

# MASTER PLAN



## **IRON HORSE STATE PARK MASTER PLAN ADDENDUM IRON HORSE PALOUSE – MALDEN TO IDAHO BORDER**

**WASHINGTON STATE PARKS AND RECREATION COMMISSION**

**Approved March 27, 2014**



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## CHAPTER 1: INTRODUCTION

### PURPOSE

The Master Plan Addendum includes existing site inventory, cultural resource assessment, environmental assessment, proposed development and phasing options, proposed Land Classifications and proposed Long-Term Boundary for the 34-mile portion of the Iron Horse State Park Palouse Section from Malden to the Idaho border, as an Addendum to the 2000 Iron Horse State Park Master Plan.

The intent of the Master Plan Addendum is to develop consistency with the developed portion of Iron Horse State Park, from Cedar Falls to the Columbia River, while considering the unique characteristics of the Palouse portion of the park, and to help guide future phases of development and assist in acquiring funding for trail development. This plan was funded by a Non-Highway and Off-Road Vehicle Activities Program (NOVA) grant administered by the Washington State Recreation and Conservation Office (RCO), and is subject to review and approval by RCO and adoption by the Washington State Parks and Recreation Commission.

### STUDY AREA

Iron Horse State Park is a linear park comprised of most of the former 287-mile Milwaukee Road Railroad corridor within Washington State (**Error! Reference source not found.**). Within the park is a long-distance trail, known as the John Wayne Pioneer Trail (JWPT). Formerly operated by the Chicago, Milwaukee, St. Paul and Pacific Railroad, physical features along the trail corridor are referenced in the Master Plan Addendum area by Mile Post (MP) designations (west to east), ending at the Idaho Border. These milepost designations were transferred to State Parks from the Washington State Department of Natural Resources (DNR), and are inconsistent with the milepost numbering system used on the rest of the trail, which came from the railroad. For consistency, the Palouse section of the trail should be renumbered; when that happens, the references in this document should be updated.

The 110-mile western section of Iron Horse State Park is operated by Washington State Parks, and extends from Cedar Falls/North Bend in King County, over Snoqualmie Pass, and through Kittitas County, to the west side of the Columbia River at the Beverly Bridge, approx. 7 miles south of Vantage and the I-90 Columbia River Bridge. This section of Iron Horse State Park is currently open to the general public and managed through Lake Easton State Park in Easton.

The next 74.5-mile portion section of the former Milwaukee Road right-of-way, from the west bank of the Columbia River to Lind within Grant and Adams Counties is managed by the Washington State Department of Natural Resources, though the Washington State Department of Transportation has the ability to develop a rail line franchise agreement on this stretch until July 1, 2019.

The following 102.5-mile portion of the Eastern Section of Iron Horse State Park (Iron Horse Palouse) is operated by State Parks from the Town of Lind to the Idaho border within Adams, Whitman and Spokane Counties.



Figure 1: Cross-state trail system

The study area includes the 34-mile section of the most easterly portion of the Iron Horse Palouse between Malden and the Idaho border between MP 143 and MP 177, within Whitman County and Spokane County (**Error! Reference source not found.**). The JWPT within Iron Horse Palouse is currently open for recreation use on a reservation-only basis, managed by Riverside State Park in Spokane.

The study area was selected due to

- a) potential recreation-based economic benefit to the local communities of Malden, Rosalia and Tekoa,
- b) community interest during the public involvement process,
- c) continuous land ownership, with permitted access on private property,
- d) proximity to the largest population base of potential recreation users in the area, and
- e) visual interest of the rolling hills and geology of the Palouse landscape.

Outside of the study area, Idaho's existing 72-mile paved Trail of the Coeur d' Alenes begins at Plummer, Idaho, approx. 10 miles from the study area at the Idaho border. Other long-distance

trail corridors in the area include the 130-mile Columbia Plateau Trail State Park (East Pasco to Fish Lake/Spokane); the 37-mile paved Spokane River Centennial Trail, which links to the 23-mile paved North Idaho Centennial Trail; and the 15-mile Route of the Hiawatha Trail, also on the Milwaukee Road railroad corridor, in Montana.

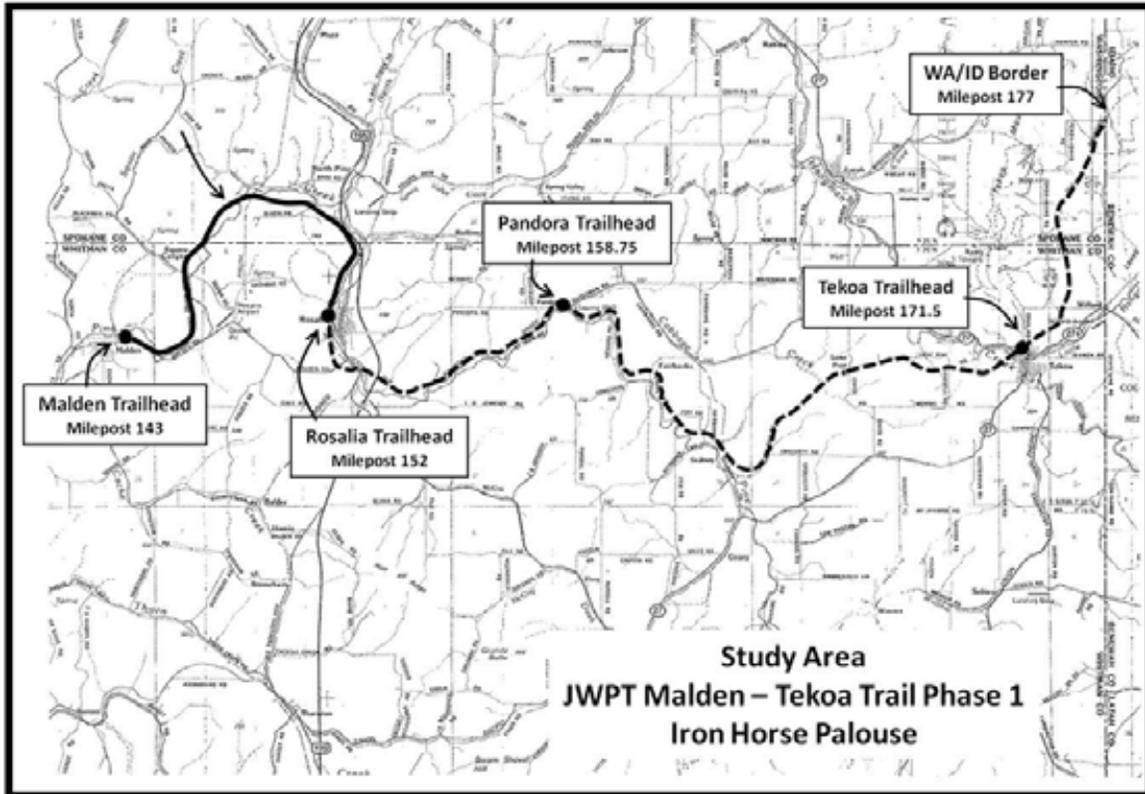


Figure 2: Study area

## RECREATION USE

Non-motorized recreation trail use includes hiking, bicycling, horseback riding, sightseeing, wildlife viewing and winter activities such as cross-county skiing, snowshoeing and dog sledding among other passive recreation activities. The trail corridor allows users to experience the Palouse region's Ice Age flood geology, wildlife viewing, and the vernacular farming and railroad community landscape that shaped the region's growth and development.

## RECREATION SERVICE AREA

Recreation use of the Trail Corridor is anticipated primarily from the Spokane metropolitan area to the north, Pullman/Moscow and Lewiston-Clarkston areas from the south and local communities (**Error! Reference source not found.**). The John Wayne Pioneer Wagons and Rider Association, a non-profit organization dedicated to the preservation and promotion of the JWPT in Iron Horse State Park, completes an annual cross-state trail ride from Easton to Tekoa, experiencing the open spaces of Eastern Washington.

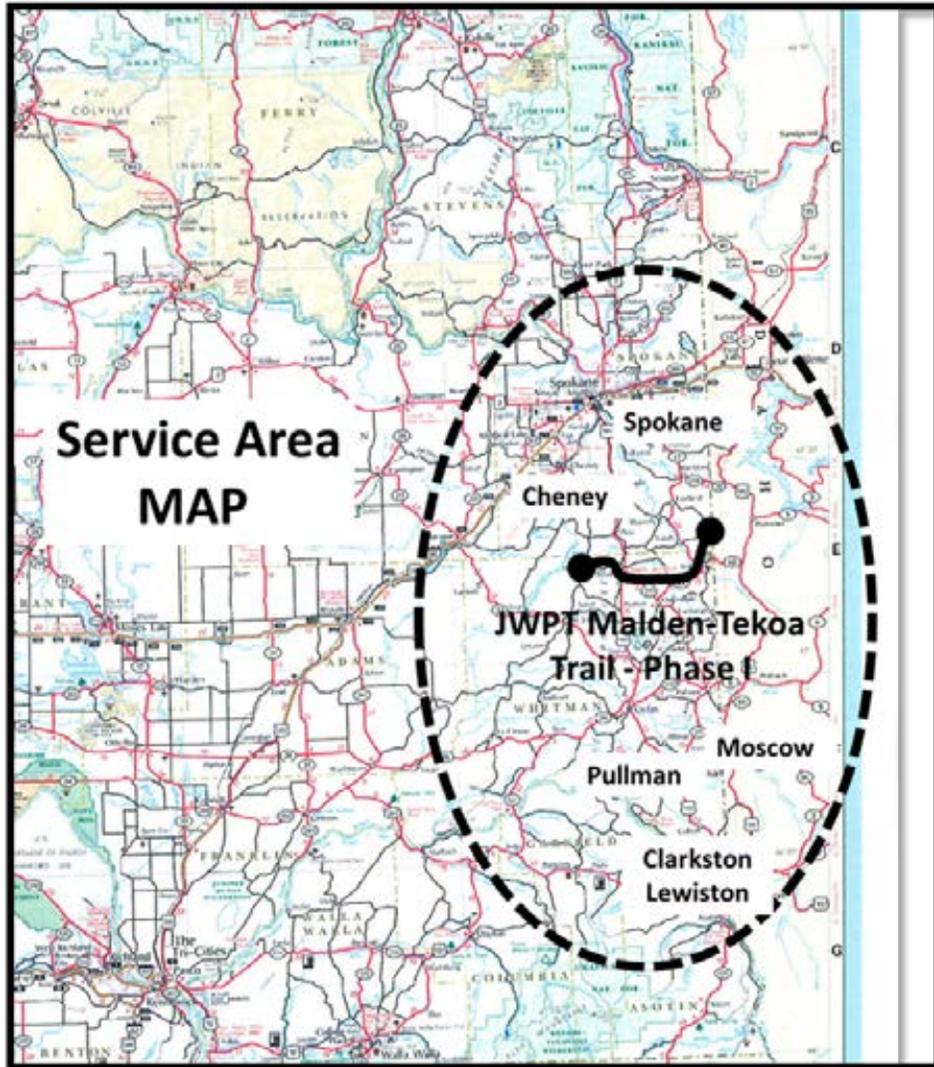


Figure 3: Service area

## CHAPTER 2: EXISTING CONDITIONS

### STUDY APPROACH

Existing conditions within the study area are referenced from a 2005 Milwaukee Road Corridor Cost Estimates for Safety Improvements Report by CES, Inc. Engineering (CES Report). The CES Report was prepared from existing data with limited site observations, so field verification may yield slightly different results.

### LAND OWNERSHIP

All lands within the Study Area are owned by WSPRC except at the following approx. locations:

- 1) MP 156.9 to MP: 157.6 Private property with permitted trail access (0.66 miles, 5-miles east of Rosalia)
- 2) MP 170.4 to MP 171.7: Private property pending Tekoa trailhead acquisition, which may be funded with an existing grant.
- 3) MP 173.8 to MP 174.1: Private property with permitted trail access (0.3 miles, 3.24 miles from of Idaho border)

### EXISTING BRIDGES

Bridges exist at the following Mile Post (MP) locations within the Study Area. Bridge numbers are the original railroad designations:

- 1) Bridge EE-108 at MP 143.7 at Pine Creek (0.7 miles east of Malden), 240' length
- 2) Bridge EE-104 at MP 147.8 at Widman Road South (4.8 miles east of Malden), 225' length
- 3) Bridges EE-90A and EE-90B at MP 153.6 to MP 153.8 at N/S railroad line (2.0 miles south of Rosalia), 750' length. Concrete Rosalia Railroad Bridge - listed on National Register of Historic Places in 1982.
- 4) Bridge EE-86 at MP 155.4 at Farm road (2.5 miles east of Rosalia)
- 5) Bridge EE-78 at MP 160.0 (8.0 miles east of Rosalia), 14' length
- 6) Bridge EE-74 at MP 162.7 (8.7 miles east of Rosalia), 25' length
- 7) Bridge EE-70A at MP 163.7 at Blanton Road (11.7 miles east of Rosalia), 260' length. Iron through-truss bridge near former Seabury railroad stop. Recommended in 2013 for eligibility on the National Register of Historic Places.
- 8) Bridge EE-66 at MP 166.3 (This is a county road over the trail, not the trail itself)
- 9) Bridge EE-62 at MP 171.25 at Hangman Creek and SR 27, 975' length. Steel Tekoa Trestle. Recommended in 2013 for eligibility on National Register of Historic Places.

### REMOVED BRIDGES AND TRAIL CROSSINGS

Prior to WSPRC ownership, existing bridges were removed and/or on-grade road crossings exist at the following Mile Post (MP) locations within the Study Area:

- 1) MP 146.0 at Squaw Road, on grade crossing (3.0 miles east of Malden)
- 2) MP 150.2 at Morrow Road South, bridge removed (1.8 miles north of Rosalia)

- 3) MP 150.7 at Kelsey Road, bridge removed (1.3 miles north of Rosalia)
- 4) MP 151.9 at Gashous Road, bridge removed (directly west of Rosalia)
- 5) MP 152.4 at 7<sup>th</sup> St. W, bridge removed (directly west of Rosalia)
- 6) MP 152.5 at Betty Bruce Road, bridge removed (0.5 miles south of Rosalia)
- 7) MP 153.2 at Pine City-Malden Road, on-grade crossing (1.2 miles east of Rosalia)
- 8) MP 156.75 at farm road, bridge structures remain (4.75 miles east of Rosalia)
- 9) MP 158.5 at Wilhelm Road (6.5 miles east of Rosalia)
- 10) MP 161.5 at Engel Road, bridge structures remain, trail detour within prop. on higher ground (9.5 miles east of Rosalia)
- 11) MP 162.6 at Fox Road, trail detour on high ground within prop. (10.6 miles east of Rosalia)
- 12) MP 163.3 at Seabury Road, trail detour on high ground within prop. (8.2 miles west of Tekoa)
- 13) MP 166.3 near Lone Pine Road (5.2 miles west of Tekoa)
- 14) MP 167.6 at Chase Road, on-grade crossing (3.9 miles west of Tekoa)
- 15) MP 168.7 on-grade crossing at farm road (2.8 miles west of Tekoa)
- 16) MP 169.8 at Summer Road, on-grade crossing (1.7 miles west of Tekoa)

### **EXISTING CULVERTS**

Approximately 94 culverts exist within the study area, ranging in size between 12" and 54" in diameter and totaling over 8,200 feet in length.

### **DRAINAGE ISSUES**

The trail is currently not passable between MP 166.2 and MP 167.6, due to drainage issues likely caused by existing culverts and/or ditches requiring maintenance.

### **TRAIL SURFACE**

Prior to State Parks ownership, the old Milwaukee Road Corridor rails, ties, and heavy ballast were salvaged and removed, leaving an existing irregular gravel trail surface that is unsuitable for equestrian or bicycle use and non-compliant with the Americans with Disabilities Act (ADA) Universal Design standards.

### **ROAD CROSSINGS AND PROTECTIVE BARRIERS**

Locked metal gates exist at trail corridor access points and road crossings. Existing bridges are boarded off, and safety warning signs are in place to prevent use of bridges that have not been adapted for safe trail use.

### **UTILITY CROSSINGS AND EASEMENTS**

Utility crossings within the Study Area exist at the following approx. locations:

- 1) MP 148.4 – Pacific Gas and Electric Company natural gas pipeline (running north/south 5.4 miles east of Malden)
- 2) MP 152.0 - Avista natural gas pipeline (running east/west directly west of Rosalia)

There are approx. 85 additional known utility crossings within the Iron Horse Palouse, some of which were installed without easements from State Parks.

## **TRAIL DETOURS**

Trail detours within the Study Area exist at the following approx. locations:

- 1) MP 151.0 to MP 152.38 at removed bridges and proposed Rosalia Trailhead (0.83 mile detour between Gashouse Road and 7<sup>th</sup> Street West via 1<sup>st</sup> Street West, Park Avenue and 7<sup>th</sup> Street West)
- 2) MP 166.2 to MP 166.9 at bog drainage area (0.7-mile detour via Lone Pine Road)
- 3) MP 170.9 to MP 171.6 at closed bridge at Tekoa (0.65 mile detour via Summer Road, Lone Pine Road and Washington Street)

## CHAPTER 3: STATE PARKS LAND CLASSIFICATION AND LONG-TERM PARK BOUNDARY

### LAND CLASSIFICATION

State Parks has developed a system of six land classifications: Natural Area Preserves, Natural Areas, Natural Forest Areas, Resource Recreation Areas, Recreation Areas, and Heritage Areas. When assigned to a specific area within a park, each classification sets an appropriate intensity for recreational activity and development of facilities. Classifications align along a spectrum, ranging from low to high-intensity land uses. By classifying park lands, the agency is able to consciously strike a balance between protecting park resources and providing an appropriate variety of recreational opportunities for park visitors.

State Parks land classifications are defined in Chapter 352-16 in the Washington Administrative Code (WAC), which reads in part:

State park areas are of statewide natural, cultural, and/or recreational significance and/or outstanding scenic beauty. They provide varied facilities serving low intensity, medium intensity, and high intensity outdoor recreation activities, areas reserved for preservation, scientific research, education, public assembly, and/or environmental interpretation, and support facilities.

They may be classified in whole or part as follows:

- 1) Recreational areas are suited and/or developed for high-intensity outdoor recreational use, conference, cultural and/or educational centers, or other uses serving large numbers of people.
- 2) Resource recreation areas are suited and/or developed for natural and/or cultural resource-based medium-intensity and low-intensity outdoor recreational use.
- 3) Natural areas are designated for preservation, restoration, and interpretation of natural processes and/or features of significant ecological, geological or paleontological value while providing for low-intensity outdoor recreation activities as subordinate uses.
- 4) Heritage areas are designated for preservation, restoration, and interpretation of unique or unusual archaeological, historical, scientific, and/or cultural features, and traditional cultural properties, which are of state-wide or national significance.
- 5) Natural forest areas are designated for preservation, restoration, and interpretation of natural forest processes while providing for low-intensity outdoor recreation activities as subordinate uses, and which contain:
  - (a) Old-growth forest communities that have developed for one hundred fifty years or longer and have the following structural characteristics: Large old-growth trees, large snags, large logs on land, and large logs in streams; or
  - (b) Mature forest communities that have developed for ninety years or longer; or
  - (c) Unusual forest communities and/or interrelated vegetative communities of significant ecological value.

- 6) Natural area preserves are designated for preservation of rare or vanishing flora, fauna, geological, natural, historical, or similar features of scientific or educational value, and which are registered and committed as a natural area preserve through a cooperative agreement with an appropriate natural resource agency pursuant to chapter 79.70 RCW and chapter 332-60 WAC.

For each land classification, the agency Director has developed detailed management guidelines. These guidelines set specific activities and facilities permitted in each designation.

### **LONG-TERM PARK BOUNDARY**

A second product of CAMP is adoption of a long-term park boundary. This is a frequently misunderstood aspect of park planning. The purpose of delineating a long-term boundary is to take a big picture look at what lands, independent of ownership, might advance the conservation and recreation mission of a park. It also considers whether agency-owned property should be retained or considered surplus to park needs.

Including privately-owned property in a long-term boundary gives Commission direction to staff to work with nearby landowners on potential land transactions. Transactions may range from simple agreements, to recreation and conservation easements, and sometimes even to agency purchase of property. If a landowner is not interested in participating, State Parks is unlikely to pursue the matter further. However, since land frequently changes hands, the agency uses delineation of a long-term boundary to set its long-term property planning goals.

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

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

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

Property owners should also consider that working with State Parks to voluntarily protect natural resources contiguous with those on park lands may achieve the desired conservation

effect and avoid the need for acquisition of these properties by the agency. In all but the rarest circumstances, State Parks acquires land on a willing-seller basis.

In the portion of Iron Horse State Park that underwent planning in 2000, the land classifications include:

- A) Resource Recreation Areas: This classification includes the trail and all trailheads/camping areas (except those listed as Recreational Areas) to insure a more primitive, remote recreational experience as compared to standard and utility campgrounds permitted in Recreation Areas,
- B) Recreation Areas: This classification includes several trailheads and camping areas with potential for high-intensity recreational use and development, including comfort stations (flush toilets, showers), formal picnic areas, standard and utility campground hookups, and potential space for enterprise activity, and
- C) Heritage Areas: The Kittitas Depot area and South Cle Elum Properties, identified on, or eligible to be listed on, the National Register of Historic Places (NRHP), are classified as Heritage Areas to ensure that any recreational use of development is conditioned to protect the long-range integrity of the area's character-defining cultural features.

### **STUDY AREA LAND CLASSIFICATION AND LONG-TERM PARK BOUNDARY**

The Washington State Parks and Recreation Commission classified the Palouse section of Iron Horse State Park similarly to the rest of the park. The land classifications include:

- A) Resource Recreation Areas: To maintain the more primitive, rural character of the park, the majority of the study area is classified Resource Recreation,
- B) Recreation Areas: The trailheads at Tekoa, Pandora, Rosalia, and Malden are classified as Recreation Areas, providing the opportunity for more high-intensity recreational use and development, including comfort stations and formal picnic areas, and
- C) Heritage Areas: Trestles, bridges, and structures eligible for the National Register of Historic Places (NRHP) are classified as Heritage Areas. These include:
  - 1) Concrete Rosalia RR Bridge (EE-90B at MP 153.7) listed on NRHP in 1982.
  - 2) Iron Through-Truss Bridge (EE-70A at MP 163.7) recommended for NRHP eligibility in 2013.
  - 3) Steel Tekoa Trestle (EE-62 at MP 171.25) recommended for NRHP eligibility in 2013.

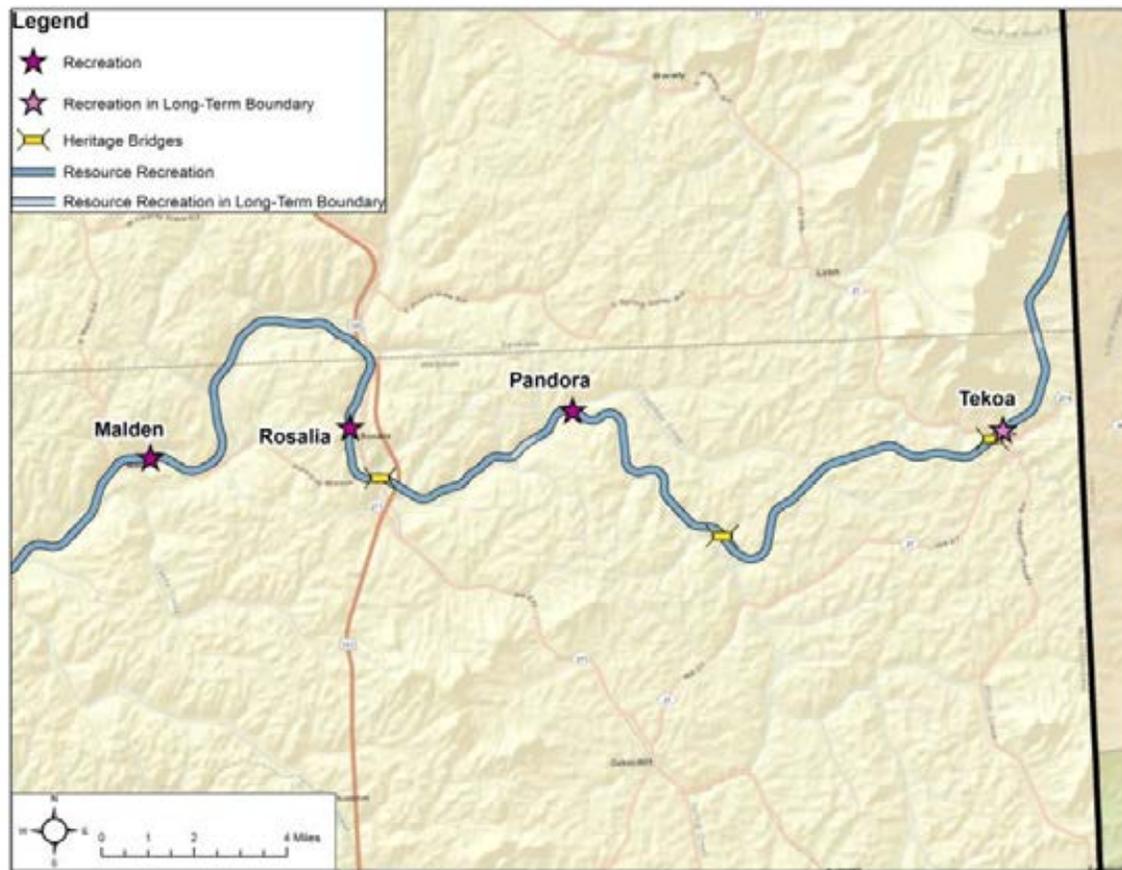


Figure 4: Land classification and long-term park boundary

There are three ownership gaps included within the long-term park boundary. It may be that formal agreements were developed with the landowners when this portion of the trail was managed by the Washington Department of Natural Resources (DNR), but verification of those agreements has not yet been found. It is recommended that State Parks verify whether an existing agreement is in place, and if one is not, then it is recommended that State Parks work with the landowners to acquire either trail easements or ownership of the following areas:

- 1) MP 156.9 to MP 157.6, private property (0.66 miles, 5-miles east of Rosalia). This area is identified on DNR maps as having permitted trail access, but verification of a formal agreement is needed;
- 2) MP 170.4 to MP 171.7, trailhead property in Tekoa (preferred location is on Washington Street)
- 3) MP 173.8 to MP 174.1, private property (0.3 miles, 3.24 miles from of Idaho border) This area is identified on DNR maps as having permitted trail access, but verification of a formal agreement is needed.

The study area's land classifications and long-term park boundary are shown in **Error!**  
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## **CHAPTER 4: COMMUNITY INVOLVEMENT**

Public meetings were held by State Park staff in Malden, Rosalia, and Tekoa on the following dates:

- Malden: October 20, 2011
- Rosalia: October 27, 2011
- Tekoa: November 2, 2011

At each meeting, there were people that supported future trail development, adjacent landowners concerned about trespass, and those that questioned whether the trail should be developed, given the state's current economic condition..

At the meetings, staff explained that the trail corridor had been transferred to State Parks from the Department of Natural Resources, and asked for input on trail development and management issues. Items presented at the meetings included:

- 1) General orientation to the entire JWPT network, with emphasis on the Malden to Tekoa section,
- 2) Information on the trail network in eastern WA, including the Spokane River Centennial Trail, Spokane's Fish Lake Trail, Columbia Plateau Trail, and Tri-Cities' Sacagawea Heritage Trail,
- 3) Conceptual plans for grading, gates, and bollards to be used at all trail/County Road intersections, and
- 4) Conceptual plans for trailheads at Malden and Rosalia, with options identified at Tekoa (including acquiring former RR property and/or using lands associated with the Tekoa Arena).

Public comments included:

- RR lands should be transferred or sold to original or adjacent landowners,
- With the condition of the State's economy, State Parks should not spend any money on the project ,
- Adjacent landowners were concerned about potential fires generated by trail users and wanted clarification on State Parks liability responsibilities,
- No improvements are necessary, the property should remain as is for locals to enjoy,
- Trespass issues in the Rock Lake area and near Rosalia need to be addressed,
- If the trail were to be developed, fences should be installed on both sides of the trail surface to control trail users and minimize trespassing on adjacent landowner property,

- The Malden Trailhead Conceptual Plan was well-received, and trail users supported it's development,
- The Rosalia Trailhead Conceptual Plan had mixed opinions; trail supporters felt proposed development would be good for the trail and the Rosalia community, but others had concerns on the impact to immediate neighbors, the nearby rodeo grounds, and to emergency services,
- At Rosalia, It was suggested to explore a site near the trail, but closer to US Highway 195 for a trailhead facility,
- At Tekoa, because the railroad or DNR sold former depot lands to private landowners, two options were discussed, one, to acquire the former railroad lands to develop a trailhead facility, or two, to explore with the City the possibility of using lands at the nearby Arena for a partnership trailhead development,
- At Tekoa, Idaho's potential 10-mile trail link to the Trail of the Coeur d'Alenes was discussed, but it was identified that Idaho trail developers wanted to terminate that trail at Plummer, and not connect to Tekoa.
- Comments on the plans to improve the trail/County Road intersections suggested minimizing any opportunity for parking along the County Road or on the access to the trail.

#### Public Meeting Follow-up:

Staff responses to public meeting comments include the following:

- The railroad corridor has major benefits to the State of Washington, and the State does not intend to transfer or sell this property,
- Neighbors can report problems on the trail to a Park Ranger, and all such reports will be taken seriously
- State Parks intends to be a good neighbor and will work with landowners to develop methods to reduce trespass, with fencing as a potential option,
- Both the Malden and Rosalia meetings were attended by residents near Rock Lake, which is not within the Malden-Tekoa project area. A number of the reported trespass issues were from individuals entering private property directly from Rock Lake, which is not managed by State Parks,
- The suggested alternate trailhead sites in the Rosalia area were inspected and analyzed, but none were feasible sites for a trailhead facility,
- Staff is exploring acquisition of the proposed Tekoa Trailhead Site, whose landowner has indicated a willingness to sell, but if acquisition is not possible, Parks will explore a use agreement to provide parking at the nearby Arena,
- Proposed plans to improve trail/county road intersections will minimize roadside parking opportunities

In addition to the meetings in Malden, Rosalia, and Tekoa, this Master Plan Addendum was approved by the Washington State Parks and Recreation Commission at their meeting on

March 27, 2014 in Chehalis. This meeting was open to the public, and additional comments on the plan were received during a public comment period.

## CHAPTER 5: PROPOSED DEVELOPMENT

Proposed development within the study area is shown in APPENDIX 1: MASTER FACILITIES SITE PLAN, and in APPENDIX 2: CONCEPTUAL TRAIL PLAN.

### UNIVERSAL DESIGN

Where topographically feasible, all design elements within the study area shall comply with the Americans with Disabilities Act Final Guidelines for Federal Outdoor Recreation Sites (ADA Final Rule), or to the ADA ruling in place at the time of development. Projects are subject to review by the State Recreation and Conservation Office Accessibility Specialist. Universal design standards for the park include:

#### Trail

- The proposed 10-foot-wide trail will have a running slope matching that of the old Milwaukee Road rail bed, which is generally under two percent. The running slope will not exceed 10% at former bridge abutments.
- The trail surface shall be compacted 5/8" minus crushed rock. In order to improve wheelchair access, the crushed rock material should be selected from supplier testing submittals closer to a maximum of ½" size within the allowable variation in material size specified by the 2012 Washington State Department of Transportation Standard Specifications for Road, Bridge and Municipal Construction.
- In accordance with ADA Final Rule—1017—Trails, trail running slopes between 8.33% and 10% shall be paved, and have 30-foot resting intervals. Running slopes between 5% and 8.33% may be crushed rock, and shall have 200-foot resting intervals. Running slopes less than 5% do not require resting intervals. In accordance with Backcountry Horsemen public review comments, equestrian use is unsafe on ADA paved running slopes (ramps) therefore provisions for separate trail access must occur at these areas.
- In accordance with the intent of ADA Final Rule—1019—Conditions for Exceptions, full compliance may not be practical due to the steepness of abutments remaining after removal of the bridges. Where full compliance is not feasible, alternative solutions should be considered, including separate drive and ADA parking access adjacent to level on-grade portions of the trail, allowing access to the majority of the trail.
- Other power-driven mobility devices (OPDMDs) may be used in the park by persons with mobility disabilities, subject to the limitations in the State Parks OPDMD Policy.

#### Trailheads

- All trailhead design elements shall meet Universal Design standards, including parking areas and routes of access to restrooms, picnic shelters, signage, and the trail.

- Trailhead signs shall include length of trail or trail segment, surface type, typical and minimal tread width, typical and maximum running slope, and typical and maximum cross slope.
- The State Parks website will be updated to include mapping of the JWPT, with descriptions of universal design elements for users to determine the level of accessibility prior to visiting the park.

## **TRAIL DEVELOPMENT**

The proposed trail development shall include the following elements:

- Trail: see trail width, surface, slope, and signs described in Universal Design Section.
- Existing Bridges: In accordance with the CES Report and field review, existing bridges EE-108, EE-104, EE-90B, EE-90A, EE-86, EE-78, EE-74, EE-70A, and EE-62 require new decking, railings, and abutment repair (rebuild wing-walls) for safe public access. No decking or railings are required on bridges EE-108 or EE-104.
- Removed Bridge Locations: At the locations where bridges have been previously removed, the trail must be graded to comply with the ADA Final Rule, unless it is not feasible to do so within the current right-of-way.
- Existing Culverts: In accordance with the CES Report, existing culverts require field inspection to identify replacement or maintenance requirements. When required, culverts shall be replaced with new culverts of at least equal size, with a minimum 18" diameter. Maintenance of culverts will include clearing entrances of debris and silt in the pipes, and in smaller-diameter drainage structures, clearing the ends, installing quarry spalls, and cleaning out pipes.
- Drainage issues: The trail is currently not passable between MP 166.2 and MP 167.6 due to drainage issues likely caused by beaver damage or lack of culvert maintenance. The cause of these drainage issues should be verified and addressed.
- Road Crossings and Barriers: Road crossings shall comply with state or local government requirements for signage, sight distances, and safety, and shall be designed to discourage roadside parking. Crossings shall include gated barriers for maintenance vehicle access to the trail, two five-foot wide gravel trail openings, and rock barriers to prevent access around the gates.
- Signage: directional, informational, and interpretive signs will be used at trailheads, trail entrances, and scenic areas along the trail corridor.
- Barrier fencing: Fencing shall be considered on a case-by-case basis at grazing areas and areas subject to trail user trespass onto private property.
- Camping: Remote campsite locations should be identified in areas where there is sufficient State Parks land ownership, and where overnight use is unlikely to impact adjacent landowners. Appropriate locations for reserved group camping facilities should also be identified.





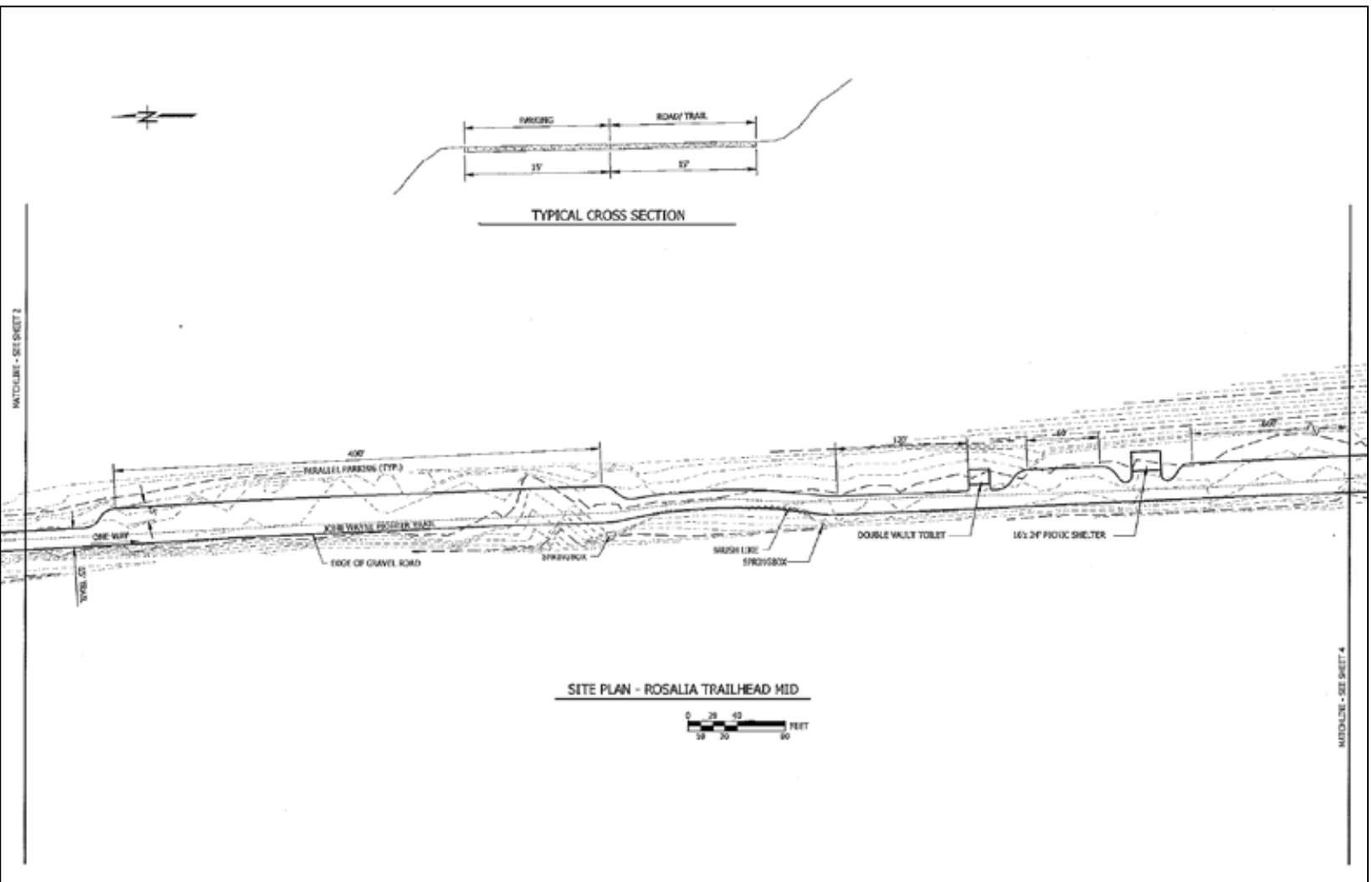


Figure 7: Rosalia trailhead site plan 2

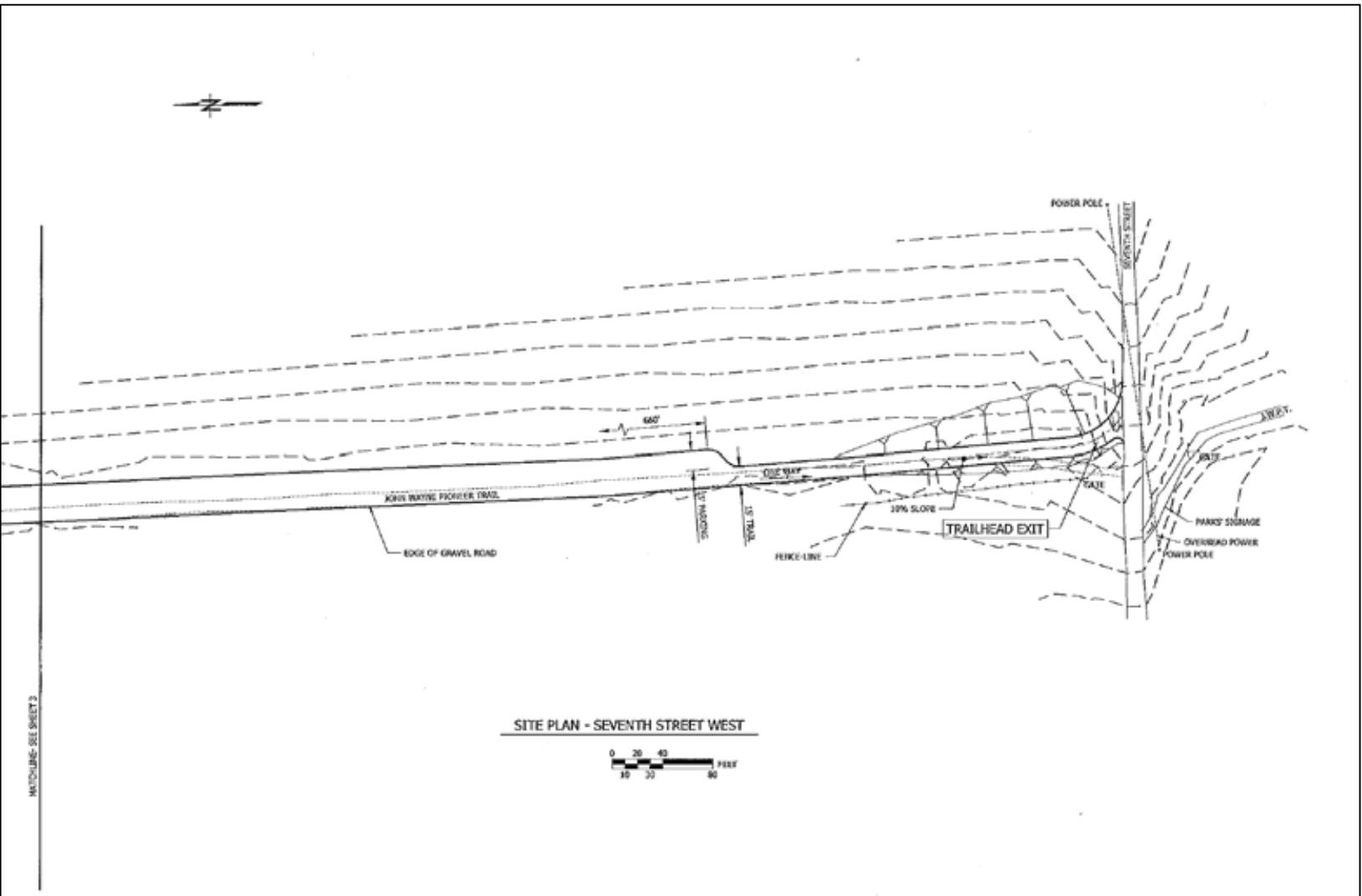


Figure 8: Rosalia trailhead site plan 3

The proposed Rosalia Trailhead is located on approx. 5.7 acres in the Town of Rosalia (9 miles east of Malden) with the following elements:

- Due to the removal of the bridges spanning Gashous Road and 7<sup>th</sup> Street West, and because of the steep cross slopes in the area, a combined pedestrian trail and one-way vehicular road (entering at Gashous Road and exiting at 7<sup>th</sup> Street South) is required to access the trailhead.

In order to meet grading requirements, the combined access will have a uniform 10% slope.

Since full ADA compliance is not feasible, the following alternatives should be considered at the former bridge abutment locations:

- Provide a paved trail with handrails on one side, and reduce the resting intervals to 100-feet.
  - Develop separate parking areas for accessible trail access to avoid negotiating the long slopes, while still allowing access to the majority of the trail.
- 12 parallel trailer parking spaces (15'x60'-length), 16 parallel single vehicle parking spaces (15'x30'-length), double vault toilet, 16'x24' picnic shelter, equestrian tie downs, informational kiosk, and interpretive, informational and directional signage.

## Pandora Trailhead

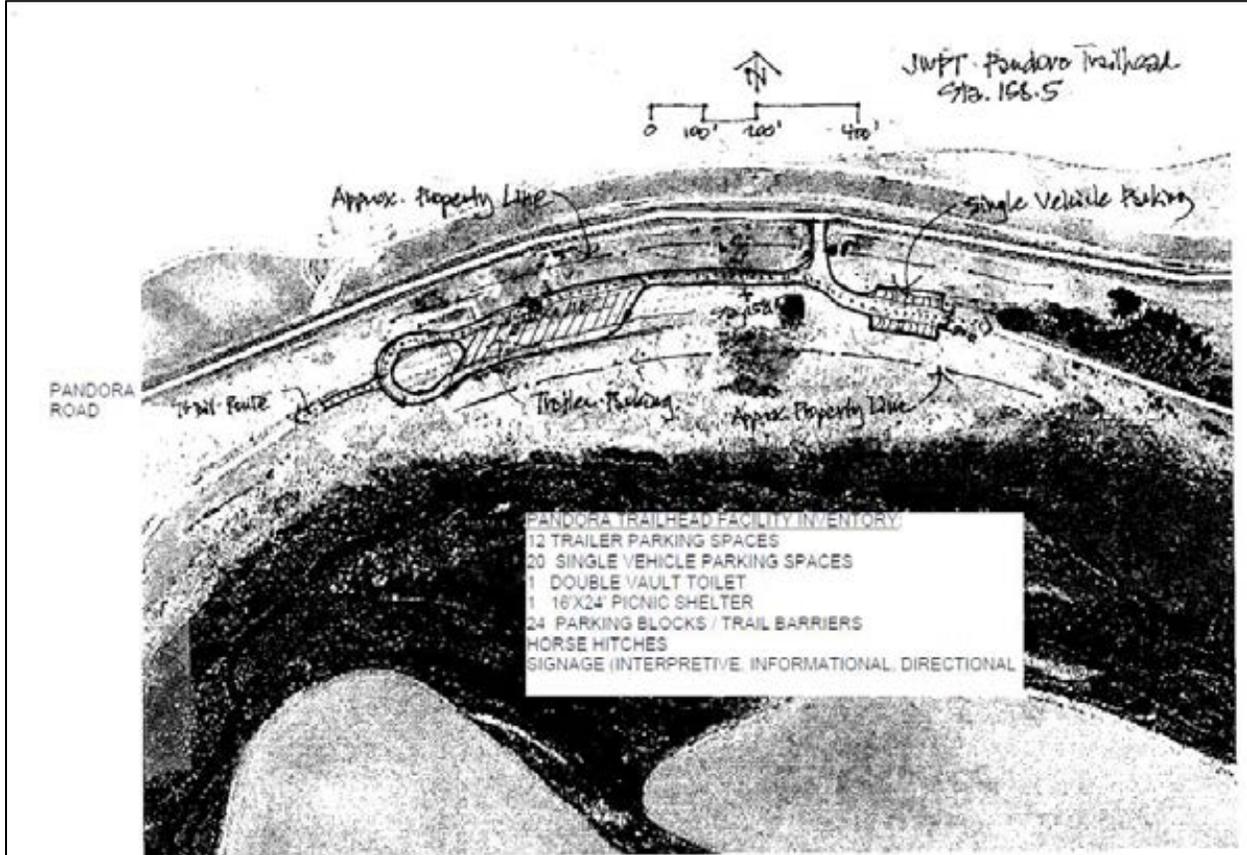


Figure 9: Conceptual Pandora trailhead site plan

The proposed Pandora Trailhead is located on approx. 8.95 acres at MP 158.5 (6.5 miles east of Rosalia and 12.5 miles west of Tekoa) with the following elements:

- Vehicular trailhead access via a 20' wide egress from Pandora Road.
- 12 trailer parking spaces (12'x75'), 20 standard parking spaces (10'x20') with parking blocks, double vault toilet, 16'x24' picnic shelter, equestrian tie downs, vehicle/trail barriers, informational kiosk and interpretive, informational and directional signage.

## Tekoa Trailhead

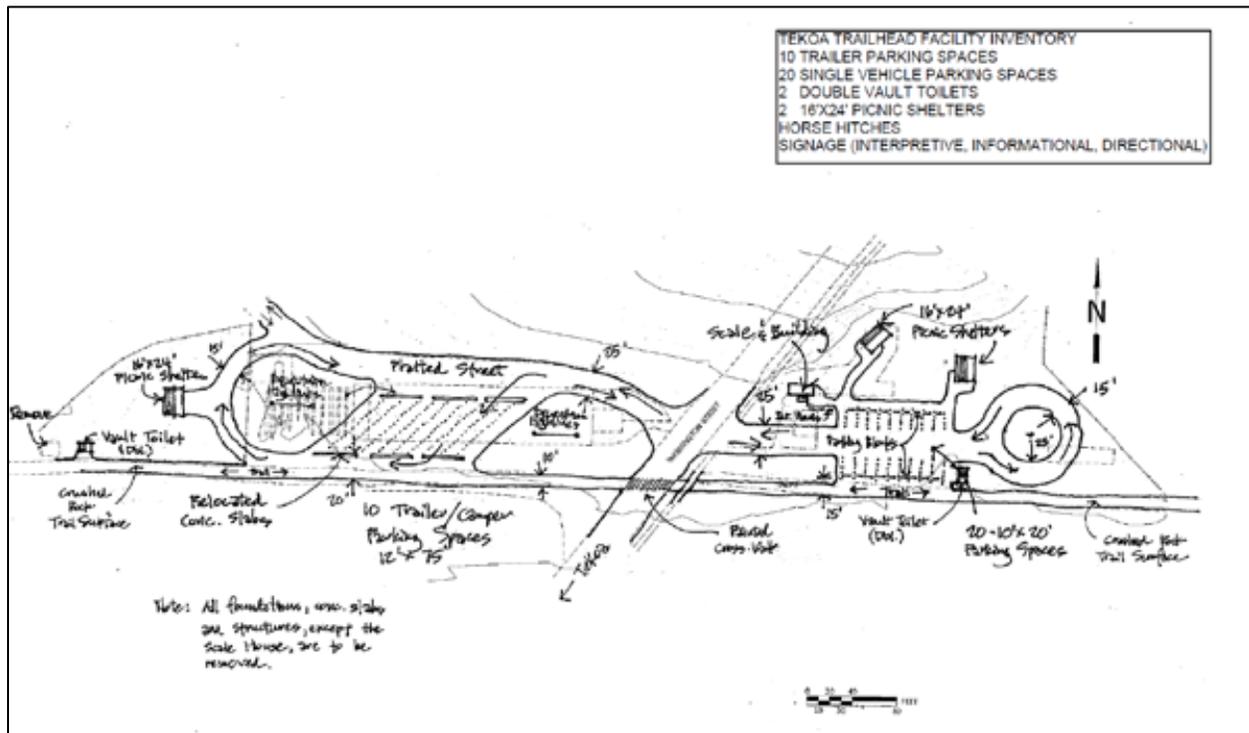


Figure 10: Conceptual Tekoa trailhead site plan

The proposed Tekoa Trailhead is located on approx. 2.61 acres in the City of Tekoa fronting on both sides of Washington Street. State Parks intends to purchase the trailhead property with grant funds. The City of Tekoa may be willing to partner on trailhead development. The proposed trailhead will include the following elements:

- 10 trailer parking spaces (12'x75'), 20 standard parking spaces (10'x20') with parking blocks, 2 double vault toilets, 3 picnic shelters (16'x24'), equestrian tie downs, parallel trail, trail road crossings and barriers, 2 informational kiosks and interpretive, informational and directional signage.

## ENVIRONMENTAL SITE REPORT

An Environmental Site Report was completed by David Evans and Associates in April 2012. The full report is in Appendix C.

The Report identifies Recognized Environmental Conditions (RECs) within and adjacent to the trail corridor study area. RECs within the Trail Corridor include potential contaminant sources within the decommissioned Milwaukee Road rail bed and rail yards, two gas pipelines intersecting the trail, drums, a vent pipe, vault drains, water wells, solid waste, debris, dumping,

soil mounds, and aerial use of fertilizers, herbicides or pesticides as part of agricultural activities.

The Report indicates that none of the REC's presents an immediate risk to human health needing immediate action. The Report recommended posting signs to notify trail users of agricultural practices in the area and the potential for agricultural spray drift of herbicides or insecticides onto trail users.

The Report also identifies precautions and recommendations to avoid and minimize exposure to hazardous substances during project development and construction, and reporting procedures for removal and disposal of potential contaminated substances.

### **CULTURAL RESOURCES SURVEY**

Two field survey efforts were undertaken to identify and evaluate cultural resources associated with proposed trail development in Spokane and Whitman counties. Vehicular survey and limited pedestrian survey were completed within the project's Area of Impact (AI) over a distance of about 34 miles between the vicinity of the Milwaukee Road's Malden Station in Whitman County, and the Washington-Idaho state line in Spokane County. The goal was to assess known sites, structures, and/or features related to railroad and community developments—areas with the potential to contain cultural resources. Between Malden and the state line, the project AI is best described as a massive fill with limited and distinct areas of excavated cuts.

More comprehensive pedestrian surveys were completed as a second effort at the proposed trailhead locations in Malden, Rosalia, and Tekoa. Each potential trailhead location was associated in the historic period with a Milwaukee Road railway station and yard. Pedestrian survey by a State Parks archaeologist and a historic preservation planner was undertaken, with transects spaced less than 5 meters (16.5 feet) apart. The majority of existing ground surfaces found at project stations and their yards were artificially created by historic railway construction-maintenance activities, or have been altered by post-railroad disturbances.

Shovel testing was not employed during any of the surveys, as most ground surfaces in the project AI are disturbed as cuts and fills associated with the construction, operation, and/or maintenance of the Milwaukee Road between ca. 1908 and 1982. State Parks staff also completed a site search of Department of Archaeology and Historic Preservation (DAHP) databases. Background information was collected from State Parks archives, the Washington State Library in Olympia, and the Internet.

Surveys by State Parks personnel did not identify any prehistoric artifacts, features, or sites within the project AI. However, historic cultural resources were identified in isolated locations, and at railroad-station locales in the survey areas. Recorded historic features and structures

include ruins of Milwaukee Road yard segments at Malden, Pandora, and Tekoa, and standing structures at various locations.

In total, thirteen historic resources were recorded on the appropriate inventory forms for submittal to DAHP, but only three appear significant in regard to meeting the criteria of the National Register of Historic Places. According to DAHP databases, one previously-recorded cultural resource (i.e., the National Register-listed Rosalia Railroad Bridge) is present within the project AI. All National Register properties are structures associated with the Milwaukee Road. Project consultation for cultural resources was initiated by State Parks with DAHP, the Colville Confederated Tribes, the Spokane Tribe, and the Coeur D’Alene Tribe.

The DAHP concurred that three inventoried structures were eligible for listing in the National Register of Historic Places. In addition, DAHP concurs that ten other inventoried structures or sites do not meet the National Register criteria. The Spokane Tribe requested an on-site meeting to discuss potential effects to cultural resources, but inclement weather compromised their ability to participate. Subsequently, the Spokane Tribe determined there was no project effect upon cultural resources within the project AI at this time. In regard to additional cultural resources consultation, no interest was shown by the Colville Confederated Tribes or the Coeur D’Alene Tribe. See Appendix D Cultural Resources Report for further information.

### **DEVELOPMENT PERMIT REQUIREMENTS**

Adoption of this plan will require environmental review as a non-project action in compliance with the State Environmental Policy Act (SEPA). Phased implementation of any proposed project actions identified in the plan (e.g., future trailhead development, etc.) will also require SEPA compliance and state, local, and federal permits, as necessary. Compliance with the Governor’s Executive Order 05-05 will also be required, including cultural resources consultation with affected tribes and the Department of Archaeology and Historic Preservation (DAHP).

The trail within the Trail Corridor is a permitted land use with the following agency zoning classifications and comprehensive plan designations:

<b>Agency</b>	<b>Zoning Designation</b>	<b>Comprehensive Plan Designation</b>
Whitman County	Agricultural	Agricultural
Spokane County	Large Tract Agricultural (LTA)	Large Tract Agricultural (LTA)
Town of Malden	None	None
City of Rosalia	Residential	Residential
City of Tekoa	Industrial, Urban Residential, & Rural Residential	Industrial, Urban Residential, & Rural Residential

## PROJECT CONSTRAINTS

### Land Ownership Gaps

Ownership gaps with permitted access within the trail corridor study area are identified herein; however, formal agreements were not obtained by Parks when the land was transferred from DNR. State Parks should confirm and obtain formal agreements from DNR or other means prior to trail development to guarantee perpetual use of the trail corridor.

Acquisition of the ownership gap property for the Tekoa Trailhead ranks highly on a list of properties prioritized for State Parks acquisition grant funding during State Parks 2013-2015 biennium.

### Trail Detours

The trail detours identified herein are required during interim and phased development of the trail. Trail detours will be eliminated with completion of trail development.

State Parks should obtain agency approval for trail detours within road right-of-ways, and consider widening roadway shoulders and other means to provide safe access for trail users.

Drainage issues causing the Lone Pine Road trail detour should be assessed during phased development to determine the extent of restoration required, including potential wetland mitigation measures.

### Utility Easements

Formal easements should be developed for the numerous utility crossings within the study area, in order to provide safe access for trail users.

### Land-Use Conflicts

Land use conflicts identified during public meetings, including preventing trail users from trespassing on private land, should be addressed on a case-by-case basis. Potential resolutions include signs, fencing, and increased monitoring by State Parks staff. Grazing rights should be addressed on a case-by-case basis to ensure the safety of both trail users and livestock.

### Safety Issues

Human safety should be the primary emphasis for development of the trail corridor within a given budget. Bridge structures should be inspected, and bridge decking and safety railing renovations should meet local and universal code permit requirements. ADA universal access should be developed in a safe and practical manner to the maximum extent possible with existing site constraints. Road crossings should be clearly marked and visible, and vegetation

maintained to provide safe access by trail users. Signs should be installed at trailheads and trail access points to clearly indicate trail features, distances to services, and other pertinent safety information.

### Operations

State Parks funding of operations personnel should be evaluated, in order to provide adequate monitoring, security, law enforcement, emergency services, facility maintenance, vegetation management, interpretation, and long-term trail management, among other duties.

## **CHAPTER 6: PROPOSED PHASED DEVELOPMENT**

### **PHASE 1: MALDEN TO ROSALIA DEVELOPMENT**

#### Trail

Within the nine-mile segment between Malden and Rosalia, the trail will be regraded to 10% or less at the five road crossings where bridges have been removed, and the entire length will be surfaced with crushed rock.

The trail development begins at the Malden Trailhead in Whitman County; crosses an existing bridge at Pine Creek (MP 143.7); crosses on-grade at Squaw Road (MP 146); crosses into Spokane County (MP 146.8); crosses an existing bridge at Widman Road (MP 147.8); crosses over an existing underground PG&E Gas Line (MP 148.4); crosses under Dixon Road (MP 149.3) in a culvert tunnel; crosses on-grade at Morrow Road South (MP 150.2), requiring re-grading of former bridge abutments on either side; crosses back into Whitman County (MP 151.5); crosses on-grade at Kelsey Road (MP 150.7), requiring regrading of the former bridge abutments on either side; crosses on-grade at Gashous Road (MP 151.9), requiring re-grading of former bridge abutments on both sides; and ends at the Rosalia Trailhead.

#### Malden and Rosalia Trailheads

Completion of the Malden and Rosalia Trailheads will complete a nine-mile section of ADA-accessible trail with trailheads at both ends, and convenient access to commerce within the Town of Malden and the City of Rosalia.

#### Development Constraints

Malden Trailhead: there should be no constraints to development of the Malden Trailhead due to moderate slopes and sufficient trail corridor width at this location. Approval from the Town of Malden will be required for proposed one-way vehicular trailhead circulation using municipal streets.

Rosalia Trailhead: existing steep grades and limited trail corridor width within the vicinity of Rosalia present challenges to ADA access and crushed rock roadway maintenance.

## **PHASE 2: ROSALIA TO PANDORA DEVELOPMENT**

### Trail

Within the 6.5-mile segment between Rosalia Trailhead (MP 152.0) and the Pandora Trailhead (MP 158.6), the trail will be re-graded to 10% or less at three road crossings where bridges have been removed, and the entire length will be surfaced with crushed rock.

The trail development begins at the Rosalia Trailhead; crosses on-grade at 7<sup>th</sup> Street West (MP 152.4), requiring re-grading of one bridge abutment on the south side of 7<sup>th</sup> Street West; crosses on-grade at Betty Bruce Road (MP 152.5), requiring regrading at the bridge abutments on either side of Betty Bruce Road; crosses on-grade at Pine City-Malden Road (MP 153.2); crosses an existing bridge at Rosalia Road & Pine Creek (MP 153.5); crosses an existing bridge at N/S railroad line (MP 153.8); crosses under US HWY 395 bridge (MP 154.0); crosses an existing farm bridge (MP 155.4); goes around a farm bridge that has been partially removed (MP 156.75); crosses an ownership gap property (MP 156.9 to MP 157.6); crosses a small existing bridge over a stream just past Pandora Road (MP 158); and ends at the Pandora Trailhead (MP 158.6).

### Pandora Trailhead

With the 19.5-mile distance between the Rosalia and Tekoa Trailheads, the Pandora Trailhead is in a remote site, but is recommended in order to meet the planning criteria of providing trailheads approximately every ten miles, established by the Iron Horse State Park Master Plan. The Pandora Trailhead is 6.6 miles from the Rosalia Trailhead and 12.9 miles from the Tekoa Trailhead.

### Development Constraints

Pandora Trailhead: there should be no development constraints for the Pandora Trailhead due to the moderate topography of the site and sufficient trail corridor width at this former railroad stop location. With the site located at a bend on Pandora Road, vehicular intersection sight distance triangle requirements must be provided based on the Pandora Road speed limit.

## **PHASE 3: PANDORA TO TEKOA DEVELOPMENT**

### Tekoa Bridge Renovation

The 975-foot length Tekoa Bridge spanning Hangman Creek and SR 27 in the City of Tekoa requires new decking and safety railing prior to trail development and public use.

### Trail Development

Within the 12.9-mile segment between the Pandora and Tekoa Trailheads, the trail will be regraded to 10% or less where bridges have been removed, and the entire length will be surfaced with crushed rock.

The trail development begins at the Pandora Trailhead; crosses on-grade at Wilhelm Road (MP 158.7); crosses a small bridge (MP 160.0); crosses on-grade at Engel Road (MP 161.5); crosses on-grade at Fox Road (MP 162.6); crosses a small bridge (MP 162.7); crosses on-grade at Seabury Road (MP 163.3); crosses a small bridge (MP 163.6); crosses an existing bridge at Blanton Road (MP 163.7); travels under a bridge at Lone Pine Road (MP 166.2); crosses through a bog area requiring drainage renovation at the current Lone Pine Road trail detour (MP 166.2 to approx. MP 166.9); crosses on-grade at Chase Road (MP 167.6); crosses on-grade at existing farm road (MP 168.8); crosses on-grade at Summer Road (MP 169.8); crosses over the Tekoa Bridge at Hangman Creek and SR 27 (MP 171.25); and ends at the Tekoa Trailhead at Washington Street in Tekoa (MP 171.5).

### Tekoa Trailhead

Completion of the Tekoa Trailhead completes a 12.9-mile section of ADA accessible trail with access to commerce within the City of Tekoa.

### Development Constraints

Trail Development: There should be no development constraints between the Pandora Trailhead and Tekoa Trailhead, other than the drainage issue causing the current Lone Pine Road trail detour. The drainage issue should be assessed to determine the extent of restoration required, including potential wetland mitigation measures.

Pandora Trailhead: There should be no development constraints for the Pandora Trailhead due to the moderate topography of the site and sufficient trail corridor width at this location.

Due to the existing steep topography along Washington Street within the City, existing sidewalks may need upgrading for ADA access, if not in place, for access from the trailhead to commerce in the main part of town.

## **PHASE 4: TEKOA TO IDAHO BORDER DEVELOPMENT**

### Trail

Within the 5.5-mile segment between the Tekoa Trailhead and the Idaho Border, the entire length of the trail will be ADA accessible and surfaced with crushed rock.

The trail development begins at the Tekoa Trailhead, crosses an ownership gap property (MP 174.1 to MP 173.8), and crosses farm lands, before reaching the Idaho Border at the Tekoa-Idaho Road (MP 177.0).

Trail planning and development between the Tekoa Trailhead and the Idaho Border should be coordinated with development of the 10-mile gap on the former Milwaukee Railroad Corridor between the Idaho border and the beginning of the 72-mile Trail of the Coeur d' Alenes.

### Development Constraints

Trail Development: There should be limited constraints to development of the trail due to the moderate slopes of the former railroad bed.

### Potential Trailhead

Due to the limited trail corridor width, a potential trailhead at the Idaho border, accessed from the Tekoa-Idaho Road, would require a land acquisition.

## CHAPTER 7: ESTIMATED CONSTRUCTION COSTS

The estimated construction costs, shown in Table 1 are based on preliminary design work, and may be revised due to inflation or field verification of trail conditions. These are planning-level estimates, and should not be used for budget development without further verification.

Table 1: Estimated construction costs

Phase 1: Malden to Rosalia	Estimated Costs
Trail development	\$332,000
Malden trailhead	\$358,000
Rosalia trailhead	\$348,000
	<b>Total: \$1,038,000</b>
Phase 2: Rosalia to Pandora	
Trail development	\$600,000
Pandora trailhead	\$350,000
Bridge improvements	\$560,000
	<b>Total: \$1,130,000</b>
Phase 3: Pandora to Tekoa	
Trail development	\$600,000
Tekoa trailhead	\$420,000
Tekoa bridge	\$1,600,000
Other bridge improvements	\$240,000
	<b>Total: \$2,860,000</b>
Phase 4: Tekoa to Idaho Border	
Trail development	\$200,000
	<b>Total: \$200,000</b>