibited regarding environmental objectives. All strongly desired minimal impacts on erosion and compaction of soils and water quality. The environmental/recreational group, however, placed less emphasis on minimizing noise, dust, litter, and light and glare impacts than did the adjacent landowners or farming/ranching groups, and more emphasis upon minimizing degradation of scenic quality.

Institutional Objectives

Regarding objectives for institutional control and responsibility for managing use of the Milwaukee Road property, there was general agreement that the managing entity or entities should be the ones with the greatest experience and/or capability in managing the selected use.

The major difference in institutional objectives concerns legal liability for losses from accidents, fire, vandalism, theft, and other losses. Both the adjacent landowners and farming/ranching interests were strongly in favor of taking measures to ensure that nearby landowners not be responsible for any damages incurred due to use of the property; adjacent landowners desired that the State of Washington be the ultimate guarantor that no loss be carried by adjacent landowners; i.e., that the state should ultimately be responsible. The environmental/recreational interests, however, believe that only existing laws be applied in cases of damage, or that only the guilty party, if identified, should be held financially liable for damages incurred.

Functional and Operational Objectives

While the farming/ranching interests and adjacent landowners were in general agreement regarding functional and operational objectives, the objectives desired by environmental/recreational interests are generally in conflict. The farming/ranching and adjacent landowners do not want bridges or tunnels used, nor do they wish to see any support facilities provided for the use selected for the Milwaukee Road property. The environmental/recreational groups, however, wish to have support facilities and use of the property's tunnels and bridges.

Economic Objectives

All interest groups desire that the use selected should (1) be the one with the minimum cost to the state, (2) be the use with the minimum requirements for new funding sources, (3) maximize use of volunteer labor, (4) maximize local and statewide benefits, and (5) rely on user fees to cover any local costs of providing public services to the property. While the strength of desires for these four objectives varied, there was substantial consensus.

Substantial differences regarding economic objectives were also evident, primarily regarding what user groups should benefit and what entities should be responsible for paying the cost of the selected use. Regarding benefitting groups, both the farming/ranching interests and adjacent landowners expressed a desire to minimize the number of users of the property. The environmental/recreational interests, however, wish to maximize the number of persons and user groups benefitting, on a state-wide basis. Regarding who should support the cost for the selected use, both the farming/ranching and adjacent landowners groups felt that users should pay (for instance, via user fees), while the environmental/recreational group objective called for a mix of user fees and state taxes to support the cost of any use selected, with user fees set at a level at least sufficient to cover any local public service costs associated with use of the property.

Health and Safety Objectives

All interest groups were in agreement regarding the health and safety objectives for use of the Milwaukee Road property, with two differences. First, the environmental/recreational interests wish to minimize "indiscriminant" spraying of weeds, while the other groups did not feel this to be an important objective. Second, the environmental/recreational groups were in strong agreement with minimizing of crimes against persons, but felt less strongly regarding minimizing other crimes and losses from accidents. Both the farming/ranching interests and adjacent landowners strongly supported all objectives related to minimizing accidents, fire losses, and crimes against persons and property.

Summary of Goals and Objectives

Review of the goals of each interest group indicates substantial agreement between the local interest groups (farming/ranching and adjacent landowners). Furthermore, objectives regarding environmental and safety

issues for all three primary interest groups are very similar. The primary distinctions occur regarding the land use, institutional, functional and operational, and economic issues. In these issue areas, the objectives of the farming/ranching and adjacent landowner groups are distinctly different from those of the environmental/recreational groups. The farming/ranching interest group objectives that are distinctly different from environmental/recreational group objectives are:

1. Minimize public use of the Milwaukee Road property.
2. Provide ownership of the property that is consistent with ownership of adjacent land.
3. Minimize visual exposure between nearby residents and any users of the property.
4. Minimize impacts from noise, dust, litter, and light and glare.
5. Ensure that nearby residents and landowners are not to be responsible for paying any costs of damages related to accident, fire, or crimes against persons or property associated with any use of the property, preferably through a guarantee by the State of Washington that any costs be paid by the state.
6. Support facilities (such as restrooms, parking, camping sites, etc.) should not be provided.
7. Tunnels and bridges on the property should not be used.
8. Support for the cost of operating and maintaining the selected use, as well as the cost of public service provision, should not be derived by state taxes, but from user fees.

The objectives of the environmental/recreational groups that are distinct from those of the farming/ranching and adjacent landowner interest groups are summarized as follows:

1. Maximize the number of user groups and persons benefitting from use of the property, including provision of multiple use.
2. Provide for public ownership of the property.
3. Follow only existing laws and legal precedents regarding liability for damage from accident, fire, and crimes against persons and property.
4. Provide adequate support facilities.
5. Make use of bridges and tunnels on the property.
6. Provide a mix of user fees and state taxes to support the costs of development, maintenance, and public services.

Evaluation of Alternative Uses

Use Opportunities and Constraints

The Milwaukee Road property is a relatively unique state asset that offers a variety of use opportunities due to its long, narrow configuration, location, environmental and historic features, and other characteristics. The ROW's lineal configuration provides opportunities for development of uses such as continuous transfer systems (such as utility corridors [pipeline, transmission lines], conveyor systems, railroad, and other linear transportation-related projects) and recreational trail uses. The ROW also is suitable for other uses that do not require continuity, such as habitat conservation and mixed uses similar to adjacent land uses. Certain ROW sections possess high quality scenic values (the segment from Easton to Thorp, the Beverly Bridge crossing of the Columbia River, Rock Lake, the Pine City area, and the segment from Tekoa to stateline). The ROW extends through areas of high biological productivity (Easton to Thorp Prairie, Beverly to Royal City Junction, Rock Lake, and the Pine Creek area). The ROW also extends through highly productive farming and range lands.

Numerous structures of historic significance were developed along the ROW during its nearly 70 years of operation, with some still remaining. Classic railroad depots exist at several locations (e.g., Cle Elum, Kittitas, Beverly, Malden). Two of these have been purchased by private interests for commercial and historic uses (Cle Elum, Kittitas). The ROW features numerous bridges and trestles including two bridges that are listed on the national and state registers of historic bridges (the Beverly and Rosalia railroad bridges). These historic uses are valuable assets that could be incorporated into recreational development of the ROW as a trail, or could be made accessible as specific points of interest.

All of these factors provide opportunities for ROW development. However, a number of constraints also exist. The narrow ROW configuration permits relatively few development options. Development of the ROW for public use has the potential for imposing proximity impacts (noise, fire risk, potential for vandalism and trespass) on adjacent private lands. Also, development and management of the property would incur substantial costs. On the other hand, dedication of the property for private use would foreclose the option of public use of the ROW and the public benefits that would be gained therefrom.

Development of the ROW for any use must be assessed in terms of compatibility with surrounding land uses, the types of benefits (economic and otherwise) associated with project development, the uniqueness of the opportunities afforded by a state-owned ROW of this length and character, impact mitigation/protection measures that would be needed, costs that would be incurred, and the methods and techniques available to manage and fund the relatively limited development options available.

A limited number of feasible alternatives for ROW use were developed in consideration of the various opportunities and constraints afforded by the Milwaukee Road property. These alternatives are described and evaluated in the next section.

Alternative Uses or Courses of Action

The characteristics of the Milwaukee Road property permit a number of feasible alternatives for development or disposition. They are:

- Alternative 1 - Sale of ROW Lands to Adjacent Landowners
- Alternative 2 - Lease of ROW Lands to Adjacent Landowners
- Alternative 3 - Habitat Conservation
- Alternative 4 - Recreational Trail Development
- Alternative 5 - Continuous Transfer
- Alternative 6 - Mixed/Joint Use

The alternative uses for the ROW are evaluated below. Each of the alternatives was compared with the issues, goals, and objectives identified as a result of public input (see Study Methods section above) to determine its effectiveness in satisfying these criteria and balancing public and private interests and concerns.

The general evaluations below seek to identify the advantages and disadvantages of each alternative for ROW use, as well as the economic implications of each, and the most appropriate management strategies available. It is important to note that the costs associated with each alternative are general estimates based on broad assumptions. These costs are not intended for use in establishing management budgets or absolute costs of associated operational and maintenance activities. The estimates are useful in comparing the relative magnitude of costs for each alternative. Costs will vary widely with the source of labor (agency, contract, volunteer, etc.) and several other factors discussed in greater detail in the discussion of alternatives and the preferred course of action below.

- Alternative 1 - Sale of ROW Lands to Adjacent Landowners

Description: The State of Washington would sell ROW lands to adjacent private property owners at fair market value or a value to be determined. Conditions could be placed on the sale to assure that the state would recoup all or a designated percentage of the original ROW purchase price and subsequent maintenance costs.

Advantages: The sale of ROW lands to adjacent landowners by the state would generate income to the state and permit landowners to convert the ROW lands to uses compatible with uses on adjacent lands. In some cases, sale would permit the consolidation of lands under one ownership that are currently divided by the ROW. Adjacent landowners would be able to exercise control of access to purchased ROW lands and would be responsible for weed control, fencing, and liability, thereby releasing the state from these responsibilities and associated costs.

The ROW lands would be returned to agricultural production in some cases, generating additional revenues for landowners. The lands would generate tax revenues for the state, counties, and other taxing jurisdictions. Protection of productive croplands and rangelands would be maximized. Sale of ROW lands to adjacent landowners would minimize future costs imposed on the state by the ROW.

Disadvantages: Sale of the ROW to adjacent landowners would foreclose future use options by the state, unless a costly and time consuming condemnation process to reclaim the ROW (or comparable route) via eminent domain was undertaken in the future. The opportunity to develop the ROW for private or public use consistent with the ROW's lineal configuration would be lost unless future use options were included as a provision of the sale. It should be noted that the potential for sale would be substantially reduced if such restrictive provisions were imposed.

The primary concern of adjacent landowners is protection of their land through control of access. Control of access to "landlocked" parcels could be achieved through purchasing of critical ROW access points of less than one-fourth of ROW lands. The state could partially eliminate this strategy by designating purchase blocks, or larger parcels to be sold in their entirety. However, the opportunity to create such blocks is generally limited to the central portions of the ROW (between Lind and Malden) where individual ownerships are largest. Complex land ownership patterns along some ROW sections may create technical difficulties in creating purchase blocks and offering ROW parcels for sale. Resolution of these complexities may require costly legal counsel.

Economic Implications: This alternative would result in a net loss to the state. The state paid \$1.9 million for approximately 4,000 acres of ROW (or about \$475 per acre). Up to \$2.5 million or more may have been expended by the state on purchasing, administering, and studying development strategies for the ROW property. To recoup the entire investment to date, the state would have to sell ROW lands at an average price of \$625 per acre (even with inflation since 1981 discounted). It is unlikely that more than one-half of the ROW would be purchased at this price, even with development of purchase blocks, resulting in a deficit of over \$1 million. The state would also be responsible for weed control, control of access (through construction and maintenance of fences, gates, and signs), and management of unpurchased lands. Estimated development and operating and maintenance costs are presented in Table 3. These estimates do not include the unquantifiable costs associated with the state's assumption of liability for unpurchased ROW lands.

Tax revenues from sold lands would offset part of these annual costs, as would revenues from leases and ROW easements. Lease and easement revenues are estimated at about one-half of the current revenues of \$15,000 per year under the purchase assumption described above, unless such revenues would continue to accrue to the state as a provision of the sale. In any case, it is unlikely that total revenues would comprise even one-quarter of the annual costs incurred by the state.

Management Strategy: If this alternative were selected, the state DNR, as the agency responsible for ROW lands, would be the agency most appropriate to administer the sale of property to adjacent landowners. DNR also would be responsible for management of unpurchased lands, including control of access and weeds, and the identification of long-term income-producing uses for such properties (leases, development of mineral/timber productivity, etc.), or other methods of disposition. DNR should interface with the state Department of Agriculture (for weed control), the state Attorney General (legal implications), and other agencies as necessary.

TABLE 3ESTIMATED COSTS ASSOCIATED WITH ALTERNATIVE 1 -
SALE OF ROW LANDS TO ADJACENT LANDOWNERS^(a)Development Costs

Fencing ^(b)	\$355,000 - \$433,000
Gates/signs ^(c)	<u>81,000 - 99,000</u>
Total	\$436,000 - \$532,000

Annual Operating Costs

Labor ^(d)	\$59,000 - \$75,000
Fence repair ^(e)	5,000 - 6,000
Weed control ^(f)	10,000 - 12,000
Vehicle costs	2,000 - 3,000
Fire protection ^(g)	4,000 - 5,000
Equipment rental ^(h)	<u>3,000 - 5,000</u>
Total	\$83,000 - \$106,000

- (a) Assumes one-half of total ROW lands, representing approximately 2,000 acres and 106.5 lineal miles or ROW, are purchased by adjacent landowners. Control of access (fencing/gates), weed control, and liability for remaining 2,000 acres and 106.5 lineal miles of ROW will be responsibility of DNR. Costs are rounded to nearest \$1,000.
- (b) Fencing costs are estimated at \$9,000 per mile for new quality 3-wire fence over one-third of the ROW length and \$1,000 per mile for upgrading existing fence over two-thirds of the ROW, or about \$3,700 per mile overall for 106.5 miles. Estimate includes contingency of +10 percent.
- (c) Gate and sign costs are estimated at \$1,000 per crossing with 2 gates and 2 signs per major road crossing. There are about 90 major road crossings along the ROW. The state is assumed to be responsible for controlling access through gates and signage at all road crossings. Estimates include a contingency of +10 percent.
- (d) Assumes 1-1/2 full-time positions to administer the sale of ROW lands and to manage unpurchased portions of the ROW at \$30,000-\$40,000 per year. Supplemental labor for weed control, repair of fences, gates, signs, etc. is estimated at \$300 per mile (+10 percent) for 106.5 miles.
- (e) Estimated at \$50 per mile over unpurchased portions of ROW, +10 percent; includes fence repair materials and equipment only.
- (f) Estimated at \$100 per mile over unpurchased portion of ROW; includes cost of weed control chemicals and equipment. Estimate includes contingency of +10 percent.
- (g) Derived from State Parks and Recreation Commission estimates (1983). Estimates reflect costs associated with DNR contracts with local fire districts to provide emergency firefighting and medical service on unsold portions of the ROW.
- (h) Includes equipment rental for ditching, irrigation control, culvert repair, etc.

Funding for administration of the sale and management of unpurchased lands would be appropriated by the legislature to DNR as part of the agency's annual budget. Provision should be made by the legislature to permit revenues from the sale of ROW lands and the lease and development of other ROW lands to be applied to DNR's budget for administering the unpurchased portion of the ROW.

Conformance with Objectives: This alternative would satisfy the use objectives most strongly supported by farming/ranching and landowner interests. However, it would be in strong conflict with the use objectives supported by recreational and environmental interests (please see Table 2).

● Alternative 2 - Lease of ROW Lands to Adjacent Landowners

Description: The State of Washington would lease ROW lands to adjacent property owners for a specified period subject to specified use restrictions. This option would permit ROW lands to be held in reserve for future use by the state.

The state would be responsible for providing access control at public road crossings; however, the lessee would be responsible for any additional access control of leased lands. The state would also be responsible for weed control unless the lessee assumes this responsibility under agreement with the state.

Advantages: The leasing of ROW lands to adjacent landowners would permit the landowners to retain a measure of control over the ROW consistent with the provisions of the lease agreements. The lessee would control access and could assume responsibility for weed control, thereby enhancing protection of private property while reducing costs to the state. The state would retain responsibility for liability, furthering the protection of the lessee. Leasing of ROW lands would also generate income to the state. The amount of income would depend on the amount of acreage leased, the consideration per acre, and the use restrictions imposed by the state as a condition of the lease. Leasing would permit the state to retain ownership of the ROW and reserve ROW lands for future use.

Disadvantages: Leasing of ROW lands would preclude use of all or part of the ROW for recreational trail use. In addition, leasing would not permit the level of protection for adjacent lands sought by adjacent landowners.

Revenues accruing to the state from leased lands would be low relative to the management, legal, and enforcement costs associated with administering the lease program (see Economic Implications below). This disparity in administrative costs and lease revenues would be directly proportional to the extent of use restrictions imposed by the state on the lessee. As in the sale option, lease blocks may have to be created to increase participation in the lease program. The creation of lease blocks and determination of lease patterns may generate legal and technical difficulties in administering the lease program, which in turn could increase administrative, legal, and maintenance costs.

Economic Implications: Under the assumption of 50 percent participation in the lease program, this alternative would result in a net loss to the state. The state would receive approximately \$30,000 in annual lease revenues, assuming that one-half of ROW lands were leased at an average of \$5 per acre per year for 90 percent of the ROW (a consideration currently applied for lands leased for agricultural and grazing purposes), and \$100 per acre per year over 10 percent of the ROW (about the average annual revenue generated per acre by current leases along the ROW). An additional \$15,000 in revenues would be generated by existing easements, for a total of \$45,000 in revenues per year (see Table 4). To offset the estimated state costs required per year to manage and maintain leased and unleased ROW lands, lease revenues of between \$30 and \$50 per acre would be required under the assumed scenario (with 50 percent of ROW lands being leased by adjacent property owners. Assuming full participation in the lease program, each acre would have to generate increases of between \$15 and \$25 per acre, far exceeding the 1 to 2 percent of land value normally used to determine lease values for lands used for agriculture. It should be noted that the liability costs assumed by the state are not included in these estimates; therefore, any related premiums, or personal injury and property damage claims against the state would contribute to the magnitude of this net operating loss.

The initial \$2.5 million investment to purchase the ROW and manage ROW lands to date would constitute an irretrievable expenditure if the lease program is implemented for the long term.

Management Strategy: The management strategy for administering the ROW lease programs should be similar to that for the sale option with DNR assuming responsibility for administering the program. DNR has extensive experience in leasing public lands and is currently tasked with management of ROW lands. DNR would interface with the State Department of Agriculture (for weed control), State Attorney General (legal implications), and other agencies as required.

The funding strategy for the DNR-administered lease program should be similar to that recommended for Alternative 1; that is, management funds would be allocated as part of DNR's annual budget, with provision made to apply revenues from the lease program to offset ROW-generated costs.

Conformance with Objectives: This alternative would partially satisfy the use objectives supported by farming/ranching and landowner interests, but would be in conflict with those supported by recreational and environmental interests (please see Table 2).

- Alternative 3 - Habitat Conservation

Description: The State of Washington would retain and improve indigenous vegetation along the ROW to maximize habitat and cover along the ROW. The state would be responsible for weed control and control of public access to the ROW.

Advantages: The reservation of ROW lands for habitat conservation would maximize protection of habitat and associated wildlife along the ROW and improve habitat and wildlife quality in areas served by the ROW.

TABLE 4ESTIMATED COSTS ASSOCIATED WITH ALTERNATIVE 2 -
LEASE OF ROW LANDS^(a)Development Costs

Fencing ^(b)	\$709,000 - \$867,000
Gates/signs ^(c)	<u>81,000 - 99,000</u>
Total	\$790,000 - \$966,000

Annual Operating Costs

Labor ^(d)	\$ 88,000 - \$110,000
Fence repair ^(e)	5,000 - 6,000
Weed control ^(f)	19,000 - 23,000
Vehicle costs	4,000 - 6,000
Fire protection ^(g)	8,000 - 10,000
Equipment rental ^(h)	<u>5,000 - 10,000</u>
Total	\$129,000 - \$165,000

- (a) Assumes one-half of total ROW lands, representing approximately 2,000 acres and 106.5 lineal miles or ROW, are leased by adjacent landowners.
- (b) Fencing costs are estimated at \$9,000 per mile for new quality 3-wire fence over one-third of the ROW length and \$1,000 per mile for upgrading existing fence over two-thirds of the ROW, or about \$3,700 per mile overall for 213 miles. Estimate includes contingency of +10 percent.
- (c) Gate and sign costs are estimated at \$1,000 per crossing with 2 gates and 2 signs per major road crossing. There are about 90 major road crossings along the ROW. The state is assumed to be responsible for controlling access through gates and signage at all road crossings. Estimates include a contingency of +10 percent.
- (d) Assumes 1-1/2 full-time positions to administer the leasing of ROW lands and to manage unleased portions of the ROW at \$30,000-\$40,000 per year. Supplemental labor for weed control, repair of fences, gates, signs, etc. is estimated at \$300 per mile for 213 miles; this represents the worst-case cost incurred by the state and does not account for maintenance that may be undertaken by the lessee.
- (e) Estimated at \$50 per mile over entire ROW, +10 percent; includes fence repair materials and equipment only.
- (f) Estimated at \$100 per mile over entire ROW; includes cost of weed control chemicals and equipment. Estimate includes contingency of +10 percent.
- (g) Derived from State Parks and Recreation Commission estimates (1983). Estimates reflect costs associated with DNR contracts with local fire districts to provide emergency firefighting and medical service to leased and unleased lands.
- (h) Includes equipment rental for ditching, irrigation control, culvert repair, etc.

Implementation of this alternative would have the most positive benefit in those intensively farmed areas where existing natural habitat is concentrated along the ROW. A measure of protection against adverse impacts perceived to be associated with recreational use would be accorded to local landowners.

Disadvantages: Exclusive use of the ROW for habitat conservation precludes the opportunity for use for agricultural, recreational, trail, continuous transfer, or mixed/joint use, which has the potential for providing greater public and private benefit. Habitat conservation represents a low-intensity use that would not normally be heavily patrolled. Therefore, the risk of unauthorized motorized use of the ROW and use by hunters could be substantial, despite measures by the state to control access.

Economic Implications: Habitat conservation, if permitted to exist as an exclusive use along the ROW, would result in a net cost to the state. In addition to the \$2.5 million in expenditures to date, the habitat conservation alternative would require substantial development costs and annual state expenditures for management, weed control, and access control (see Table 5). Revenues generated by this exclusive use of the ROW will be negligible. On the other hand, the value of local wildlife enhancement attributable to habitat conservation along the ROW could be substantial, although unquantifiable.

Management Strategy: The State Department of Game should be authorized to manage ROW lands under the habitat conservation alternative. Funding for development costs, management, operations, and maintenance should be allocated as part of the department's annual budget, with a portion of revenues from hunting permits specifically applied to ROW management.

Conformance with Objectives: This alternative would satisfy some of the objectives of all interest groups to a limited extent. None of the strongly supported objectives of any interest group would be fulfilled (please see Table 2).

● Alternative 4 - Recreational Trail Development

Description: The State of Washington would develop, operate, and maintain the entire 213-mile Milwaukee Road ROW as a recreational trail for nonmotorized use. A complete description and analysis of this use alternative is contained in Appendix B.

Advantages: The primary benefits associated with recreational trail development along the entire ROW would accrue to potential trail users (hikers, horsemen, wagoners, bicyclists, joggers, wildlife observers, cross-county skiers, etc.). The trail concept would provide a unique opportunity to take recreational advantage of a long, high-quality route extending through a variety of environments and accessing numerous historic and natural points of interest. The recreational trail would provide opportunities both for short or extended trail experiences. Use of the ROW for recreational use would represent a significant expansion of the existing trail system within Washington State and the best available prospect for a complete east-west crossing of the state,

TABLE 5ESTIMATED COSTS ASSOCIATED WITH ALTERNATIVE 3 -
HABITAT CONSERVATION(a)Development Costs

Fencing(b)	\$709,000 - \$867,000
Gates/signs(c)	<u>81,000 - 99,000</u>
Total	\$790,000 - \$966,000

Annual Operating Costs

Labor(d)	\$15,000 - \$30,000
Fence repair(e)	10,000 - 12,000
Weed control(f)	19,000 - 23,000
Vehicle costs	4,000 - 6,000
Fire protection(g)	8,000 - 10,000
Equipment rental(h)	<u>5,000 - 10,000</u>
Total	\$61,000 - \$91,000

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- (a) Assumes all 213 miles of ROW would be retained exclusively for habitat conservation.
- (b) Fencing costs are estimated at \$9,000 per mile for new quality 3-wire fence over one-third of the ROW length and \$1,000 per mile for upgrading existing fence over two-thirds of the ROW, or about \$3,700 per mile overall for 213 miles. Estimate includes contingency of +10 percent.
- (c) Gate and sign costs are estimated at \$1,000 per crossing with 2 gates and 2 signs per major road crossing. There are about 90 major road crossings along the ROW. The state is assumed to be responsible for controlling access through gates and signage at all road crossings. Estimates include a contingency of +10 percent.
- (d) Assumes 1/2 to 1 full-time position to administer, patrol, and enforce ROW conservation lands; no supplemental labor is assumed.
- (e) Estimated at \$50 per mile, +10 percent; includes fence repair materials and equipment only.
- (f) Estimated at \$100 per mile over entire ROW; includes cost of weed control chemicals and equipment. Estimate includes contingency of +10 percent.
- (g) Derived from State Parks and Recreation Commission estimates (1983). Estimates reflect DNR costs associated with contracts with local fire districts to provide emergency medical and firefighting service along the ROW under this low-intensity use option.
- (h) Includes equipment rental for ditching, irrigation control, culvert repair, etc.
-

which could be achieved through eventual, and feasible, future connection with the existing King County trail system (see Appendix B). The ROW is in generally good condition and is already available for trail use along several extended segments.

Disadvantages: The trail concept is regarded by agricultural interests and adjacent landowners as an undesirable use due to increased potential for vandalism, fire, and other proximity impacts. The ROW is not uniformly interesting and has several sections that would receive relatively low recreational usage. Due to support logistics and remoteness, some sections are suitable for only one or two of the potential user groups. Development of the entire ROW for recreational use also has a number of associated physical and institutional constraints. The state-owned portion of the ROW is discontinuous; three major existing breaks require the identification of easements to permit continuous recreational use from Easton to the Washington-Idaho border. Over 150 bridges (comprising 3 bridge-miles) are located along the ROW with approximately one-half of the total bridge length consisting of open-deck surface, requiring costly upgrading. Guard rails of a standard appropriate for recreational use would have to be developed on all bridges. A total of five unlit tunnels are located along the ROW; lighting would have to be provided prior to permitting public use.

Economic Implications: Development of the entire ROW for recreational trail use at one time would require substantial commitment of funds, and could substantially affect available recreational funding and management resources. Costs associated with full development of the ROW for recreational use (improvements to trail surface, bridges, tunnels; development of fencing, gates and signs, trailheads, campsites; and enforcement equipment) are estimated at between approximately \$1.6 and \$2.5 million (see Table 6). These costs can be reduced by as much as 20 to 50 percent, depending upon the availability of volunteer or low-cost labor. Further cost reductions could be achieved if Puget Sound Power & Light, present holder of a transmission line easement along the state-owned ROW from Royal City Junction to Easton, would agree to provide lighting for the Boylston and two Yakima River Canyon tunnels for easement considerations.

Annual operating costs associated with development of the entire ROW for recreational trail usage are presented in Table 7. The annual costs of between approximately \$350,000 and \$500,000 could again be substantially reduced through use of volunteer and low-cost labor.

Sources of offsetting revenues would include any user fees imposed by the state, revenues from Puget Sound Power & Light's current easement (about \$11,000 per year), and revenues from any future assessments or income-producing uses along the trail. Even the most optimistic of revenue forecasts would be less than revenues required to completely offset the costs of operating and maintaining the trail. In any case, implementation of the full trail concept would impose relatively high development and operational costs on the public. Without sufficient data on user rates, impacts of trail use on adjacent lands, or the full fiscal and practical implications of developing and operating a trail of this length, these costs may be unacceptable.

TABLE 6

ESTIMATED DEVELOPMENT COSTS ASSOCIATED WITH ALTERNATIVE 4 -
RECREATIONAL TRAIL USE^(a)

Repair of existing bed ^(b)	\$ 10,000 - \$ 18,000
Bridge preparation ^(c)	570,000 - 1,000,000
Tunnel preparation ^(d)	5,000 - 6,000
Fencing ^(e)	709,000 - 861,000
Gates/signs ^(f)	20,000 - 35,000
Trailhead/campsite development ^(g)	280,000 - 420,000
Enforcement equipment ^(h)	<u>30,000 - 40,000</u>
 Total ⁽ⁱ⁾	 \$1,624,000 - \$2,380,000

- (a) Estimates are based on a trail 213 miles in length.
- (b) Estimated at \$50-75/mile, + 10 percent.
- (c) Estimated at \$70-100/foot for preparation of open deck bridges (decking, sidewalls, ballast, guard rails) and \$10-15/foot for closed deck bridge (guard rails only), + 10 percent. Includes only improvements to the Columbia River bridge that are consistent with status as listed historic structures (chain link protective fence, decking); assumes one-half of all bridges will require decking and all bridges will require guard rails.
- (d) Estimated costs of lighting at \$5,000 per tunnel mile for 1 mile, +10 percent.
- (e) Estimated at \$3,700 per ROW mile (rounded from estimates of \$9,000/mile for 1 new 3-wire strand fence over one-third of the ROW length (DNR 1983) and \$1,000/mile for the remaining two-thirds of ROW length for upgrading/repair, + 10 percent.
- (f) Based on estimates by Washington State Parks and Recreation Commission (1983); estimate assumes placement of bollards at major access points.
- (g) Estimated at \$10,000/trailhead site and \$5,000/campsite (including materials); \$5,000 for land acquisition per site; assumes 10 trailheads and 20 campsites, +20 percent.
- (h) Includes two 4-wheel-drive trucks with radios, five fire cache boxes, three portable pumpers, and miscellaneous equipment; based on estimates by Washington State Parks and Recreation Commission (1983) + 10 percent.
- (i) Use of volunteer and low-cost youth corps, penitentiary inmates, and other labor could substantially reduce overall costs.
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TABLE 6

ESTIMATED DEVELOPMENT COSTS ASSOCIATED WITH ALTERNATIVE 4 -
RECREATIONAL TRAIL USE^(a)

Repair of existing bed ^(b)	\$ 10,000 - \$ 18,000
Bridge preparation ^(c)	570,000 - 1,000,000
Tunnel preparation ^(d)	5,000 - 6,000
Fencing ^(e)	709,000 - 861,000
Gates/signs ^(f)	20,000 - 35,000
Trailhead/campsite development ^(g)	280,000 - 420,000
Enforcement equipment ^(h)	30,000 - 40,000
Total ⁽ⁱ⁾	\$1,624,000 - \$2,380,000

(a) Estimates are based on a trail 213 miles in length.

(b) Estimated at \$50-75/mile, ± 10 percent.

(c) Estimated at \$70-100/foot for preparation of open deck bridges (decking, sidewalls, ballast, guard rails) and \$10-15/foot for closed deck bridge (guard rails only), ± 10 percent. Includes only improvements to the Columbia River bridge that are consistent with status as listed historic structures (chain link protective fence, decking); assumes one-half of all bridges will require decking and all bridges will require guard rails.

(d) Estimated costs of lighting at \$5,000 per tunnel mile for 1 mile, ±10 percent.

(e) Estimated at \$3,700 per ROW mile (rounded from estimates of \$9,000/mile for 1 new 3-wire strand fence over one-third of the ROW length (DNR 1983) and \$1,000/mile for the remaining two-thirds of ROW length for upgrading/repair, ± 10 percent.

(f) Based on estimates by Washington State Parks and Recreation Commission (1983); estimate assumes placement of bollards at major access points.

(g) Estimated at \$10,000/trailhead site and \$5,000/campsite (including materials); \$5,000 for land acquisition per site; assumes 10 trailheads and 20 campsites, ±20 percent.

(h) Includes two 4-wheel-drive trucks with radios, five fire cache boxes, three portable pumpers, and miscellaneous equipment; based on estimates by Washington State Parks and Recreation Commission (1983) ± 10 percent.

(i) Use of volunteer and low-cost youth corps, penitentiary inmates, and other labor could substantially reduce overall costs.

TABLE 7

ANNUAL OPERATIONAL COSTS ASSOCIATED WITH ALTERNATIVE 4 -
RECREATIONAL TRAIL USE^(a)Labor

Ranger ^(b)	\$ 60,000 - \$ 80,000
Supplemental labor ^(c)	<u>192,000 - 234,000</u>
Subtotal	\$252,000 - \$314,000

Materials/Equipment

Weed control chemicals ^(d)	\$ 17,000 - \$ 26,000
Fence repair ^(e)	9,000 - 18,000
Bridge/tunnel repair ^(e)	9,000 - 18,000
Sign repair/replacement ^(e)	7,000 - 14,000
Trail grading/repair ^(d)	17,000 - 26,000
Law enforcement ^(e)	2,000 - 3,000
Vehicle expense ^(e)	12,000 - 16,000
Contingency ^(f)	<u>7,000 - 12,000</u>
Subtotal	\$ 80,000 - \$133,000

Miscellaneous

Fire protection ^(g)	\$ 17,000 - \$ 26,000
Equipment rental ^(e)	<u>7,000 - 14,000</u>
Subtotal	\$ 24,000 - \$40,000

Total ^(h)	\$356,000 - \$487,000
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- (a) Assumes development of 213-mile ROW exclusively for recreational trail use.
- (b) Reflects 1983 salary, overhead, administrative costs for two senior rangers and four part-time aides; based on estimates by Washington Parks and Recreation Commission (1983).
- (c) Estimated at \$1,000/mile +10 percent; based on estimates by Washington Parks and Recreation Commission (1983).
- (d) Estimated at \$100/mile +10 percent; based on estimates by Washington Parks and Recreation Commission (1983).
- (e) Based on estimates by Washington Parks and Recreation Commission (1983).
- (f) 10 percent of materials/equipment subtotal.
- (g) Estimated at \$100/mile +20 percent; based on estimates by Washington Parks and Recreation Commission (1983). Reflects costs associated with establishing contracts with local fire districts to provide emergency firefighting and medical service along the trail.
- (h) Use of volunteer and low-cost youth corps, penitentiary inmates, and other labor could substantially reduce overall costs.

Management Strategy: The State Parks and Recreation Commission should assume responsibility for management of the recreational trail, consistent with its traditional role in administering and funding designated recreational uses. This would also set a reasonable precedent for management of future regional trail uses.

Funding of trail development and acquisition of any additionally required lands (for use as trailheads and campsites) should be coordinated by the state Interagency Committee for Outdoor Recreation (IAC). Such funding could originate from the federal Land and Water Conservation Fund or a special bond levy. Operating funds would be requested as part of the Parks and Recreation Commission's annual budget. User fees could be imposed to help defray operational costs; however, resources from user fees usually represent only a fraction of total operating costs. Please see Appendix B for a more complete discussion of funding strategies for the trail concept.

Conformance with Objectives: This alternative would be in direct conflict with the strongly supported objectives of farming/ranching and adjacent landowner interests, but would maximize conformance with the objectives supported by recreational and environmental interests (please see Table 2).

● Alternative 5 - Continuous Transfer

Description: The State of Washington would develop, operate, and maintain one of any number of commodity or utility transport options (pipeline, road, transmission lines, conveyor belt, railroad, vacuum tube, etc.). This alternative is being studied under separate contract to the State Department of National Resources and will be considered in this report only as an option under Mixed/Joint Use.

Although the continuous transfer alternative is being studied in detail by Swan Wooster, it is discussed below due to its suitability for use in combination with other ROW alternatives considered in this study. The state would need to assess the various opportunities for joint development of a continuous transfer option with the recommendations contained above in the preferred course of action.

Advantages: The continuous transfer alternative provides for continued transportation-oriented use of the ROW. This use would be most consistent with the ROW's historic use. With proper control of access, the incidence of public encroachment to the ROW would be low, reducing the potential for adjacent property damage due to public use.

Development of a profitable continuous transfer alternative would convert the vacant ROW to an economically beneficial use that would contribute revenues to the state and other local jurisdictions through the potential development of commodity distribution and handling systems on adjacent properties.

The continuous transfer option can also be developed jointly with other uses, depending on the continuous transfer option selected. For example, this alternative can be developed jointly with the sale alternative (with

a negotiated easement), lease alternative (subject to lease specifications), habitat conservation (with re-establishment of vegetation after construction with a subsurface option such as a pipeline), or recreational use (with subsurface options only).

Disadvantages: Depending upon the specific design of the continuous transfer option considered, this alternative could impose a risk of fire or explosion, or the introduction of foreign substances to the environment (oil, natural gas, etc.), with resulting adverse impacts on the environment. Certain options have the potential for imposing noise impacts and other proximity impacts on surrounding areas. Depending upon the continuous transfer system chosen, the option of multiple use may be excluded or associated costs may be higher.

Economic Implications/Management Strategy: The costs, benefits, and management strategies associated with the various continuous transfer alternatives are being analyzed as part of the Swan Wooster study effort.

Conformance with Objectives: This alternative would conflict with some strongly supported objectives of all interested groups, depending upon the extent to which mixed or joint use were allowed. With no mixed or joint use, this alternative would satisfy more of the objectives supported by farming/ranching and landowner interests than those of recreational and environmental interests.

● **Alternative 6 - Mixed/Joint Use**

Description: The State of Washington would implement more than one of the above uses along the entire ROW or portions thereof. The course of action recommended in this study represents one of the innumerable possible combinations of ROW use provided.

Advantages: The mixed/joint use alternative permits the greatest flexibility of all ROW use alternatives. By providing for development of more than one alternative along the ROW, the mixed/joint use alternative permits the opportunity for maximizing use benefits along the entire ROW route. This alternative also provides for the opportunity to phase ROW development, thereby reducing expenditures and maximizing the opportunity to reserve portions of the ROW for future uses consistent with first-phase development.

The number of joint uses possible over the 213-mile ROW or portions thereof are virtually limitless. The various combinations of uses must be considered in terms of their relative benefits to both public and private interests, as well as their costs in terms of both fiscal implications and lost opportunities for ROW use.

Disadvantages: The mixed/joint use alternative, by providing for multiple uses along the ROW, could result in complex ROW management schemes and the need for rigorous interagency coordination. Joint use of the ROW by two uses might be successful at one scale, but future expansion of one or more joint uses could seriously impair the success of other uses, necessitating careful planning of growth and development of uses along the ROW.

Economic Implications: This alternative permits the greatest opportunities for maximizing the economic benefits associated with ROW use. The revenues and costs associated with this alternative will vary with the specific alternative considered. The costs associated with the preferred course of action (described below) illustrate the variety of cost considerations associated with joint/mixed use.

Management Strategy: The strategy or strategies for managing the possible combinations of ROW use will vary with the mix of uses considered. This alternative has the most potential for requiring multiple-agency management of all or portions of the ROW (see the preferred course of action below), and complex management schemes may be needed for effective interagency coordination.

Conformance with Objectives: This alternative has the greatest potential for receiving widespread public acceptance due to the flexibility in use options permitted. By providing for multiple uses along the ROW, this alternative can potentially satisfy, or at least balance, a wide variety of use objectives supported by all interest groups.

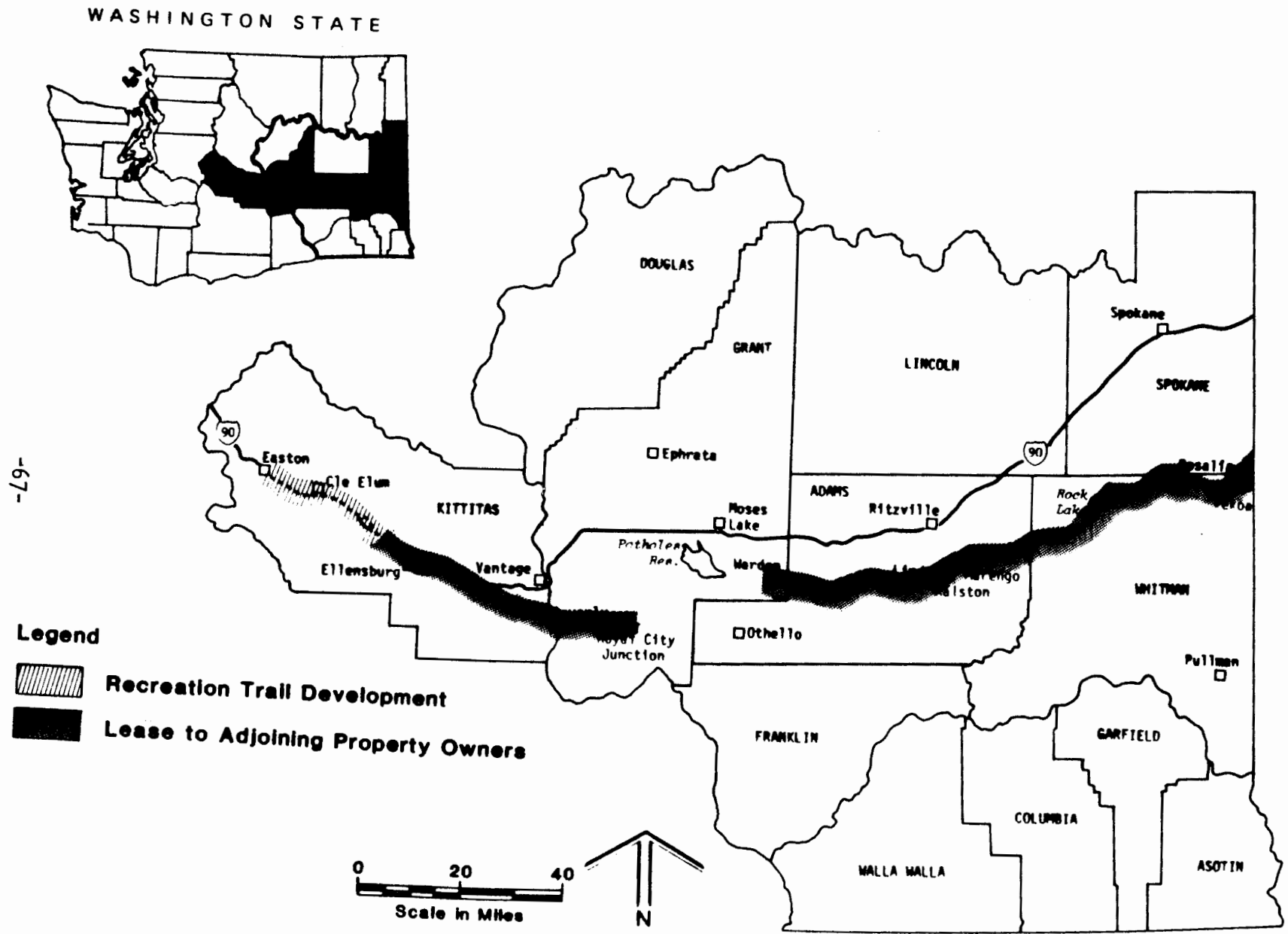
Recommendations

Preferred Course of Action

The preferred course of action for use of the Milwaukee Road property is based on an analysis of issues and options expressed by owners of lands adjacent to the ROW, farming and agricultural interests, environmental and recreational interests, and other special interest groups. It considers the opportunities represented by the physical configuration of the property; its environmental, scenic, and other attributes; and the potential benefits to be derived from taking advantage of these opportunities. On the other hand, the preferred course of action recognizes the risks associated with alternative uses of the property and the costs related to their implementation. The preferred course of action reflects a balance of these factors and, in our judgment, represents the use option with the highest potential for achieving widespread public acceptance by limiting fiscal risk and by providing for the highest level of public benefit and private property protection.

The preferred course of action provides for near-term development of a limited portion of the ROW as a recreational trail. Limited recreational use will enable the state to test user acceptance, to determine the magnitude and extent of any problems associated with this use, to gain management experience, and to limit development and operation costs and funding requirements while maintaining future use options. The preferred course of action presumes (pending a successful test of the recreational trail concept) phased development of the entire Milwaukee Road property for recreational trail use over the long term. Figure 9 depicts a generalized graphic presentation of the preferred course of action.

Specific elements recommended for implementation by the State of Washington at this time include:



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Figure 9
Preferred Course of Action for Use
of Milwaukee Road Right-of-Way

1. Development of the westernmost portion of the ROW (from Easton through the Yakima River Canyon, a distance of about 25 miles) as a recreational trail. The recreational trail would be part of the existing state park system. This initial development would provide a test of user acceptance and the extent to which adjacent landowners are adversely affected by this use.
2. Reservation by the state of the remaining 188 miles of ROW for a future use, subject to state evaluation of the success of the established portion of the trail, with adjoining property owners given the option of leasing the ROW subject to restrictions.
3. Within 2 to 4 years of Recommendation No. 1 above, development of additional ROW sections for recreational trail use that would provide additional tests of user attractiveness and use acceptance, contingent upon a successful outcome for Recommendation No. 1.
4. Providing for recreational trail use of the entire ROW by organized groups once or twice each year, subject to obtaining a permit and other restrictions.
5. Establishment of state responsibility for liability, weed control, access, and enforcement of the entire ROW as described below.

In addition to these use recommendations, it is recommended that the state provide immediate relief action, through legislation, to protect adjacent landowners from unauthorized motorized use of the trail and hunting along the trail, which have led to numerous reported instances of trespass and associated problems. Specifically, such legislation should prohibit unauthorized motorized use and hunting on the ROW.

The following sections describe more fully each of these recommendations and their general management/implementation requirements.

Recreational Use

Under the preferred course of action, approximately 25 miles in the westernmost portion of the ROW would be developed for recreational trail use, with the remaining 188 miles leased to the adjacent property owners. Recreational trail use would be developed from Easton or Lake Easton State Park (to be negotiated) to the end of the Yakima River Canyon. The trail will be designated for nonmotorized use (hiking, jogging, wildlife observation, horseback riding, cross-country skiing, etc.) on a fee payment basis. Access out of the canyon will be via negotiated easements on either existing privately owned roads near Sunlight Waters (Sec 19, T19N, R17E)*, or on a private trail/road that extends from near the second tunnel (Sec 28, T19N, R17E) and connects with existing county roads to the south (Sec 30, T19N, R17E). As a contingency, the state could negotiate with BPA for an easement along BPA's transmission line corridor near the west end of the canyon (NE1/4 of Sec 10, NW1/4 of Sec 11, T19N, R16E). This latter option would require users to double

*All indicated locations are approximate and represent recommendations only. Substantial further study may be required to identify specific sites for trailheads, campsites, and other trail features.

back for a distance of approximately 5 miles to exit the canyon from a trail termination point in the vicinity of the second tunnel (Sec 28, T19N, R17E).

The state would make any necessary improvements to the existing railroad bed, bridges, and tunnels to bring the ROW up to the standards required for recreational use. Required improvements will include minor grading, decking and placement of guard rails on bridges, and lighting of tunnels.

Trailheads would be established at major access points to the trail (i.e., Easton (NW1/4 of Sec 13, T20N, R13E), south Cle Elum (NW1/4 of Sec 34, T20N, R15E), Peoh Point Road (SW1/4 of Sec 4, R19N, R16E), and the top of the Yakima River Canyon above the exit point from the canyon). One campsite would be established in the Yakima River Canyon at a location where the ROW abuts the river (between river mile 171 and 175). Sanitary facilities (2 portable toilet facilities) would be located at all trailheads and campsites. No water would be provided along the trail; water is available at Easton and Cle Elum. Users would be required to carry water into the canyon; this requirement should be incorporated on trail signs.* Trailhead signs indicating sources available, trail length, and restrictions would be placed at all trailheads. Signs identifying points of interest and interconnecting trails (where appropriate) would also be placed.

It is recommended that at least one full-time ranger and two part-time aides be assigned to the trail for management, enforcement, and assistance. Enforcement of trail use restrictions also would be performed by the ranger, who would be empowered by the state to apprehend, fine, and/or remove violators of trail regulations to the custody of appropriate local law enforcement authorities (e.g., Kittitas County Sheriff's Department, City of Cle Elum police) for more serious infractions, as is customary in other state parks.

Additional costs incurred by local law enforcement officials are expected to be small after the trail commences operation. Experience on other similar trails (Washington and Old Dominion Railroad Regional Park in Virginia and the Elroy-Sparta Trail in Wisconsin) support this expectation.** Police costs will be at least partially offset by expenditures in the local economy by trail users (typically between \$5 and \$10 per user per day; please see Appendix B).

*In anticipation of increasing trail use, the state should determine the capacity and associated water quality of state-owned wells developed by the railroad at depot sites. Wells that meet Department of Social and Health Services' (Water Section) criteria for drinking water should be developed for trail use, and where capacity permits, water rights could be leased to nearby municipalities or property owners.

**Park directors for both of these trails reported that unauthorized motorized use of the trails by local residents and other infractions continued for a short while. However, as use of the trail increased, problems along the trail (unauthorized use, trespass, vandalism) rapidly diminished to and continues to remain at low levels (Kulhanek 1983, Brown 1983).

Under the preferred course of action, the Washington State Parks and Recreation Commission would contract with local fire districts in Kittitas County for firefighting and emergency medical service along the recreational trail portions of the ROW. Emergency and state-authorized vehicles would be the only motorized vehicles permitted on the trail.

Habitat along the trail portions of the ROW would be retained in a natural state to provide food, cover, and resting habitat for wildlife. The state would be responsible for weed control to minimize the opportunity for establishment and spread of noxious weeds in the ROW and to adjacent properties. Noxious weed control regulations would be complied with to maximize protection of important vegetative species and dependent wildlife. No hunting would be permitted along the recreational trail portion of the ROW.

The state would assume liability along the recreational trail portion of the ROW. This liability would extend both to trail users, within the restrictions imposed by legal precedence, and to adjoining property owners for damages to property as a direct result of trail use. The state would be responsible for maintaining existing fences or constructing and maintaining new fences where fencing is inadequate or lacking. The fencing to be constructed by the state would be a quality range fence consistent with adjacent use.*

The state would be responsible for controlling access to the ROW. Access to the trail would be restricted to authorized recreational modes only (hiking, jogging, bridal, cross-country skiing) during designated periods when fire risk is not high. Control of access at major road crossings would be achieved by placement of unlocking bollards spaced at intervals sufficient to permit access by horses and bicycles, but not motorized vehicles. The bollards would be unlocked and lifted out to permit passage of emergency and state-authorized vehicles.

The Washington State Parks and Recreation Commission would be responsible for developing, operating, maintaining, managing, and enforcing the recreational trail and its use.

As a unique consideration, the state should evaluate the merits of the request by Plum Creek Timber Company** to exchange property rights in the vicinity of its chip plant. If beneficial to the state, and provided that a permanent trail route is obtained without additional cost to the state, the request should be acted upon favorably.

Leasing of Property to Adjacent Landowners

The remaining ROW lands (from the Yakima River Canyon to the state line) will be offered for lease to adjacent landowners to provide the landowners the opportunity to control access on adjoining sections of the ROW. In order to protect the ROW for potential future recreational trail

*Fencing would be established and improved along existing fence lines; no resurvey of ROW boundary lines is anticipated or recommended under the preferred course of action.

**Letter is included in Appendix A.

use, lessees would be subject to specified use restrictions that include the following recommended provisions:

- Ballast on the ROW must be left intact.
- No grazing or agricultural use would be permitted on the ROW.
- All buildings and other structures developed by the lessee on leased ROW lands would be subject to state review and removal at lessee's cost at the time of lease termination.
- The lessee would be required to remove any implements or materials from portions of the ROW used by the lessee prior to conveyance back to the state at the end of the lease period.*

The state would manage leased lands through administration and enforcement of the leasing program. However, control of access to leased lands would be the responsibility of the lessee. Responsibility for weed control would rest with the state unless requested specifically by the lessee. In the latter case, the state could either agree to purchase and provide weed control chemicals for application by adjacent property owners or permit the landowners to undertake weed control measures subject to reimbursement.

The state would assume liability for all leased portions of the ROW. The state would also be responsible for establishing and maintaining quality fences** along either side of the leased portions of the ROW. Alternate fencing schemes (for example, along property boundaries at either end of ROW sections) would be negotiated with lessees on a case-by-case basis.

The fee consideration (per acre) for the lease agreement would be relatively low, reflecting the use restrictions imposed by the state. A lease fee of \$2 per acre is suggested. In cases where the lessee elects to assume responsibility for weed control, lease considerations should be reduced. The state needs to assure that an acceptable portion of the ROW is leased and to eliminate the possibility of "creative leasing."*** To this end, the state should establish lease blocks consisting of larger parcels of land adjacent to single ownerships to be leased in their entirety.

The duration of lease agreements should be specified by the state for a period of not less than 5 years and not more than 10 years to provide the state with a reasonable amount of time to evaluate the feasibility of

*Specific lease agreements would have to be developed by legal counsel to the state to assure specificity and legality of such agreements.

**Responsibility for fencing is a legal issue that requires further study.

***That is, leasing of small parcels at critical access points, thereby precluding access to long stretches of otherwise inaccessible portions of the ROW which the adjacent landowner would elect not to lease.

recreational use of the ROW (based on evaluation of the trail experiment). However, lands that are to be evaluated for recreational use within 2 to 4 years (see next section) could be either held in reserve by the state without leasing to the adjacent property owners or could be leased to the adjacent landowners subject to their full understanding of the short lease duration. If the state elects not to offer such lands for lease, the state must immediately implement measures to establish weed control and provide a level of enforcement necessary to mitigate encroachment by unauthorized users.

Two additional specific recommendations under the leasing action are:

1. Control of the portion of the ROW adjacent to the Crab Creek Habitat Management Area should be conveyed to the State Department of Game, and the property administered under the management plan in force for this area. However, the railroad grade should be retained in its present condition, and it should be specified that it be available for future recreational trail use.
2. Depots, other railroad-associated structures, and lands along the ROW should be made available for lease or sale to interested parties where such disposition would not be in conflict with recreational use or adjacent property owners interests.

The Washington State Department of Natural Resources would be responsible for administering and enforcing the leasing program, and controlling weeds and access on nonleased lands. The state also would be responsible for liability on all non-leased ROW lands, and for maintaining existing fences or constructing and maintaining new fences where fencing is inadequate or lacking along portions of the ROW not leased to adjacent property owners.*

The state would be responsible for establishing and maintaining vehicular access control at major road access points along the ROW. These controls would consist of a series of secure gates at road crossings. These gates would remain double-locked using a uniform locking system, consisting of DNR locks with keys held by authorized state personnel and law enforcement and fire-fighting authorities, and interlocking private locks with keys maintained by adjacent lessees.

No hunting would be permitted on any portion of the leased or unleased ROW, except as may be allowed under existing management programs at the Crab Creek Habitat Management Area only.

Phased Recreational Development of the ROW

The development of the westernmost 25 miles of the ROW as a recreational trail would constitute a "test" of the recreational trail option. A

*Fencing would be established and improved along existing fence lines; no resurvey of ROW boundary lines is anticipated or recommended under the preferred course of action. Also, see footnote on previous page pertaining to fencing.

test period of 2 to 4 years should be sufficient to evaluate the initial success of the trail in terms of user attraction, impacts imposed on adjacent landowners, costs versus benefits, enforcibility of trail regulations, and other selected criteria. If trail use is evaluated as successful by the State Parks and Recreation Commission, additional segments of the ROW should be developed for recreational use. ROW segments to be considered for future recreational development after 2 to 4 years (pending successful operation of the first segment of the recreational trail) should include:

- The ROW section from the end of the Yakima River Canyon to Ellensburg (about 10 miles).
- The ROW section from Beverly to Royal City Junction (about 16 miles).
- The ROW section from the eastern end of Rock Lake to Rosalia (about 15 miles).

These sections are suggested for several reasons. The first section would extend the initial 25-mile trail (between Easton and the Yakima River Canyon) to Ellensburg, a source of potentially high user participation. Opening the second section east of Beverly will permit further tests of the recreational trail concept in an already moderately used area of mixed recreational resources that would provide a different user experience. Opening the highly scenic area in the eastern portion of the state (the Rock Lake to Rosalia section) would also provide a different recreational experience, and would test user interest in Spokane and other locations in the extreme eastern part of the state. The remainder of the ROW could be developed for recreational trail use by the state if these test sections are evaluated to be successful from a trail use perspective. Phased development of the entire ROW for recreational trail use would be the ultimate objective, assuming successful tests.

Planning of additional recreational trail sections should be undertaken jointly by the Department of Natural Resources and the Parks and Recreation Commission to facilitate a smooth transition to recreational use. A general schedule for evaluation of other ROW sections for recreational development (pending a successful test of the trail concept in the westernmost portion of the ROW) should be established immediately. It is also recommended that the advisory board formed for this study continue on an ad hoc basis to advise the state in its evaluation of phasing in additional recreational trail development (as well as in evaluating/ implementing the other elements of this study's recommendations).

Use of Entire ROW by Organized Groups

The state would permit organized groups to use the entire state-owned ROW during one or two specified periods per year. Provisions should be incorporated into the lease agreements concluded with adjacent landowners to allow state-monitored use by groups that are well organized and led. The specified use period(s) should fall into low fire-hazard times of the year. The state would be responsible for providing sufficient notice to all adjacent landowners of the period(s) during which such use will be

permitted and of the nature of such use. The state would also continue to be responsible for liability during these periods.

In order to be eligible for such use, groups would have to apply for a state use permit and could be subjected to a user fee to be imposed by the state. As part of the permitting process, it is recommended that groups submitting applications for user permits identify leaders with responsibility over the group's activities on the trail (i.e., trailmaster, wagonmaster, scout leader, etc.), the composition of the group (including horses and wagons) by number, the planned duration of the group's use of the ROW, and the group's planned itinerary. Petitioning groups would have to meet minimal eligibility requirements imposed by the state and would be required to comply with use restrictions to be established jointly by the state DNR and Parks and Recreation Commission.

Permitted uses should be designed to minimize impacts imposed by users on adjacent property and to protect ROW users. To this end, use should be restricted to nonmotorized use consistent with the trail concept. Stationary uses of portions of the trail should be discouraged; that is, groups should proceed along the trail, thereby minimizing exposure time to adjacent lands. No hunting or encroachment onto adjacent lands would be permitted. DNR and Parks and Recreation Commission personnel would patrol and strictly enforce use restrictions during these public use periods. Patrols could be augmented by volunteers and Civil Air Patrol units as required.

Immediate Relief to Adjacent Landowners

It is recommended that DNR immediately draft and submit legislation to the legislature designed to protect adjacent landowners from impacts arising from existing undesirable uses of the ROW. The legislation should contain the following provisions as a minimum:

- All unauthorized motorized vehicles should be prohibited from using the ROW. Emergency vehicles and other authorized state vehicles could continue to use the ROW for emergency response and official state activities. Use of the ROW by adjacent landowners for farming-related access should also be permitted.
- All hunting should be prohibited along the ROW.
- Enforcement of restrictions with prosecution of violators should be aggressively commenced, and a penalty structure (fining/judicial referral for ROW improvement activities) should be established as a deterrent to future violations.

This legislation should be introduced as early as possible in the next legislative session to expedite relief to adjacent landowners and minimize property damage along and adjacent to the ROW.

Costs Associated with Preferred Course of Action

The preferred course of action will impose costs on the state as a result of both recreational trail development and management and the administration of the lease program for nontrail portions of the ROW. These costs are estimated in Tables 8 and 9.

TABLE 8

ESTIMATED DEVELOPMENT COSTS
(PREFERRED COURSE OF ACTION - 25 MILES OF ROW DEVELOPED AS
RECREATIONAL TRAIL USE; REMAINDER OFFERED FOR LEASE)

<u>Trail Development</u>		
Repair of existing bed(a)	\$ 1,000 -	\$ 2,000
Bridge preparation(b)	44,000 -	72,000
Tunnel preparation(c)	1,000 -	1,000
Fencing(d)	83,000 -	102,000
Gates/signs(e)	3,000 -	5,000
Trailhead/campsite development(f)	56,000 -	84,000
Enforcement equipment(g)	12,000 -	15,000
Subtotal	\$200,000 -	\$ 281,000
<u>Improvements to Leased Lands</u>		
Fencing(d)	\$626,000 -	\$ 765,000
Gates/signs(h)	63,000 -	77,000
Subtotal	\$689,000 -	\$ 842,000
Total Development Costs(i)	\$889,000 -	\$1,123,000

- (a) Estimated at \$50-\$75 per mile, +10 percent.
- (b) Estimated at \$70-\$100 per foot for preparation of open deck bridges (decking, sidewalls, ballast, guard rails) and \$10-\$15 per foot for closed deck bridge (guard rails only), +10 percent. Estimates assume a total of 1/4 bridge mile within the segment to be developed as recreational trail; 50 percent of the approximately 1,300 feet of bridge will require decking.
- (c) Estimated at \$5,000 per mile, +20 percent.
- (d) Estimated at approximately \$3,700 per mile; based on \$9,000 per mile for 1 new 3-wire strand fence over one-third of the ROW length (DNR 1983), and \$1,000 per mile for the remaining two-thirds of ROW length for upgrading/repair, +10 percent.
- (e) Based on estimates by Washington State Parks and Recreation Commission (1983).
- (f) Estimated at \$10,000 per trailhead site and \$5,000 per campsite (including materials); assumes \$10,000 for acquisition of additional land at Peoh Road and along the eastern terminal of the trail; estimate reflects development of 4 trailheads and 1 campsite, +20 percent.
- (g) Includes one 4-wheel-drive truck with a radio, two fire cache boxes, one portable pumper, and miscellaneous equipment. Based on estimates by Washington State Parks and Recreation Commission (1983).
- (h) Gate and sign costs are estimated at \$1,000 per crossing with two gates and two signs per major road crossing. There are about 70 major road crossings along the portion of the ROW to be offered for lease to adjacent property owners. The state is assumed to be responsible for controlling access through gates and signage at all road crossings of nontrail portions of the ROW. Estimates include a contingency of +10 percent.
- (i) Use of volunteer and low-cost youth corps, penitentiary inmates, and other labor could substantially reduce overall costs.

TABLE 9

Sheet 1 of 2

ANNUAL OPERATIONAL COSTS
(PREFERRED COURSE OF ACTION)

TRAIL MANAGEMENTLabor

Ranger ^(a)	\$ 30,000 - \$ 40,000
Supplemental Labor ^(b)	23,000 - 28,000

Materials/Equipment

Weed control ^(c)	2,000 - 3,000
Fence repair ^(d)	1,000 - 2,000
Bridge/tunnel repair ^(d)	1,000 - 2,000
Gate/sign repair/replacement ^(d)	2,000 - 3,000
Trail grading/repair ^(c)	2,000 - 3,000
Law enforcement ^(d)	1,000 - 2,000
Vehicle (fuel/maintenance) ^(d)	6,000 - 8,000
Contingency ^(e)	1,000 - 2,000

Miscellaneous

Fire protection ^(f)	2,000 - 3,000
Equipment rental ^(d)	<u>1,000 - 2,000</u>
Subtotal	\$ 75,000 - \$ 98,000

- (a) Reflects 1983 salary, overhead, administrative costs for a Ranger I and two aides; based on estimates by Washington Parks and Recreation Commission (1983).
- (b) Estimated at \$1,000 per mile \pm 10 percent; based on estimates by Washington Parks and Recreation Commission (1983). Supplemental labor costs could be substantially reduced through use of volunteer and other low-cost labor.
- (c) Estimated at \$100 per mile \pm 10 percent; based on estimates by Washington Parks and Recreation Commission (1983).
- (d) Based on estimates by Washington Parks and Recreation (1983).
- (e) 10 percent of materials/equipment subtotal.
- (f) Estimated at \$100 per mile \pm 20 percent; based on estimates by Washington Parks and Recreation Commission (1983).

TABLE 9

Sheet 2 of 2

ANNUAL OPERATIONAL COSTS
(PREFERRED COURSE OF ACTION)

LEASE PROGRAM MANAGEMENT

Labor

DNR Lease Administrator ^(g)	\$ 25,000 - \$ 30,000
Enforcement ^(h)	2,000 - 3,000

Expenses

Vehicle expenses/per diem ⁽ⁱ⁾	<u>1,000 - 2,000</u>
Subtotal	\$ 28,000 - \$ 35,000

MAINTENANCE OF UNLEASED ROW LANDS^(j)

Maintenance of ballast ^(k)	\$ 4,000 - \$ 8,000
Weed control ^(l)	45,000 - 68,000
Fence repair/replacement ^(m)	5,000 - 10,000
Sign placement/repair/maintenance ^(m)	2,000 - 5,000
Fire protection	7,000 - 8,000
Ditching/culvert/irrigation maintenance ^(m)	<u>8,000 - 10,000</u>
Subtotal	\$ 71,000 - \$110,000
TOTAL OPERATIONAL COSTS	\$173,000 - \$241,000

(g) Based on estimates by Washington Department of Natural Resources (1983).

(h) Assumes 1 month per year for verification of compliance with lease agreements.

(i) Assumes \$100-\$150 per day for expenses.

(j) Based on 188 miles of nonrail use; one-half of which (94 miles) leased to adjacent landowners. Includes labor costs.

(k) Estimated at \$50-\$70 per mile per year for 94 miles, +20 percent. Assumes leased ROW will require no annual maintenance.

(l) Based on estimates by Washington Department of Natural Resources (1983); \$300 per mile for 188 miles, +20 percent.

(m) Derived from estimates by Washington Parks and Recreation Commission (1983); includes equipment rental.

These cost estimates are based on a number of assumptions derived from experience on other trails, and preliminary estimates developed by the state DNR and Parks and Recreation Commission. The estimates presented probably understate total costs associated with the preferred course of action since it is not feasible to accurately quantify the costs of liability and other legal fees which are not included in the estimates. In addition, the cost of lands that must be acquired for trailhead and campsite development; fencing, grading, and weed control; and required bridge and tunnel improvements could vary substantially from the estimates due to uncertainties as to specific trail design and the variability in costs for materials, equipment, and weed control chemicals. The cost of labor is the most significant variable in estimating the costs of trail development and maintenance of the remaining leased and unleased portions of the ROW. Supplemental labor costs indicated in the estimates may vary by up to 50 percent, depending upon the labor resource considered (e.g., state employees, conventional contractors, state-approved youth conservation groups, inmate labor, judicial referrals, volunteer labor). The cost estimates in Tables 8 and 9 are useful in assessing the relative costs of the preferred course of action, as compared to costs associated with other use alternatives discussed above, which are based on the same assumptions.

The cost estimates do not reflect costs incurred by local law enforcement officials or real costs incurred by local fire districts, which would then be factored into future contracts. These estimates also do not include the cost of local and state governmental and planning actions associated with the preferred action (other than routine management functions).

Known revenues available to offset cost are estimated at about \$15,000 per year. These revenues reflect those revenues currently generated by easement and lease agreements along the ROW. Approximately \$4,000 in additional revenues would be generated per year from the lease program, assuming a lease consideration of about \$2 per acre for one-half of the nontrail portion of the ROW.

Revenues from other sources, such as user fees and future leases, cannot be projected with any accuracy. Therefore, total estimated revenues from implementation of the preferred course of action would result in only about 10 percent of annual operating costs. Revenues from user fees may offset another 10 to 20 percent. The remaining 70 to 80 percent would have to come from state or other funding sources.

Of final note, costs for the preferred course of action reflect recreational trail development of the western 25 miles of the ROW only. This will lessen the immediate cost burden to the state, compared to development of the entire ROW, allowing development costs for additional sections of the ROW to be deferred and phased in over time if and when such sections are opened for recreational trail use. If eventual development of the entire trail is undertaken, the total costs would be similar to those shown in Tables 6 and 7.

Naming of the Trail

Although not a land use recommendation, the following is offered for consideration. The name "John Wayne Trail" has been advocated by proponents of bridle trail use of the Milwaukee Road property. However, because several individuals have expressed disagreement with this name, and because of the single use connotation attached thereto, it is recommended that this name not be adopted. Instead, it is suggested that another, more historically appropriate, name be adopted such as the "Milwaukee Road Trail."

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- Washington State Parks and Recreation Commission, 1983. Data received from a series of personal communications with T. France (Olympia state offices) and A. Taylor (Region III). November-December.

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Other Agencies/Individuals Contacted

Adams County Sheriff's Department
Lorinda Anderson, Recreation Resource Planner,
State of Washington Interagency Commission for Outdoor Recreation
Robert Argue, Milwaukee Road Real Estate Office, Seattle
Theodore Beirmann, Adams County Fire District No. 2
Jerry Benson, Columbia Basin Habitat Management Area,
Washington State Department of Game
Robert Benzel, Adams County Fire District No. 1
David Brown, Director of Park Operations,
Washington and Old Dominion Railroad Regional Park, Virginia
John F. Brown, Adjacent Landowner, Ellensburg
Marv Carroll, Whitman County Director of Emergency Services
John Easterbrooks, Fish Biologist,
Washington State Department of Fisheries, Olympia
Donald Edson, Adams County Fire District No. 5
Tom France, Assistant Director, Resource Development,
Washington State Parks and Recreation Commission
Don Galbreath, Washington Sportsmen's Council, Ephrata
Ann George, Washington Cattlemen's Association, Ellensburg
Ben George, Washington Cattlemen's Association, Ellensburg
Steven George, Washington Cattlemen's Association, Ellensburg
George Gilstrap, John Wayne Pioneer Wagon Trail and Riders
Grant County Sheriff's Department
Ed Harrel, Planner, Kittitas County Planning Department, Ellensburg
Paul Hart, Yakima Audubon Society
Carl Harder, Adams County Fire District No. 4
Brent Heinemann, Washington Association of Wheat Growers, Ritzville
Bill Henegar, Director, Grant County Planning Department, Ephrata
Fred Henly, U.S. Forest Service
Chic Hollenbeck, John Wayne Pioneer Wagon Trail and Riders
Kittitas County Sheriff's Department
Douglas Kulhanek, Wisconsin State Department of Natural Resources
(Elroy-Sparta State Trail, Inc.)
Randy Martin, Director, Adams County Planning Department, Othello
Denny McMillan, U.S. Forest Service
Tom Mosher, Planner, Spokane County Planning Department, Spokane
Ronald Nelson, Work Unit Manager, Elroy-Sparta State Trail, Inc.,
Wisconsin
Don Pless, Washington State Department of Natural Resources, Ellensburg
Jim Potts, Washington Fire Commissioners Association
Jack Price, John Wayne Pioneer Wagon Trail and Riders
Don Ricketts, Washington Cattlemen's Association, Ellensburg
Ben Startt, Washington State Department of Natural Resources, Ellensburg
Lyle Stephens, Adjacent Landowner, Rock Lake
Jim Tabor, Washington State Department of Game, Moses Lake
Melanie Tyler, Planner, Whitman County Planning Department, Colfax
George Volker, Realty/Recreation Program Manager,
Washington State Department of Game, Olympia
Whitman County Sheriff's Department
Ken Wilcox, Backcountry Horsemen's Association

APPENDICES

Appendix A: Questionnaire Survey and Public Comments

Appendix B: Recreation Analysis

APPENDIX A

QUESTIONNAIRE SURVEY AND PUBLIC COMMENTS

APPENDIX A

QUESTIONNAIRE SURVEY AND PUBLIC COMMENTS

The public involvement program of this study constituted a major effort to gauge public opinion and solicit comments on issues, use objectives, and alternative uses of the Milwaukee Road property. The questionnaire survey was an important element of the public involvement program. The questionnaire and related publicity about the land use study generated a number of diverse written comments from the public, received throughout the course of the study. Sample questionnaire materials, a summary of questionnaire response rates, and a record of public comments are presented in this appendix.

QUESTIONNAIRE SURVEY

In early November 1983, approximately 450 questionnaires were mailed to individuals and interest groups identified as having some interest in use of the Milwaukee Road property. Those receiving the questionnaire were distributed among five categories of affiliation or interest, as follows:

- o Public Officials - State agencies; local councils, commissioners, and planning departments; and local fire districts.
- o Environmental/Recreational Interests - State and local organizations representing sportsmen, bird watchers, horsemen, bicyclists, hikers, and conservationists, and individuals affiliated with these groups.
- o Farming/Ranching Interests - Granges, local grain growers, statewide agricultural and ranching associations, and individuals affiliated with these groups.
- o Landowners - Owners of property adjacent to the Milwaukee Road property as identified by county assessors, organization mailing lists, and records of public hearings.
- o Miscellaneous - Historic and political interest groups, "unaffiliated" persons who testified at public hearings, and others.

Samples of the cover letter and questionnaire are provided on the following pages.

Dames & Moore



155 N.E. 100th Street, Suite 500
Seattle, Washington 98125
(206) 523-0560
TWX: 910-444-2021 Cable address: DAMEMORE

November 4, 1983

Dear Interested Person:

Re: Milwaukee Road Property Land Use Study

You have been selected to receive this questionnaire to help in a study of alternative land uses for the Milwaukee Road Property that is being conducted for the Washington state legislature. The care you take in responding to the items on the questionnaire will be of considerable benefit to the quality of the Land Use Study, and we appreciate your time. Before completing the questionnaire, please take a few minutes to read the following description of the Land Use Study and the instructions for completing the questionnaire.

DESCRIPTION OF MILWAUKEE ROAD PROPERTY LAND USE STUDY

In 1981 and 1982 the State of Washington acquired 213 miles of Milwaukee Railroad land holdings, varying from 40 to 200 feet in width, as well as several adjacent parcels. The state's holdings are not continuous but consist of two basic segments: an 89-mile section between Easton and Royal City Junction; and a 124-mile section between Warden and the Idaho state line.

The Washington state legislature has requested that this study be conducted to help determine what uses are appropriate for the Milwaukee Road Property. Alternative uses previously discussed in the legislature include a single- or multiple-use recreation trail for bicycle, hiking, cross-country skiing, and bridle trail uses; a long conveyor belt to transport agricultural and other dry bulk commodities; and pipelines and other utilities.

The Department of Natural Resources (DNR) has been assigned responsibility to manage studies related to the property. DNR has hired Dames & Moore to identify and evaluate alternative uses for the property (except those uses categorized as continuous transfer systems, which are being evaluated in another study). The Land Use Study, which will include a preferred use and alternatives, will be completed in December 1983 and presented to the legislature.

Much of the evaluation of alternative uses will be based upon public input provided by this questionnaire, which is being sent to a broad spectrum of interest groups and individuals. The questionnaire is designed to seek your opinions or value judgments about goals and issues related to use of the Milwaukee Road Property. The results of this questionnaire will be used to define a final set of land use goals, which

November 4, 1983

Page 2

will then guide the study team's selection of preferred and alternative uses for the property.

QUESTIONNAIRE INSTRUCTIONS

Many issues or concerns regarding use of the Milwaukee Road Property have been identified previously in public hearings, meetings, and in letters. We have converted these issues into several statements of goals that should or could be satisfied by use of the Milwaukee Road Property. We would like your opinions regarding the appropriateness of these goals to help in establishing a final set of goals for the Land Use Study.

On the following pages, we have grouped the goals into several broad categories. Beside each goal listed, please indicate the extent to which you agree or disagree with the goal. For example, do you (strongly agree, moderately agree, mildly agree, mildly disagree, moderately disagree, strongly disagree) that use of the property should minimize impacts on wildlife habitat on the property?

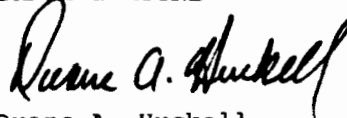
You will note that some goals contradict other goals; these are included to help us identify which goals are most appropriate. Also, while most of the goals are applicable to any use, it was necessary to establish several that infer public use of the property. For these goals, please respond by assuming public use of the property. Similarly, some of the goals infer private use of the property. Continuous transfer use of the property is not being evaluated in this study, as stated previously.

It may be helpful to you to read the entire questionnaire before marking your responses to each goal. When you have completed the questionnaire, please return it to us by NOV 15 1983 at the address listed at the end of the questionnaire.

Thank you for helping us with this study. If you have any questions, would like to indicate any issues that you think have been missed, or have any information about the Milwaukee Road Property that you think would benefit the study, please contact Cathy Buller, Steve Johnston, or me at (206) 523-0560.

Yours very truly,

DAMES & MOORE



Duane A. Huckell
Project Manager

DAH:ss
Enclosure

MILWAUKEE ROAD PROPERTY
 LAND USE STUDY
 QUESTIONNAIRE

To what extent do you agree or disagree that the following goals should be satisfied by use of the Milwaukee Road Property? Please respond by putting an X in the appropriate box.

	I Agree With This Goal			I Disagree with This Goal			No Opinion
	Strongly Agree	Moderately Agree	Mildly Agree	Mildly Disagree	Moderately Disagree	Strongly Disagree	
Use of the Milwaukee Road Property Should:							
<u>LAND USE GOALS</u>							
1. Provide for public (state) ownership of the property.							
2. Maximize public use of the property.							
3. Allow for private use of the property where desirable.							
4. Allow for mixed use of the property where public and private uses are compatible.							
5. Provide for controlled access <u>to</u> the property at preferred locations.							
6. Allow for access <u>to</u> the property at any location.							
7. Allow for access <u>to</u> the property at all times.							
8. Minimize access <u>to</u> the property during hunting season.							
9. Minimize access <u>to</u> the property during periods of high fire danger.							
10. Provide for access <u>to</u> the property for emergency vehicles.							
11. Provide for access <u>to</u> the property where access is presently unavailable over long stretches.							
12. Provide for access <u>across</u> the property for farming equipment, cattle, and other "traditional" uses.							
13. Provide for access <u>beneath</u> the property for irrigation purposes.							
14. Minimize opportunity for trespass, vandalism, etc. on adjoining public or private land.							
15. Eliminate opportunity for trespass, vandalism, etc. on adjoining public or private land.							
16. Minimize or eliminate opportunity for trespass, vandalism, etc. on adjoining <u>private</u> land only.							
17. Minimize or eliminate opportunity for trespass, vandalism, etc. on the Milwaukee Road Property.							
18. Minimize or eliminate danger of fire on nearby lands.							

A-6

	I Agree With This Goal			I Disagree with This Goal			No Opinion
	Strongly Agree	Moderately Agree	Mildly Agree	Mildly Disagree	Moderately Disagree	Strongly Disagree	
<u>Use of the Milwaukee Road Property Should:</u>							
<u>INSTITUTIONAL GOALS</u> (continued)							
3. Maximize use of existing programs for funding property development and management.							
4. Maximize compatibility with existing state and local plans (including Shoreline Management plans), policies, and zoning.							
5. Ensure use compatibility is brought about by seeking changes in plans, policies, and zoning.							
6. Provide that the state assume liability and compensate for fire losses caused by use of the property.							
7. Provide that a person causing damage to adjoining property assume liability and compensate for such damage.							
8. Provide that the state assume liability and compensate for damage to adjoining property caused by a person using the Milwaukee Road Property, if the person cannot be identified.							
9. Adhere to existing laws and legal precedents regarding liability and compensation for fire losses and damage caused by use of the property.							
10. Adhere to existing laws and legal precedents regarding liability and compensation for crimes against property and crimes against persons.							
11. Adhere to existing laws and legal precedents regarding liability and compensation for injury to users of the property.							
12. Minimize requirements for enabling legislation.							
<u>ECONOMIC GOALS</u>							
1. Ensure that agency or group responsibility for costs of developing and maintaining the property is established.							
2. Ensure consideration of a broad range of funding sources for developing the property.							
3. Ensure that funds are available on a long-term basis to maintain the property.							

A-9

Use of the Milwaukee Road Property Should:

	I Agree With This Goal			I Disagree with This Goal			No Opinion
	Strongly Agree	Moderately Agree	Mildly Agree	Mildly Disagree	Moderately Disagree	Strongly Disagree	
<u>ECONOMIC GOALS</u> (continued)							
4. Minimize the cost to the state for developing and maintaining the property.							
5. Produce income from use of the property that is greater than costs.							
6. Maximize user fee revenues (to offset costs).							
7. Maximize funding from tax revenues (to offset costs).							
8. Provide for user fees and tax revenues (to offset costs).							
9. Maximize use of volunteer labor.							
10. Favor uses that can draw upon existing program sources of funding (i.e., uses that do not require new funding sources).							
11. Maximize total benefits to state and local economies.							
12. Optimize benefits from use by developing the property in phases or increments over time.							
<u>PUBLIC AND SOCIAL COST GOALS</u>							
1. Oblige local jurisdictions to absorb the costs of providing public services (e.g., roads, police, fire, search and rescue).							
2. Oblige the state to absorb the costs of providing public services.							
3. Oblige the user to absorb the costs of providing public services.							
4. Optimize sharing of responsibility for costs of providing public services.							
5. Provide for control/prevention of crimes against property (e.g., theft, vandalism).							
6. Provide for control/prevention of hazardous situations, accidents, and fire.							
7. Provide for control/prevention of crimes against persons (e.g., assault, robbery).							
8. Preserve existing privacy of residents near the property.							

A-10

Was this questionnaire (please answer yes or no):

- _____ easy to fill out?
- _____ confusing?
- _____ sometimes easy, sometimes confusing?
- _____ a worthwhile means to express your opinions?
- _____ too long?
- _____ relevant to you?

Which of the following interest groups do you represent?

- | | |
|-----------------------------|------------------------------|
| _____ public official | _____ bird watcher |
| _____ landowner | _____ camper |
| _____ farmer or rancher | _____ jogger |
| _____ recreational horseman | _____ bicyclist |
| _____ hunter | _____ cross-country skier |
| _____ hiker | _____ other (please specify) |
| | _____ |
| | _____ |

(Optional) Your Name _____

Your Address _____

Please return to: Duane A. Huckell Telephone: (206) 523-0560
 DAMES & MOORE
 155 N.E. 100th Street,
 Suite 500
 P. O. Box C25901
 Seattle, WA 98125

SUMMARY OF QUESTIONNAIRE RESPONSE RATES

A summary of questionnaire response rates and reactions to the questionnaire are presented below in Tables A-1 and A-2.

TABLE A-1

SUMMARY OF QUESTIONNAIRE RESPONSE RATES

Interest Group	Number Sent	Number Received	Percent Received
Public Officials	68	19	28
Environmental/Recreation Interests	43	20	47
Farming/Ranching Interests	50	39	78
Landowners	247	75	31
Miscellaneous(a)	<u>45</u>	<u>21</u>	<u>47</u>
Total	453	174	39

(a) Once responses were received, approximately three-fourths of the miscellaneous category was redistributed to the environmental/recreation or farming/ranching interest groups, as indicated by the respondents. For the purposes of this summary, questionnaire results from the miscellaneous category are shown under that heading.

TABLE A-2

REACTIONS TO QUESTIONNAIRE

Percent Responding		Total Number of Responses (a)	Question re: Format
Yes	No		
42	58	92	Easy to fill out
76	24	85	Confusing
93	7	100	Sometimes easy, sometimes confusing
62	38	88	Worthwhile means to express opinions
70	30	100	Too long
83	17	94	Relevant to respondent

(a) Not every question was answered by all respondents.

RECORD OF PUBLIC COMMENTS

Public comments written in the space provided at the end of the questionnaire were transcribed for use during selection and evaluation of alternatives for use of the Milwaukee Road property. These comments, separated into each of the major interest groups, are presented below.

Following this section of transcribed comments, letters received from the public throughout the course of the study are reproduced.

Public Officials

Provide for uses that will expand local and state tourism.

Tourism development! A goal should be to prevent economic b.s. coming from real estaters who want to sell the land back and forth to get their commissions on millions of dollars of sales. Antipublic ownership in Kittitas County comes from big real estate companies who can smell commissions if the "farmer" gets a chance to buy the land.

The St. John Fire Dept. feels that we cannot provide adequate fire and accident protection in this area if it is to be opened to public use. This area is very arid in the summer and has a very high fire potential that most users won't be aware of. It is also extremely difficult to extinguish fires in this area.

P.S. You failed to mention that we have two individual private owners of the right-of-way in the St. John area.

Consider carefully adverse effects, both hazards and economic impact, on adjoining property owners, both private and public.

It was the concensus of the Commission that the property should be returned to the property owners through whose land it runs.

Prohibiting or restricting the use of any motorized vehicles on all or part of the system would substantially reduce many of the potential problems--admittedly hard to enforce and rejected by special interest groups.

Tourist potential should be maximized. CWU should be forced to return former Milwaukee Rd strip at Ellensburg to maintain the continuous integrity of the trail. Forget about "Tub's" conveyor belt idea.

Make little improvement--keep costs nil. Keep property open for all public uses including motorized vehicles.

Provide for the maximum sale of property to adjacent owners to return the maximum amount of the property to the tax roles.

I feel that the Department of Natural Resources should be liable for fire damages to neighboring properties when the fire originates on this right-of-way!

Provide for broad range of public uses where appropriate, balancing benefits and costs and balancing unique opportunities against availability of those uses elsewhere and size of public served. Allow private use only where no conceivable public benefit available and allow no private ownership.

Environmental/Recreation Interests

No hunting on property (this does not mean no guns permitted). Wildlife habitat should be major goal--preservation and development. Should be recreation trail for all non-motorized uses. Goal of major tourist attraction, to ride a covered wagon on the John Wayne historical wagon trail.

The road should be protected from adjacent landowners just as much as they are protected from road users.

Horse and wagon trails are critically needed in [inhabited] areas of state. The tourist attractions of the proposed trail for nonmotorized recreational trail would be great--an important goal. The wildlife and Audubon benefits should be maximized by additional planting of trees, shrubs, and grass.

Sell property to adjacent land owners and use resulting funds thus raised to maintain existing trails in the state's wilderness areas. These have been and are being sadly neglected.

All contracts previously made with the Milwaukee Road should be honored. All other Milwaukee properties offered for sale to the adjoining owner(s) at a reasonable price and tax revenues collected from these privately owned properties. All Milwaukee Road property which is not purchased by the adjoining owner(s) be turned over to the control of the county in which they are located.

Maintain the "corridor" in one state ownership as it will be extremely difficult to obtain anything similar for transportation or utility use.

Farming should be allowed if recreational use is not expected to be significant--state ownership should be maintained if there is any reasonable hope of beneficial use (transportation?) in future--use determination had better stress function over form to greater extent than the designing of this survey.

Although I am aware of the concerns and interests of neighboring farmers, I based my responses on the overwhelming logic which argues in favor of the most practical/productive/beneficial use. What needs to be determined is the advantage/disadvantage of farm use over, for example, recreational use. It would seem better to seek info on farmer intentions if allowed use, determine degree of interest or use by recreationists, than to ask whether we are in favor of vandalism, encroachment, or deterioration. Construction of the survey asks for analysis of philosophy separate from specific options. Am I actually expected to have an opinion on the merits of parking areas for the sake of parking areas? (and I don't think I've ever seen a survey before which asks the respondent if they're opposed to something "optional").

We support a non-motorized recreational dirt trail for the entire Milwaukee Road property, owned and managed by the state agency which has the greatest experience and capability in managing this type of land. We support the concept of limiting access to nonmotorized hiking and equestrian uses and believe that a wide variety of recreational uses are already available with very little development.

That it be preserved to convey the type of home building practiced by the early non-pistol-packers who pioneered Eastern Washington. The name "John Wayne Trail" is most unsuitable. It should be the "Milwaukee Road." My grandfather "proved up" on his homestead near Ewan in 1888. I was born in 1907, the year the railroad was built along our ranch on Rock Creek near Revere.

Our ranch was owned and operated by a member of our family from 1898 until 1978, and I hope its beauty is preserved for my descendants. The pristine beauty of the area from Revere to Malden--along Rock Creek and Rock Lake--is unexcelled anywhere in Eastern Washington.

Maximize nonmotorized use.

I strongly believe this trail should be open to the public for non-motorized use. It would be ideal attraction for the tourist industry and a boost for selling this state to others.

The Milwaukee Road property should be retained as a public trail facility. Highest priority for bicyclists is the Columbia River Bridge, and the link from Easton to Ellensburg.

Farming and Ranching Interests

It should be sold or given to the abutting property owners. The state should not involve itself with this project.

Managed for wildlife habitat and closed to hunting only on the ROW through private land--and also for a non-vehicle (motorized) recreation trail--closed during fire season in the dry desert areas. A good weed control program--spot spraying where needed--the weed infestation on the ROW came from nearby range and farm lands.

Public access across the property for roads (state and county roads) should be improved. If property is used for roadway for anything (horses, bikes, walking etc.) use fees should be enough to offset sale revenues.

I feel it should be bought by adjacent land owners. This way provide taxes, control of weeds and erosion. Think if turned into trail for public use won't have real care and will turn into burden for both state and adjacent land owners.

This property should be sold to the farmers and ranchers to improve state's revenues!

Minimize expense to taxpayers of maintenance by leasing back to adjacent landowners at a reasonable rate for that parcel of land. The land parcels vary greatly.

I do not support public use of the right-of-way for recreation. If the right-of-way must be owned by the state for future possibilities, I support allowing the adjacent landowners to use it. I could support an economic use, but do not have any idea what kind would be feasible.

Minimize state taxpayer load. Lease to adjoining landowners--less liability, less dollars, less conflict. State may need right-of-way across state for future transportation of commodities, utilities, pipeline, etc.

I would like to see areas developed and stretch of trail but not a John Wayne trail. Some areas are not fit for use and adjacent land owner protection would be impossible and development cost far exceeding the potential benefit. Let's use reason! I feel all existing agreements and deeds must be honored. Adjacent farmers should be allowed to carry on and buy areas not suited to development.

I feel the use of this land through the eastern portion of the state should be sold back to the adjacent land owners to optimize the use of this land and minimize cost to the state.

I believe that the Milwaukee Road habitat should be left as close to its original habitat as possible, preserving the natural wildlife patterns.

Maintain public ownership but not public use. Use for oil or some type of corridor but not for hike or horse trail.

Sell to adjacent landowners--get out of the strip land business--protect adjacent landowners from bureaucrats.

Questionnaire is very slanted toward public use (e.g. recreation); seems to assume the corridor will be publicly used. The way it is written offers very few opportunities to answer from our position, which made it difficult to answer.

The questionnaire mixes together all possible uses of the corridor without much distinction. The term "developing" is very broad, encompassing trail or recreational development, as well as transportation, utility or pipeline development. No distinction is made in questions, leaving respondent at the mercy of the person making the interpretation of the "survey."

I feel that we don't need to spend "tax money" that we don't have (except by raising taxes) to develop this property for recreational uses. The cost would be so high (i.e., fire protection, weed control, liability, management personnel, fencing, etc.) that the cost benefit per person using it, as opposed to the rest of the people paying for it, is terrible.

The land should be sold to adjacent land owners and be used in ways similar to the adjacent lands. The state should then remove itself from any control.

I strongly recommend that the Milwaukee property be leased to adjacent land owners.

I would like to see adjoining property owners given priority consideration for specific uses they may have for the property at specific locations; such as for farm machinery crossings. Adjoining property owners should be given first consideration to buy the property. I feel the state should be liable for damage to adjoining property but not at taxpayer expense. If high potential for liability claims exist the land should be sold to adjacent property owners.

The Milwaukee has always maintained their fences and I legally expect you, as the new proprietors, to assume that responsibility, or I'll see you in court.

I despise folks who shoot owls, badgers, deer, cattle, etc.

I'd like to find out how this survey turned out. Could you send me a copy of the results? It affects my ranch.

Have the state retain ownership until such time as we are sure that this road will not be needed for rail transportation. If and when it is not needed for rail use return the property to the adjoining owners. Maintain at a minimal expense.

Sell to the adjoining property owners.

I strongly oppose the economic development of this property because our money can be used much wiser than building a trail which will cost millions and benefit a select few.

Either sell it to adjacent landowners or lease it to them. We are already overrun by trespassers and the trail isn't even open yet! This trail gives John Q. Public free access to the back end of almost all land owners places. I personally have already lost wood and Xmas trees, had hunters from all over the state, none of whom asked permission. I think the privacy of the landowner and his rights should be considered first, last and always. The people who will suffer from this fiasco (the landowner) get slapped in the face with the trail and they will also end up paying tax money that is needed for schools, police etc. which the state says they can't afford. It is a very big ripoff! I would like to know how the state (Sen. Sam Guess) can justify spending this kind of money for such a small minority. There are hundreds of miles of well maintained trails on public land. Why force this thing on honest hard working people?

Whereas the State of Washington is in no financial position to undertake a project of this scope and there is no shortage of public land and/or facilities in the State of Washington, it is my opinion that the Milwaukee property should be sold to adjoining landowners or to the highest bidder and public ownership should be abandoned.

Could be used for pipeline, transportation, or a useful use other than a trail that will cost the taxpayer nothing but money, and headaches to the adjoining property owner! I feel the state has other priorities for money spent that will benefit more people better!

Property should be offered for sale and/or lease to adjacent property owners. Remaining property could then be considered for other uses.

I feel the Milwaukee Road property should not be made available for any type of use, public or private.

Landowners

My decision is based on the following facts: There is far too much land off the tax rolls in Kittitas Co. for public use. This does not include State lands owned by the State inside the City limits in Kittitas Co. I would like for the Milwaukee roadbed to be bought by the adjacent landowners.

KITTITAS COUNTY LAND AREA	-	1,481,600 ACRES
Game Dept. (State)	-	139,608
Dept. of Natural Resources	-	42,800
Federal (U.S. Forest)	-	389,000
Govt. Firing Range	-	<u>99,200</u>

670,608 ACRES

The income generated from recreational uses will not be sufficient to offset development and maintenance costs of a recreational trail. This will result in a constant drain on local and state tax revenues to support these uses. We hope your final report will have bottom line costs associated with maintenance and development for these different uses, so the legislature can have figures on which to base their decisions.

I feel that it is in our best interest to preserve the Milwaukee right-of-way as one unit. My first option for the present would be for the sections in primarily agricultural areas to be leased to the major farmer adjoining the property at a reasonable rate or sell to same with the state reserving right-of-way.

I believe the Milwaukee Road property should be preserved with the objective of retaining the existing roadbed, bridges, tunnels and trestles for future use in mind. This is a short rail route through the state and at some future time may need to be reactivated and utilized. Let's be farsighted in this matter.

I think the state should keep this property for a transportation corridor for future use; not for the public use as recreation as there are too many people who are careless of private property.

I could visualize this right-of-way to be used for a cross-state bike, jogger, walking, horse riding, etc. cross-state route. Develop rest stops at strategic locations with private enterprise.

Unlike state parks or trails in populated areas, this would be limited to a select few at a horrendous cost to taxpayers.

If the stupid Senator Guess wasn't so dumb. Instead of the State buying the land the people along where the railroad went should have been able to buy the land. Who did the Milwaukee Railroad buy the land from the State or the people along where the railroad went?

Minimize expense to state taxpayers. Lease to adjacent landowners. This would save the state a lot of maintenance money and be transferring maintenance expenses to lessees. Leasing income would help offset administration costs. I would have no objections to state retaining ownership for future transportation utility or pipeline development. At that time leases could be terminated to allow development. Questionnaire was very slanted towards public uses. Difficult to answer.

Sell it back--or lease (long term) to interested adjacent owners. Spend "NO MORE" money on this venture.

Too expensive for the state taxpayers for developing and maintaining. The income would not be great, but I feel by the state leasing the property to adjacent landowners it would offset costs of administering the lease program and shift the expense of maintenance responsibilities to the lessees. I think what is really needed for this property's use is some form of transportation, utility or pipeline use at which time the leases could be terminated.

If this property can't be used for conveyor belt, pipelines or other utilities, the state bought a big white elephant.

Too expensive to develop and maintain for recreation. Could be leased to adjacent land owners, to be maintained by them, until the state has a better use for it.

It is very expensive to ship wheat by truck, so I would like to see the corridor developed for transportation.

Minimize expense to state's taxpayers of maintaining the corridor by leasing it to adjacent land owners. I have no objection to the state retaining ownership of the corridor for some future transportation or utility use.

To minimize spraying for weed control would defeat the purpose of any weed control effort.

The entire property should be preserved for public or private use as future needs develop. Easements should be continued or granted for development of adjoining properties.

If a lease is provided to an individual for part of the land use and they no longer use it for that purpose then I think it should revert back to public use.

Due to fire hazard and preservation of landowner privacy and cost to taxpayers where other vital services are needed (education, existing transportation, etc.), I feel use of Milwaukee Road should be leased or sold to existing landowners.

Uses of this property to enhance the well being of adjacent residents need not be inconsistent with very desirable recreational development.

The county highway between Warden and Lind is in very poor condition. Several portions of this road is lower than the East Canal, therefore it is very difficult to maintain. Other portions have steep grades over a series of hills. If the East High Irrigation Project is completed the Milwaukee right-of-way might be of use as a highway, because the present road would not stand up under the increased usage.

I think this property should be sold back to the farmers that were interested in buying. If this were put to use for something where there was income coming back for the State. These recreational trails will be nothing but expense and trouble for the State and also the farmers. Please consider the working man instead of always fun seekers.

This purchase was made with very little consideration of future use. The state would be best off to sell as much land as possible and avoid putting any more money into it.

Minimize expense to state's taxpayers by leasing to adjoining land owners until such time the right and proper use can be determined.

Sell property to adjoining land owners so it can be put on tax rolls and reduce the nuisance factor--motorcycles, litter, hunters, etc. Let the land owners be fully responsible.

Minimize expense to state's taxpayers of maintaining the corridor by leasing it to adjacent landowners. Although lease income would not be a great amount, it would offset costs of administering program. The big savings arises from transferring maintenance responsibilities to the lessees, which results in less maintenance expense to taxpayers. We have no objection to the state retaining ownership of the corridor for some future transportation or utility use. This is the use for which the land was taken from private ownership in the early 1900s, under the threat of eminent domain. When such a viable use is decided upon in the future, leases could be terminated to allow its development.

Get rid of it.

This property should have and still should be turned back to the adjoining land owners. Never can it become a practical recreational trail in any aspect. The State should never have purchased or spent one dollar on it. We as adjoining land owners can not stand for what has happened already. We have been run over by hunters, motorcycles, jeeps, trucks, and helped pull saddle horses out of trestles with broken legs. People invade our privacy for all types of their problems. The fire hazard is becoming astronomical. As a rancher and tax payer, we cannot afford such a foolish proposed trail.

I have ridden horses all my life for pleasure and would never ride on the MWRR right-of-way.

Return property to adjoining land owners where it passes through farming areas.

We think the acres which are tillable land and join tillable land should be sold to the adjoining land owners. In the areas where residences are more scattered and the land is not suitable for tilling or pasture should be retained by the state.

I think the property should be sold to the people who have land joining it.

At present much vandalism is taking place to farms along the right-of-way. Milwaukee had to maintain fences or pay for damages to cattle, etc. State should fence their property or pay for fire damage and vandalism!! Much of the right-of-way is through "tinder box" dry range and grazing lands which is difficult to reach with fire fighting equipment. Summer and fall fires are a real hazard to these areas-- people must be kept off grazing and farm lands in dry seasons! or state should pay damages!

Would like to see it used for public/private use (depending on program) but many existing areas suffer greatly from vandalism, lack of maintenance, low control, etc. Is there any way to prevent this and also stay within EPA control for the environment. Too often the concept is good but application is poor. Can it be fairly self supporting. Government and private budgets are out of hand already.

Long term lease (100 year) or adjacent land owners given option to buy.

This is a poor form and open to such liberal interpretation by individuals that meaningful evaluation of answers seems unlikely. Additionally, why didn't you enclose a self-addressed, stamped envelop if you want a worthwhile return of these? The state could have generated this much confusion without spending additional money for you to do the same thing!

I don't see hunting as an option in areas of private ownership. The greed of man who cover the world with no trespassing signs and the carelessness of the public make this a difficult concern but do keep those lands public access! Too much like a set of questions to establish a support for a predetermined position.

I am against BLM having management sold back to property owners. Back to ranchers, farmers, closed for property protection. Already have vandalism, robbery, garbage litter. No weed control.

Legal responsibility for fencing of corridor. An analysis should be made setting out future costs to the state in defense and payments of wrongful death and nuisance actions. Will these liabilities be covered by insurance and what will it cost?

This property, since it's acquisition, has been a liability to the State of Washington. Means should be devised to make most of the right of way available to adjacent land owners. Some historical sites may have public value.

(Attached statement.) Also would be interested in results and who or what interests questionnaires were sent to.

At the present time we have innumerable motorists on this, using it as a means of trespassing onto private lands where we the landowners cannot possibly control. This situation should never have arisen and it is our belief that if left up to the county voters in each case, would never have been bought by our state.

At this time this is still just state owned property and is not a trail. I feel this [questionnaire] was done by a bias party.

This is one of the poorest questionnaires I have ever seen. It is confusing, repetitive and can be mis-interpreted numerous ways. Dames and Moore should apologize to the state for accepting money for this caliber of a survey!!!

In places natural drainage is interfered with. Plugging of culverts can result in flooding. Provision for maintenance of drainage is necessary. These questions and others should have been asked before the land was acquired!!

You do not note the best use for all tax payers and that is to sell property back to original owners and return \$ to state.

This property should be sold to existing and adjoining property owners. This would place it back on the tax rolls--where it would be an asset instead of a liability.

The land should be offered for sale by the state to adjoining landowners whereby private ownership and utilization is achieved whenever possible.

The property should revert back to original owners as stated in original agreement between Milwaukee Road and original owners.

Land should be made available for use by all, not just adjoining landowners.

In our area we have already many problems with trespassing and vandalism. One man has had his gates and fences torn down eight times by people who have no regard for private property. Even people in our state agencies have been improperly informed about some of the ownership of the old Milwaukee right-of-way, and you want to open it to the public?

In most areas of the arid and irrigated properties, this property should be leased or sold to adjoining land owners to care for the land in a responsible way.

My goals get the State out!!! Lot funnier than T.V. Anybody can make X's. Legislature must be confused.

Miscellaneous

Thanks for the opportunity to respond. Some of the questions have a built-in bias that assumes an agree/disagree starting point.

Maintain property in its natural state (i.e, Gas Works Park--for safety). Allowing existing laws, rules, safety regulations and custom to govern wherever possible. Special appropriations for a CCC-NYC type program to do all of the work. Provide reasonable access, historic cross-track traffic, build a fence to protect private property. Provide safe water and restrooms. Erect signs to emphasize that the trail runs through private property. Allow free enterprise to provide support facilities--bid basis! Let's not build a 213-mile long state "prison" park. I am a farmer; Executive Board member, Seattle 2000 Commission; Alternatives for Washington--Puget Sound; Muni-League Seattle-King Co.; Lake Union Survey and Olympia City Long Range Planning Task Force. These opinions are my own, my board does not usually take positions on this type of issue and has not on this one.
Good luck on your project.

This property should be offered for sale to the public so as to put it back on the tax roles.

This questionnaire was strongly slanted to answer in favor of public use and access.

MILWAUKEE ROAD PROPERTY LAND USE STUDY & PROPOSAL

John Bergvall, Analysis & Planning Section
Division of Management Services
Dept. of Natural Resources
Olympia, Wa. 98504

M. Bergvall;
We are land owners & Farmer/Stockman in Grant County & are well aware of the problems of trasspassing, vandalism, litter of a public right-of-way. The Wincheaster Waste-way runs the full length of our farm. We have advertised hunting (by hunting magazines & Wildlife Dept.) 95% of the travel along this O.M. road is motorized. We call the Sheriffes Office on trasspassers & careles Hunters (shooting into fields, from vehicles). Most of the problems are from local people, there never ^{has} been any problems concerning horsemen, hikers or bicycles.

We have been involed with 4-H & FFA kids for years & after our kids grew-up & left home, ~~we~~ still help part time, esp. with the 4-H Trail riding groups. With the growing Town & Farm populations - many more kids (Grown-ups) are getting horses & looking for places to ride, but more & more of the farm & range land is being closed to (& farmed) to the Public.

We can not all go to the Mountains to ride, many do not care for really rough country & many of us enjoy the Desert country, esp. during the spring & fall monthes.

In less then 10yrs. from now, with a fast growing population of non-motorized recreation ~~no~~ more Restate is being made, We will need the Milwaukee R/R & other possible abandon roads & trails.

ISSUES & ALTERNATIVES

I... Deed Conditions:

I. Certain fair Crossings must be complied with.

II.. Weed Control.

I. Noxious weeds should be controled to improve ~~the~~ Wild life habitat also, adjacent land owners should be obligated to control noxious weeds to prevent the spread to the R/R also.

III...Fences:

I. It is the obligation of livestock owners to confine thier own animals in nearly all Wash. State Counties.

IV...Fire Damage-Liability:

Camp fire Permits & closing of R/R during high fire danger- (how many fires from the R/R were there this year?, when there ~~wasn't~~ wasn't any fire rstriction) If the guilty party can be found let them bare the cost, same as the state bimys.

Cost of Fire Protection & Suppression.

1. Same as all other D.N.R. lands in the Counties the R/R crosses

VI.. Search & Rescue, Policing:

Aldermes Area.

1. We do not believe this will be the problem as compared to the Cascade
 2. Users proceed at own risk & pay actual cost of emergency service--
- Emergency Vehicles should have the right-of-way at all times.

VII..HUNTING:

No hunting on R/R throu private lands, except where adjacent Public land & developed recreation sites.

VII.(?) Right of way Use:

1. All R/R should be open for non-moterized use, emergency & maintainace vehicles permitted.
2. "Managing Agency" should have a advisory Committee of Recreation's, Wildlife, Land Owners, Agency Repersentives, with discretion as to deTeloping areas as funding becomes aviable.
3. Possible buried pipe lines & utility lines.
4. Possible exchange of a portion of the R/R for alternative recreatiional Route.

VIII. Recreational Modifications & Improvements:

All 4 alternatives under this Issue are acceptable.

IX..Selecting Management Agency:

Desegnathe the D.N.R. as the managing Agency with a Advisory Commettee of Recreations' Wildlife, Land owners.

X..Funding of Trail Improvements:

1. Authorize the use of private contributions from atax-exempt foundation
2. Funds from Outdoor Recreation Bond Issue- for construction type improvements.
3. Volenteer work.
4. Possible user fees.

XI. Liability for Injuries:

Warning signs & closing of unsafe bridges, where there is no declinc.

XII Authority to Renew Leases:

1. Leases that do not interfere in use of R/R.
2. Designate a Fund into which revenues are placed.

XIII. Gaps in Right of Way:

Allow the managing Agency to work cooperatively with others to obtain permission to cross gaps or to find alternative routes.

XIV.. Buffering Close proximity Dwelling & Bldgs.

1. Was Dwellings there before R/R?
2. possible alternative Route? signs indicating respect of private property.

XV..Authority to Cross Right of Way with Water Lines:

Authorize the crossing of R/R upon aproval of managing Agency.

XVI.. Need to Realign Narrow Underpass for County Road:

Allow managing Agency to authroize use of right of way to realign public Roads.

XVII. LITTER:

1. User volunteer clean up parties.
2. Review of litter laws & penalties.

ISSUES:

As ~~funding~~^{funding} becomes available, development of parking, camping, & etc. will be constructed. Liability for Rattle Snake bites will be the Users' own fault.

Use of the Columbia River Bridge permitted as funding becomes available for decking of some rails.

It may be possible this historic old bridge to listed with the National Historic Building Register, & perhaps receive some funding for upkeep.

Let the Bicycle people help fund ~~there~~ own part of their path.

Possible fencing of R/R to near homes within 50 ft. of R/R

Sincerely,

Mr. & Mrs. Ben M. Kriete
Rt. 2, IO 4 9NW
Ephrata, Wa. 98823

OCT. 11 1983

North Central Washington

RECEIVED

SPORTSMEN'S COUNCIL

OCT 5 1983

COMMISSIONER OF PUBLIC LANDS OFFICE



COUNTIES

Chelan - Douglas - Ferry - Grant - Kittitas - Lincoln - Okanogan

SEATTLE September 30, 1983

Mr. Brian J. Boyle
Commissioner of Public Lands
Department of Natural Resources
Olympia, Washington 98504

OCT 1 1983

Routing

DAH

JH 10/5
Starrs
Pinnix
Kevin

Dear Commissioner Boyle,

The North Central Washington Sportsmen's Council has asked me to let you know of our organization's interest in the Milwaukee Road right-of-way study presently underway.

It is our firm belief that this study of potential uses of the right-of-way should give full consideration to the wildlife habitat values of these lands. We believe the study should consider future potential of the lands for wildlife habitat as well as determining the present condition of the habitat. This should be an un-biased study by non-agency biologists.

Too often in the past, wildlife values of the right-of-way have been over-looked. We hope this study will not repeat the oversight.

Thank you for your consideration. Be sure to let me know if I can provide more information on the Council position on the Milwaukee Road right-of-way/ John Wayne Trail.

Sincerely,

Paul Hart

Paul Hart
Secretary-Treasurer
1130 Barton Square
Wenatchee, Wash. 98801

SAJ
CB - pls copy EDAW

3206 W. Concord Way, Apt. 483
Mercer Island, WA 98040

October 14, 1983

Mr. Dan Vincent, Project Manager
Swan Wooster Engineering, Inc.
Suite 950, Lloyd 500 Bldg.
500 N.E. Multnomah
Portland, OR 97232

Mr. Duane Huckell, Project Manager
Dames & Moore Engineering
P. O. Box C-25901
Seattle, WA 98125-0711

RE: Milwaukee Bridge at Beverly

Gentlemen:

I have been referred to you by the Dept. of Natural Resources in Olympia in connection with the above bridge.

As a property owner in that area, I urge that consideration be given to developing this as a multi-purpose bridge for both road and traffic and recreational use.

Since a roadway would be single lane, at least in part, a traffic signal system is suggested similar to that in use on the one lane tunnels on the old Columbia River Highway in Oregon (now a scenic route). At one time these tunnels handled a large volume of traffic.

Such dual use of the bridge would be of great economic benefit to the surrounding area, because of the continuing agricultural development on both sides of the river. Irrigation water can be pumped from the raised Priest Rapids Pool to reach a considerable acreage on the west bank that is suitable for fruit trees and vineyards. Access to processing plants on either side of the river would be of great value to all growers in the region.

Such use need not be incompatible with recreational traffic, which I assume will be given high priority.

Sincerely yours,

John G. Nelson
John G. Nelson

JGN:mis

Mr. Duane Huckell
Project Manager
James and Moore
155 N.E. 100th Street
P.O. Box C 25901
Suite 500
Seattle, Washington 98125-0711

JAMES & MOORE
SEATTLE
NOV 3 1983
Routing: SAS
 CB

November 1, 1983

Dear Duane,

Thank you for the opportunity to meet with you, Cathy Buller, Steve Johnston and Bryce Ecklein of ED&W Inc..

I am writing you this personal note to let you know we have taken particular attention to describe our response to the questionnaire addressing land use questions for the Milwaukee Road property.

We look forward to discussing the results and further opportunities of working together on this important project.

Sincerely,
Washington Backcountry Horsemen Assn.

George M. Gibbons
for
Chie Hallenbeck
Jack Price

We appreciate the opportunity to participate in a discussion of issues or desired conditions presented in the Milwaukee Road Land Use Study Questionnaire. We also acknowledge the universe of data that must be organized and evaluated.

Our goal is to contribute valid reliable input, evaluation and recommendations to the overall process and particularly this analysis of land use alternatives and an investigation of conveyance technology transportation systems.

Response to the several data categories and items raise particular issues that cannot be adequately addressed in the questionnaire. A comment section covering principal data items that were unclear is included for each category to describe our response to questions. We look forward to working with you.

LAND USE:

We support a non-motorized "low-standard" recreational dirt trail land use concept for the entire property (the current condition and use), owned and managed by a state agency committed to maintaining and developing natural and recreational land management opportunities. Maintaining a

low level cross country and informal dirt trail with controlled, somewhat difficult access over most of the property would enable the pursuit of diverse quality situational experiences available through existing characteristics of the Milwaukee Road environment.

By limiting access and the means of conveyance to non-motorized hiking and equestrian uses, a wide range of recreational benefit opportunities are presently available with minimal development, operation and maintenance costs and impacts on adjoining land use and other public health and safety support requirements.

ENVIRONMENT

We agree with the goal to minimize activity by controlling access and the means of conveyance impacts that could significantly affect environmental quality, flora and fauna.

FUNCTIONAL/OPERATIONAL GOALS

Reflecting the principles outlined in the preferred land use development concept above, we would generally agree with a goal of providing limited access, safety and site

protection facilities, minimum comfort stations and conveniences at a few areas, (to be determined), retaining existing historical landmarks and facilities wherever possible.

INSTITUTIONAL GOALS

We support the goal that there be one principal management agency which: (1) favors retention of historic and cultural facilities, (2) is committed to developing, maintaining and preserving a non-motorized trail system (3) actively exercises legal and other administrative powers with local jurisdictions, (4) insure implementation of the preferred use, master plan, operating, maintenance, and health and safety responsibilities.

ECONOMIC GOALS

We endorse a functional and financial development policy, capital and operating budget for the Milwaukee Road project that recognizes the original total project appropriation of State funds. Supplemental revenue, including sale of property to any entity, other use concessions and voluntary contributions in our view, are proprietary resources of the Milwaukee Road project. We agree with the need for an acquisition, operation and development strategy

to expedite timely implementation of the project plan program and budget to repair/rehabilitate or build facilities in accordance with the use concept outlined above.

SOCIAL COSTS AND BENEFITS

We favor a policy of minimizing public liability and safety costs due local authorities through negotiation of intergovernmental agreements that provide effective response time to users and service providers on a cost reimbursable basis without dilution of user rights or state agency responsibility.

HEALTH AND SAFETY

We recommend development of policy, development and operating guidelines that promote the general welfare and protection of persons and property on state lands and private property. The questionnaire data items in this section are general in nature. Clarification of potential conditions, location or other descriptive factors would provide a better basis for response.

GREAT WEST Real Estate



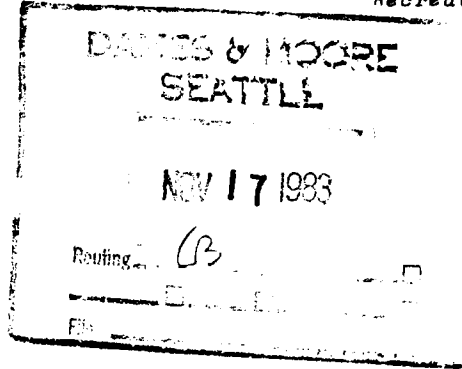
Area Code 509-422-4655

P.O. Box 509
OKANOGAN, WA 98840

Ranches
Timber Lands
Recreation Properties

Nov. 12, 1983

Cathy Buller
Dames & Moore
155 N.E. 100th Street
Suite 500
P.O. Box C 25001
Seattle, Washington 98125



Dear Ms Buller:

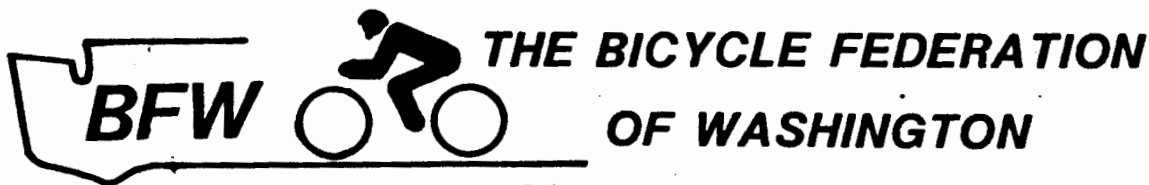
I enclose the questionnaire, which I have filled out. I also enclose a copy of my testimony before the Governors Committee on the long term outdoor recreational needs of the State, for your records.

I enclose some material on the 3 King County trails, "Burke-Gilman", "Tolt Pipeline", and "Samish River Trail"; which are filling the vacuum of public need in northern King county. The same public need that is so completely unfilled in the rest of the State. The need which I have emphasized in my above refered to, testimony. Would you return this King County trail information, when you are finished with it.?

The horse usage of the King County trails seems to be mainly in the area East of Woodinville. I stopped at several houses in one grove along the Tolt trail. The only one I found home, was very positive about the horse users. No problems. They had a very good feeling, and felt it increased the value of their home. (They used it for hiking). If a quick survey of some of these trail-side homes could be made, it might be usefull for your study.

Very truly yours,

B. Schons
Bernard Schons,



P.O. BOX 31070 SEATTLE WA. 98103-1070

Nov. 12th, 1983

Dames and Moore
155 N.E. 100th St.
Suite 500
Seattle Wa. 98125

Attention: Duane Huckell
Subject: John Wayne Trail

Dear Mr. Huckell,

Thank you for the opportunity to respond to your questionnaire on the John Wayne Trail. The BFW is a very small organization that is the umbrella group for bicycle touring and commuting in Washington State. Our member clubs have a combined membership of about 3,000 cyclists.

Our BFW and it's member clubs, were active in passage of the original legislation that acquired the Milwaukee Road trackage several years ago.

The Trail is a major public trail facility, and is perhaps one of the longest in the nation usable for foot, horse and bicycles. This trail is of considerable interest to our member clubs, for eventually development as an off-street bicycle trail.

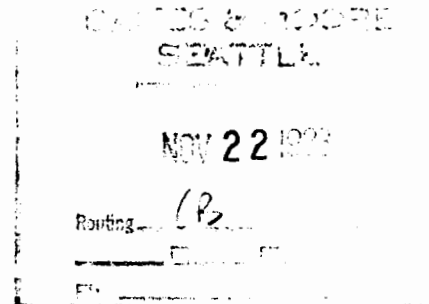
The highest priority segments are; the Columbia River Bridges, the urban segments in Ellensburg, and the Lake Easton to Ellensburg section.

The BFW is interested in the preservation and phased improvement of the trail. I would appreciate being kept up to date on the progress of the study and later meetings.

I urge the preservation and improvement of the John Wayne Trail.

Very Truly Yours

Bob Bergstrom
Pres. 1983



DAMES & MOORE
SEATTLE

Rosalie, Washington
November 14, 1983

NOV 19 1983

Routing CP

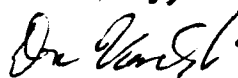
Dames & Moore
Milwaukee Road Study

Dear Sirs,

We live about a mile out of Rosalia along the Milwaukee right of way in farm land. Our house is approximately 200 ft. from the right of way. This year there as been every type of vehicle on the trail that you could imagine. They drive off the trail into our crops, in hunting season our house has been shot with pellets from people hunting, I have been splattered with shot while working in my own driveway in front of my shop and our dog has been splattered with shot while laying in the yard. The right of way averages about 100 ft. wide through farm land, pasture land and farmsteads. It is too narrow to allow hunting, should be closed to hunting along private lands.

It is my opinion that the property should never have been purchased by the State, especially at a time when the state revenues were so low but this has been done, so what happens now is the problem. There are some areas along the trail that have scenic or historic value. These should be maintained as trails or whatever but the bulk of the right of way in our area should be sold back to the farmers. If this is not possible it should be leased to adjoining land owners and closed to the public. If the state wanted the right of way as a transportation corridor why didn't they purchase the right of way, tracks and all, and run a state owned railroad and not waste more tax payers money on belt transportation or something no one knows how much will cost? Evidently we haven't learned much from the states W.P.P .S. p problems.

Sincerely,

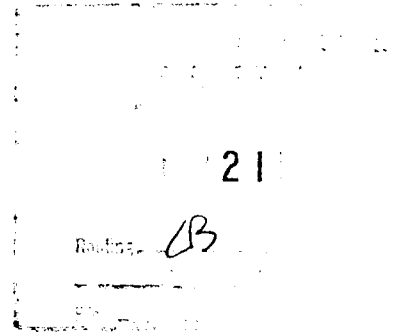


Don Van Dyke

Plum Creek Timber Company, Inc.

November 17, 1983

Mr. Duane A. Huckell
Dames and Moore
155 Northeast 100th Street
Suite 500
Seattle, Washington 98125



Re: Milwaukee Road Property Land Use Study

Dear Mr. Huckell:

Thank you for the opportunity to participate in the land use study. Our interest in the project relates to our Bullfrog Chip Plant, four miles west of Cle Elum. The Milwaukee right-of-way forms the south boundary of the chip plant log yard.

We previously followed this issue as BN Timberlands Inc. As a result of a merger on August 1, 1983, we are now Plum Creek Timber Company, Inc. We remain a wholly-owned subsidiary of Burlington Northern, Inc.

We gave testimony at a public hearing for the Select Legislative Committee on the Milwaukee Road and a copy is attached. Our position has not changed, that is:

1. Until a decision on use is reached, Plum Creek requests that the DNR grant a permit to block vehicle use adjacent to the log yard to reduce fire risk.
2. As a final solution, Plum Creek requests permission to purchase surface rights where surrounded by Plum Creek land through Sections 31 and 32, Township 20 North, Range 15 East. In return, Plum Creek will grant an easement for trail use through its land and along the Yakima River. There would be no break in the trail route and the trail would be on a more scenic location. The State would still own subsurface rights for any future utility uses.

A copy of our permit request to the DNR is also attached. We understand the DNR is quite limited in authority to grant permits but we will reapply.

If you have any questions, please give me a call at 467-3628.

Sincerely,

William P. Krull
District Supervisor
Land Access

WPK:mlk
Attachment

First Interstate Center, Suite 2300 • 999 Third Avenue • Seattle, Washington 98104 • 206-467-3600

SEATTLE

22

CB

1201 S. 45th Ave.
Yakima, Wa. 98908
November 18, 1983

Mr. Duane A. Huckell, Project Manager
Ms. Catherine L. Buller, Planner
Dames & Moore
155 N. E. 100th Street, Suite 500
Seattle, Washington 98125

Re: Milwaukee Road Property Land Use Study

Dear Duane and Cathy:

In reply to your letter of November 14, 1983 I wish to advise that due to prior commitments I will not be able to attend the scheduled meeting on November 23, 1983. I will endeavor to secure a representative from the Audubon Society to take my place.

In regard to the scenario for management and use of the right of way, it is my belief that the right of way should be developed and maintained for the benefit of all Washingtonians and that no special interest group should "dominate the scene". Considering that funds used for the acquisition of this right of way are funds to be expended for recreation purposes it is my view that recreation should be of paramount concern in the designation for said use. Recreational use need not negate use for other purposes. Further development of the Northwest may well render the right of way invaluable as a location for pipe lines, conveyors, etc. It would be folly to preclude such use at this time.

The railroad right of way has been used quite extensively for the movement of livestock by ranchers in the Kittitas Valley. This privilege should be retained. It is further necessary that these adjoining property owners be granted the privilege of crossing the right of way and traveling the length of the right of way with farm vehicles, for farm purposes. It is further necessary that these adjoining farmers be allowed to move irrigation water over and through this right of way. In extreme cases provision should be made for the relocation of sections of this right of way where it is a detriment to the adjoining land owners because of proximity to homes, or where the right of way divides the homestead. This relocation should be done at the expense of the land owner and not the State.

It is my feeling that this right of way should be retained essentially as a "trail" for pedestrians, equestrians and

2.

non-motorized vehicles, i.e.: bicycles, wagons, etc. There are areas that might advantageously be used for snowmobiles at certain times of the year. In the State of Minnesota one of the abandoned railroad right of ways which is used for recreation purposes is available in the winter months for snowmobiling when the snow has reached a specified depth.

Great concern has been expressed over the cost of maintaining this right of way. It is my belief that user groups, through fees and voluntary labor, will contribute very substantially to the development and maintenance of this facility. The Washington State Parks Department maintains park personnel at points along the right of way who might well serve in the care of sanitation facilities, that is cleaning rest rooms, and garbage and trash removal. User groups such as Boy Scouts, horsemen, and others could contribute substantially through tree planting, land clearing for rest sites, etc. Individuals (such as myself) would be willing to donate time of heavy equipment for improving this facility. It is felt that the right of way is generally flat, having a maximum of 4% grade except at the crossing of the Columbia River where this maximum grade is exceeded. It would require no major movement of obstacles and pier structures are in existence across the major streams. It should be noted also that this right of way crosses an area (Grant County) in which electric power rates are the lowest in the nation, with power available in abundance. I should think that much consideration would be given the possibility of a refinery location along the right of way in this area. I realize that this thought will evoke screams of terror from my conservationist friends. However, we must recognize that this facility, as well as the country, is here for all of us. The commercial use of this right of way should be joined with economic benefit to the State by way of usage fees, most of which might be used for the development and maintenance of the right of way for recreational purposes.

One of the major benefits of this trail system is in providing cover for game birds and animals along its length. This becomes increasingly important as economic pressures on our Game Department preclude the maintenance and operation of game bird farms, placing greater need for natural reproduction. I believe that this right of way should be made available for hunting in some areas. These areas should be identified by the Game Department and the sportsmen.

Another use that should be considered is the availability of ballast and surfacing material which might be available to the state highway department. As this right of way is in close proximity to

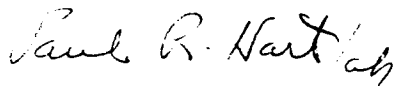
3.

the state and county roads and highways, much of this ballast material could be removed, with no detriment to the general utility of the right of way.

I suggest that Mr. Don Galbraith, of the Washington Sportsmen Council, Ephrata, Washington, be added to your advisory board as well as Mr. Ken Wilcox of the Back Country Horsemen, who was one of the original instigators of the trail concept.

It is my hope that these thoughts might be of some use to you. I appreciate the opportunity to make my thoughts known and ask that you keep me advised of any developments.

Yours very truly,

A handwritten signature in cursive script that reads "Paul R. Hart".

Paul R. Hart

PRH:ah

DEC - 1

November 28, 1983

Dames & Moore
155 N.E. 100th Street, Suite 500
Seattle, Wa. 98125

Re: Milwaukee Road Property Land Use Study

Gentlemen:

We are opposed to making a trail along the old Milwaukee Railroad right-of-way. The right-of-way goes through our farm for about two miles. Part of that right-of-way is 200 feet wide in order to accommodate a 70-foot deep cut.

We have been spraying the noxious weeds on the railroad right-of-way for over 20 years. The control of noxious weeds in Whitman County is vital to the farm economy in the area. The spread of weeds from the railroad right-of-way has been a major problem to the farmers.

There are few if any fences on the boundry lines of the farms today. Almost all fences have been removed so that the farmers can control the weeds and brush which otherwise grow in fence rows. For the same reason, fences along the Milwaukee right-of-way have also been removed. If the right-of-way is open to the public, there is nothing to stop the public from riding motorcycles and other vehicles into adjoining fields and damaging growing crops. The danger of fire is also very high in the summer as crops ripen and become tinder dry. The Milwaukee Railroad has had to pay a number of claims in Whitman County resulting from fires started by their trains. There have already been some problems with motorcycles using the right-of-way and driving into adjoining fields, even though the right-of-way is not open to the public.

We believe that the Milwaukee right-of-way from Warden to the Idaho line should be transferred to the adjoining land owners as soon as possible. There are presently some gaps in

Dames & Moore
November 29, 1983
Page Two

the ownership of that right-of-way as some parcels were sold to individual land owners before the state purchased the right-of-way. There is also the gap in the right-of-way from Royal City to Warden, which completely disconnects the Eastern Washington portion from the Central Washington portion of the right-of-way.

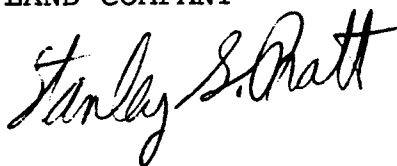
There is plenty of public space now available in Eastern Washington for hikers, hunters, horsemen, bird watchers and recreationists without the use of the Milwaukee right-of-way. The retention of the right-of-way by the State of Washington imposes a substantial liability on the state for weed and fire control, and also liability for injury to persons and property on or about the right-of-way. The state would necessarily have to undertake regular maintenance of the right-of-way at substantial expense in order to limit the state's liability if the right-of-way is going to be open for use by the public. We believe this to be an unnecessary expense to the state, and that the retention of the Milwaukee right-of-way in Eastern Washington will serve no useful purpose as other adequate opportunities and facilities are available to the public.

The right-of-way in Eastern Washington should be transferred to the adjoining land owners so that the state will be relieved of substantial expenses and liability. The right-of-way property in Whitman County has little value as very little of the property can be farmed. However, by transferring the property to the adjoining land owners, the land can be absorbed into the surrounding areas and uses.

Yours very truly,

PRATT LAND COMPANY

By:



Kittitas County, Washington



BOARD of COUNTY COMMISSIONERS

District One
Elizabeth H. McCune

District Two
Roy A. Lumaco

District Three
Rich Hoctor

December 5, 1983

**DAMES & MOORE
SEATTLE**

DEC - 5 1983

To Whom It May Concern
Re: Milwaukee Railroad Right-of-Way
From: Roy A. Lumaco, County Commissioner

Another meeting conflicts with the hearing this evening. I appreciate the opportunity to be able to submit written testimony regarding the uses of the abandoned milwaukee railroad right-of-way.

Once again we are asked to respond to a proposal that includes a portion of the milwaukee road bed for a recreational trail. While 17 miles may not seem detrimental to the total miles, the abutting land owners still suffer the abuses of users.

Nothing has changed in regards to what usage should be considered. Any portion that is allowed to be used as a recreation trail is not in the best interest of Kittitas County.

Kittitas County has incurred tremendous costs in repairs and maintenance of county roads that are crossed by the milwaukee route. We have been left with the repair and maintenance of these crossings and have incurred expenses exceeding \$40,000.00 and there are many more to be repaired.

A recreational trail will cause tremendous problems. The incidents of trespass, fire, vandalism, litter, weed control, and other conflicts will have an extreme impact on Law Enforcement.

We again strongly advocate that the abutting property owners deserve an opportunity to be actively involved in all future determinations made in regards to usage. The adverse impacts of a recreational trail, be it only 17 miles is totally unacceptable. With this in mind, please recognize that Kittitas County is blessed with many miles of recreational trails that already exist and allows all user groups to take advantage of the pristine beauty in the county.

I would urge the D.N.R to reject any and all considerations for any recreational usage on any section of the property, and to return it to the tax rolls.

Kittitas County, Washington



BOARD of COUNTY COMMISSIONERS

District One

Elizabeth H. McCune

District Two

Roy A. Lumaco

District Three

Rich Hoctor

December 5, 1983

**DAMES & MOORE
SEATTLE**

DEC - 5 1983

Routing

Dames & Moore, Consultant
Department of Natural Resources
Seattle, Washington

Dear Sirs:

I would like to respond, by letter, to your hearing of December 5, 1983 as I will be out of town and unable to attend in person. As a Kittitas County Commissioner I would like to state my position concerning the use of the Milwaukee Road right-of-way. I do refer to only that portion of right-of-way that lies within the boundaries of Kittitas County.

I believe that the most beneficial and cost effective, positive use of the existing portions of right-of-way is as follows: the first approx. 17 miles running eastwardly from Easton to Cle Elum to be used as some form of recreational trail. However, Kittitas County would have to be re-embursed for police-fire maintenance and/or other expenses incurred, by the State of Washington. This concept would make another location available for those groups with recreational trail site needs.

This approx. 17 mile strip would still be accessible at various intervals for police, fire, ambulance or emergency equipment. If it was longer, adequate response time for emergency equipment could not be expected there-for causing an emminent threat to life or property. I, as a commissioner from Kittitas County, have not talked to one person in this county that supports the concept of a county wide trail.

I believe that the remainder of the right-of-way between Cle Elum and the Beverly Bridge on the Columbia River should be either sold directly to or leased directly to the adjoining land-owners. As I'm sure you are aware, adjoining land owners must have a reason to own or lease the right-of-way. That reason is control of the land. Except for a few exceptions owning or leasing the right-of-way by the adjoining property owners would not be beneficial. However, if the adjoining property owners could control the land the problems of trespassing-fire control-thieft-weeds-littering-vandalism-etc. would disappear and there-fore the property owners would receive a worth-while benefit.

By simply being there the right-of-way presents a host of problems to the adjoining land owners. It allows access whether legal or illegal behind land owners property. This access cannot be properly controlled by law enforcement personnel. According to Sheriff

Page Two

Young it would cost approx. \$50,000.00 per year for a special Sheriff Patrol for the right-of-way.

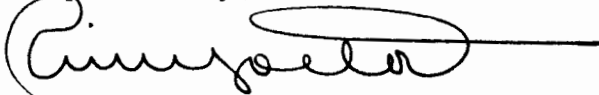
I am in favor of giving these adjoining land owners the controls they need to properly manage their proposed acquisition of right-of-way. If they are able to control access the adjoining owners might be interested in owning or leasing the respective right-of-way. I believe that the direct purchase of right-of-way by adjoining property owners would accomplish the best results. Control for the land owners and increased tax roll for the county. State incurred costs such as litter control, fencing, trespass, weeds, liability, etc. would go away.

As a fall-back position, I recommend the leasing of right-of-way to adjoining land owners with the right to control the usage of the land.

Please keep me informed as to the outcome of this public meeting at the Holmes Center on December 5, 1983, as I am prepared to aggressively lobby towards obtaining my position as outlined above.

If I can be of any assistance to you or you would like to discuss this matter further; please do not hesitate to call me at 962-6811, ext. 200.

Respectfully,

A handwritten signature in cursive script, appearing to read "Rich Hocter", with a long horizontal line extending to the right.

Rich Hocter
County Commissioner

RH/cm

November 28, 1983

Mr. Robert B. Harper
Department of Natural Resources
Olympia, Washington 98504

SA

Dear Mr. Harper:

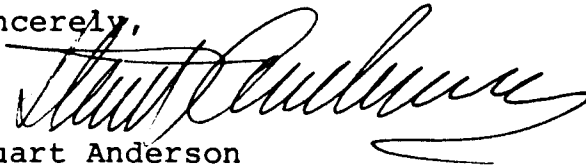
As I will be out of town and unable to attend the Public Meeting December 5th in Ellensburg, to discuss the Milwaukee Right-of-Way Land Use Study, I would like to express my views.

Stuart Anderson's
BLACK ANGUS
CATTLE COMPANY
RESTAURANTS

It is inconceivable to me that the entire right-of-way could be used as a public trail which would be used by a limited few at an astronomical cost to the taxpayers. It is very logical to use the right-of-way for a transportation corridor or a pipe-line. A portion could be designated for use by the public, such as the 17 miles out of Cle Elum, which would be more than adequate to satisfy a few horseback riders. At present, the gravel roadbed is not useable for either horses or bicycles--just one more cost the public would have to pay.

The land should be leased or sold to the adjoining landowners with rights to use as a transportation corridor by the State.

Sincerely,



Stuart Anderson
Chairman/Founder

SA/her

SERVING
ALASKA
ARIZONA
BRITISH COLUMBIA
CALIFORNIA
COLORADO
HAWAII
IDAHO
ILLINOIS
IOWA
MINNESOTA
MISSOURI
NEBRASKA
NEVADA
NEW MEXICO
OREGON
TEXAS
WASHINGTON

200 SECOND AVENUE WEST
SEATTLE WA 98119
(206) 281-3550

SMITH & MOORE
SEATTLE

DEC - 6 1938

Davis & Moore

Routing 13
File

Dear Sirs,

I'm sorry about the late return of your questionnaire. I was back East during November on a long awaited vacation. I am just getting caught up on my mail.

I filled in your questionnaire as well as I could.

I feel personally that the Milw. right of way should have gone back to the land owners adjoining it, since it came from them originally when it was bought by the Milw. R.R. We should have had the right to pay their delinquent taxes and acquire the land the same as would have been done to us if we hadn't paid our taxes. I worked for the Milw. R.R. as a foreman and locomotive Engineer for over 22 years

and am familiar with every foot of the right of way between Avery, Idaho and Othello, Washington. I feel that the biggest part of the land in question has no value to anyone except the adjoining property owners unless it could be used as a right of way for something like a pipe line. The right of way has very little scenic value in the area in question and has a high fire danger in most of it due to dry conditions and high weed and grass concentrations. It has many extremely dangerous areas for the use of recreational vehicles and horse back riders.

I would personally like to see it go back to the property owners adjoining it. If not possible I would secondly like to see it used for something like a pipe line on the road bed and all adjoining land next to the road bed go back to the adjoining land owners to own or use for farming or pasture land so that the weeds and grasses could be controlled.

Sincerely yours,
David L. Hunt



TRAP SHOOTING
ON GROUNDS
AT CITY AIRPORT

Kittitas County Field and Stream Club

ORGANIZED IN 1927 - INCORPORATED IN 1946

Affiliated With Washington State Sportsmen's Council, Inc.

P. O. BOX 522

ELLENSBURG, WASHINGTON



WILDLIFE CONSERVATION
A MAJOR INTEREST

NOV 15 1983
SEATTLE

DEC - 7 1983

Routing:
File:

Dames & Moore
Att. Mr. Duane Huckell
155 N. E. 100st
Suite 500
Seattle, Wa. 98125

Dear Sir;

At the Kittitas County Field & Stream Club meeting on Nov. 14th the Milwaukee Road Property Study was discussed.

Concensus was no better use could be durived than as Wildlife Habitat.

The Right of Way should be closed to all access except for farm machinery and emergency vehicles.

It could be a breeding ground across the state from which all wildlife could have a sanctuary and spread from there.

No maintnance or spraying would be required. However deer browse and bird feed plantings should be done.

This could be acomplished by volunteer organizations such as ourselves, with the help of the Game Department.

Such a program would require the least expendeture and bring the most benefit to the public.

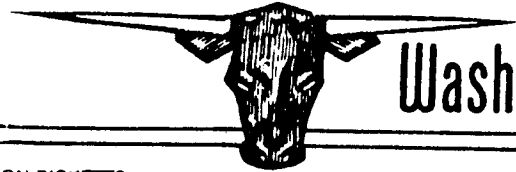
We wish to express appreciation for your requesting our input.

Yours Truly,
Dr. Don A. Childress Pres.

CP



Ellensburg Meeting Comments



Washington Cattlemen's Association, Inc.

DON RICKETTS
Executive Secretary

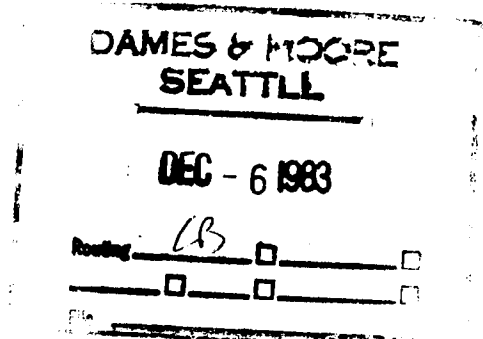
P.O. BOX 96 • ELLENSBURG, WASHINGTON 98926 • 925-9871 (509)

December 5, 1983

TO: Dames and Moore, Consultant
Department of Natural Resources

FROM: Washington Cattlemen's Association

RE: Comments on Results of the Milwaukee Road Land Use Study



Thank you for allowing this opportunity to comment on the results of the Milwaukee Road Land Use Study. I am Ann George, Administrative Assistant of the Washington Cattlemen's Association. The WCA has worked closely with adjoining landowners along the Milwaukee Road since the State purchased the property in 1981.

I would like to comment on two items recommended by the Dames and Moore study.

First, the 17-mile trail from Easton to Cle Elum raises serious concerns about funding.

- a) Will state funding be requested for construction, maintenance and operation of the proposed trail? What are the bottom line costs in these three areas?
- b) How many man-hours of volunteer labor would be required for construction and maintenance? Can a dependable supply of volunteer labor be counted on from year to year?
- c) What services would Kittitas County be expected to provide? What is the projected cost of these services? Will the county be expected to bear the financial burden, or will the state provide funding to the county for these services?
- d) If user fees are implemented, what is a realistic income to expect from this source, net of the expenses of collecting it?
- e) What is the projected cost per user-day of the proposed trail, including construction, maintenance and operating expenses?

-more-

The second item on which we would like to comment is the program of leasing the remaining corridor to adjacent landowners. We feel some type of lease-back program to adjacent landowners is the least costly solution for maintaining this property in concurrence with local weed districts and other requirements. We would, however, suggest that the following items be incorporated into this lease-back proposal.

- a) The lessee may restrict public access. This is the key to a successful leasing program. Without the ability to restrict public access, very few, if any landowners will participate in the lease program, therefore leaving more acres to be maintained at the expense of the taxpayers. Since the corridor has very limited agricultural value, the primary incentive for adjacent landowners to lease is the nuisance value, or being able to control trespass and prevent damages to their adjoining property. Under these circumstances, adjacent landowners leasing the property would assume that weed control would be their responsibility.
- b) Proposed use of the entire corridor by organized recreation groups would shift the burden of liability for fences, weed and fire control back onto the state.
- c) We support the concept of a lease-back program to adjacent landowners using existing DNR leasing provisions. Due to the uniqueness of this property, certain exceptions would be necessary, the most important of which would allow the lessee to close public access.
- d) We would suggest that you work with DNR personnel familiar with their leasing provision and a group of adjacent landowners to develop an acceptable leasing package.

Again, thank you for allowing public comment on the Milwaukee Road Land Use proposal. The Washington Cattlemen's Association would be happy to provide assistance in any way we can. May I answer any questions?

St. John, Washington
December 6, 1983

DAMES & MOORE
SEATTLE

DEC - 6 1983

File

Robert B. Harper
Department of Natural Resources
Olympia, Washington 98504

Dear Mr. Harper:

As adjacent landowners to the former Milwaukee Railroad right-of-way, I would like to express our concerns and wishes as to the future use of the corridor.

The most desirable option is to sell the right-of-way to the adjacent landowners at the price the landowners and the Milwaukee Railroad had agreed on prior to the State of Washington's purchase of the corridor.

A ten year lease to the adjacent landowners would be the next best alternative. Providing the lessee be able to restrict public access. Our neighbor has had his fences cut eleven times this year. Hunters have been found on our land without permission. One individual was prosecuted by me for trespassing in 1981. He and his companions were hunting on our place without permission on November 25, 1983. They gained access to remote parts of our place via the former Milwaukee Railroad right-of-way. The corridor does provide easy unobserved access to our land.

The least desirable use is that of a recreational road due to cost of financing, maintaining and controlling such a project.

Yours truly,

Thomas A. Simpson

Thomas A. Simpson

JAMES & MOORE
SEATTLE

DEC - 6 1983

Page 1. of
2 pages

18 Dec. 6 1983

Washington State Dept. of Natural Resources

Re: James & Moore

The present status of The Milwaukee Road property has become an ever increasing problem regarding trespass and Vandalism on the segment that I own.

Since the end of March 1983 there have been eleven separate incidents, some of which have been reported to the Whitman County Sheriffs office. The date of some of the occurrences are

- | | |
|-----------------|--|
| March 29 - 1983 | Gate hinges forced No Trespass Signs Destroyed |
| April 29 - 1983 | Gate Broken again - Fence Cut - 2 items |
| Sept 10 - 1983 | Fence Cut Signs destroyed |
| Sept 25 - 1983 | Fence Cut beside Gate |
| Oct 9 - 1983 | Fence Cut Posts Removed Signs destroyed |
| Nov 6 - 1983 | Lock on gate destroyed |
| Nov 6 - 1983 | Fence Cut Signs destroyed |
| Nov 12 - 1983 | Gate Left open |
| Nov 18 - 1983 | Chain on Gate Cut Padlock Gone |
| Nov 25 - 1983 | Post Removed Wires Cut |

This list does not contain numerous acts of trespass and illegal entry.

All of the above incidents are directly related to the Milwaukee Road property in its present state and reflect a real problem that must be resolved without delay.

Some other questions that need to be answered are

1. What is the estimated cost per user?
2. How much is the estimated cost of Development?
3. How much is the estimated cost of Maintenance?
4. Why cannot the Corridor be Closed to Public Use until such time as a decision as to future usages may be made?
5. Why was the Dames + Moore Study questionnaire slanted to assumption of Public use for recreational purposes?

Lyle D Stephens
RT 2 Br J7
St John Wm 99/71

Margaret Skill Hall
720 Seneca # 303
Seattle, Wa. 98101

The
To many of us whose ancestors pioneered that section of
The Milwaukee road, ^{in Whitman County} the John Wayne legends are somewhat incongruous.

My grandfather proved up in 1888 on his homestead just three miles or so from where the Milwaukee would go through. (Near Ewan). When I was in the third grade he told me that in the early days "except for officers of the law, only cowards and renegades carried hand guns." He had crossed the plains by ox-team, been an assayer in the mines of Virginia City, Nevada in 1865, migrated to Washington Territory in 1879, and been in Walla Walla in the vigilante days.

"We had shotguns and rifles to feed our families and protect our livestock from coyotes, but I never intended to be in a situation where I had either the need or the wish to kill another man."

An uncle who was a deputy sheriff in Whitman county near the turn of the century and my father, a lawyer who came to Colfax from Ohio via Texas, in 1889, concurred with grandpa.

While the Milwaukee road was building, Dad cautioned Mother that when he was away on business, to be careful, even with a rifle. If she had reason to shoot, to protect herself or the children, she must shoot to kill.

"It's his second shot," he said. He also advised that, if confronted by a person with a pistol, that person would very likely be either deranged or a coward. To have a pistol, ourselves, he warned, would be to present that person with an added threat which would make him doubly dangerous.

Early westerners generally survived by wisdom and discretion. As a rule, they were loath to either give or receive violence.

Harris
Milwaukee Road

To name the Milwaukee Road for John Wayne might carry a connotation other than the peacefulness and pristine beauty of the early days of the settlement of Eastern Washington. I have found no records, nor heard family tales of any violence after the era of 1858-9, when Colonels Steptoe and George Wright were involved with the Coueur D'Alene, Spokane and Palouse Indians. The fabled "range wars" between cattle and sheep men, were, if true at all, in another region altogether. There were some cattle thieves, and I suppose they carried pistols. To my ancestors, they would be categorized as renegades.

It can be understood why firearms of any kind being carried into the area now would be a threat to livestock grazing along the right-of-way, to say nothing of the danger to wildlife. There is merit in the fear of ranchers that the trail would risk vandalism and danger to their adjacent lands and homes. A carelessly discarded cigarette could set a field ablaze, with no recourse for damages, unless it would be the state.

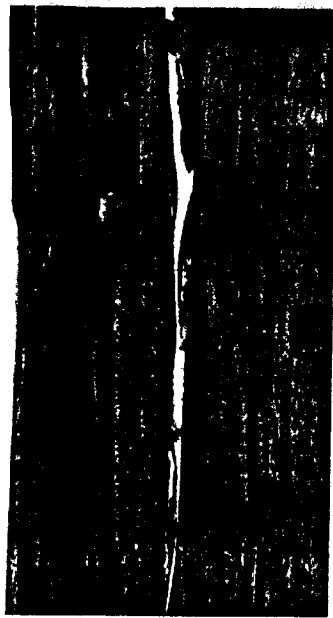
Fires were always a danger from the railroad. Here it is upgrade, the Milwaukee crews used to take out the screens to make the long pulls easier on the engines. Sparks would ignite the dry grasses, and the Milwaukee paid many a damage claim from a burned hay crop or pastureland.

Over against the objection of adjacent landowners, ^{however,} must be weighed the loss to future generations if a well-engineered, beautifully graded, and strongly ballasted road-bed ^{were} to be turned into cattle pasture. It would write off as waste years of future use of a public resources of unlimited spiritual, aesthetic and historic value.

Long live THE MILWAUKEE ROAD!!!

These parcels were taken on the upper ranch owned by Helen Still Schroyer. It is located three miles west of Cleven, Washington. The creek at Rock Creek and Cottonwood, at their confluence on the place originally owned by Ed Land purchased by Milan Still in 1929 and turned over to Helen Still Schroyer in 1932, owned by Mrs. Schroder until her death in 1977, when it was purchased from her estate by Don Whites of Pine City. - The Milwaukee railroad ran thru the entire place - some three miles or so. The bridge in the background is across Rock Creek about 7-6 miles below Rock Lake.

Mrs. Schroder also owned an operated a "lower" place, - about 6 miles West on the Milwaukee road - which was owned and operated by the Still family since 1898. - About 4 miles N that lower place were purchased by the Milwaukee of 1907-8. Rock Creek which was built thru the lower Still ranch runs parallel to the railroad thru the lower, Harry Jordan, also. - The Frank Turner, Bill Bowen, Jim Adase, Harry Jordan and Ed Land families lived on small farms along the railroad in this area - between Pevere and Civian - during my early childhood. I was born in 1907 at the lower place, when the Post office was at Monino, Pa. ~~It~~ Our post office was changed to Pevere shortly after 1908. Dan Cook, Carlos Harmon and Wirt Coffey were early neighbors between our lower place and Pevere. This lower place was sold in 1977. Margaret Still Harris 7210 Seneca #303, Seattle No. 98101



(5/11/00)





WAGONS HO!

One of the most popular features of our Nation's Bicentennial Celebration was the Bicentennial Wagon Train Pilgrimage to Pennsylvania.

Washington's Bicentennial Wagon Master, Ken Wilcox, and the horsemen's organizations that he is involved with, the Backcountry Horsemen of Washington and the John Wayne Pioneer Wagons and Trail Riders, believe that wagon trains should be promoted on the state owned Milwaukee right-of-way (John Wayne Pioneer Trail).

Public interest in the two Wagon Train Treks in 1983 and inquiries about future treks, from residents of this state and other states, indicates that such treks would give a great economical boost to the communities along the route.

At least 150 miles of the John Wayne Pioneer Trail is ready for use right now. The remaining 60 + miles needs bridge decking and guard railings and other maintenance items. In short, with very modest expenditures, the 212.9 mile r/w will be ready for recreational use.

In 1989, Washington will celebrate it's 100th birthday. Many of the early settlers of the state came by wagon train and horseback. What better way could we honor our pioneers and attract visitors than by scheduling and offering rides on Wagon Trains between Idaho and Easton or way points.

Transpo '86 will also bring many visitors into Washington, on their way to Vancouver, B.C. A ride on a Wagon Train would give these visitors a real taste of the old west as well as a change of pace and a chance to spend a few dollars in the restaurants and shops along the trail.

The horsemen ask the legislature to disregard this inadequate Dames & Moore study, to enact legislation designating the entire r/w a recreational trail, under Washington State Parks & Recreation Commission, with direction to work with the horsemen and the State Tourist Bureau, to get the wagons rolling, full of visitors...

John Wayne Pioneer Wagons & Trail Riders
P.O. Box 226
Issaquah, WA 98027

Backcountry Horsemen of Washington
20617 Poplar Way
Alderwood Manor, WA 98036



Central Washington University



Leisure Services

204 Edison Hall
Ellensburg, Washington 98926

(509) 963-1314

December 6, 1983

Dames and Moore
155 N.E. 100th
P.O. Box C-25901
Suite 500 Seattle, Washington

Dear People,

Following my attendance at your meeting of December 5th at the Hal Holmes Center in Ellensburg I would like to express my satisfaction with the findings of your study.

It has long been the contention of a number of us here in Ellensburg that the trail would be a beneficial addition to the Kittitas Valley. Your recommendations pertaining to development from Easton to the Thorp area were very close to what we perceived as most appropriate, given potential for use(s) and the costs involved.

Extension of the right of way improvement into Ellensburg, in my own opinion, would be a considerable waste of state money and would add little in the way of benefit to any but a few Ellensburg residents.

I realize that there is much to be done in developing your recommendations, but am also of the firm belief that what you presented last night was a sound, logical, first step.

Sincerely,

Dr. William Vance
Director
Leisure Services Program

BV:st

**DAMES & MOORE
SEATTLE**

DEC - 9 1983

Routing DAH

Department of Physical Education, Health & Leisure Services



December 8, 1983

Dames & Moore
155 N.E. 100th Street
Seattle, Washington 98115

Attention: Steve Johnson

Re.: John Wayne Trail

Dear Mr. Johnson,

It is my personal opinion that not to include all of that stretch of old railroad right-of-way between Easton and Ellensburg as right-of-way for all year public access would be hurtful to Ellensburg's expressed interest and efforts to acquire that property for public use. Similarly it would be contrary to the expressed views of hundreds of Ellensburg residents that the land be acquired for recreational and utility purposes. I cite as past evidence of that support:

1. Postcards sent by Ellensburg residents to Governor Spellman, May 1981.
2. Postcards sent by Ellensburg residents to Brian Boyle, DNR, and Representative Rod Chandler, November 1981.

These expressions of support from Ellensburg residents, reinforced by supporting correspondence from the Ellensburg City Council at that time, is in my opinion ample evidence of the enthusiasm held here by joggers, bikers, horsemen, and recreationalists in large.

I add my support to their cause by urging you to revise your preliminary findings by including the Ellensburg portion of the right-of-way in an uninterrupted path to Easton, Washington. I would also support joint usage

**DAMES & MOORE
SEATTLE**

DEC 12 1983

Routing SAS

GIL BRAIDA

A-63

ARCHITECT

701 NORTH PINE STREET / ELLENSBURG, WASHINGTON 98926 / (509) 925-3111

Dames & Moore
Attention: Steve Johnson
Re.: John Wayne Trail

Page 2

of that right-of-way by any utility function(s) that may be possible in the future which would not effectively destroy recreational use of that land.

Sincerely,



Gil Braida
Architect, Chairman, Downtown Task Force
Chairman, Beautification Commission
Member, Board of Directors Ellensburg Chamber of Commerce

cc: Mayor, Ellensburg
Paul Hart, Yakima
Donna Nylander, Ellensburg
Brian Boyle, DNR
Pacific N.W. Trails Association
Back Country Horsemen (Ken Wilcox)
Representative Gary Scott
Representative Rod Chandler
Ellensburg Chamber of Commerce
Bill Taylor,
Department of Commerce and Economic Development

December 12, 1983

Dames & Moore
Seattle, WA

Concerning the Milwaukee Trail (John Wayne Trail - or whatever name)

I have the following thoughts for you to consider about the trail:

1. I think it is imperative that the State retain custody of the right-of-way, and that conditions not be created through leasing arrangements which would make it extremely difficult to take the land back.
2. It is going to take some time to arrive at the best proposal for use of this right-of-way. Economic and political considerations (of issues other than the trail) are so intense and time-consuming right now that too few people are being heard on the subject. I talk to many who think the trail is a good idea, but it is a low priority for their personal involvement compared to other and more pressing concerns.

It would be terrible for the planners to offer some half-baked proposal, which because of obvious operational deficiencies, has no chance of being fairly and adequately tested.

3. The proposed plan as presented at Ellensburg is deficient for these reasons:

- a. Having the trail end (or begin) at Thorpe Praire is a very poor idea from the standpoint of access. The trail must be readily accessible in order to provide any degree of reliability to the data gained. This major flaw almost precludes success.

- b. You lend credence to the charge of excessive political influence when you propose to end the trail at the border of the wealthiest and loudest critic (and one who while a land owner is almost a non-resident in terms of actually living in the Valley). I'm speaking of Stewart Anderson of course.

4. The experiment should have its beginning or end at Ellensburg; it is so illogical to propose otherwise. The publicity would be so much better - the community and the city would almost certainly provide a level of involvement in the prosecution of all aspects of the experiment far exceeding that of your proposal.

5. Take the development funds available and do what can and needs to be done for the longer-length trail ending near ~~o~~ in Ellensburg.

I believe you could get enough volunteer help to extend the proposal to the longer distance. A lot of volunteer help is going to be needed anyway when a permanent plan is adopted; this will be a good opportunity to test the idea of volunteerism.

6. I'm not unmindful of the problem of effectively handling the issue of trail surveillance and maintenance. There are irresponsible people who will cause problems, and to say that they are a small minority in no way detracts from the potential seriousness of the problem. I would not wish to own land through which a trail ran and where, because of that trail, I should expect to have to deal with vandalism and other problems caused by such people.

SOME BY THE

Some system to guard the trail is necessary. I have one suggestion that stems from the name sometimes applied - John Wayne - , and that is to ~~at least~~ some of the guards on horseback. I realize that is a small suggestion, but there are very likely individuals or groups who would do this. There isn't going to be money to pay for full-scale patrolling of the trail. There is going to have to be an effort made to enlist the support and cooperation of the users to patrol and maintain some level of surveillance on whatever length of trail is decided on.

Your experiment should test in an adequate manner whether this can be successful.

Hal Lindstrom
Ellensburg WA

copy to:
Governor Spellman

Hal Lindstrom
RT 1 Box 890
Ellensburg WA
98926

DAMES & MOORE
SEATTLE
DEC 14 1983

File

APPENDIX B

RECREATION ANALYSIS

B-1: Evaluation of Recreational Use Alternative

B-2: Corridor Evaluation

EDAW, Inc.

APPENDIX B-1
EVALUATION OF RECREATIONAL USE ALTERNATIVE

Overview and Description

The recreation alternative focuses on use of the Milwaukee Road in whole or in part for trail purposes. Other recreation opportunities presented by the R-O-W are primarily those associated with trail use (camping, wildlife observation, water body access, etc.) and are considered in this context.

State recreation trails are covered under the general directives of RCW 67.32, as amended. It is referred to as the Washington State Recreation Trails System Act, and it places trails in the following seven categories:

1. Cross-state
2. Water-oriented
3. Scenic access
4. Urban
5. Historical
6. Off-road
7. All terrain

The act further states that . . . "the same trail shall not be designated for use by foot and vehicular travel at the same time."

The Milwaukee Road qualifies as a cross-state trail, although portions would also fall under the water-oriented, scenic access, urban trail and historical trail classifications. It does not appear to possess the necessary characteristics for ORV¹⁾ trails, due to the straight and flat nature of the R-O-W and its ability to be traversed by conventional highway vehicles. While further mention is made in this evaluation of ORV potential, the Milwaukee Road's future as a trail appears to be linked to its designation for non-motorized use which would include hiking, bicycling, horseback riding, cross-country skiing, jogging and wagoning.

Trail use is assumed to include users interested both in traversing discrete portions of the corridor (e.g. one day outings), as well as those seeking an extended outing (linking to other trails and recreation opportunities, cross state travel, etc.). Trail associated activities would include, where applicable and appropriate, camping, fishing, nature observation, photography and picnicing. Hunting would not be part of permissible trail activities.

The potential offered by the Milwaukee Road R-O-W for trail purposes is seldom encountered in the United States and, more importantly, is unique in this state's history. In overview, its positive and negative attributes indicate that:

- o It represents the best available prospect for a complete eastwest crossing of the state. While discontinuous in three locations over the present state-controlled segment, none of the gaps represent insurmountable problems or excessive allocation of resources to remove. The portion of trail necessary to link to Puget Sound passes thru extensive public holdings and can ultimately link up to the King County Trail System (see Figure 1).

(1) ORV planning is now handled as a special sub-element of state recreation planning, pursuant to provisions of RCW 46.09.250.

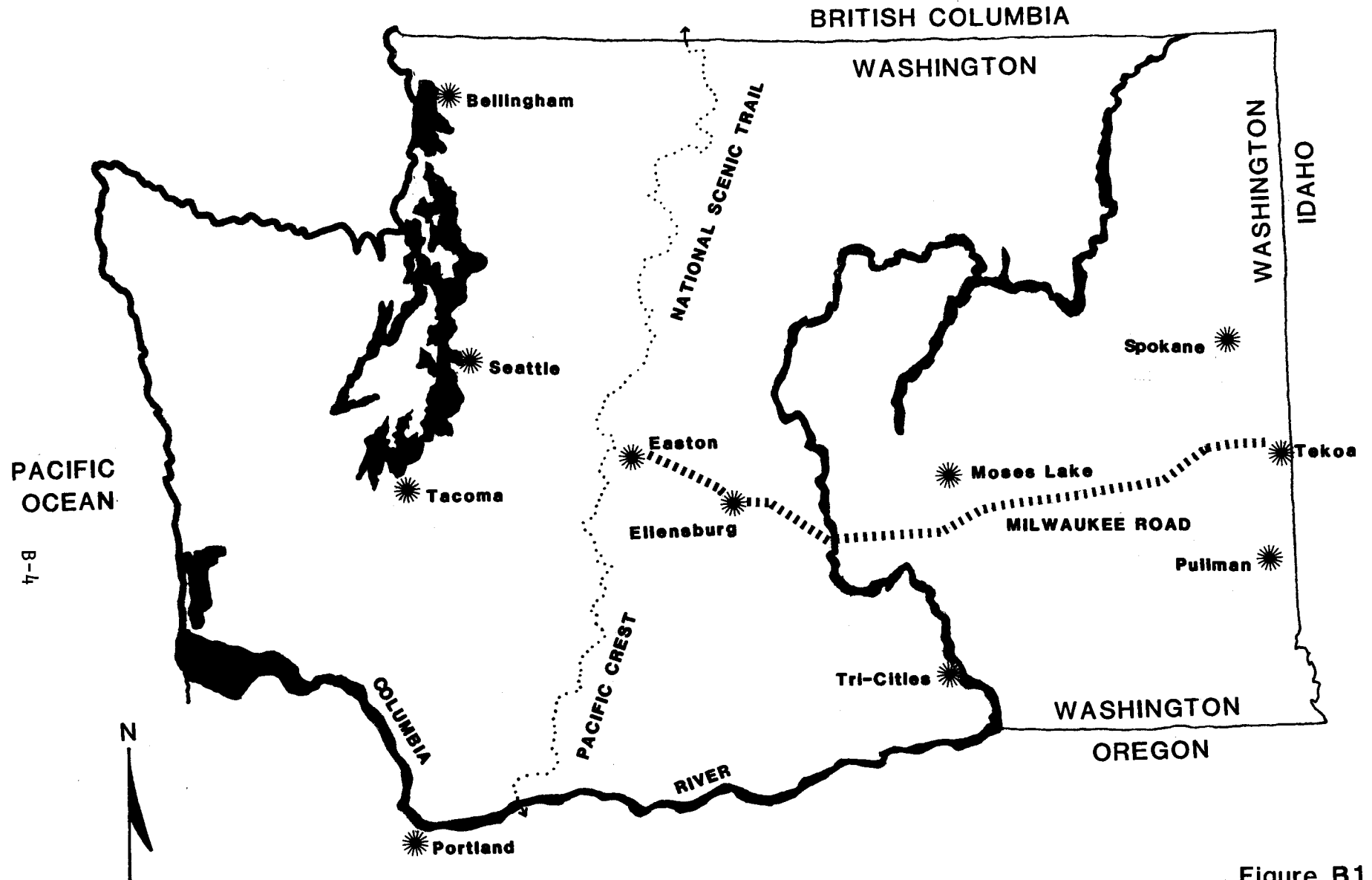


Figure B1

MILWAUKEE ROAD
STATE CONTEXT

- Its present western terminus is seven miles from the Pacific Crest Trail. The intervening land is publicly owned and traversed by numerous trails.
- It has an existing surface (8' - 10') of compacted gravel) that is suitable albeit not optimal for all potential trail users.
- It provides recreation access to the Yakima, Cle Elum and Columbia Rivers, as well as Crab Creek and Pine Creek. Additionally, it passes through or adjacent to numerous publically owned parks and wildlife refuges.
- It provides an overview of the rich diversity of the state's geology and the tremendous asset of our agricultural lands.
- It has received support publically from a wide range of potential user groups and environmentally based organizations.
- It is not uniformly interesting and has several sections which would receive relatively low usage.
- Due to support logistics and remoteness, some sections are suitable for only one or two of the potential user groups.
- It could introduce people into grassland areas that are subject to major and costly fires.
- It is perceived by many eastern Washington agricultural interests and landowners adjacent to the R-O-W as an undesirable use due to increased potential for vandalism, fire and loss of privacy.
- Management of such a lineal recreation strip does not fit neatly under the purview of any existing governmental body.
- Financial resources would have to be generated or assigned to cover capital improvements, as well as maintenance and operation (esp. police).
- Development of the corridor all at one time would require a significant commitment of available recreation funding and management resources.

To gain a feel for the dynamics of a trail of this length and diversity, field trips were undertaken during October and November of 1983. The primary intent of the field investigations was to determine which user groups would find an interest in having the trail (or portions thereof) developed. It also served as a mechanism to ascertain scenic quality and attractiveness of the trail. Travel modes included foot, horse and four-wheel drive. With few exceptions, the trail was useable by these modes in its present form.

To compliment the field study, a review was undertaken of existing mapping by local, state and federal agencies. The primary purpose of this effort was to ascertain ownership patterns, public access points and areas of historic interest.

Based on the field investigations and map review, the trail was broken down into fifteen sections that displayed identifiable scenic/geographic qualities (see Appendix B-2). Descriptions and special features of each section were noted, as were probable user groups, linkages and constraints to trail use (lack of water, sanitation, etc.).

A related exercise included a cross-check of user compatibility as shown in Figure 2. This evaluation suggests that at very low use levels (encounters with no more than five people per mile) all users except ORV's are generally compatible. This changes dramatically when encounters exceed somewhere in the vicinity of fifteen persons per mile. Of note, bicycles become incompatible (along with ORV's) with everything else. At this encounter level a special bike lane is desirable. This is highlighted because several sections of the trail, as noted, could receive high use by several user groups during fair weather.

Tread (surface) requirements of potential trail users were also evaluated. Figure 3 indicates relative suitability of various trail surfaces. As can be seen, the compacted gravel bed that presently exists represents a suitable (not optimum) surface for all potential user groups. It would be difficult to identify a more versatile surface.

Another critical trail dynamic is the clear passage envelope requirements of the various user types. In its present form, most of the R-O-W meets or exceeds all user group requirements, as it has a clear cross-section of 8'-10' except at bridges (8') and often has run out beyond this. There are no overhead restrictions except at bridges and tunnels and, in no case, do these encroach on clearance requirements.

While the R-O-W has an inherent suitability for trail use, it has some problems worth noting:

Bridges: There are approximately **150** timber or steel bridges of varying length. These are generally in very sound shape but most of the longer bridges have no decking between the ties. This makes passage for all user types dangerous or impossible. Several of these larger bridges also lack adequate railing. These shortcomings in the bridges are easily rectified except for the Columbia River crossing at Beverly. This is the largest bridge in the system and also carries an historic structure designation. Whether it could be modified in a satisfactory manner is unknown. Without substantial railings, it is uncertain if the bridge would be passable during periods of high wind.

Tunnels: The R-O-W has five tunnels, all presently unlit. Because of their length and curvature, passage through two of these tunnels without the aid of light is, at best, uncomfortable.

	BRIDLE	WAGON	HIKER	JOGGER	BICYCLE	ORV
Bridle						
Wagon	●					
Hiker	●	●				
Jogger	●	●	●			
Bicycle	●	●	●	●		
ORV	*	*	*	*	●	
Bridle						
Wagon	●					
Hiker	●	●				
Jogger	●	*	●			
Bicycle	*	*	*	●		
ORV	□	□	□	□	*	
Bridle						
Wagon	●					
Hiker	●	*				
Jogger	*	*	●			
Bicycle	□	□	□	□		
ORV	□	□	□	□	□	

Low Use = 0 to 5 people or small groups of people per mile







Moderate Use = 5 to 15 people or small groups of people per mile

High Use = Greater than 15 people or small groups of people per mile

- Generally compatible activities
- * Activities compatible but with some inconveniences
- Activities not compatible

Figure B2

MILWAUKEE ROAD
USER COMPATABILITY

MATERIALS							MAINTENANCE	COMMENTS
Concrete	○	●	○	○	○	●	med /low	Occasional sweeping may be required
Asphalt	○	●	○	○	○	●	low	Maintenance depends on subgrade preparation
Soil cement	○	○	○	○	○	○	med	Success is highly dependent upon soils
Gravel (compacted)	○	○	○	○	○	○	med	Tread quality is dependent upon well graded material
Wood chips	○	○	○	○	○	○	high	Frequent replacement required
Soil	○	○	○	○	○	○	med/high	Maintenance highly dependent on siting/use

○ Good

○ Acceptable

○ Marginal

○ Poor

● Unacceptable

B-8

Figure B3

MILWAUKEE ROAD
TREAD SUITABILITY

Water: Sources of potable water are few and far between. The ability of the state to put in wells is unknown due to scarcity and existing water rights. Trail users would have to be warned and required to provision accordingly. The state has existing wells (in association with some depots) that could be activated and certified as drinking water sources.

Shelter: Much of the R-O-W goes through mile after mile of very open land where protection from sun, wind, rain and cold are non-existent. Again, trail users would have to be warned of this condition and required to carry adequate clothing. Protection of stock presents another problem that could require the construction of shelters.

Sanitation : There are no public restroom facilities close enough to the R-O-W to serve trail users. The trail would require placement of self-contained toilets at trailheads and locations where overnight camping would be permitted.

Feed: Feed sources for trail stock are essentially non-existent within the R-O-W. Trail users would have to be warned to provision adequately before undertaking certain trail sections.

Emergency: The trail user is subject to fairly long response times in the event of emergency. Beyond the initial time to find and report an accident, locations of emergency services are widely scattered and involve travel times from forty-five minutes to an hour to reach portions of the trail. However, neither accident potential nor response time approach conditions experienced on our mountain trails.

BENEFITS

The primary benefit of developing the Milwaukee Road for trail purpose accrues to the potential trail user groups. An understanding of the number of people served can be gained by reviewing statewide statistics for recreation participation presented in the State Comprehensive Outdoor Recreation Plan (1979).⁽²⁾ Table 1 indicates statewide annual activity occasions by user type for the potential user groups (wagoneering excepted) on the Milwaukee Road and projections based on state population growth to the Year 2000.

As can be seen, day hiking is the most popular user type under consideration, followed closely by bicycling. Other significant user populations are seen in nature study, horseback riding and jogging (the latter being subject to considerable upward adjustment probability in the 1984 update survey).

In addition to satisfying user needs, recreation activities produce an economic benefit within the state as a whole and at the general vicinity of the activity. While trail related economic spin-off is fairly modest by its very nature compared to some other recreation forms (e.g. boating), aggregate expenditure for equipment, travel, provisions and other lodging is significant, considering the total number of participants. As no attempt has been made to determine the number of users of the trail, no estimate of economic spin-off is available. However, recreation activities of this nature generate activity occasion expenditures in a range of \$5 - \$10 per day.

(2) User data based on 1976 survey of recreation participation; update survey due to be published in 1984.

TABLE 1

ANNUAL ACTIVITY OCCASIONS⁽¹⁾
(in 100's)

ACTIVITY	1975	1980	1990	2000
Nature Study	33,892	37,686	45,155	49,596
Day Hiking	151,910	165,851	195,387	213,900
Backpacking	7,692	8,503	10,216	11,507
Cross-Country Skiing	1,031	1,155	1,408	1,591
Horseback	42,505	45,514	54,007	58,089
Bicycling	128,938	137,655	158,707	171,324
Jogger	35,300	39,252	47,031	51,657

(1) S.C.O.R.P. 1979

MANAGEMENT CONSIDERATIONS

Agency

In considering the trail option, it is necessary to identify a potential management agency. The state does not currently manage a recreation facility of the lineal magnitude of the Milwaukee Road, nor do any of the counties through which it passes. There is also little possibility that this trail would gain status under any national trail system designation.

The state, through the Department of Transportation, does successfully operate a highway system that involves essentially all cities and counties and emphasizes cooperation in emergency and police protection and certain fund sharing. Often these highways have designated bike-ways in association with the roadway.

The Department of Natural Resources manages most of the trail system at the state level due to its extensive land holdings. These trails are typically in forested and mountainous environments and are usually pathways for foot and horse traffic.

The State Parks and Recreation Commission also manages numerous trails in association with designated park sites. These are generally contained within park boundaries with linkages (where appropriate) out to trails managed by other entities. Trail purposes serve generally hiking and horseback interests. The Commission also administers the state's Sno Park program which provides access to snowmobile trails (usually on lands administered by other agencies). Sno Park areas may also be used by cross-country skiers and sno-shoers.

For purposes of the recreation trail alternative, it appears that either the Department of Natural Resources or the State Parks and Recreation Commission would be appropriate operating agencies if the state were to be designated as trail manager.

Another option would be to allow the trail to be managed by the various counties through which it passes. While this would promote total coordination of required services within each county, it would leave over-all coordination and management unassigned. Significant variance in trail condition could arise. This option is not considered appropriate for a trail of this concept.

A third option would be to establish the trail as a special district within state government. Within prescribed limits, it would be a self-governing and self operating entity. This approach is used for special recreation facilities in other states, but is unknown at this scale in Washington. While the use of special districts is common in the state for other purposes, it does not appear to be necessary in this instance.

MANAGEMENT CONSIDERATIONS - (cont'd)

Funding

Funding for recreation facilities can come from several sources including grants, bonds, loans, user fees, donations, contributed services and direct appropriations. The funding mechanism must cover acquisition, capital and operating costs. Through the Interagency Committee for Outdoor Recreation (IAC), the state coordinates disbursement of grant and bond programs for recreation facilities. The IAC provided the funding necessary to acquire the Milwaukee Road and would be coordinator of future funding for acquisition and development if the trail attains status as part of the State Recreation Trail System.

The major federal grant-in-aid program available to the state is through the Land and Water Conservation Fund. While not available in the magnitude of previous years, this source undoubtedly would be used to fund portions of trail development costs. Any future state recreation bond program could include specific funds for development of the Milwaukee Road as would annual appropriation budgets to the selected state management agency. Operating funds would come primarily from the selected state management agency budget.

The potential exists to impose user fees on those wishing to use the trail for recreation purposes. Income derived from these fees would go back into support of various trail operation requirements.⁽¹⁾ Fees would most likely be collected through purchase of a trail use permit and, in this instance, would provide control not unlike fishing licenses for access to state waters. The state's Sno Park system performs a similar regulatory/income function and is imposed on users of snowmobile trails originating out of designated and maintained parking areas. It is not unreasonable that user support should be up-front for a facility such as envisioned for the Milwaukee Road.

In its short history as a state facility, the Milwaukee Road has received considerable contributed services in the form of volunteer labor for cleaning up and grading the R-O-W after demolition. This effort has generally made the trail useable and is an indication of interest and support that may be available in the future. While it is difficult to budget based on the continued availability of volunteer labor, the number of groups that could provide services and which have indicated an interest is significant enough to suggest that it will be available in the future.

- (1) Fees thus termed could help offset costs to county police and emergency budgets.

MANAGEMENT CONSIDERATIONS - (cont'd)

Use Restrictions

The trail needs to be designated for either motorized or non-motorized use under state law. Based on evaluation of user groups potential and public testimony, it is clear that the Milwaukee Road Trail should be designated for non-motorized use. Further use designations may be warranted to resolve conflicts with some non-motorized uses (especially bicycle) depending on actual use patterns. Emergency vehicles would be permitted as required.

Hours of use would not need to be restricted as the trail would be operated more in the context of a back country trail, where overnight camping is permitted. Trail use would be restricted in periods of high fire danger. Access would be limited to prescribed trailhead locations where adequate parking, litter control, sanitation and signage could be provided.

Easement/Rights

Numerous easements and crossing rights exist along the length of the R-O-W. These can be continued as is within the context of trail development.

IMPLEMENTATION PLAN / DEVELOPMENT APPROACH

The development concept for the Milwaukee Road trail alternatives envisages use of the R-O-W in its present condition with the following upgrade requirements:

The gravel ballast would be graded and compacted where required. This would serve as the trail surface.

Bridges with open decking would have a continuous surface applied of wood and gravel over layment.

Bridges without railings would receive safety railings.

Trailheads would be developed at logical access points. Improvements would include parking areas, sanitation facilities, litter cans and signage indicating trail section length, camping opportunities, water availability, points of interest, etc.

Camps would be developed at appropriate locations. Improvements would include sanitation facilities, fire pits, litter cans, picnic tables and camping sites.

Water would be provided at locations where existing state water rights and wells exist, provided the wells can attain state certification.

The development of a trail two hundred miles in length by a state agency is unprecedented. If the trail option is chosen, it is strongly recommended that the trail be implemented in phases. This accomplishes several things:

Shakedown: It allows the trail operations to be tested both from a user and management standpoint.

Cost Spread: It spreads trail development over several years and lightens the impact on annual budgets.

User Acceptance: It establishes user acceptance of the trail and user mix.

Perception Tuning: The perceived trail impact on vandalism, litter, etc. is either verified or altered.

Test openings should be undertaken in three diverse sections. The most obvious section appears to be that from Easton through the Yakima River Canyon (Sections 1 and 2), where there is high scenic value and user potential and relatively modest negative reaction to the trail concept. No excessive development costs are encountered in this area. Extensions from the canyon to Ellensburg (Section 3) should be considered in the near term future (three to five years) as there is strong user support in Ellensburg for the trail. Two additional sections recommended for test opening in the near term future are Crab Creek (Section 7) and Pine City (Section 14). Crab Creek has excellent access potential, traverses large tracts of publically owned land and has minimal development cost. It also acts as a test for user acceptance of a trail in a remote area.

IMPLEMENTATION PLAN / DEVELOPMENT APPROACH - (cont'd)

Pine City (Section 13) has good surveillance potential from adjacent roads, high scenic value and would represent a test of user support from the Spokane-Pullman population base. Again, development costs for this section are not excessive. This section has known opposition.

It is also recommended that the trail be opened in an "as is" condition during limited and specified times of the year to formally establish user groups that pre-register with the state. Openings would be coordinated with periods of low fire danger.

Those portions not designated for initial trail use (all but the westernmost twenty five miles of the R-O-W) would be leased to abutting owners. During the test openings, user and abutter acceptance and management logistics can be monitored. At the end of the initial trail test period an evaluation would be made if further sections should be opened or if the existing trail should be closed and the R-O-W used for other purposes.

APPENDIX B-2

CORRIDOR EVALUATION

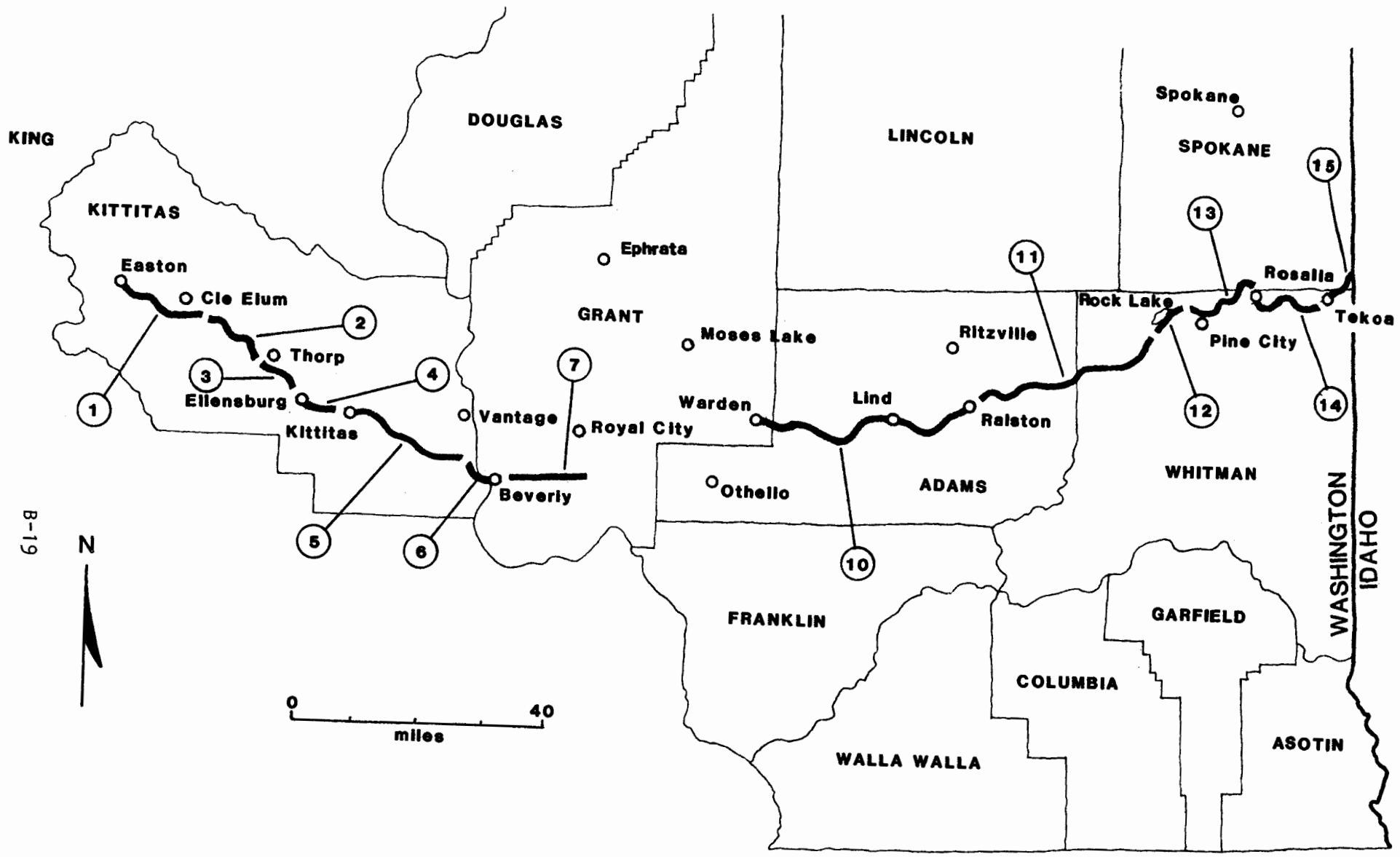


Figure B4

MILWAUKEE ROAD

CORRIDOR AND SECTION INDEX

SCENIC RATING



High



Medium



Low

OWNERSHIP



State owned



Non-state owned

USER TYPES



Bicycler



Cross-country skier



Hiker



Horseback rider



Jogger



Snowmobiler



Wagoneer



Wildlife Observation

Figure B5

MILWAUKEE ROAD SECTION LEGEND

SECTION 1: EASTON TO YAKIMA CANYON (EASTON)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Views to Wenatchee Mountains ◦ River crossings of Yakima and Cle Elum Rivers ◦ Pine forests, grasslands 	Moderate to high Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ Easton (timber, coal mining) ◦ Cle Elum (timber, mining) ◦ Depot and power substation (South Cle Elum) ◦ South Cle Elum railroad houses 	
Geological	<ul style="list-style-type: none"> ◦ Upper Yakima Valley Floor 	
Other	<ul style="list-style-type: none"> ◦ Numerous potential camping sites ◦ Traverses other DNR holdings ◦ Lake Easton State Park, one-half mile ◦ Snowmobile center at Easton ◦ Rafting/tubing/fishing on Yakima River ◦ Numerous trailheads into Cascades nearby ◦ Seven miles to Pacific Crest Trail 	
Access	<ul style="list-style-type: none"> ◦ Easton, South Cle Elum, Lower Peoh Pt. Road ◦ Good trailhead sites at Easton and Cle Elum 	
Constraints	<ul style="list-style-type: none"> ◦ Freeway noise ◦ Transmission line and towers ◦ Major bridges require decking for safe passage 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - hiking, bridle, wagonering, bicycle ◦ Moderate - cross-country skiing, snowmobiling ◦ Low - ORV's, jogging 	



MILWAUKIE ROAD
EASTON 1

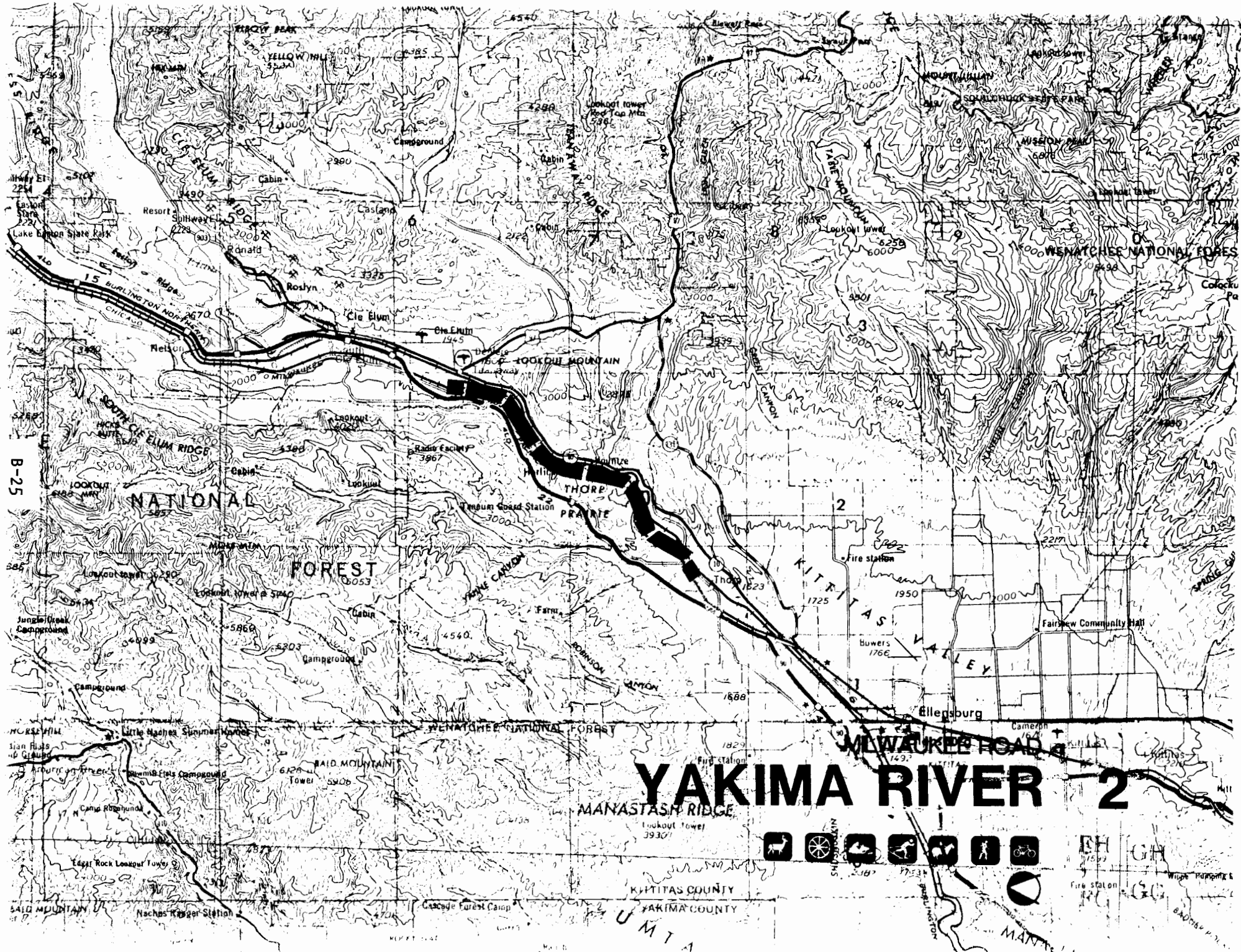


MANASTASH RIDGE

SECTION 2: YAKIMA RIVER CANYON TO THORP (YAKIMA RIVER)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Views to Wenatchee Mountains ◦ Yakima River directly adjacent ◦ Steep canyon walls on south side 	High Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Canyon - Upper Yakima River 	
Other	<ul style="list-style-type: none"> ◦ Direct access to Yakima River ◦ Rafting/tubing/fishing on Yakima River ◦ Numerous potential camping sites ◦ BLM ownership on Yakima River 	
Access	<ul style="list-style-type: none"> ◦ Lower Peoh Pt. Road ◦ Power line R-O-W on Lookout Mountain ◦ BLM land to Bur. Rec. Ditch to Horlic Road ◦ Taneum Road 	
Constraints	<ul style="list-style-type: none"> ◦ Access to trail in Canyon section limited ◦ Two unlit tunnels ◦ Traverse of Black Angus Farms ◦ East end trailhead limited 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - hiking, bridle, wagoneering, bicycle ◦ Moderate - cross-country skiing, snowmobile ◦ Low - ORV's, jogging 	



YAKIMA RIVER 2



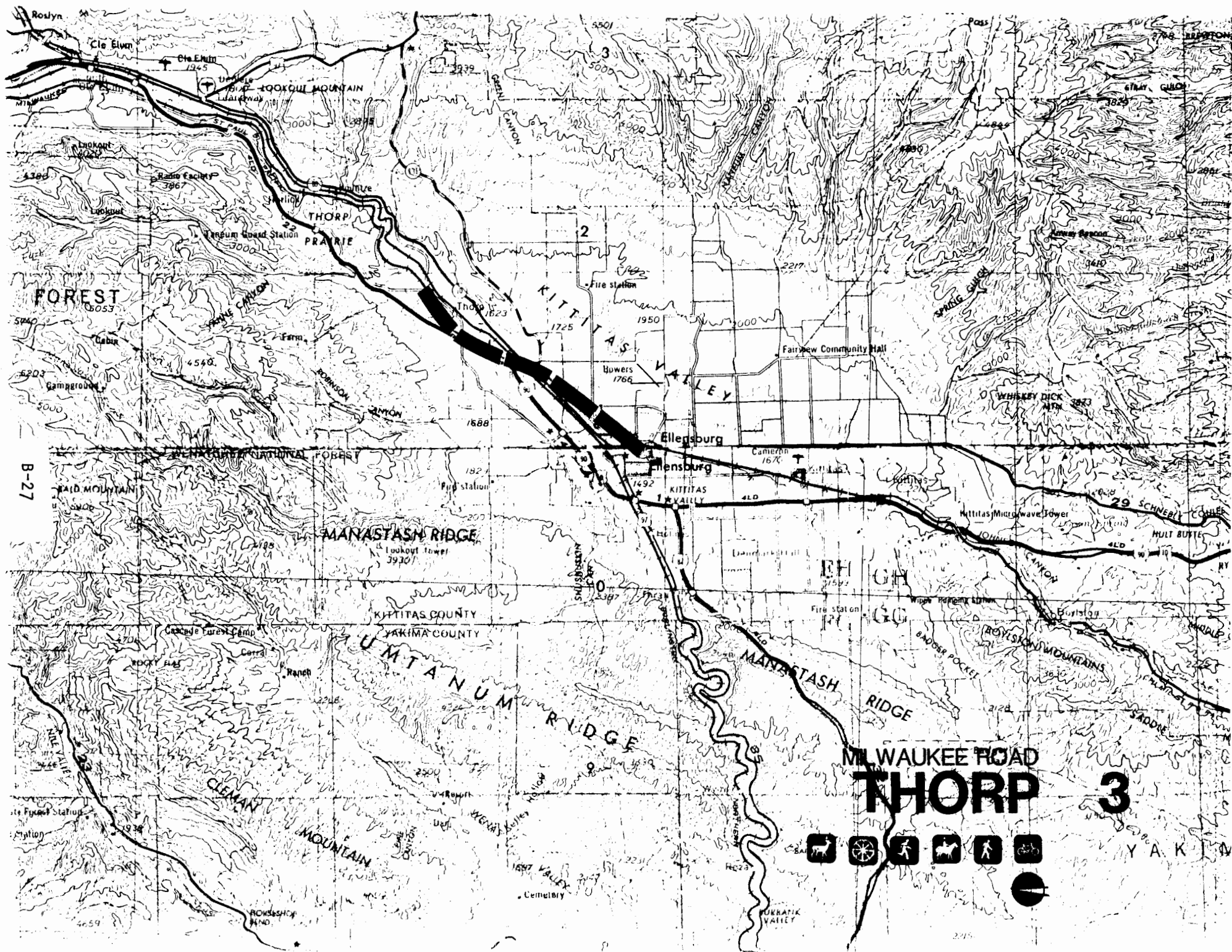
BH 1599
 GN
 CG
 Fire station
 High Pressure
 8000 ft.

KHTITAS COUNTY
 YAKIMA COUNTY
 UMT 1

SECTION 3: THORP TO ELLENSBURG (THORP)

CHARACTERISTIC FEATURES

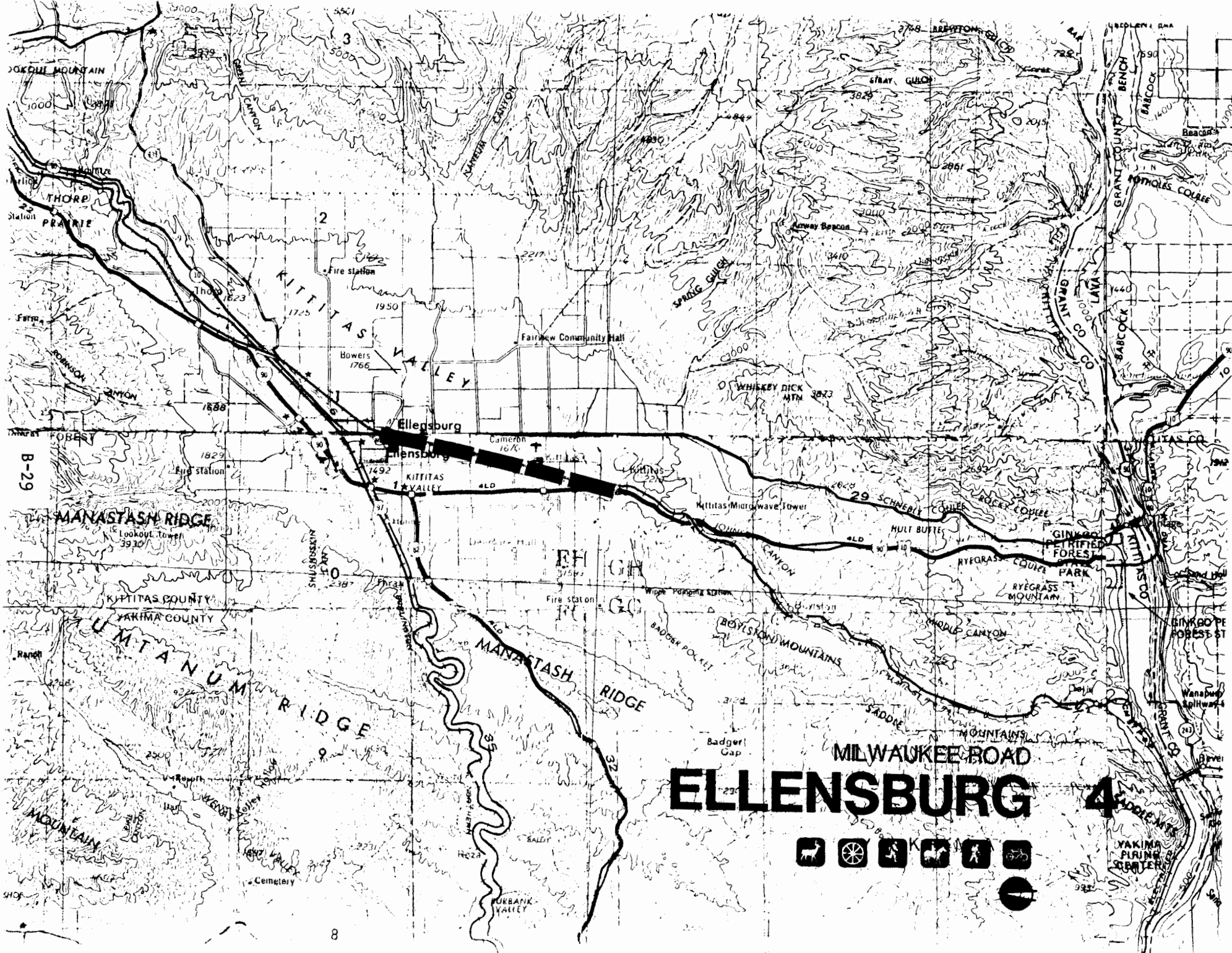
Scenic	<ul style="list-style-type: none"> ◦ Agricultural setting ◦ Flat ◦ Kittitas Valley ◦ Yakima River 	<p>Low to Moderate Scenic Quality</p>
Historic	<ul style="list-style-type: none"> ◦ National Historic District (Ellensburg) 	
Geological	<ul style="list-style-type: none"> ◦ Broad Valley Floor (Yakima River) 	
Other	<ul style="list-style-type: none"> ◦ Agricultural ◦ Signed bike route connection to Ellensburg ◦ Crossing of Yakima River braided channel ◦ Diverse bird habitat 	
Access	<ul style="list-style-type: none"> ◦ Taneum Road ◦ SR-130 ◦ Ellensburg 	
Constraints	<ul style="list-style-type: none"> ◦ Central Washington University purchased R-O-W through campus; alternate linkage required ◦ Perceived conflict with adjacent agricultural activity ◦ West end trail head limited ◦ Several bridges need decking and/or railings 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - bicycling and jogging ◦ Moderate - bridle, hiking and wagonering ◦ Low - ORV, snowmobile, cross-country skiing 	



SECTION 4: ELLENSBURG TO KITTITAS (ELLENSBURG)

CHARACTERISTIC FEATURES

Scenic	◦ Farmland, Kittitas Valley	Low to Moderate
Historic	◦ Olmstead Place Historic Park (one-half mi. south) ◦ Kittitas depot	Scenic Quality
Geological	◦ Kittitas Valley broad lowlands	
Other	◦ Diverse bird habitat	
Access	◦ Kittitas ◦ Ellensburg	
Constraints	◦ Perceived conflict with adjacent agricultural activity	
Trail Use Potential	◦ High - none ◦ Moderate - bicycle, jogging, bridle, wagoneering, hiking ◦ Low - ORV's, cross-country skiing, snowmobile	



MILWAUKEE ROAD
ELLENSBURG

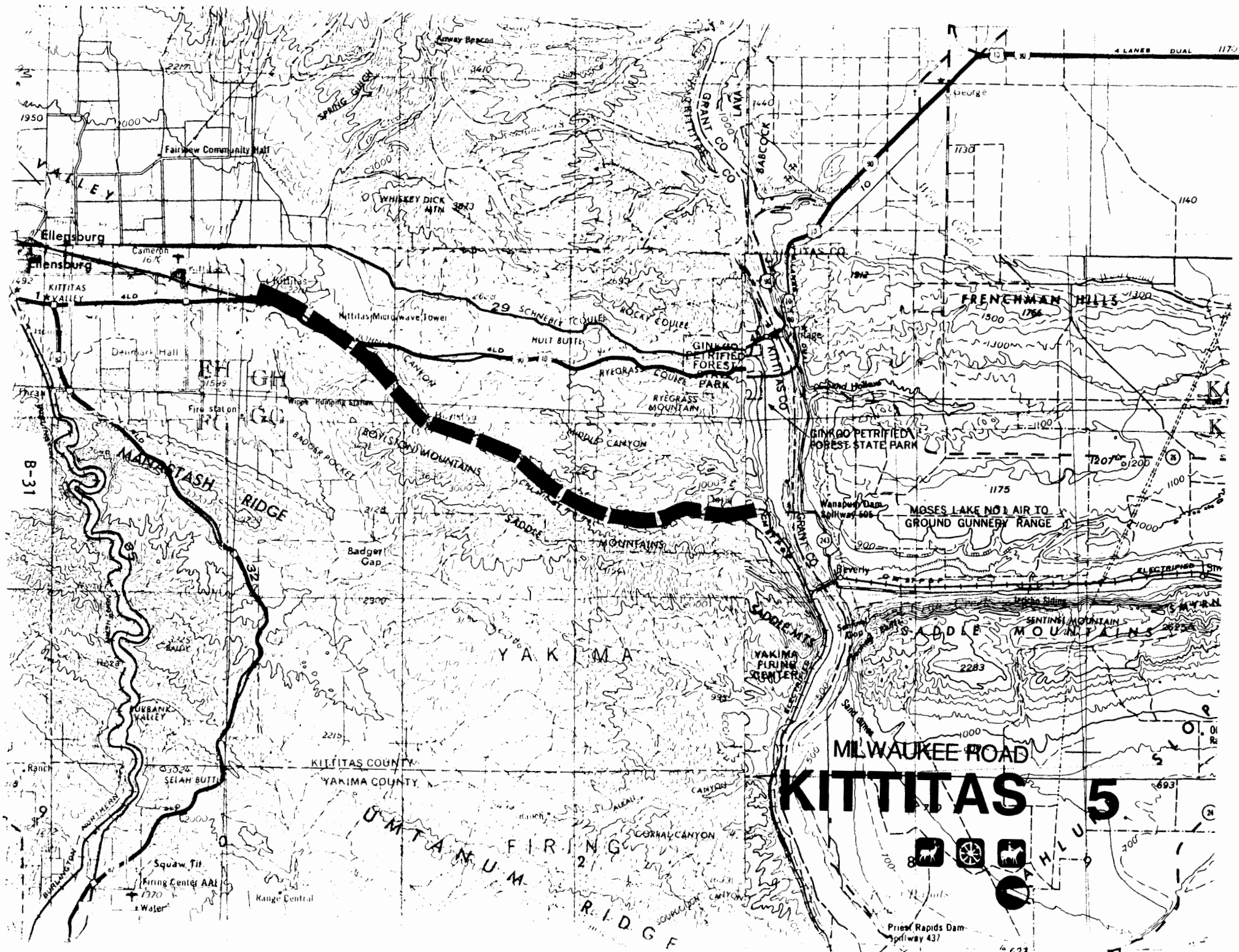


4 **ADLER**
 YAKIMA PLUM
 GARDEN

SECTION 5: KITTITAS TO COLUMBIA RIVER (KITTITAS)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Views to Kittitas Valley ◦ Views to Columbia River Basin ◦ Wide open rangeland 	<p>Moderate Scenic Quality</p>
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Bolyston Mountains ◦ Saddle Mountains 	
Other	<ul style="list-style-type: none"> ◦ Feeling of "pioneer spirit" in open land ◦ Traverse several BLM and DNR tracts 	
Access	<ul style="list-style-type: none"> ◦ Bolyston Road ◦ Kittitas ◦ Columbia River (Doris Road) 	
Constraints	<ul style="list-style-type: none"> ◦ Highway noise on western portion near I-90 ◦ Tunnel-unlit-long ◦ Water supply (at tunnel, drip bucket) ◦ Remote location (13 miles =/± with no water/access/shelter) 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - none ◦ Moderate - equestrian, wagonering ◦ Low - ORV, jogging, hiking, biking, cross-country skiing, snowmobiles 	



KITTTAS 5

MILWAUKEE ROAD



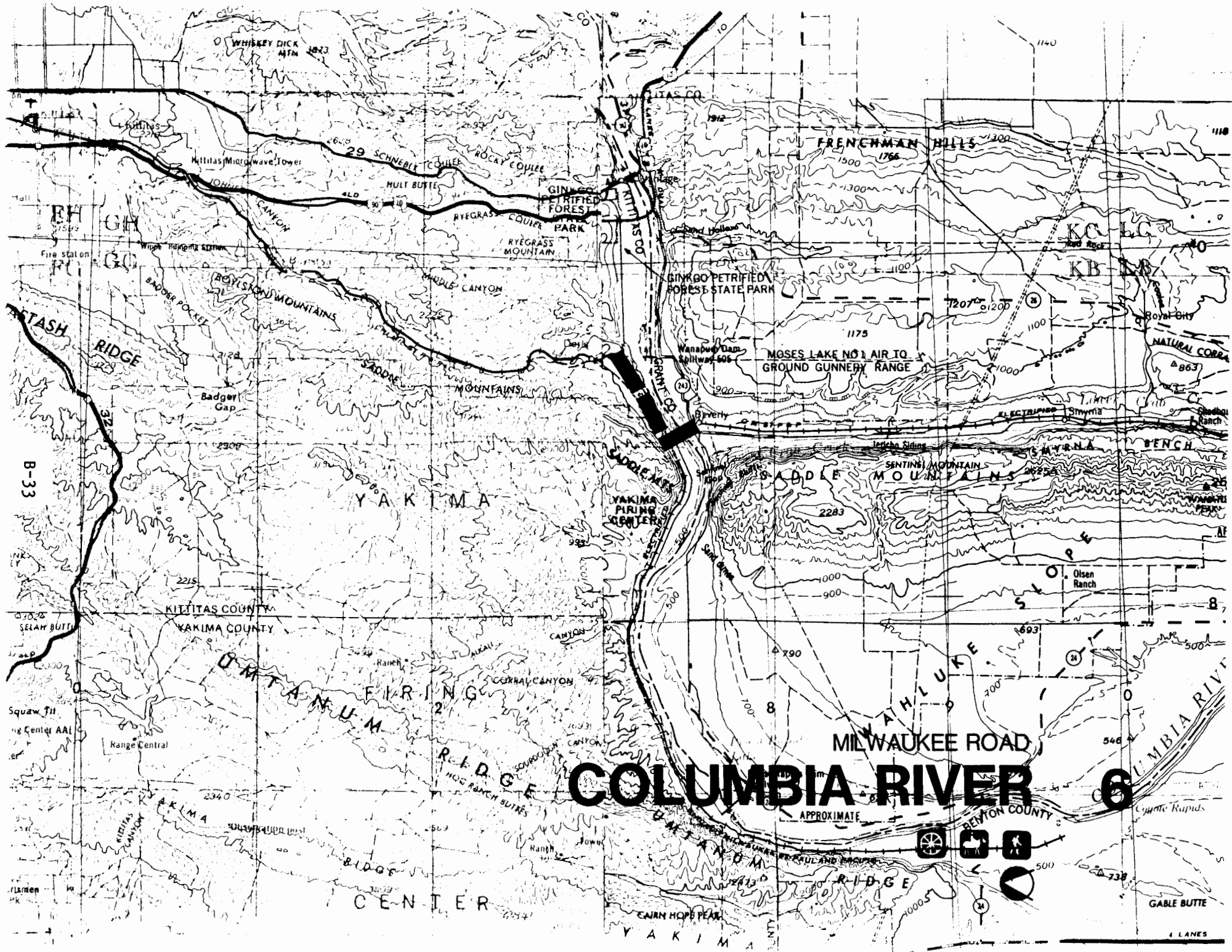
Priest Rapids Dam
Spillway 437

623

SECTION 6: COLUMBIA RIVER (COLUMBIA RIVER)

CHARACTERISTIC FEATURES

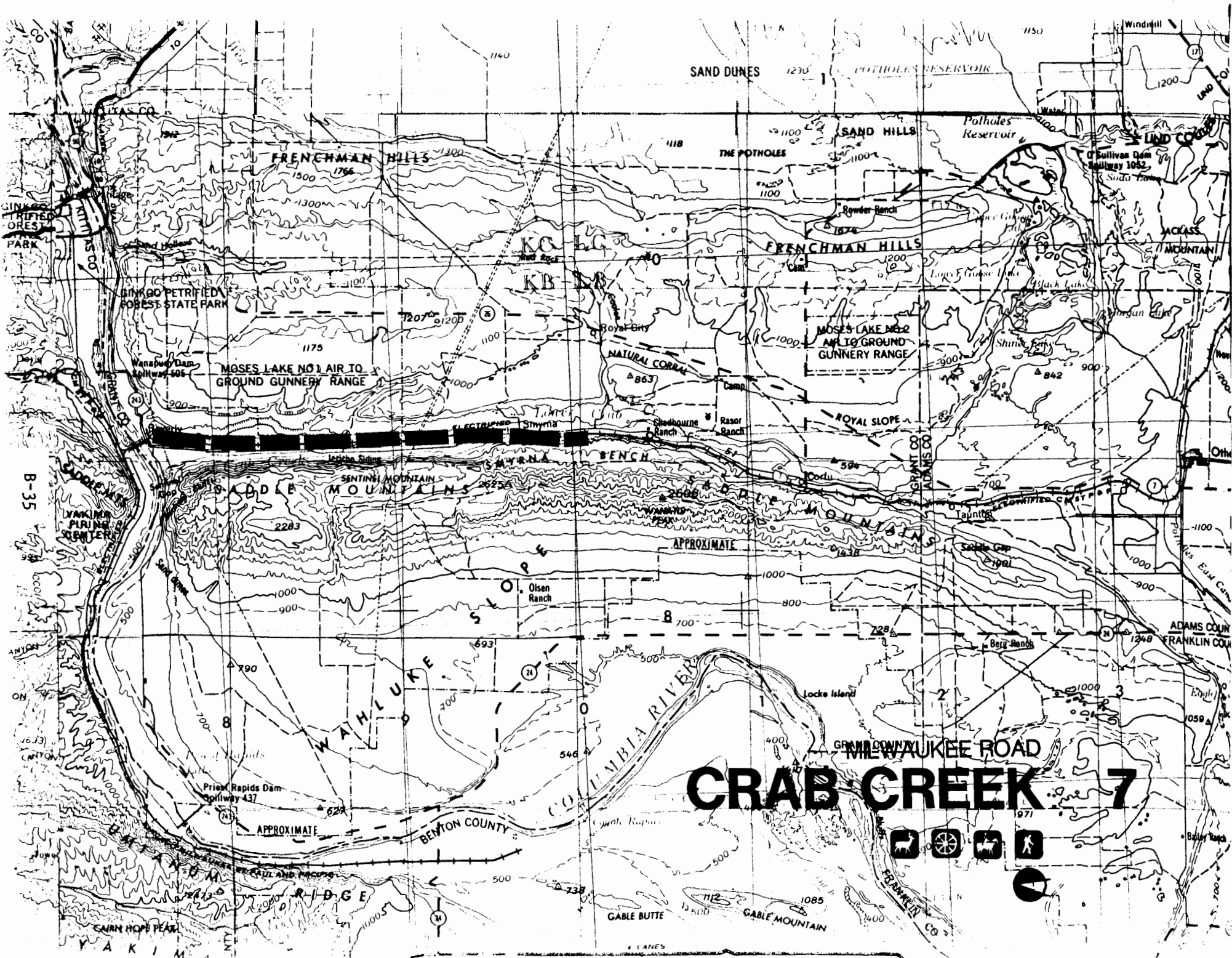
Scenic	<ul style="list-style-type: none"> ◦ Columbia River Basin ◦ Saddle Mountains 	High Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ Beverly Bridge (National Historic Bridge) 	
Geological	<ul style="list-style-type: none"> ◦ Columbia River ◦ Saddle Mountains ◦ Basalt Cliffs 	
Other	<ul style="list-style-type: none"> ◦ Wanapum State Park two+ miles north ◦ Ginko Petrified Forest State Park two+ miles north ◦ Yakima Firing Range adjacent on top of bluff ◦ Potential low level crossing at Wanapum Dam 	
Access	<ul style="list-style-type: none"> ◦ Beverly ◦ Huntzinger Road 	
Constraints	<ul style="list-style-type: none"> ◦ Columbia River Crossing ◦ High wind potential on bridge ◦ Bridge requires guard rail and decking 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - none ◦ Moderate - bridle, wagoneering and hiking ◦ Low - ORV, jogging, cross-country skiing, snowmobile bicycle 	



SECTION 7: COLUMBIA RIVER TO ROYAL CITY JUNCTION (CRAB CREEK)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Crab Creek ◦ Saddle Mountains ◦ Columbia Basin 	<p>Moderate</p> <p>Scenic</p> <p>Quality</p>
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Saddle Mountains ◦ Potholes 	
Other	<ul style="list-style-type: none"> ◦ Beverly Dunes ATV Rec. area (state) ◦ Crab Creek Wildlife Recreation Area (state) ◦ Lenice/Merry/Nunnally Lakes ◦ Columbia National Wildlife Refuge 	
Access	<ul style="list-style-type: none"> ◦ Beverly ◦ Lower Crab Creek Road ◦ Smyrna 	
Constraints	<ul style="list-style-type: none"> ◦ Trail discontinuous at eastern terminus 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - hikers, bridle ◦ Moderate - wagoners ◦ Low - bicycle, joggers, ORV, Cross-country skiing snowmobiling 	



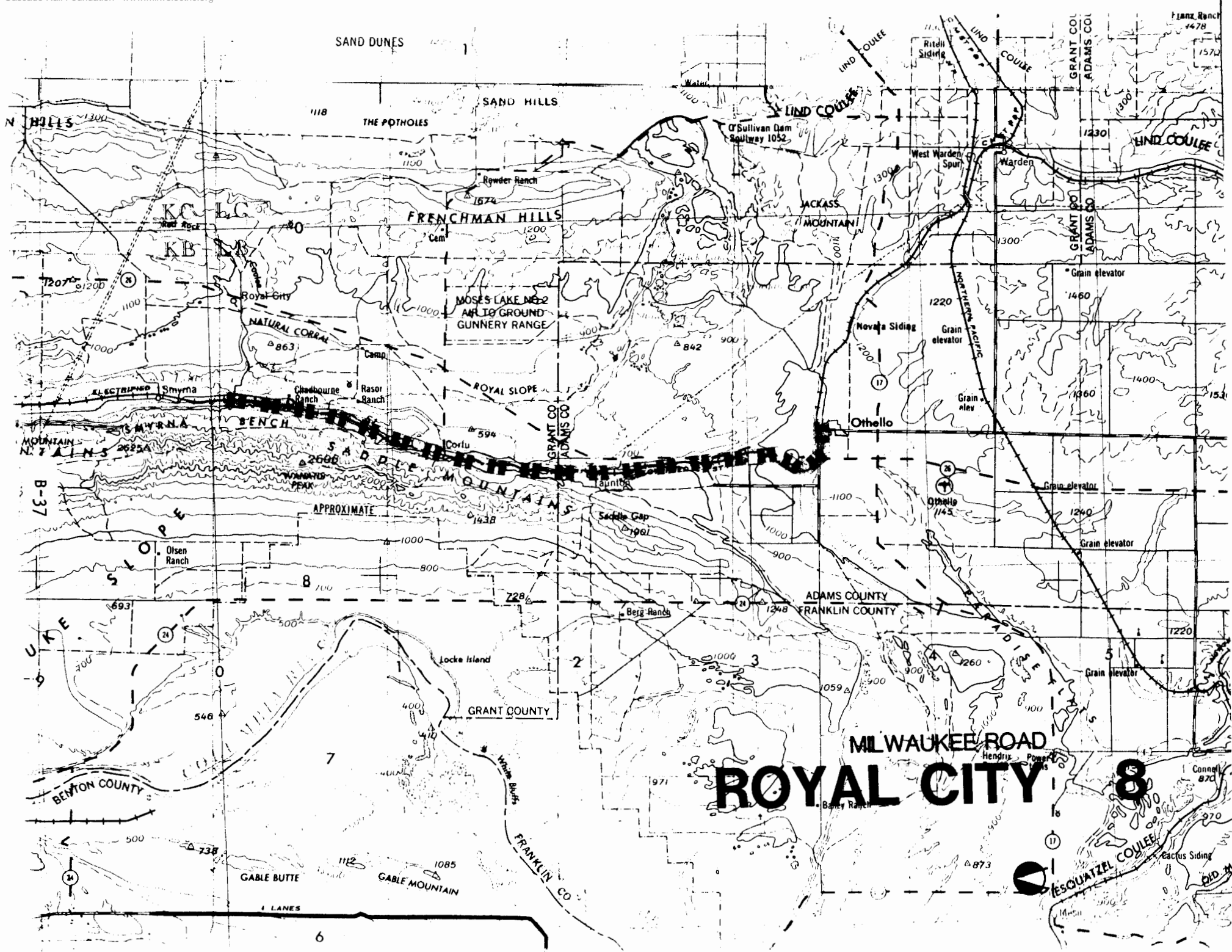
CRAB CREEK 7



SECTION 8: ROYAL CITY JUNCTION TO OTHELLO (ROYAL CITY)

CHARACTERISTIC FEATURES

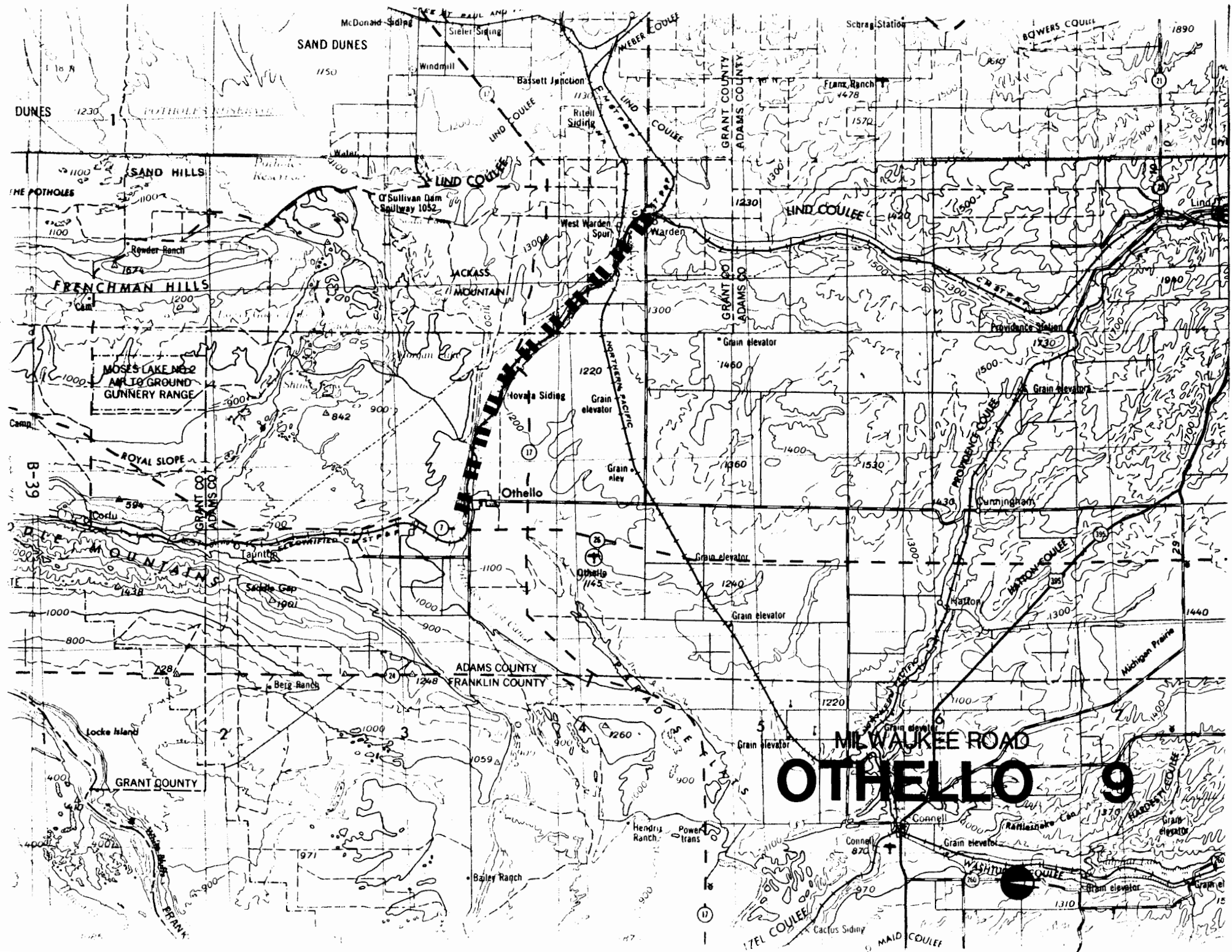
Scenic	<ul style="list-style-type: none">◦ Saddle Mountains◦ Crab Creek and wetlands	Moderate Scenic Quality
Historic	<ul style="list-style-type: none">◦ Cariboo Trail (1859-68)◦ Royal Slope	
Other	<ul style="list-style-type: none">◦ Columbia National Wildlife Refuge	
Access	<ul style="list-style-type: none">◦ Undetermined	
Constraints	<ul style="list-style-type: none">◦ R-O-W discontinuous through this entire section◦ Alternate trail R-O-W required (e.g. country roads or Reclamation District corral maintenance roads)	
Trail Use Potential	<ul style="list-style-type: none">◦ Undetermined	



SECTION 9: OTHELLO TO WARDEN (OTHELLO)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none">◦ Flat◦ Agriculture (mixed crops)	Low Scenic Quality
Historic	<ul style="list-style-type: none">◦ Cariboo Trail (1859-68)	
Geological	<ul style="list-style-type: none">◦ Flatlands	
Other	<ul style="list-style-type: none">◦ Columbia National Wildlife Refuge◦ Seep Lakes State Wildlife Recreation Area	
Access	<ul style="list-style-type: none">◦ Undetermined	
Constraints	<ul style="list-style-type: none">◦ R-O-W discontinuous through this entire section◦ Alternate trail R-O-W required (e.g. country roads or Reclamation District canal maintenance roads)	
Trail Use Potential	<ul style="list-style-type: none">◦ Undetermined	



MILWAUKEE ROAD
OTHELLO 9

SECTION 10: WARDEN TO RALSTON (WARDEN)

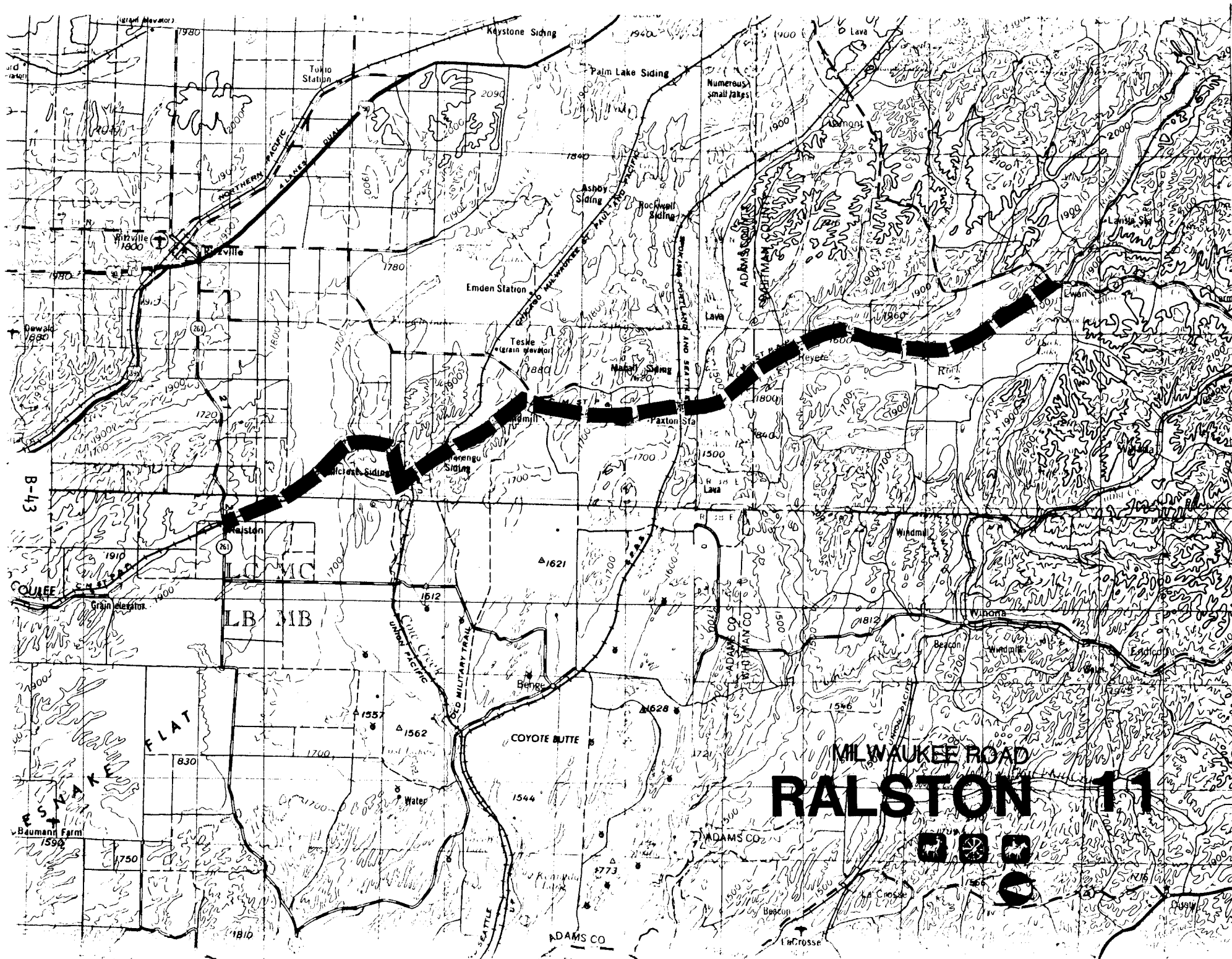
CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Rolling wheat ◦ Rangeland ◦ Lind Coulee 	Low to Moderate Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Coulee 	
Other	<ul style="list-style-type: none"> ◦ n/a 	
Access	<ul style="list-style-type: none"> ◦ Warden ◦ Lind ◦ Ralston 	
Constraints	<ul style="list-style-type: none"> ◦ Fire danger ◦ Demolished bridges require slight detour ◦ High/long crossing of SR-21 requires railing 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - none ◦ Moderate - bridle, wagoneering ◦ Low - hiking, bicycle, jogging, ORV, Cross-country skiing, snowmobiling 	

SECTION 11: RALSON TO ROCK LAKE (RALSTON)

CHARACTERISTIC FEATURES

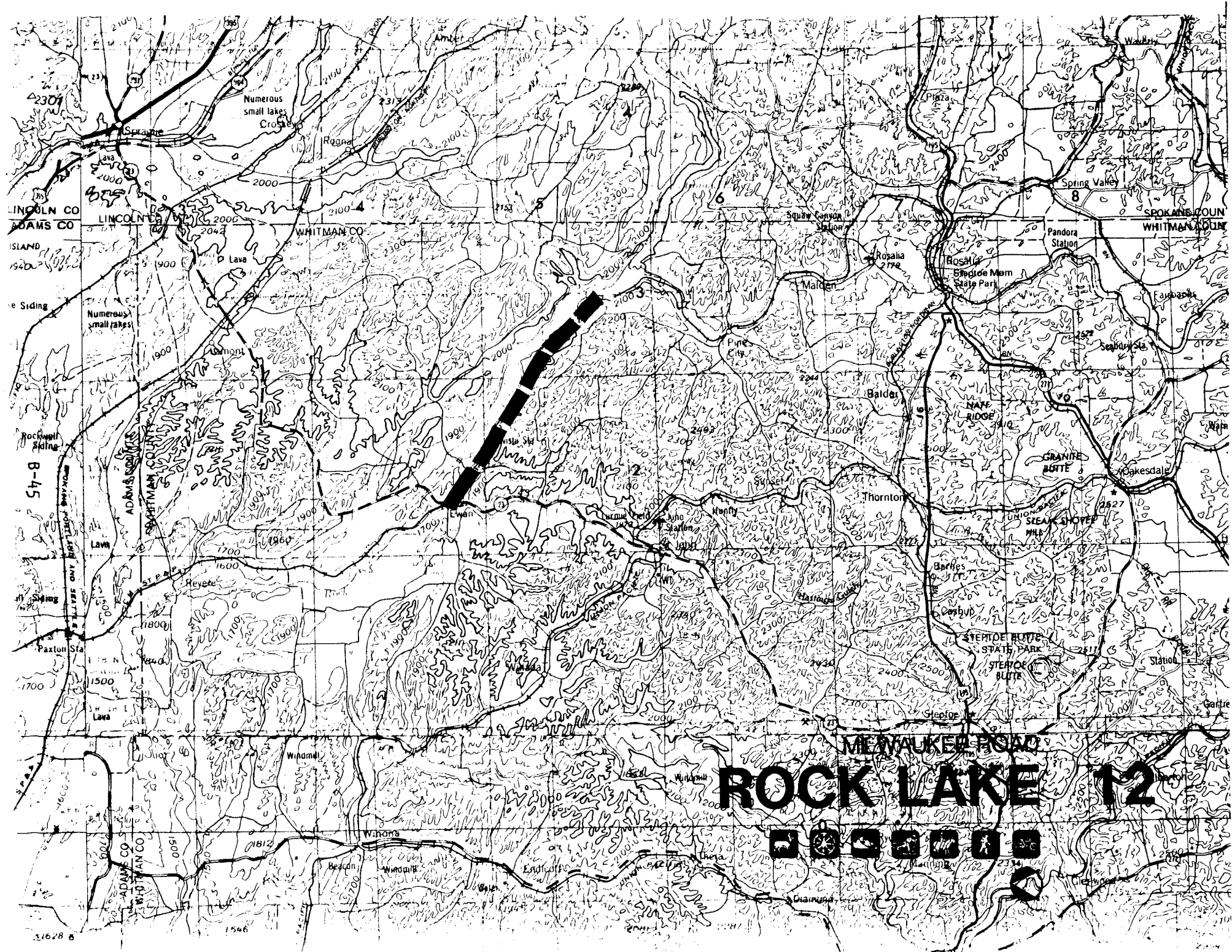
Scenic	<ul style="list-style-type: none"> ◦ Rolling rangeland with some wheat ◦ Numerous lakes/wetlands/water fowl 	<p>Moderate Scenic Quality</p>
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Volcanic formations ◦ Lava beds 	
Other	<ul style="list-style-type: none"> ◦ Wildlife (water fowl) ◦ Rock Creek 	
Access	<ul style="list-style-type: none"> ◦ Ewan ◦ Ralston ◦ Revere ◦ Marengo 	
Constraints	<ul style="list-style-type: none"> ◦ Remote ◦ Fire danger 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - none ◦ Moderate - bridle, wagoneering ◦ Low - bicycle, jogging, ORV, cross-country skiing, snowmobiling, hiking 	



SECTION 12: ROCK LAKE (ROCK LAKE)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Steep bluffs ◦ Pine Groves ◦ Lakes and wetlands 	High Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Volcanic formations 	
Others	<ul style="list-style-type: none"> ◦ Diverse wildlife habitat ◦ Camping potential ◦ Access to Rock Lake shoreline questionable 	
Access	<ul style="list-style-type: none"> ◦ Pine City 	
Constraints	<ul style="list-style-type: none"> ◦ Demolition of trackage incomplete ◦ R-O-W interrupted by one private ownership ◦ Tunnel ◦ Fire danger 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - hikers ◦ Moderate - bridle, wagonering, bicycles, cross-country skiing, snowmobiling ◦ Low - ORV, jogging 	



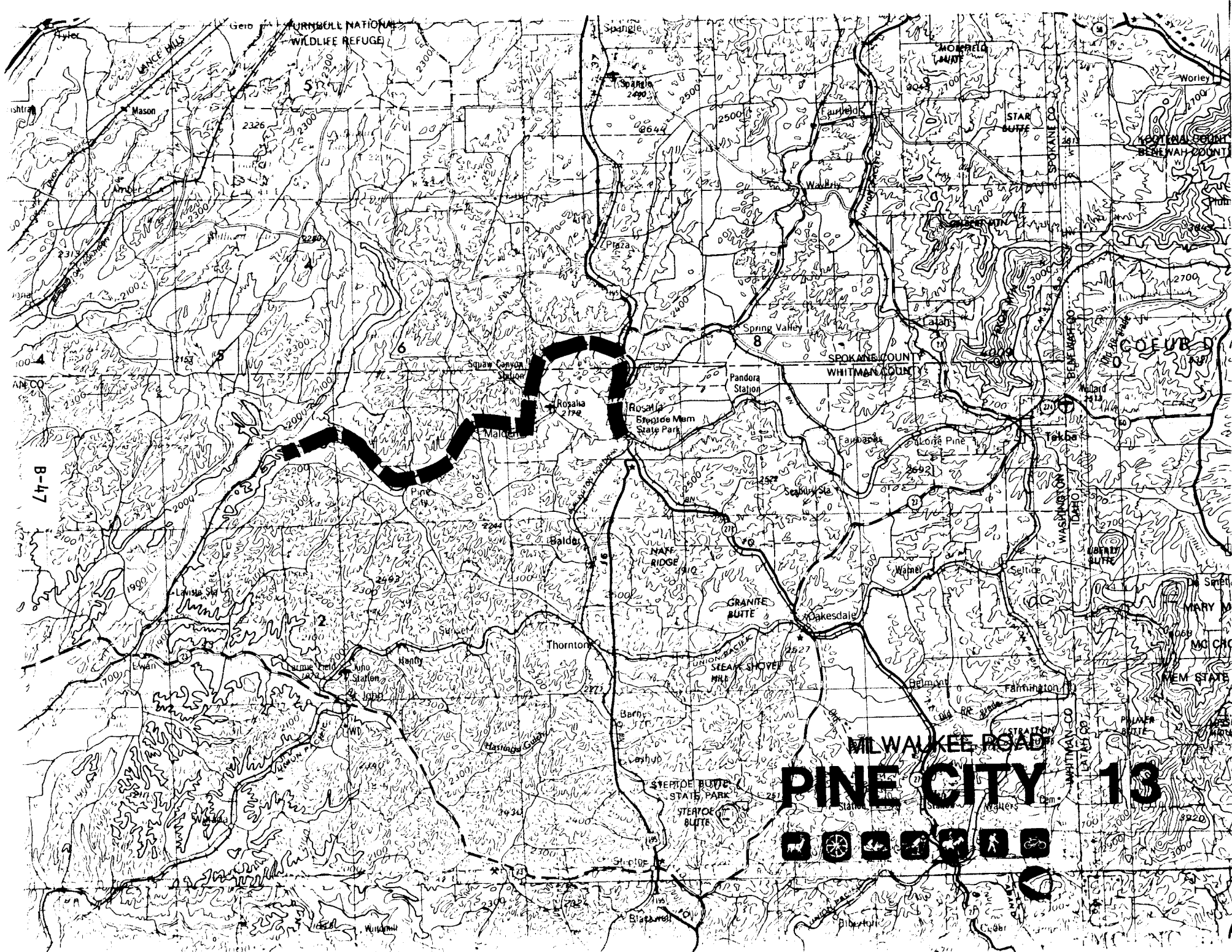
ROCK LAKE 12



SECTION 13: UPPER ROCK LAKE TO ROSALIA (PINE CITY)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Valley with pines surrounded by upland wheat 	High Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ Pine City (Church of Christ/Stone Building) ◦ Steptoe Memorial State Park ◦ Malden depot 	
Geological	<ul style="list-style-type: none"> ◦ Valley floor (Pine Creek) 	
Other	<ul style="list-style-type: none"> ◦ Pine Creek parallels R-O-W ◦ Camping potential 	
Access	<ul style="list-style-type: none"> ◦ Pine City ◦ Malden ◦ Rosalia 	
Constraints	<ul style="list-style-type: none"> ◦ Access difficult at west end of this section ◦ Tunnel ◦ Fire danger 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High – bridle, wagonering ◦ Moderate – hikers, bicycles, cross-country skiing, snowmobiling ◦ Low – ORV, jogging 	



B-47

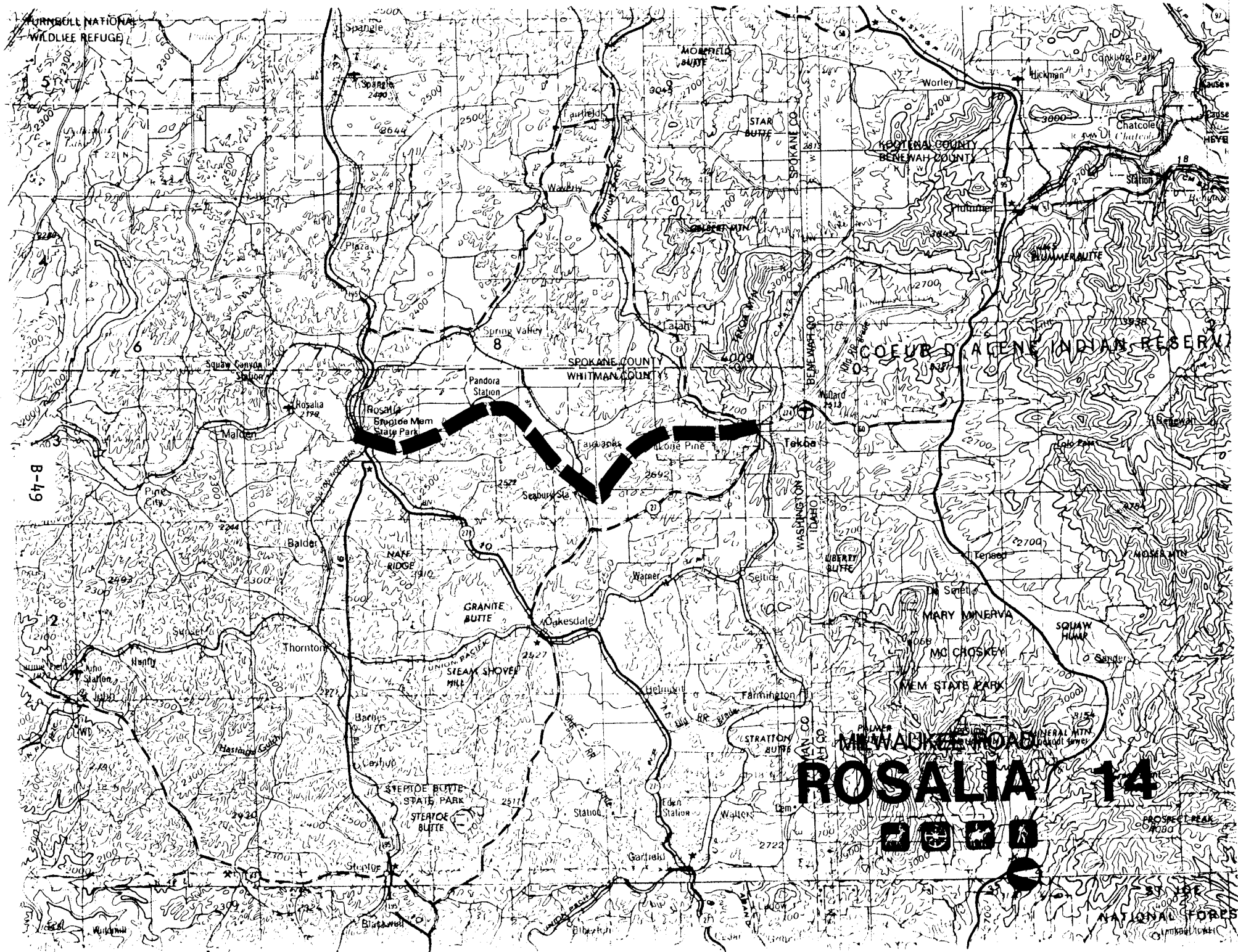
MILWAUKEE ROAD
PINE CITY 18



SECTION 14: ROSALIA TO TEKOA (ROSALIA)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Rolling wheat fields ◦ Tekoa Mountains 	Moderate Scenic Quality
Historic	<ul style="list-style-type: none"> ◦ National Register Bridge (Tekoa) 	
Geological	<ul style="list-style-type: none"> ◦ Tekoa Mountains ◦ Valley floor (Pine Creek) 	
Other	<ul style="list-style-type: none"> ◦ Numerous trailhead potentials ◦ Camping potential 	
Access	<ul style="list-style-type: none"> ◦ Rosalia ◦ Pandora ◦ Lone Pine ◦ Tekoa 	
Constraints	<ul style="list-style-type: none"> ◦ Bridges require decking and railing ◦ Fire danger 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - none ◦ Moderate - hikers, bridle, wagonering ◦ Low - snowmobiling, ORV, jogging, bicycle, cross-country skiing 	



RODALIA 14

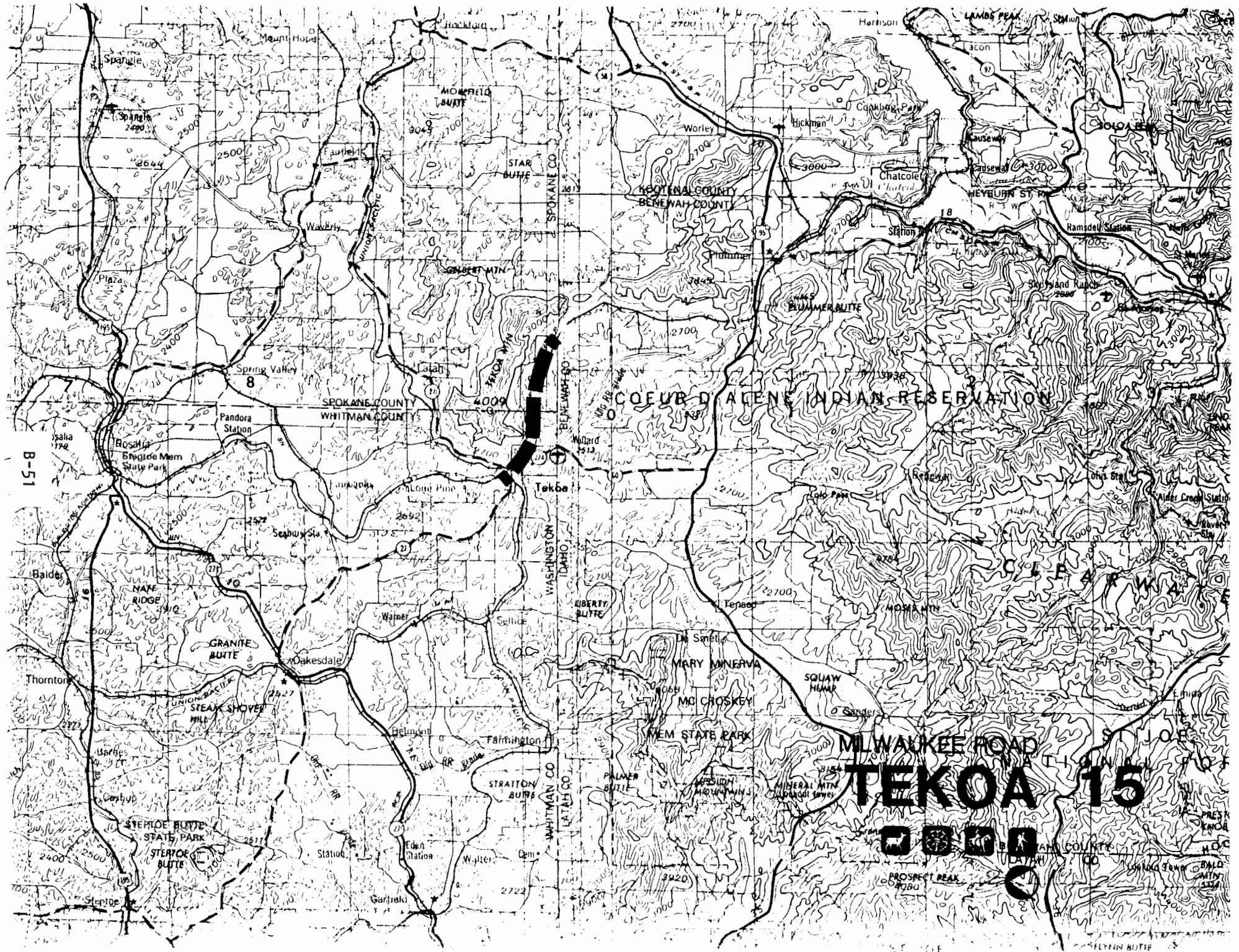


NATIONAL FORES

SECTION 15: TEKOA TO IDAHO (TEKOA)

CHARACTERISTIC FEATURES

Scenic	<ul style="list-style-type: none"> ◦ Tekoa Mountains ◦ Clearwater Mountains ◦ Pine forests 	Highly Scenic
Historic	<ul style="list-style-type: none"> ◦ n/a 	
Geological	<ul style="list-style-type: none"> ◦ Tekoa Mountain 	
Other	<ul style="list-style-type: none"> ◦ Enters Ponderosa Pine Forest at Border ◦ Couer d' Alene Indian Reservation 	
Access	<ul style="list-style-type: none"> ◦ Tekoa ◦ Stateline Road 	
Constraints	<ul style="list-style-type: none"> ◦ Trail discontinuous at Idaho border (private ownership) ◦ Fire danger ◦ Trailhead potential at border is limited 	
Trail Use Potential	<ul style="list-style-type: none"> ◦ High - none ◦ Moderate - hikers, bridle, wagoneers ◦ Low - bicycle, joggin, ORV, cross-country skiing, snowmobiling 	



MILWAUKEE ROAD
TEKOA 15

