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Wenatchee Foothills Community Strategy:

A Community Vision and Road Map for the Wenatchee Foothills

The Trust for Public Land
Conserving Land for People

City of Wenatchee

Chelan-Douglas Land Trust
Our Land, Our Water, Our Future

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Prepared by

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Chelan-Douglas Land Trust
Chelan County
City of Wenatchee

Written by Kitty Craig, the Trust for Public Land
Report design and layout by CORE GIS
Edited by Jim Moore, Word Jones
Front cover photos by Andy Dappen and CDLT
Interior photos by Andy Dappen (iv, 3, 5, 31, 33, 39, 46), CDLT (23, 37), and Kitty Craig (viii, 14, 29, 49)

For more information, contact:

Kitty Craig, Program Manager
The Trust for Public Land
Washington State Office
1011 Western Avenue, Suite 605
Seattle, WA 98104
kitty.craig@tpl.org
(206) 274-2923

Bob Bugert, Executive Director
Chelan-Douglas Land Trust
PO Box 4461
Wenatchee, WA 98807
bob@cdlandtrust.org
(509) 667-9708

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CORE GIS LLC
www.coregis.net

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Wildlife and Habitat Technical Advisory Group:

Susan Ballinger, Washington Native Plant Society

Eric Ellis, Bureau of Land Management

Neal Hedges, Chelan-Douglas Land Trust

Mark Oswood, NCW Audubon Society

Von Pope, Chelan County Public Utility District

Ron Poppe, Wenatchee Sportsmen's Association

Bill Stegeman, Wenatchee Sportsmen's Association

J.A. Vacca, Bureau of Land Management

David Volsen, Washington Department of Fish and Wildlife

Development Technical Advisory Group:

John Ajax, City of Wenatchee

Dan Beardslee, Erlandsen Engineering

Scott Christie, NCW Realtor's Association

John Corning, John's Real Estate

Josh Corning, John's Real Estate

Mickey Fleming, Chelan-Douglas Land Trust

Mike Kaputa, Chelan County

Monica Libbey, City of Wenatchee

David Stipe, Project Groundwork

Greg Wright, Washington Realtors

Lilith Yanagimachi, Chelan County

Recreation Technical Advisory Group:

CDLT Trails Committee Members

Andy Dappen, Wenatchee Outdoors

David Erickson, City of Wenatchee

Charlie Naismith, Recreation Advocate

Matt Rose, Evergreen Mountain Bike Alliance

David Stipe, Recreation Advocate

Patrick Walker, Chelan-Douglas Land Trust

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2030 Wenatchee Foothills Vision

The Wenatchee Foothills are a well-managed community resource that provide an extensive network of trails, trailheads, and access points as well as scenic views and vistas for the public to enjoy.

The landscape is home to healthy wildlife populations supported by a diversity of native plants and natural lands.

There is well-planned development that accentuates the natural character of the Foothills.

The community is active, supportive, and involved in land management and planning decisions, and a broad network of citizen groups, public agencies, and private organizations work together to realize the community's vision for the landscape.

Executive Summary

The Wenatchee Foothills form a scenic backdrop to the city of Wenatchee. Changing with every season, the landscape is valued by local residents for its scenic views, trails, wild open spaces, privacy, and plethora of birds, deer, and other important plants and animals. Nestled along the edge and in the canyons of the Foothills are neighborhoods that enjoy the area as their backyard, valued by some for the scenery and by others for the easy proximity to trails, open space, and wildlife.

In the spring of 2009, The Trust for Public Land (TPL), Chelan-Douglas Land Trust (CDLT), Chelan County, and the City of Wenatchee launched the Wenatchee Foothills Community Strategy, a community planning effort focused on developing a shared vision, goals, and an action plan for the Wenatchee Foothills. Over the course of 14 months, the partnership worked together to accomplish four objectives:

- Develop an action-oriented strategy to guide future development, recreation, and conservation efforts and inform future land-use decisions in the Foothills;
- Engage the community in a constructive conversation about how to protect the open-space values of the Foothills while planning for future growth;
- Identify key challenges, opportunities, and recommendations for implementing a cohesive community strategy for the Foothills; and
- Combine local knowledge with scientific data to thoroughly inventory, map, and analyze open-space values and growth pressure in the Foothills.

For the first time, this plan establishes a long-term community vision and lays out specific actions, strategies, and goals to maintain and enhance what the community values about the landscape.

Key Issues

The planning process revealed the following key issues affecting the Wenatchee Foothills:

- **People Love and Use the Foothills.** The Foothills are a valuable community resource for the recreational opportunities, views, wildlife habitat, and peace and quiet they provide. As the city and region have grown, so have recreational use and residential demand in the Foothills.
- **Conflicts of Interest Have Increased in the Foothills.** From trailhead use in residential neighborhoods to the visual and environmental impact of new roads, driveways, and homes on undeveloped slopes, conflicts of interest have increased with more recreational use and residential development in the Foothills.
- **Minimal Management and/or Oversight.** Increased public use has shed light on the complex land ownership pattern and minimal management of public resources in the Foothills. Issues such as trespass, user conflicts, resource damage, and wildlife disturbance are common due to minimal management and oversight of areas used by the public.
- **A Need for Collaboration and Political Will.** The Foothills are in the transition zone of City of Wenatchee and Chelan County jurisdiction. The City and County should continue to collaborate on

common interest issues such as land use, public recreation, stormwater, and transportation.

- **Limited Resources to Address Major Issues.** While citizens, local organizations, and public agencies have expressed some interest in addressing many of the issues discussed above, limited resources—both capital and operational funding—exist to address some of the most-pressing issues.

Community Priorities

Based on the needs and concerns captured throughout the planning process, several areas of opportunity and priority exist for the community:

- **Improve Growth Management and Land-use Planning.** Historically, coordination and collaboration on City and County land-use planning has been limited. Looking to the future and learning from other communities, there is opportunity for more collaboration on issues such as creative approaches to strategic open-space protection, development of design guidelines that protect the natural character of the landscape, and other recommendations to streamline the permitting process.
- **Improve Management of Public Land and Resources.** The patchwork of public and private land ownership in the Foothills challenges management of sensitive resources and lands used by the public for recreational purposes. There is opportunity to strengthen partnerships among public land management agencies, private organizations, and landowners to address common concerns such as overuse, invasive weeds, and trespassing.
- **Increase Protection of Priority Recreation, Wildlife, and Open-space Areas.** Areas throughout the Foothills require heightened protection due to high recreation, wildlife habitat, scenic, or environmental value. With the guidance of this plan, there is an opportunity to strategically identify these areas and work with a variety of partners on an appropriate protection strategy.
- **Improve Collaboration and Coordination among Foothills Interests.** This planning process has highlighted the myriad public and private interests in the Foothills. While several have worked together in the past, there is opportunity for enhanced collaboration and coordination to meet the needs identified in this plan.
- **Improve Community Education, Engagement, and Involvement.** The Foothills are highly valued across interest groups in Wenatchee, ranging from the school children who use the area as an outdoor classroom to the tourist industry that features the area as a recreational attraction. There is opportunity to improve education, engagement, and involvement of the community in Foothills efforts. With enhanced knowledge and understanding of the landscape, the community may support broader efforts to fulfill the vision for the area.

Plan Framework

The foundation of this plan is grounded in the following framework.

2030 Vision

The Wenatchee Foothills are a well-managed community resource that provide an extensive network of trails, trailheads, and access points as well as scenic views and vistas for the public to enjoy.

The landscape is home to healthy wildlife populations supported by a diversity of native plants and natural lands.

There is well-planned development that accentuates the natural character of the Foothills.

The community is active, supportive, and involved in land management and planning decisions, and a broad network of citizen groups, public agencies, and private organizations work together to realize the community's vision for the landscape.

The 2030 vision statement provides a critical foundation for the goals, strategies, and actions presented in this plan. It captures a vision of success and provides the community with a critical compass to guide action and investment in the Foothills for years to come.

Guiding Principles

These guiding principles reflect the values of the community and are intended to guide future actions and decision making in the Foothills:

1) Actively manage growth through a combination of rules, education, and incentives.
2) Actively manage recreational use of areas open to the public.
3) Appropriately balance public use and community values with private benefit.
4) Conserve critical wildlife habitat and other sensitive areas.
5) Engage the community in land-use and management activities.
6) Foster collaboration among diverse interests to improve understanding, communication, and decision making.
7) Foster community education efforts about how to conserve and respect Foothills resources.
8) Minimize the environmental impact of land-use activities.
9) Protect scenic views, vistas, and viewpoints.
10) Protect the unique natural character of the Foothills.
11) Respect and support landowner rights.

Goals

Four key goals must be met to achieve the community's long-term vision for the Wenatchee Foothills:

1) Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community;
2) Conserve a diversity and abundance of wildlife, habitat, and open space features important to the ecological health of the Foothills;
3) Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future; and
4) Build community understanding, support, and involvement in Foothills issues and activities to further community investment in and stewardship of Foothills resources.

Implementation

The Wenatchee Foothills Community Strategy provides a road map for the community to realize its vision for the Foothills through realistic actions and on-the-ground projects that strive to meet the need for new growth and development while protecting and enhancing recreational, scenic, and conservation values the community holds dear. The Capital Improvement Plan presented in Chapter 5 proposes more than $6 million in capital projects over the next six years, and the Action Plan presented in Appendix E captures a wide-ranging list of priority actions to pursue.

This plan demonstrates the great potential and need for the community to work toward common goals and a long-term vision in the Wenatchee Foothills. Collaboration among a variety of partners—most importantly the City of Wenatchee and Chelan County—is essential for this plan to succeed.

1. Introduction

In the spring of 2009, The Trust for Public Land (TPL), Chelan-Douglas Land Trust (CDLT), Chelan County (County), and the City of Wenatchee (City) launched the Wenatchee Foothills Community Strategy, a community planning effort focused on developing a shared vision, goals, and an action plan for the Wenatchee Foothills. For the first time, this plan establishes a long-term community vision and lays out specific actions, strategies, and goals to maintain and enhance what the community values about the landscape.

Planning Process and Approach

The partnership approach taken to develop the Wenatchee Foothills Community Strategy is unprecedented—never before have the City and County partnered with private nonprofit organizations such as TPL and CDLT to craft a community plan for an area the size or complexity of the Wenatchee Foothills. While the City and County have created regional plans and conducted an infrastructure study with corresponding regulatory documents to guide land-use actions in the area, they have not worked together on crafting a shared vision to guide future action or investment in an area of mutual concern.

With the leadership, project management, and private philanthropic support raised by TPL and CDLT, a planning team consisting of the City, County, TPL, and CDLT worked together over the course of 14 months to accomplish four planning objectives:

- Develop an action-oriented strategy to guide future development, recreation, and conservation efforts and inform future land-use decisions in the Foothills;
- Engage the community in a constructive conversation about how to protect the open-space values of the Foothills while planning for future growth;
- Identify key challenges, opportunities, and recommendations for implementing a cohesive community strategy for the Foothills; and
- Combine local knowledge with scientific data to thoroughly inventory, map, and analyze open-space values and growth pressure in the Foothills.

To accomplish the planning objectives, the project involved four phases and various components explained in detail below.

- **Phase 1. Vision, Values, and Opportunities Identification.** The purpose of Phase 1 was to broadly capture what people value about the Foothills and identify major issues, concerns, opportunities, and elements of a shared vision for the landscape. This phase focused on gathering this information through a variety of public involvement methods, including leadership meetings, focus groups, and community workshops.
- **Phase 2. Resource Identification and Conceptual Plan Development.** The purpose of Phase 2 was to conduct an inventory of important resources in the Foothills, specifically focusing on the themes of development, recreation, scenic views, and wildlife and habitat—values the community identified as important. Technical advisory groups (TAGs) led the collection and refinement of data to accurately inventory and map resources. Specific inventory information was then used to develop a conceptual plan—a vision for the future—for the landscape.
- **Phase 3. Goal, Strategy, and Action Development.** Phase 3 involved developing specific goals, strategies, and actions to work toward the

community's long-term vision for the Foothills. Public involvement and research were the primary methods for identifying and refining goals, strategies, and actions.

- **Phase 4. Plan Completion and Implementation.** The final phase of the project involved completing the final plan through planning team review and public comment, and mobilizing resources for implementation. Implementation of the plan will rely on continued staff involvement, local leadership, and public support.

Public Involvement

To ensure the Wenatchee Foothills Community Strategy adequately meets community needs and captures the community's vision for the area, the planning process heavily emphasized and facilitated public involvement through a variety of methods detailed below (see Chapter 3 for a more detailed discussion of public involvement).

Leadership Scoping Meetings

In the spring of 2009, TPL and CDLT held scoping meetings with key city, county, and business leadership in the community. The purpose of the meetings was to introduce the project and gather preliminary guidance from various entities on areas of opportunity and concern.

Focus Groups

In the spring and summer of 2009, TPL and CDLT convened a series of focus groups, gathering interests representing development, recreation, landowners, and wildlife. The focus groups provided a detailed foundation of information used for public review at the July community workshop.

Technical Advisory Groups

Throughout the fall and winter of 2009-2010, three TAGs focused on development, wildlife and habitat, and recreation were convened to guide the development of a resource inventory for the Foothills. The TAGs met three to four times over the course of five months to provide guidance on data development and refinement.

Public Workshops

Two public workshops were held—one each at the start and close of the project—to solicit public input and feedback on various aspects of the plan. The workshops attracted nearly 200 attendees and provided a critical opportunity to gather input and feedback to inform the planning process. (See Appendix D for workshop summaries.)

Resource Inventory

To accurately plan for the future of the Wenatchee Foothills, a detailed resource inventory was developed with the guidance of TAGs. The groups, composed of individuals representing various agencies and organizations, provided critical insight into the best available data to use for the inventory and the best approach to refine and develop necessary data to expand the inventory.

Ultimately, detailed information was gathered on recreational resources, scenic views and viewscapes, wildlife and habitat resources, and the potential for future development based on current trends and preferences. Maps and statistics generated through the inventory are presented in Chapter 2. Overlaying and overlapping various resources guided the development of the Conceptual Plan highlighted in Chapter 4.

Supporting Research

To inform the recommendations and implementation of the Wenatchee Foothills Community Strategy, TPL researched detailed case studies and conservation finance options explained below.

Case Study Research

Several communities across the West have faced challenges and opportunities similar to those in the Wenatchee Foothills. To take advantage of lessons learned and innovative ideas from communities similar to Wenatchee, TPL researched three communities that have led successful planning and conservation efforts in their foothills: Helena, Montana; Missoula, Montana; and Boise, Idaho. For each of these areas, TPL researched planning documents, interviewed local staff and leaders, and prepared case-study summaries highlighting the scope, challenges, and lessons learned in each of these communities. Major findings from the case studies helped inform the goals, strategies, and actions recommended in this plan. (See Appendix G for full case-study summaries.)

Conservation Finance Research

To provide a foundation for the implementation of this plan, TPL researched the suite of funding options available to fund conservation efforts—inclusive of restoration, acquisition, or maintenance of land as well as recreation projects—in the Wenatchee Foothills. Funding these types of activities has become increasingly complex in recent years as federal and state funding sources have waned and competition has increased. TPL's conservation finance research reviewed relevant state and federal conservation funding programs as well as local options for generating and dedicating local revenue toward Foothills efforts. (See Chapter 5 and Appendix F for more information.)

Relationship to Other Plans

The Wenatchee Foothills Community Strategy provides a long-term vision and six-year action plan to guide action and investment and inform land-use decisions in the Wenatchee Foothills in the coming years. While the plan is not a regulatory document, it provides overall guidance for recreation, development, and conservation activities in the area and may be used to establish regulations. The plan is designed to meet eligibility requirements for grants administered by the Washington State Recreation and Conservation Office and the State Growth Management Act. This plan may be adopted as part of the City and County's comprehensive plans.

To ensure the plan meets community needs and does not recreate the wheel, a thorough evaluation of related plans and documents was conducted as part of the planning process. A full review and discussion of the following planning documents and efforts is provided in Appendix C:

- Chelan County Comprehensive Plan (Amended 2009)
- Chelan County Foothills Outreach (May-June 2009)
- Chelan County Comprehensive Parks Plan (2007)
- City of Wenatchee Foothills Development Potential Study (2009)
- City of Wenatchee Comprehensive Plan (Updated 2007)
- City of Wenatchee Parks, Recreation, and Open Space Plan (2006)
- Chelan-Douglas Land Trust Wenatchee Foothills Trails Plan (2006)
- Chelan-Douglas Land Trust Wenatchee Trail Connections Charrette (2003)

2. Wenatchee Foothills Overview

The Wenatchee Foothills form a scenic backdrop to the city of Wenatchee. Changing with every season, the landscape is valued by local residents for its scenic views, trails, wild open spaces, privacy, and plethora of birds, deer, and other important plants and animals. Nestled along the edge and in the canyons of the Foothills are neighborhoods that enjoy the Foothills as their backyard, valued by some for the scenery and by others for the easy proximity to trails, open space, and wildlife.

This chapter explores important trends and characteristics of the community and landscape that make up the Wenatchee Foothills. Population, growth, and land development are explored in the community discussion below, while the landscape discussion focuses on the physical characteristics and qualities of the land.

The Community

The greater Wenatchee Valley has witnessed significant change in the last 10 years, with more people moving to the area to enjoy the region. Along with increased population, the economy has shifted to accommodate economic opportunities that expand beyond the traditional agricultural industries. At the same time, recreational and agricultural tourism are growing, and more and more people are moving to the Wenatchee area to enjoy the high quality of life—including good weather, outdoor recreation opportunities, wide open spaces, and top-notch healthcare—that the region provides.

Population

The city of Wenatchee and Chelan County have grown steadily over the last 20 years, increasing an average 2 percent per year. From 1990 to 2009, the city's population increased 11 percent, totaling nearly 31,000 in 2009, while the county's population increased 9 percent, totaling nearly 73,000 in 2009 (Table 2.1). Looking to the future, city and county growth rates are forecasted to remain steady, falling slightly behind the state average of 44 percent by 2030 (Table 2.2).

Table 2.1 Population Trends, 1990-2009

	1990	2000	2009	Percent change 1990-2009	Average Annual Growth Rate
City of Wenatchee	21,829	27,856	30,960	42%	2.2%
Chelan County	52,250	66,616	72,600	39%	2.0%

Source: Chelan-Douglas Trends Website

Table 2.2 Population Forecast 2030

	2000	2010	2020	2030	Percent change 2000-2030
City of Wenatchee	27,856	31,348	35,166	38,985	40.0%
Chelan County	66,616	75,093	84,833	93,523	40.4%
State of Washington	5,894,121	6,792,318	7,698,939	8,509,161	44.4%

Source: Washington Office of Financial Management (Medium Projections), City of Wenatchee

Growth and Development

As population in the greater Wenatchee area has increased, so have new growth and development throughout Chelan County. Figure 2.1 shows the number of single-family residential building permits granted from 2000 to 2008 in Chelan County and the city of Wenatchee, totaling more than 3,300, with the majority of those permitted within the city of Wenatchee. Similar to trends across Washington, homes sales in Chelan County hit a 10-year high of 7,710 in

Figure 2.1: Single-family Residential Building Permits (2000-2008)

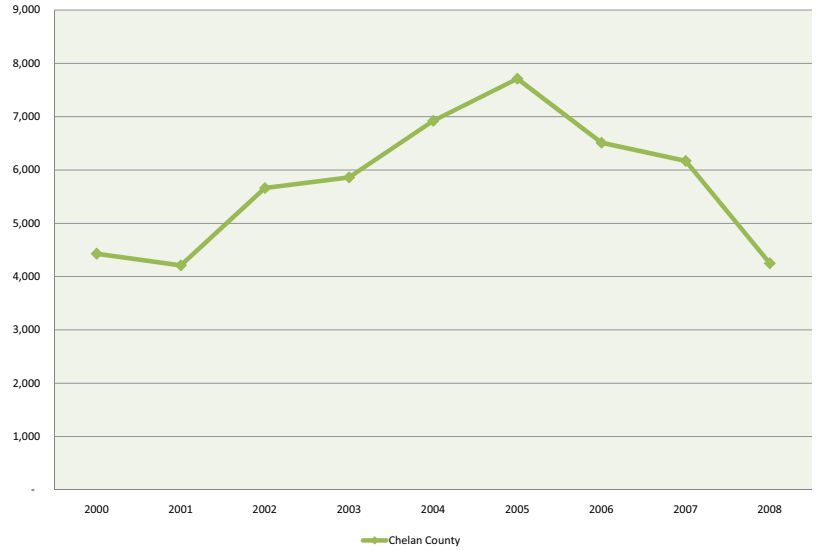
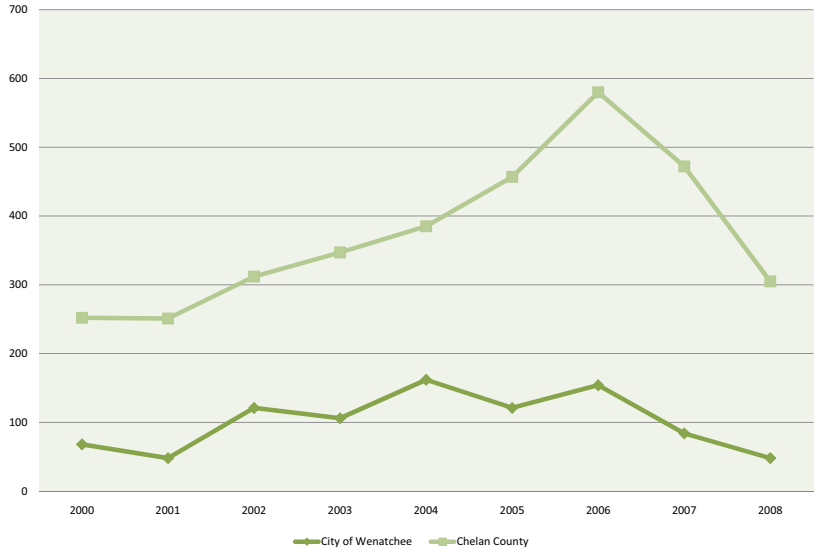
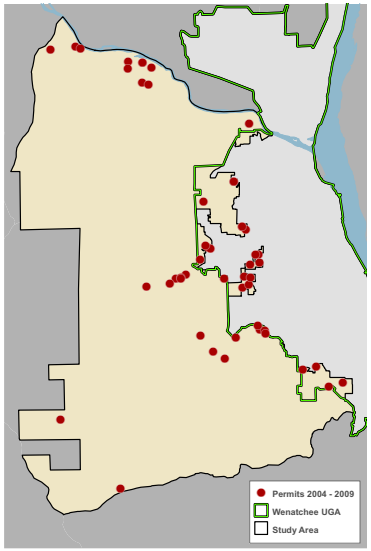


Figure 2.2: Seasonally Adjusted Existing Home Sales (2000-2008)



2005, indicative of the flurry of new homes—both vacation and primary residences—being purchased in Chelan County (Figure 2.2). In 2006, the city of Wenatchee was rated one of the hottest real estate markets by Money magazine,[4] but by 2008 it was identified as one of the top five most overvalued real estate markets (by 40 percent) in the U.S., following Northwest cities such as Bend (46 percent overvalued) and Longview (42 percent overvalued)[5].

Figure 2.3: Chelan County Building Permits in the Foothills, 2004-2009



As the real estate tide has ebbed and flowed in the greater Wenatchee area, growth in the Wenatchee Foothills has been steady, with fewer than 50 single-family residential permits granted in the 16,734-acre Wenatchee Foothills study area (Figure 2.3) from 2004 to 2009. Currently, nearly 600 dwelling units exist within the Foothills study area, with more than half located within the urban growth area (UGA). Based on current city and county zoning, the study area has the potential to have nearly 4,000 new dwelling units, with 75 percent of those located within the UGA, where higher density growth is allowed.

Future Development: Evaluating Development Probability

Predicting future development patterns is a complex task that requires analysis of a range of variables. Based on recommendations from local experts, development probability—or the likelihood of land being developed—was evaluated in the Wenatchee Foothills. The development TAG (see Appendix A for participants) created a development probability model that identifies areas of low to high development probability based on several preferential and physical factors. After

4 "Next hot market . . . think Washington," CNN Money, May 2006, available online at http://money.cnn.com/2006/05/18/real_estate/reguide_what_up_in_washington/index.htm (accessed May 7, 2010).

5 House Prices in America: Updated for the 1st Quarter of 2008 by National City and Global insight, available online at http://blog.oregonlive.com/frontporch/2008/06/Housing%20Valuation%20Q1%202008%20Report.pdf (accessed May 7, 2010).

months of discussion and mapping, the group recommended the following six variables as the most important factors (in order of importance) in determining future development patterns (see Appendix B for a full discussion on the mapping methodology and additional maps):

- **Slope.** The steeper the hillside, the greater the cost and complexity of building a new home. Areas greater than 30 percent slope, which encompass more than 10,000 acres—64 percent of the Foothills study area—are identified as low probability.
- **Distance to Water.** Water availability is a critical decision-making factor when building a new home. Areas that are closer to or within the Chelan PUD water service area have greater certainty in securing water and, therefore, higher development probability; areas outside that service area are dependent on wells and, therefore, have less predictability.
- **Distance to Roads.** Roads to serve new development are expensive to build—those costs increase within the UGA due to higher standards required by the City. Areas closer to the existing road network have a higher development probability because of the close proximity and reduced potential costs.
- **Distance to Power.** Similar to roads, the closer new development is to existing power lines, the cheaper it will be to extend those services. Areas farther away are less likely to be developed because of the additional costs associated with extending those services.
- **Scenic Views.** All homeowners appreciate a scenic view from their private homes. Due to the topography of the Foothills, several potential building sites offer good scenic views of the valley floor and the Columbia River. Areas in the Foothills that have the best views—or can see the most surrounding acreage—are identified as high development probability.
- **Land Value.** The cost of a lot influences the likelihood of its development—cheaper lots are more likely to be developed first. Areas in the Foothills with the most affordable lots are identified as high development probability.
- **Distance to Trails.** For many homeowners, easy access to public trails is a desirable feature. Areas within a mile of a trailhead are identified as having higher development probability.

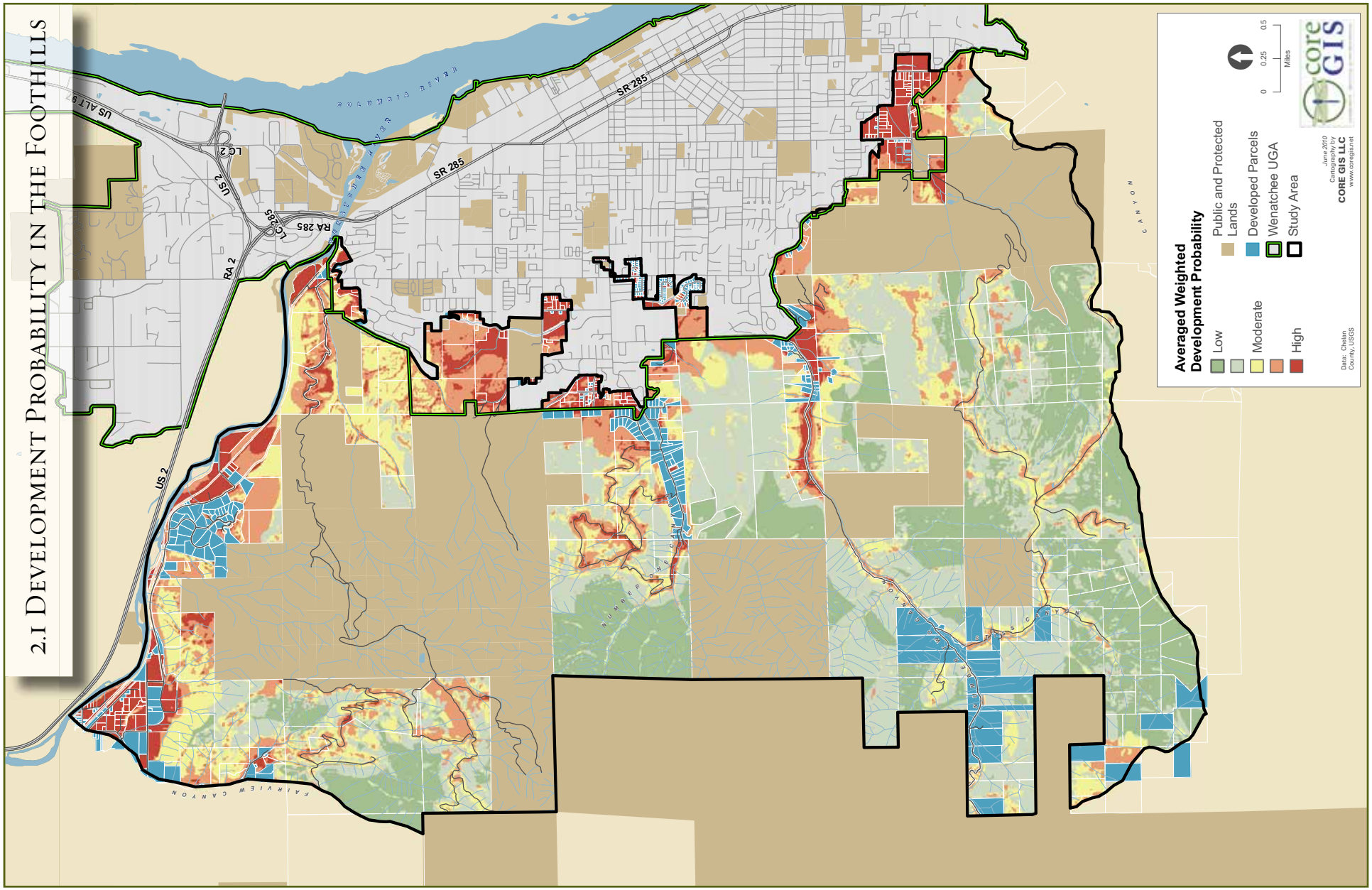
Based on the development probability recommendations, approximately 4,300 acres in the Wenatchee Foothills are identified as moderate to high development probability. As shown in Map 2.1, these areas are concentrated within the UGA, in lower Number One and Number Two canyons, and along the Wenatchee River in the northern portion of the study area. Fifteen percent (660 acres) of these moderate-high areas are within the UGA, concentrating growth on higher-density lots. Table 2.3 shows the number of potential new dwelling units allowed by current zoning standards within the various levels of development probability. Approximately 1,485 potential new dwelling units (87 percent) may be located within areas identified as moderate to high development probability.

Table 2.3 Potential New Dwellings by Development Probability Category

Category	Dwellings	Percent
Low	30	2%
Low-Moderate	184	11%
Moderate	152	9%
Moderate-High	849	50%
High	484	28%
Total	**1,699**	

While development ultimately hinges on the desires of the private landowner, market demand, and technological advances that may reduce development costs, the development probability model provides a snapshot of what could be developed over time based on consumer and developer preferences as well as physical and spatial characteristics of the Foothills.

2.1 Development Probability in the Foothills



The Landscape

The Wenatchee Foothills form a striking backdrop to the city of Wenatchee, sharply climbing from the valley floor to become the Wenatchee Mountains. Divided by three canyons—Squilchuck, Number One, and Number Two—and characterized by prominent geologic formations such as Castle Rock and Saddle Rock, gulches, and rolling hills, the Foothills are truly a unique landscape. The area lies in the transition zone of the pine and fir forests of the east Cascade Mountains and the arid, shrub-steppe desert of eastern Washington, creating a unique environment with plant and animal species from both ecosystems.

Land Ownership

The Wenatchee Foothills study area (Map 2.2) encompasses 16,734 acres, stretching from the Wenatchee city limits to the U.S. Forest Service boundary in the Wenatchee Mountains, and from Squilchuck Canyon north to the Wenatchee River. Nineteen percent (3,182 acres) of this area is in public ownership, with the Bureau of Land Management and Chelan Public Utility District (PUD) owning the majority of land in public ownership. The remaining 81 percent of private land is owned by private landowners, with the Chelan-Douglas Land Trust owning nearly 2,600 acres (nearly 20 percent of the private land), primarily located in the northern portion of the study area in the Horse Lake area.

Recreational Resources

The Foothills are a recreational Mecca for local residents and visitors. Whether heading out the backdoor for a quick hike, run, or bike ride, or making a longer trek along the spine of the Wenatchee Mountains, the area provides an easy-to-access, close-to-home recreational resource for the greater Wenatchee community. As shown in Map 2.2, land ownership is mixed throughout the Foothills, with few contiguous parcels of public land offering unfettered public access. In recent years, CDLT has made an effort to protect a concentration of land accessible to the public in the Horse Lake area, just recently completing the construction of the Horse Lake trailhead.

The Foothills trail network has been developed over time, creating a patchwork of formal and informal trails open to a variety of users. While some of the trails are on public land owned by the Washington Department of Natural Resources (DNR), Chelan PUD, or quasi-public land ownership by CDLT, many trail segments are located on private land and are only open to the public through the good graces of private landowners.

Currently, nearly 40 miles of trails and nine trailheads and informal access points exist in the Foothills study area (Map 2.3). Some of these trails and trailheads or access points are more formal than others, providing a higher level of management and oversight. From south to north, six trail areas—composed of public and private land—are used by the public:

- **Dry Gulch Preserve.** Adjacent to Saddle Rock, this area is privately owned; trails are allowed through a conservation easement held by CDLT.
- **Saddle Rock.** Owned by DNR, this is one of the most popular and heavily used trail areas in the Foothills. Minimal management, oversight, and infrastructure exist to support trail use in this area.
- **Jacobson Preserve.** Owned and managed by CDLT for public benefit, this area provides hiker-only and multi-use trails.
- **Castle Rock.** Owned and maintained by a gracious private landowner, this area provides informal trails and access to the Foothills for foot-traffic only.
- **Sage Hills.** A mix of private and public land ownership, this area provides an important connection to the Horse Lake trail area. It is closed December 1-April 1 to protect wintering mule deer.

- **Horse Lake.** Owned and managed by CDLT, this area is open to the public through a public easement. It is closed December 1-April 1 to protect wintering mule deer.

In a survey conducted at the July 2009 public workshop, participants noted they used trails at Saddle Rock, Horse Lake, and Jacobson Preserve most frequently, with hiking and walking being the primary recreational activity (see Appendix D for additional workshop results).

Wildlife and Habitat

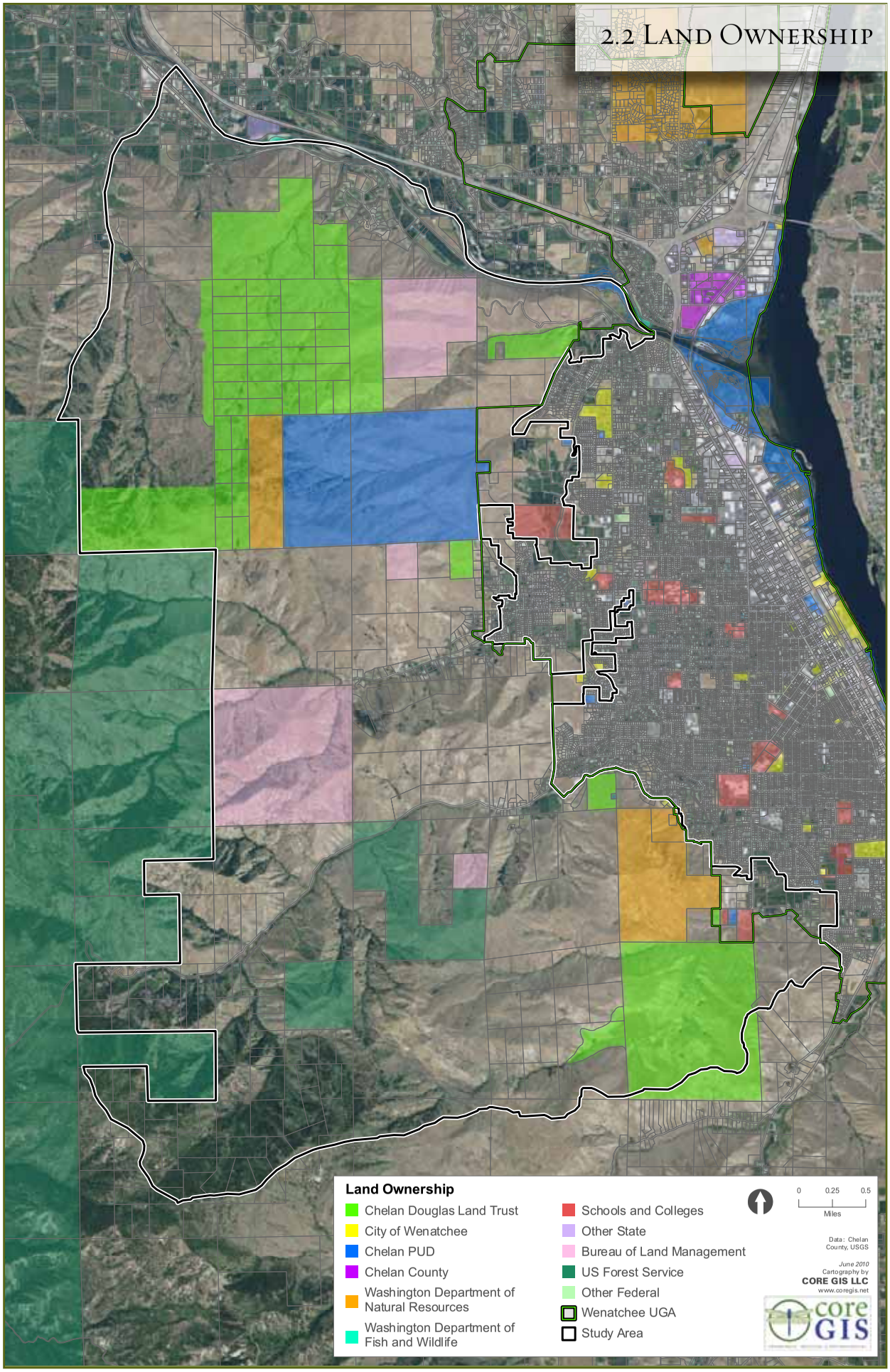
The shrub-steppe environment of the Wenatchee Foothills is one of limited water, hot summers, cold winters, and gusty winds. Plant communities are characterized by flowers such as balsamroot, lupine, and yarrow and common shrub-sized plants such as sagebrush and bitterbrush. Higher elevations are scattered with stands of ponderosa pine and Douglas fir, and lower elevations and draws are dotted with thickets of Douglas maple and wild cherry. Meadowlark, quail, and hawks are among the numerous birds living in the landscape along with snakes, lizards, and coyotes. Elk, big-horn sheep, turkeys and cougars are also occasionally seen in the area. During winter, mule deer depend on the lower elevations of the Wenatchee Foothills for winter forage.

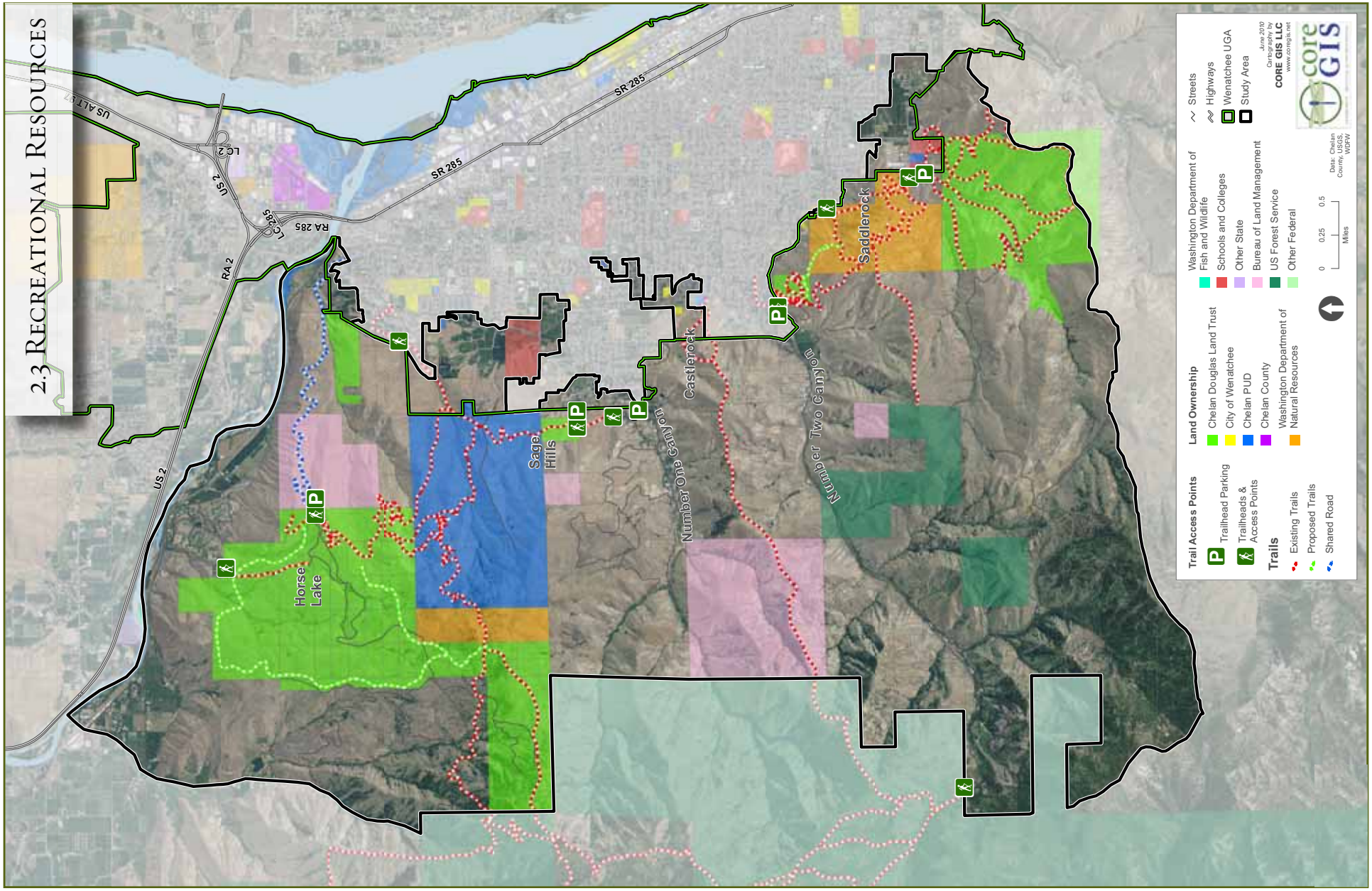
Water Sources

While scarce, water sources are scattered throughout the Foothills, providing critical nourishment for wildlife. Springs, seeps, wetlands, and areas along perennial or seasonal streams all serve an important role in providing drinking water, forage, and cover for a variety of birds, animals, and insects, composing the web of life in the Foothills.

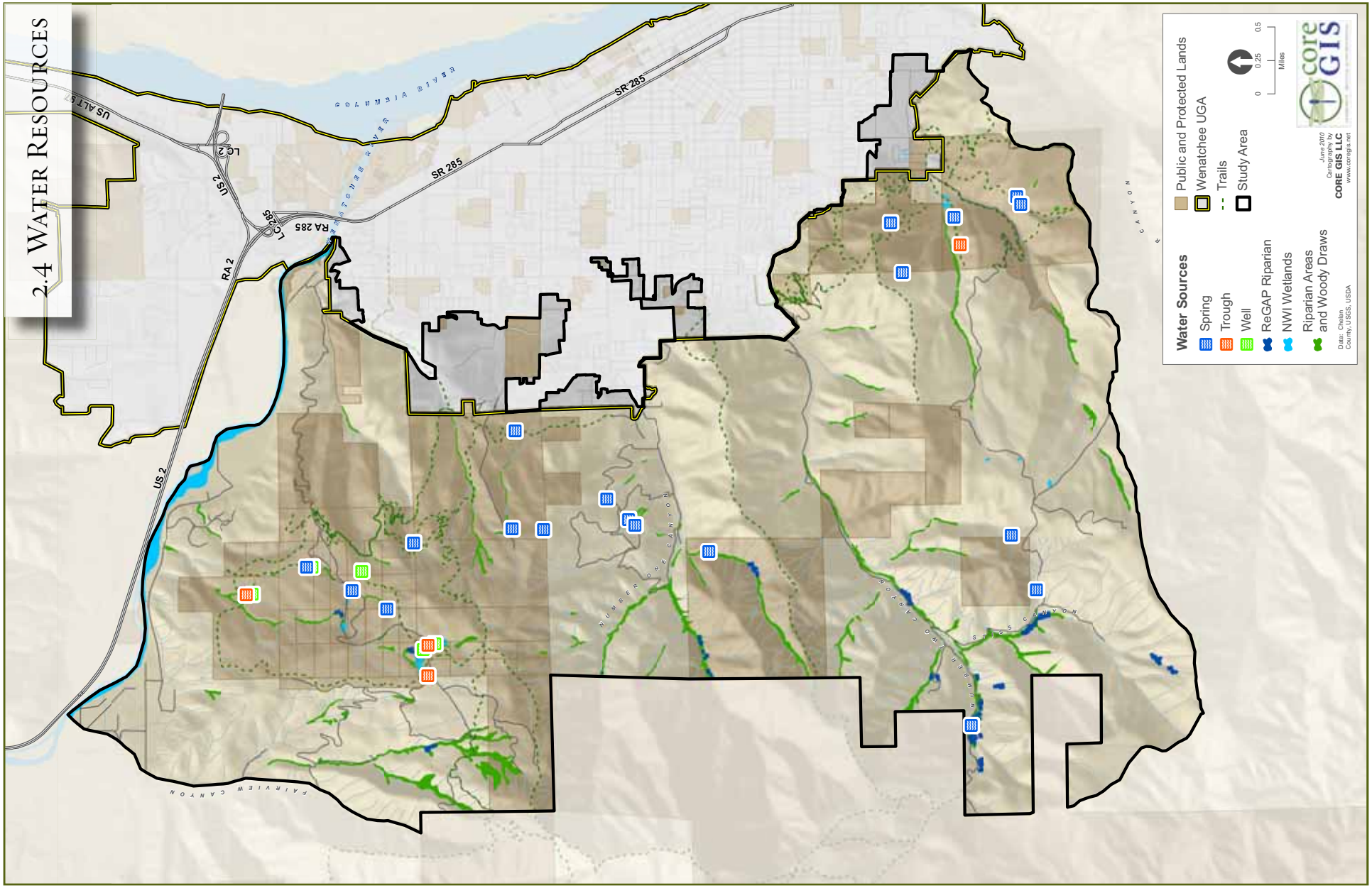
As shown in Map 2.4, water-related features are dispersed throughout the Foothills, with a high concentration in the Horse Lake area, and along natural drainages

2.2 Land Ownership




2.3 Recreational Resources
US 2
US ALT 97
LC 2
US 2
LC 285
RA 285
RA 2
SR 285
SR 285
Horse Lake
Sage Hills
Number One Canyon
Castlerock
Number Two Canyon
Saddlerock
Trail Access Points
Trailhead Parking
Trailheads & Access Points
Trails
Existing Trails
Proposed Trails
Shared Road
Land Ownership
Chelan Douglas Land Trust
City of Wenatchee
Chelan PUD
Chelan County
Washington Department of Natural Resources
Washington Department of Fish and Wildlife
Schools and Colleges
Other State
Bureau of Land Management
US Forest Service
Other Federal
Streets
Highways
Wenatchee UGA
Study Area
0 0.25 0.5
Miles
Data: Chelan County, USGS, WDFW
June 2010
Cartography by
CORE GIS LLC
www.coregis.net
core GIS

2.4 Water Resources



that have been carved into the hillsides over time. Based on local knowledge and the best available data, approximately 19 natural springs, five wildlife-accessible wells, and four man-made troughs exist throughout the Foothills.

Ninety-six acres of wetlands and 297 acres of identified riparian areas and woody draws[6] provide additional sources of water and important habitat for wildlife. Over the years, man-made troughs maintained by groups such as the Wenatchee Sportsmen's Association or by public landowners such as Chelan County PUD, have been developed to sustain the water needs of larger fauna such as mule deer and elk.

Mule Deer Winter Range

The Wenatchee Foothills provide a critical source of winter forage and springtime nourishment for mule deer in the greater Wenatchee Valley and beyond. Winter is a stressful time for mule deer, testing the animal's endurance and often reducing body weight by 30 percent over the course of the season.

Hard winters, characterized by below-average temperatures, deeper snowdrifts, and later snowmelts, are especially trying for mule deer populations, often resulting in large die-offs that can threaten the viability of the larger herd. Human activity and disturbance heightens stress on mule deer in the early spring when they are at their weakest. For this reason, access to habitat with limited human disturbance and nutritious foods such as energy-rich bitterbrush can make the difference between life and death.

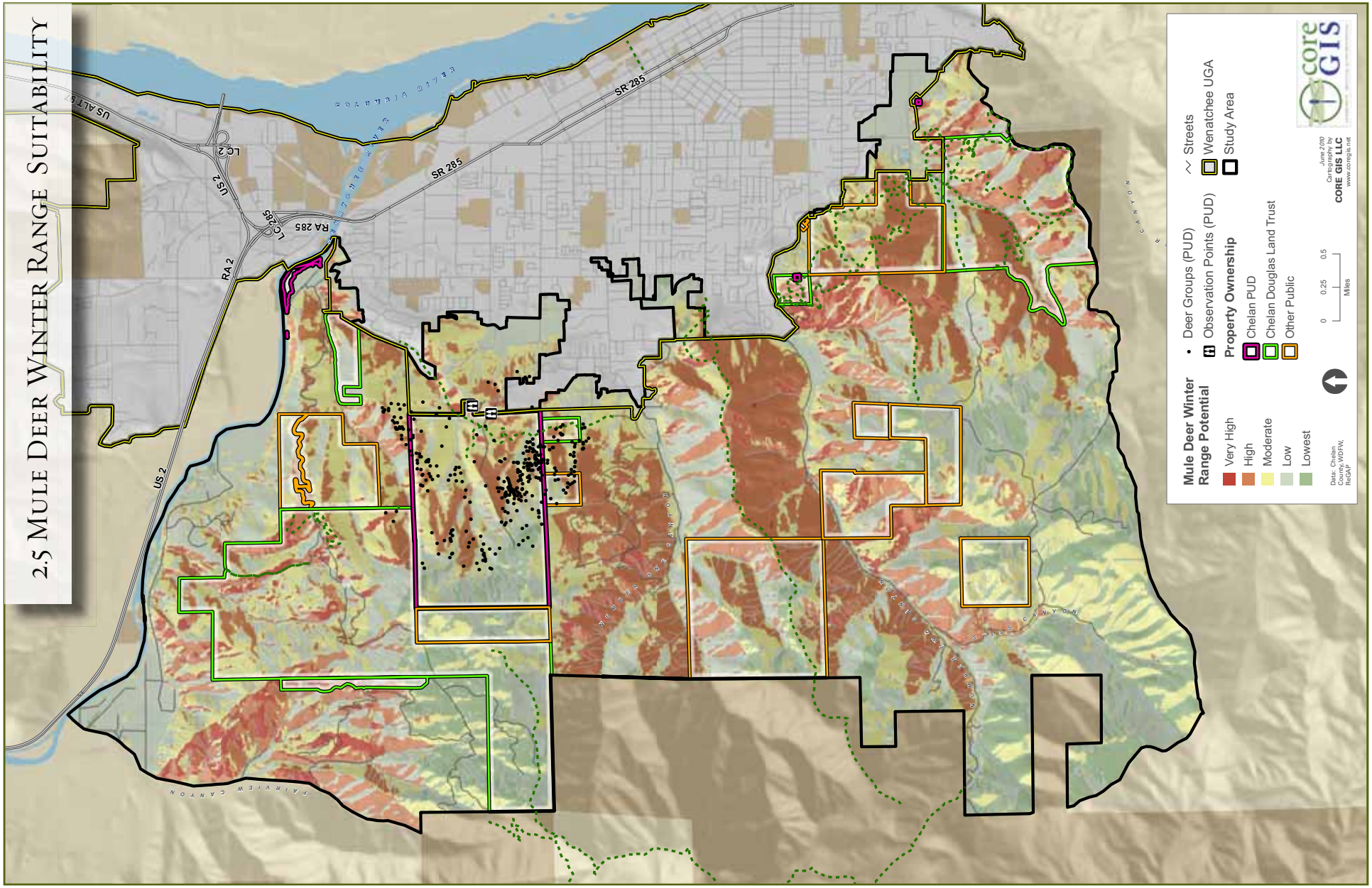
Chelan PUD's Home Water Wildlife Preserve—960 acres in the heart of the Sage Hills—exists to meet the winter-range needs of mule deer. While the area is open to the public for recreational use a portion of the year, its primary purpose is to serve the needs of wildlife. CDLT works closely with Chelan PUD to manage recreational use in the Horse Lake area, observing the same seasonal closures and closing unnecessary trails.

With expert guidance from local biologists from Washington Department of Fish and Wildlife (WDFW) and Chelan PUD, mule deer winter range was mapped across the study area. Map 2.5 shows areas of low to high suitability for mule deer winter range based on slope, vegetation productivity, and elevation (see Appendix B for methodology).

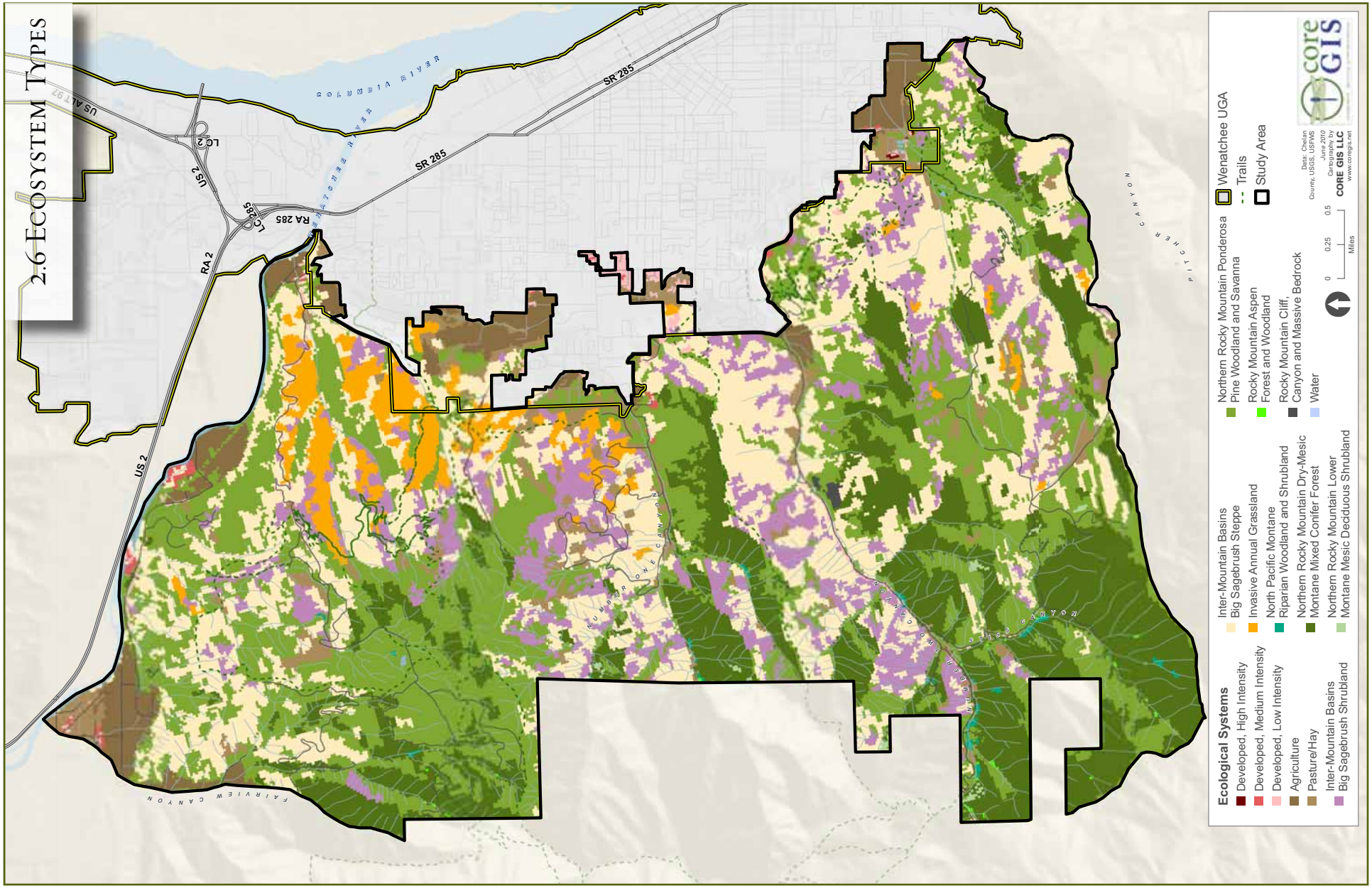
Approximately 60 percent (9,700 acres) of the study area is considered moderate-to-high suitability for mule deer winter range. Thirty-seven percent (3,580 acres) of this area is in public or protected private ownership (with a conservation easement), primarily concentrated in the Horse Lake and Saddle Rock areas. Other areas of high suitability, such as the north slopes of Number One and Number Two canyons and Fairview canyon are in private ownership. Map 2.5 also shows wildlife observation points recorded by Chelan PUD on the Home Water Wildlife Preserve, correlating well with the high-very high areas of habitat suitability.

The wildlife and habitat TAG (see Appendix A for participants) also explored the potential impact of human activity and disturbance on mule deer populations in the Foothills, drawing from methods and measurements used in peer-reviewed research from other western states. While the results are preliminary, they are worthy to note to help inform future land and recreational use management decisions. Appendix B reviews the methods used to identify "ungulate disturbance buffers" and a draft map is presented in Appendix B.

6 Riparian areas are defined as areas along rivers, streams, or creeks often characterized by perennial or seasonal water and vegetation such as shrubs and trees. Woody draws are located within riparian areas but are generally not characterized by running water.


2.5 Mule Deer Winter Range Suitability
Mule Deer Winter Range Potential
Very High
High
Moderate
Low
Lowest
Deer Groups (PUD)
Observation Points (PUD)
Property Ownership
Chelan PUD
Chelan Douglas Land Trust
Other Public
Streets
Wenatchee UGA
Study Area
Data: Chelan County, WDFW, ReGAP
0 0.25 0.5
Miles
June 2010
Cartography by
CORE GIS LLC
www.coregis.net
core GIS
US 2
RA 2
US 2
LC 2
LC 285
RA 285
SR 285
SR 285
US ALT
LEAVE WENATCHEE
FAIRVIEW CANYON
MEADOW CANYON
WORMWOOD CANYON
CANYON

2.6 Ecosystem Types



Other Important Habitat Areas

The wildlife and habitat technical advisory group identified several other habitat types of significance in the Foothills, specifically emphasizing the importance of high-elevation ponderosa-pine woodlands and lower elevations of sagebrush steppe and shrubland. Map 2.6 shows a distribution of the variety of habitat types in the Foothills. Approximately 5,160 acres of the Foothills study area includes ponderosa-pine woodlands, and 6,000 acres include sagebrush steppe or shrubland.

While not well inventoried, native plant communities thrive throughout the Wenatchee Foothills. Some specific plants of note include the rare longsepal globemallow and wildlflowers such as the arrowleaf balsamroot, silky lupine, and deathcamas. A complete list of introduced and native plants of the Foothills, completed in partnership by the Bureau of Land Management (BLM) and the Wenatchee chapter of the Washington Native Plant Society is included in Appendix H.

With minimal vegetation management and, in some areas, significant soil disturbance, the Foothills are especially sensitive to the spread of invasive weeds such as diffuse knapweed, Russian knapweed, and whitetop. These—and other—invasives threaten to overtake native plant communities. Unmanaged recreational use facilitates the spread of these weeds along trails throughout the Foothills.

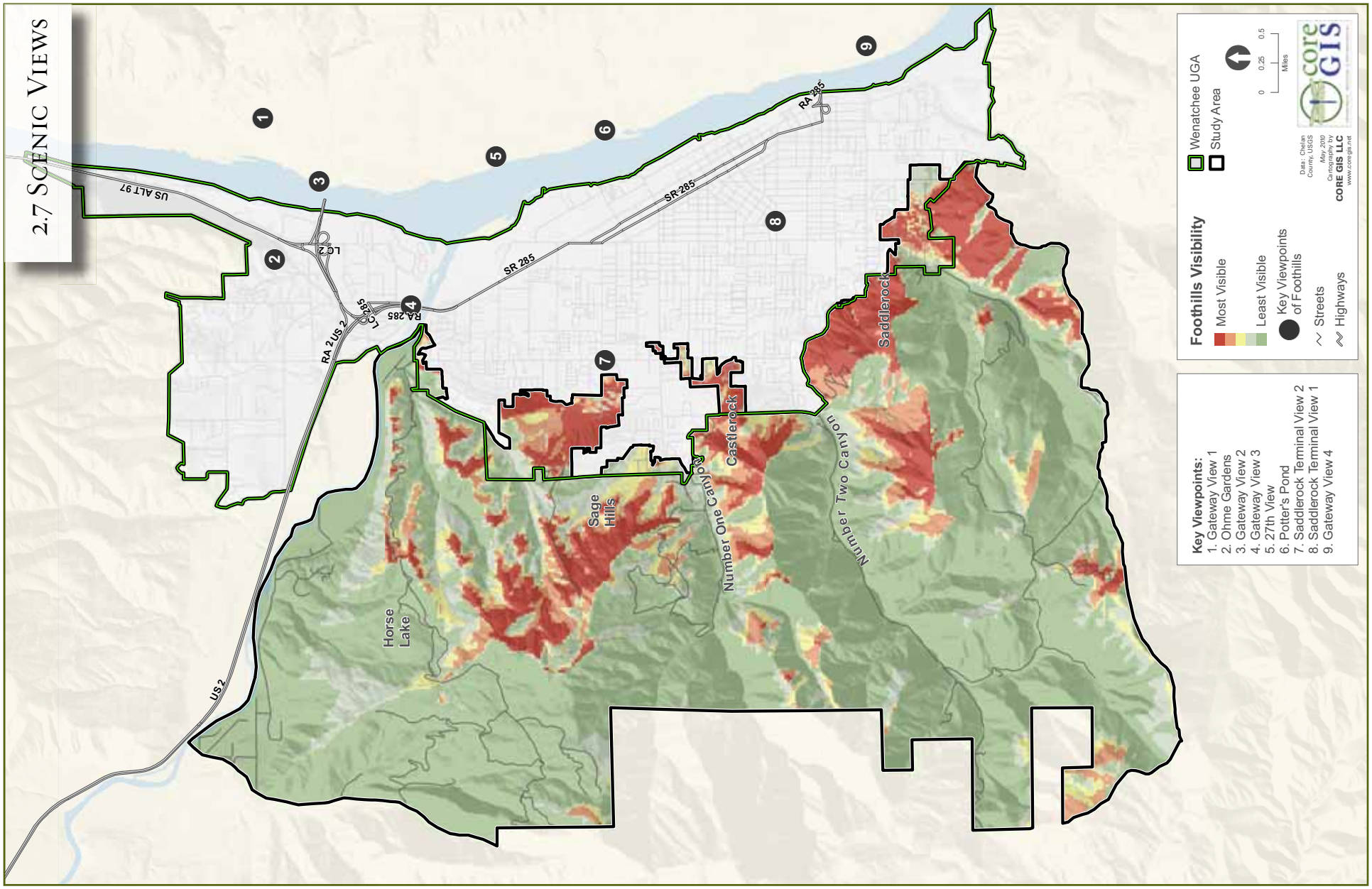
Map 2.6 identifies more than 650 acres of invasive annual grasslands, primarily concentrated in the Sage Hills area. While these data are coarse and need to be ground-truthed, they show some extent of the invasive weed problem in the Foothills.

Scenic Views

The Wenatchee Foothills not only provide a scenic backdrop to the city of Wenatchee they also provide incredibly scenic vistas of the Columbia River, Wenatchee Mountains, and Wenatchee River Valley. Citizens involved throughout the public outreach process emphasized their appreciation for the visual relief and scenic views and vistas the Foothills provide. Map 2.7 shows the areas within the Foothills that are most visible from areas within the city and along the Apple Capital Loop Trail.

This "scenic backdrop" encompasses approximately 2,800 acres of the Foothills study area and includes areas such as Saddle Rock, Castle Rock, Dry Gulch, and the Sage Hills. Of this area, approximately 60 percent is in public ownership or private ownership with a conservation easement.

2.7 Scenic Views



3. Community Needs and Opportunities

The success of the Wenatchee Foothills Community Strategy relies on several factors, the most important of which are the extent to which the plan meets community needs, captures the community's vision and values, and guides the community to take advantage of the most promising opportunities. To work toward these planning objectives, several methods have been used to actively engage the general public and local experts throughout the planning process.

This chapter provides a detailed overview of the methods and major findings of the public involvement process. It also highlights important lessons gleaned from case study research conducted to inform the recommendations of this plan. And, finally, it highlights major opportunities for moving forward, which provide a foundation for the goals, strategies, and actions presented in the following chapters.

Public Involvement Overview

To ensure the Wenatchee Foothills Community Strategy adequately meets community needs and captures the community's vision for the area, the planning process heavily emphasized public involvement through a variety of methods detailed below.

Public Involvement Activities

Leadership Scoping Meetings

In the spring of 2009, TPL and CDLT held scoping meetings with key leadership throughout the community, including the City of Wenatchee City Council, Planning Commission, and Parks Board; Chelan County Commission, Public Works and Community Development; Port of Chelan County Commission; Chelan County Public Utility District; Wenatchee Valley Sports Council; and Wenatchee Valley Chamber of Commerce. The purpose of the meetings was to introduce the project and gather preliminary guidance from various entities on areas of opportunity and concern.

Focus Groups

In the spring and summer of 2009, TPL and CDLT convened four focus groups gathering more than 50 individuals representing development, recreation, landowner, and wildlife interests. Each focus group session explored a desired future vision for the Foothills, major challenges and issues of concern, and major opportunities and specific actions for moving forward. The focus groups provided a detailed foundation of information used for public review at the July community workshop.

Technical Advisory Groups

Throughout the fall and winter of 2009-2010, three technical advisory groups (TAGs) focused on development, wildlife and habitat, and recreation were convened to guide the development of a resource inventory for the Foothills. Each TAG was composed of seven to 12 individuals representing a variety of entities within each interest area (see Appendix A for a list of participants) and met three to four times over the course of five months.

While the content area for each TAG differed, each group provided expert advice in the development of accurate data and mapping models to build the resource inventory for the Foothills, and ultimately inform the conceptual plan. The Wildlife and Habitat TAG identified significant habitat types and wildlife resources and developed a winter-range mule deer habitat model; the Development TAG identified key factors in predicting future development patterns and created a development probability model; and the Recreation TAG refined existing

recreation data and brainstormed future opportunities for trailheads, access points, and trails.

In February 2010, all the TAGs gathered at a collaborative mapping workshop to review draft resource maps and work together to develop a conceptual plan and recommend actions for the Foothills (see Appendix D for a mapping workshop summary).

Public Workshops

Two public workshops were held—one each at the start and close of the project—to solicit public input and feedback on various aspects of the plan. The July 2009 workshop attracted more than 100 attendees to provide feedback on the vision, major concerns, and primary focus areas of the plan. More than 80 citizens attended the April 2010 workshop, which focused on gathering community feedback on the draft components of the plan, including the 2030 Vision, Guiding Principles, Goals and Strategies, and Draft Action Plan. (See Appendix D for workshop summaries.)

Public Involvement Findings

Information gathered through the public involvement methods provided critical insight into the community's vision, values, major concerns, and perceptions of opportunity for the Wenatchee Foothills. The input discussed in more detail below establishes a foundation for the 2030 Vision, Guiding Principles, and Goals and Strategies presented in Chapter 4.

Community Vision

Throughout Phase 1 of the planning process, outreach participants shared their 20-year vision for the Wenatchee Foothills. The predominant message from participants was that they would like the area to be the same as it is today. Other common elements shared include:

- **Public Access:** Easy access for the public throughout the Foothills.
- **Healthy and Scenic Landscape:** Open hills, wonderful views, protection of natural character, and healthy wildlife populations and places.
- **Collaboration:** Collaborative, strategic partnerships.
- **Active Land and Recreation Management:** Better management of the land and recreational activities throughout the Foothills.
- **Appropriate Development and Infrastructure:** New development in appropriate places that fits the landscape and infrastructure to meet community needs.
- **Private Property Rights:** Respect and protection of landowner property rights.

> ***"If I left Wenatchee and came back in 20 years, I'd like to see the Foothills have a trail system sensitive to property owners, users, and taxpayers; limited urban encroachment; developed trailheads; and a connecting corridor to downtown Wenatchee."***
>
> ***—Focus group participant***

Community Values

The Wenatchee Foothills are used and appreciated by a broad range of interests and recognized as a valuable community asset. In a survey conducted at the July public workshop, 96 percent of respondents (out of 73 total surveys) agreed with the statement that the Foothills are "a valuable community resource." When asked what is "most special" or "most important" about the Foothills, Phase 1 outreach participants stressed scenic views (of and from the Foothills), recreational opportunities (hiking, biking, horseriding), unique landscape features (e.g., Castle Rock, Saddle Rock), and close-to-home open space and wildlife. When asked what is valued more today than in the past, participants emphasized the importance of public access to the Foothills, the fragility of the slopes and land, and wilderness

so close to the city. More specific values related to development, wildlife and habitat, and recreation are discussed below.

Development

Landowners and development/real estate interests value the views, privacy, and outdoor access the Foothills provide. Many developers are interested in local government incentives to build more affordable homes, which would not necessarily be near the Foothills. For those homes that could be built near the Foothills, having access to well-managed trails and trailheads is highly desirable.

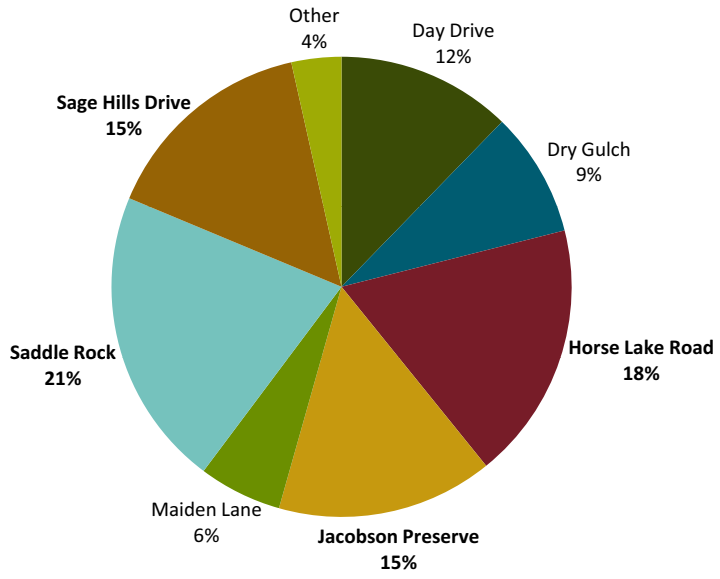
Wildlife and Habitat

Nearly 90 percent of July workshop survey respondents agreed with the statement, "there is a need to protect wildlife and sensitive areas," which is indicative of the community's recognition of wildlife and habitat values in the Foothills. Specific wildlife features valued by the community include the 960-acre Home Water Reserve owned and managed by Chelan PUD, which provides critical mule deer winter range and habitat for a range of plants and animals; sensitive plant communities near Wenatchee Mountain and Number Two Canyon; migratory songbirds; and watering holes and streamside areas throughout the Foothills.

Recreation

Specific recreational features valued by the community include the trails and access provided by Saddle Rock, the Jacobson Preserve, Horse Lake, and Sage Hills; formal and informal trails that connect to higher-elevation Forest Service lands; and trailheads and access points that provide the community with easy access to the area. According to the July workshop survey, Saddle Rock is the most used access point, followed closely by Horse Lake Road, Sage Hills Drive, and the Jacobson Preserve (Figure 3.1). The most common recreational activity in the Foothills is hiking or walking; mountain biking is also a common activity in the Sage Hills area.

Figure 3.1: Recreational Access Use



Needs and Concerns

Overall, Phase 1 outreach participants expressed the need to find a better balance between accommodating new development in the Foothills and minimizing environmental impacts. According to the July workshop survey, 94 percent of respondents believe development should be controlled in some areas in the Foothills such as on steep slopes, environmentally sensitive areas, canyons, and areas farther from the city core. Workshop survey participants also ranked the following as the three "most pressing" needs in the Foothills, in order of importance: (1) developing a long-term management and protection plan; (2) limiting development on steep and unstable slopes; and (3) protecting sensitive areas, habitat, and wildlife.

A more thorough discussion of major needs and concerns related to development, wildlife and habitat, and recreation are provided below.

Development

> ***"I'm concerned about over-development and the negative environmental impacts."***
>
> ***—July workshop participant***

Approximately 76 percent of July workshop survey respondents indicated there is a need for more regulation of land development, while only 14 percent agreed there is a need for more residential development. Workshop participants rated the following as top development concerns: (1) impact on views, rural character, and the environment; (2) impact on recreation and access; and (3) need to protect existing farmland. Other development concerns focused on better managing development in the Foothills, providing emergency access, and the overriding issue of better balancing private use of the land with public benefit. Figure 3.2 illustrates a breakdown of ranked concerns.

Wildlife and Habitat

> ***"We need to keep and enhance the connections between the mountains and the valley."***
>
> ***—July workshop participant***

Approximately 89 percent of July workshop survey respondents indicated there is a need to protect wildlife and sensitive areas. Regarding wildlife and habitat concerns, workshop participants rated the following as top concerns: (1) loss of best habitat and sensitive species; (2) conflicts between recreational use and wildlife protection; and (3) changes in wildlife corridors and other environmentally sensitive areas. Other wildlife concerns emphasized the potential negative impacts of development and the need to better balance wildlife and human needs. Figure 3.3 illustrates a breakdown of ranked concerns.

Figure 3.2: Development Concerns

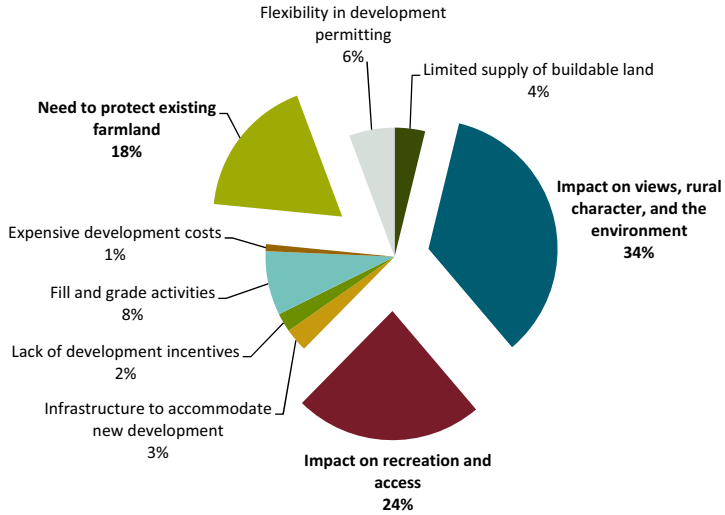
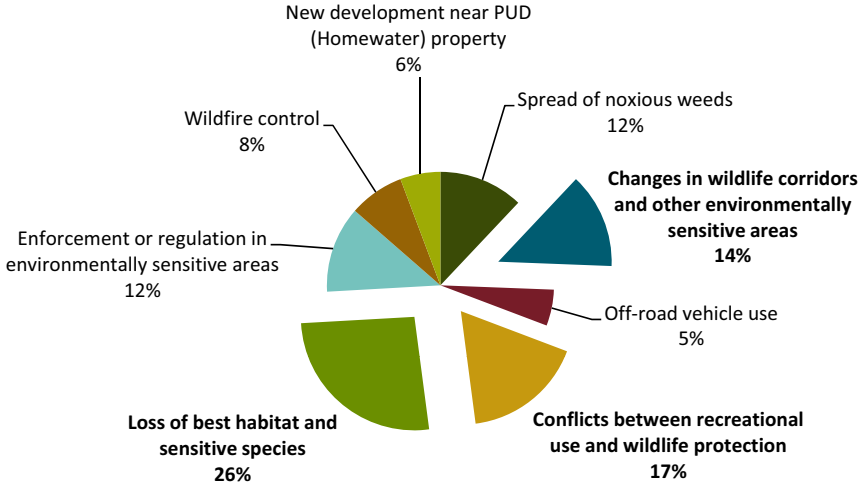


Figure 3.3: Wildlife and Habitat Concerns

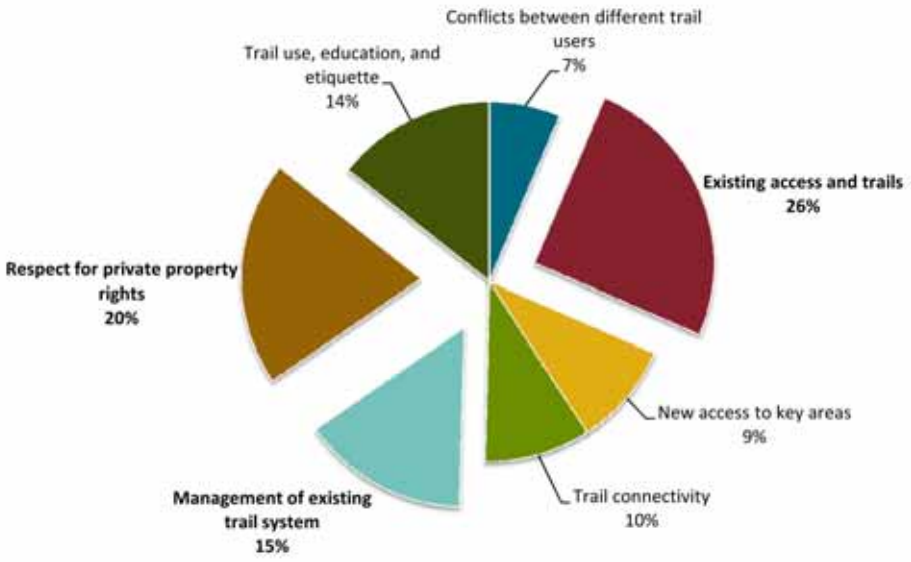


Recreation

Approximately 75 percent of July workshop survey respondents agree there is a need for better management and oversight of land and trails used by the public. Looking more specifically at major concerns from the recreation perspective, workshop participants rated the following as the top three concerns: (1) existing access and trails (trailheads, parking areas); (2) respect for private property rights; and (3) management of the existing trail system. Other recreation concerns shared at the workshop include controlling off-leash dog activity and the potential negative impacts of living near a public trail system including home devaluation, noise, and litter. Figure 3.4 shows a breakdown of ranked concerns.

> ***"We need a trailed area for approved off-leash, well-behaved dog use."***
>
> ***—July workshop participant***

Figure 3.4: Recreation Concerns



Case Study Research Findings

TPL conducted case study research in three communities in the West to help inform the development of the Wenatchee Foothills Community Strategy. The cities of Helena and Missoula in Montana and Boise in Idaho were selected for their similarity in demographics and landscapes to the Wenatchee area as well as their record of success in achieving balanced conservation in their foothills. For each of these areas, TPL researched planning documents, interviewed local staff and leaders, and prepared case-study summaries highlighting the scope, challenges, and lessons learned in each of these communities. While complete case-study summaries are included in Appendix G, highlights featuring how each community has met public needs and/or managed or addressed significant challenges are included below.

Helena, Montana

Helena's South Hills and Open Lands system provides a worthy case study of collaboration, strategic planning, and community support for a trails and open-space system within close proximity to a medium-sized city in Montana. The City, in collaboration with the local land trust, County and federal agencies, and citizens, developed a management and ownership strategy to guide development and use of the 12,000+-acre South Hills, including the 1,700-acre City-owned Open Lands System.

Case Study Highlights

- **Meeting Land-management Needs.** In 2004 the City of Helena, in partnership with several other entities, completed a management plan for the Open Lands system that establishes key goals and management priorities for the landscape. To implement the plan, the City established broad partnerships with local nonprofits, the U.S. Forest Service, Lewis and Clark County, and several agencies involved in wildfire management. These partnerships leverage several funding sources and areas of expertise

to meet land-management needs. Local volunteers and user groups also play a key role in on-the-ground maintenance of recreational areas.

- **Managing Recreational Use.** In 2003, the City and the Prickly Pear Land Trust (PPLT) developed a trails plan for the South Hills, the area directly adjacent to the city of Helena. The plan documents key concerns and provides a foundation for managing recreational use and meeting community needs. The PPLT plays a unique role as trails coordinator for the City, providing trail planning, event organization, grant writing, and maintenance and management on a contract basis.
- **Expanding Funding Availability.** A mix of private and public dollars support the management and expansion of Helena's Open Lands. City of Helena voters have shown their support of the Open Lands system through the passage of a $5 million bond to fund acquisition and management of open-space lands in 1996 as well as the development of an open-space maintenance district in 2007. In 2008, Lewis and Clark County voters narrowly approved a $10 million open space bond for water quality, wildlife, open spaces, and farmland protection.

Missoula, Montana

The City and County of Missoula, Montana maintain a unique partnership to meet the various needs of wildlife and a growing population through planning and developing a coordinated system of trails and open space throughout the greater Missoula Valley, encompassing approximately 160,000 acres. The comprehensive approach to balancing growth with the needs of conservation and recreation provides insight into how areas like Wenatchee and Chelan County may do the same.

Case Study Highlights

- **Establishing Priorities.** In response to rapid growth and land subdivision in the greater Missoula Valley, the City and County of Missoula worked

together to develop the Missoula Open Space Plan in 1995 and to update that plan in 2006. The plan establishes a vision and framework for balancing growth with the protection of key "cornerstone" landscapes, open spaces, agricultural lands, wildlife habitat, recreational areas, and more throughout the Missoula Valley. A land management plan is currently under development to provide on-the-ground guidance to address a host of management issues.

- **Accommodating New Growth.** The City and County of Missoula have collaborated closely on land-use planning to ensure growth is well planned and managed throughout the Missoula Valley. City and county zoning are closely coordinated, with the county's planning office playing an active role in land-use and natural-resource planning. In 2006, the County also established an Open Lands Working Group to provide recommendations to help rural landowners engage in voluntary land conservation.
- **Expanding Funding Availability.** City of Missoula voters have shown their support for open space through the passage of several finance measures over the past 20-plus years. In 1980, the City passed a $500,000 citywide open space bond to purchase important open space lands; in 1995, voters passed a $5 million open-space bond to fund the acquisition of more open space and implement the Missoula Open Space Plan; and in 2006, a $10 million bond was passed to support open-space protection.

Boise, Idaho

The city of Boise is bordered by more than 80,000 acres of foothills that accommodate new growth and provide scenic views, recreational opportunities, and an abundance of wildlife and undeveloped open space. Although a larger landscape than Wenatchee, Boise has faced many issues similar to those facing Wenatchee and Chelan County. A closer look at Boise offers insight into how to plan for and balance multiple needs in the Wenatchee Foothills.

Case Study Highlights

- **Accommodating Growth.** Ada County and the City of Boise coordinate closely on land-use planning in the Boise foothills. The City's new comprehensive plan, Blueprint Boise, establishes new goals, policies, and tools for continuing to accommodate growth in the area. A suite of innovative tools are employed to protect environmentally sensitive areas, maintain public access, reduce wildfire hazard, and protect the scenic landscape.
- **Managing Recreational Use.** The Ridge to Rivers program is charged with managing over 125 miles of trails in the Boise foothills. The program is a collaborative effort between the City, County, state, and federal agencies and plays a critical role in trail planning, management, oversight, and community engagement.
- **Educating the Community.** To build a greater understanding and appreciation for the foothills, the City of Boise operates the Foothills Learning Center. Programs at the learning center are designed to educate residents and visitors of all ages about the value of the Boise foothills through environmental education classes, interpretive signs, and direct experience with the outdoors.
- **Expanding Funding Availability.** In 2001, 59 percent of Boise voters approved a two-year serial levy to raise $10 million for conservation and permanent protection of high-priority lands in the Boise foothills. The City has efficiently utilized serial levy funds to conserve land in a variety of ways, including fee-title ownership, conservation easements, trail easements, and land exchanges among federal and/or state agencies.

Common Themes of Success

While each community highlighted above differs in scale, challenges, and needs, there are common themes of success evident in each story, providing important insight into meeting the needs and challenges in the Wenatchee Foothills. Five key themes include:

- **Organized, Active Citizenry.** In each community, citizens have rallied to incite change through effectively communicating their concerns and needs to local leadership. They have also been actively involved in volunteer efforts, helping to build and expand the capacity of nonprofit and agency partners to meet land-management needs.
- **Growth Pressure and "Change" as Catalysts.** Perhaps most evident in Boise and Missoula, rapid growth and subdivision of open spaces provided a catalyst for citizens to demand action and for leaders to be assertive in balancing new growth with preservation of open space.
- **City and County Coordination and Cooperation.** In each community, city and county coordination and cooperation are key features in the successful development, implementation, and refinement of well-rounded plans that address growth, wildlife, recreation, and open space needs.
- **Collaborative Land-use Planning and Conservation Planning.** Planning for land use, wildlife, recreation, development, and overall land management has been a priority for all these communities, helping them identify and address the most pressing needs. While each has approached planning on different scales, all efforts have heavily involved the public, multiple public agencies, and nonprofit partners.
- **Development of Local Funding Mechanisms.** As highlighted above, each community has shown support for its foothills through the development of local funding sources to support open-space efforts, providing an important source of matching funds to leverage grant and other funding opportunities.

Opportunities for Moving Forward

Based on the needs and concerns captured through the public involvement process, TAGs, and lessons learned from foothills communities similar to Wenatchee, there are several areas of opportunity and clear priority for the Wenatchee Foothills Community Strategy, including:

- **Improved Growth Management and Land-use Planning.** Historically, coordination and collaboration on city and county land-use planning has been limited. Looking to the future and learning from other communities, there is opportunity for more collaboration on issues such as creative approaches to strategic open space protection, development of design guidelines that protect the natural character of the landscape, and other recommendations to streamline the permitting process.
- **Improved Management of Public Land and Resources.** The patchwork of public and private land ownership in the Wenatchee Foothills challenges management of sensitive resources and lands used by the public for recreational purposes. There is opportunity to strengthen partnerships among public land management agencies, private organizations, and landowners to address common concerns such as overuse, invasive weeds, and trespassing.
- **Increased Protection of Priority Recreation, Wildlife, and Open Space Areas.** Areas throughout the Foothills require heightened protection due to high recreation, wildlife or habitat, scenic or environmental value. With the guidance of this plan, there is an opportunity to strategically identify these areas and work with a variety of partners on an appropriate protection strategy.
- **Improved Collaboration and Coordination among Foothills Interests.** This planning process has highlighted the myriad public and private interests in the Wenatchee Foothills. While several have worked together in the past, there is opportunity for enhanced collaboration and coordination to meet the needs identified in this plan.
- **Improved Community Education, Engagement, and Involvement.** The Foothills are highly valued across interest groups in Wenatchee, ranging from the school children who use the area as an outdoor classroom to the tourist industry that features the area as a recreational attraction. There is opportunity to improve education, engagement, and involvement of the community in Foothills efforts. With enhanced knowledge and understanding of the landscape, the community may support broader efforts to fulfill the vision for the area.

4. Community Vision and Plan

The backbone and foundation of the Wenatchee Foothills Community Strategy are the community's long-term vision and conceptual plan for the landscape, principles that will guide future actions in the area, and the goals and strategies the community will strive to achieve. These elements have been reviewed by the public to ensure alignment with community needs, demands, and values. The specific actions and projects presented in Chapter 5 implement the framework presented here.

2030 Community Vision and Conceptual Plan

The community's long-term vision for the Wenatchee Foothills captures a vision of success in 20 years and provides a foundation for the goals, strategies, and actions presented in this plan:

> *The Wenatchee Foothills are a well-managed community resource that provide an extensive network of trails, trailheads, and access points as well as scenic views and vistas for the public to enjoy.*
>
> *The landscape is home to healthy wildlife populations supported by a diversity of native plants and natural lands.*
>
> *There is limited well-planned development that accentuates the natural character of the Foothills.*
>
> *The community is active, supportive, and involved in land management and planning decisions, and a broad network of citizen groups, public agencies, and private organizations work together to realize the community's vision for the landscape.*

The conceptual plan (Map 4.1) spatially captures the community's 2030 vision for the Foothills, and shows areas that have significant development, recreation, wildlife, and scenic value. It also shows where future development should be concentrated and where recreation and habitat protection activities should be directed and how these activities interact. The plan is based on the technical review and analysis of the various resources presented in Chapter 2 and recommendations provided by the wildlife, development, and recreation technical advisory groups (see Appendix D for a summary of the collaborative mapping workshop).

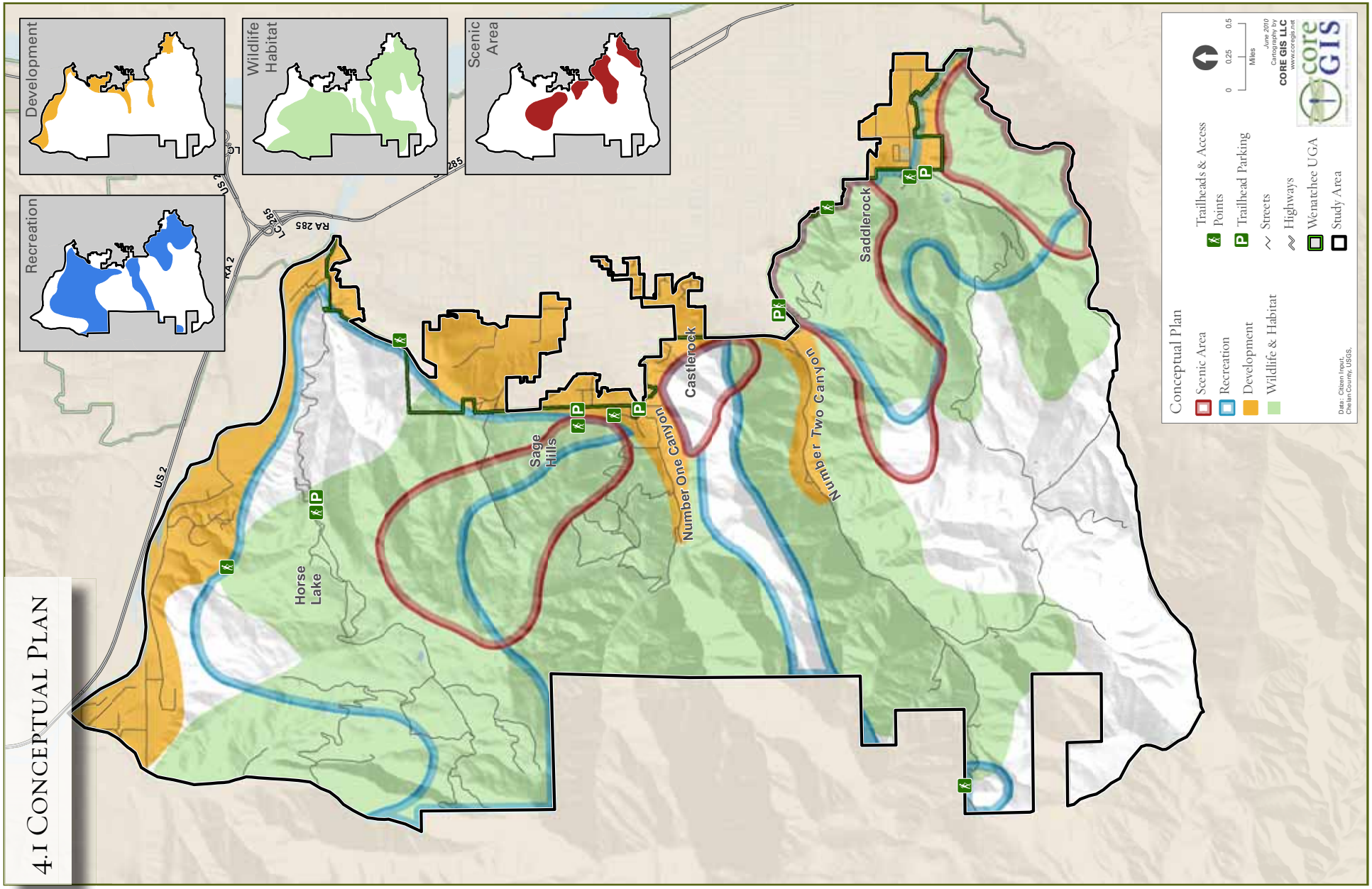
Together, the 2030 community vision and conceptual plan are grounded and guided by the principles presented below and implemented through the goals, strategies, and actions presented in this plan. Ultimately, realization of the community's vision and conceptual plan for the Foothills relies on landowner involvement, community support, and the hard work of partners like Chelan County, City of Wenatchee, Chelan-Douglas Land Trust, and The Trust for Public Land.

Guiding Principles

Guiding principles reflect the values of the community, which have been defined and refined throughout the Wenatchee Foothills Community Strategy planning process. These principles are intended to guide future actions and decision making on Foothills-related issues, providing common ground and a compass for the community. The guiding principles of this plan are:

1. Actively manage growth through a combination of rules, education, and incentives.
2. Actively manage recreational use of areas open to the public.
3. Appropriately balance public use and community values with private benefit.
4. Conserve critical wildlife habitat and other sensitive areas.
5. Engage the community in land-use and management activities.

4.1 Conceptual Plan



6. Foster collaboration among diverse interests to improve understanding, communication, and decision making.
7. Foster community education efforts about how to conserve and respect Foothills resources.
8. Minimize the environmental impact of land-use activities.
9. Protect scenic views, vistas, and viewpoints.
10. Protect the unique natural character of the Foothills.
11. Respect and support landowner rights.

Goals and Strategies

The community goals for the Wenatchee Foothills fall into four major areas: Development; Wildlife, Habitat, and Open Space; Recreational Use and Management; and Community Support and Involvement. These goals capture the broad outcomes to be attained through implementing this plan. The strategies presented below provide more specific steps to work toward long-term goals and the community's vision for the landscape.

Goals and strategies were developed and refined based on community input and guidance gathered through public workshops, focus groups, and advisory groups.

Goal 1: Development

Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community.

- Revise City and County zoning codes to direct growth to appropriate areas, emphasizing the protection of steep slopes and the natural character of the landscape.
- Encourage infill development and growth in minimum-conflict areas at lower elevations surrounding the Foothills through incentive-based programs.
- Encourage innovative design of new development in accordance with the guiding principles of this plan.
- Protect the natural integrity and function of steep slopes, drainages, and other areas to minimize risks to community health and safety.
- Support the expansion of infrastructure to meet growth demands in appropriate areas and to protect community health and safety.
- Enhance cooperation and coordination between the City and County on land-use planning and development issues.

Goal 2: Wildlife, Habitat, and Open Space

Conserve a diversity and abundance of wildlife, habitat, and open-space features important to the ecological health of the Foothills.

- Identify important native plant, wildlife habitat, and noxious weed areas.
- Develop and implement a conservation plan for wildlife and habitat in the Foothills.
- Conserve critical habitat areas using a combination of incentives, best design practices, education, and regulations.
- Foster local environmental education efforts to teach the community about the local ecology.
- Promote restoration of habitat and prevent further degradation of critical habitat areas.
- Improve coordination and collaboration among public agencies to facilitate habitat protection and restoration efforts.

Goal 3: Recreational Use and Management

Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future.

- Build local capacity to manage and develop a sustainable system of trails and amenities.
- Improve management and oversight of the existing trail system.
- Build community awareness of trail issues, etiquette, and user responsibilities.
- Reduce and minimize user conflicts in recreational areas used by the public.
- Expand trail system in appropriate areas to meet user demand and improve connectivity between existing areas used by the public.
- Improve collaboration and coordination among public agencies on recreation issues and opportunities in the Foothills.

Goal 4: Community Support and Involvement

Build community understanding, support, and involvement in Foothills issues and activities to further community investment in and stewardship of Foothills resources.

- Develop and expand opportunities for the community to be involved in Foothills issues and activities.
- Explore the feasibility of developing local sources of private and public funding to support conservation and recreation activities.
- Promote local education programs and information-sharing opportunities to foster a better understanding of Foothills resources.

5. Implementation: Commitment to Action

The community's long-term vision, goals, and strategies for the Wenatchee Foothills can only become a reality with the implementation of a realistic plan that establishes a road map of priority actions to be completed over time. This chapter provides that road map, by including the following elements:

- **Six-year Action Plan.** The action plan implements the overall plan's goals and strategies through specific on-the-ground actions and projects over a six-year period and beyond.
- **Six-year Capital Improvement Plan.** The capital improvement plan (CIP) outlines specific capital improvements necessary to create the Foothills trails and open space system reflected in the community's vision for the landscape.
- **Summary of Funding Options.** The summary of local, state, and federal funding sources provides a realistic overview of the best available options for funding the priority actions and projects presented in this plan.

Implementation Actions

To implement the goals and strategies presented in Chapter 4, the following short-term (0-3 years), long-term (3-6+ years), and ongoing actions have been developed and refined through the public involvement process. A detailed Six-year Action Plan is included in Appendix E, detailing lead organization, supporting partners, and an estimated timeline for implementation.

Short-term Actions (0-3 years)

Goal 1: Development. *Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community.*

- Demonstrate need for County overlay zoning and standards for identified open-space and trail systems.
- Demonstrate need for a fill-and-grade ordinance to guide development activities in the Wenatchee Foothills.
- Address road-access issues as identified in the Wenatchee Foothills Development Potential Study.
- Explore the opportunity to develop a joint City-County stormwater control plan for Number One and Two canyons.

Goal 2: Wildlife, Habitat, and Open Space. *Conserve a diversity and abundance of wildlife, habitat, and open-space features important to the ecological health of the Foothills.*

- Conduct a resource assessment that involves gathering and analyzing field data to accurately identify important resource areas.
- Strengthen the partnerships among various local, state, and federal agencies to fund and work together to develop a detailed conservation plan for the Foothills.
- Create a Foothills Stewardship Fund (from private and public sources) to support weed and erosion control.

Goal 3: Recreational Use and Management. *Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future.*

- Update, adopt, and implement the 2006 Foothills Trails Plan.
- Support and foster year-round recreational activities on trails south of Number Two Canyon.
- Cultivate a "Friends of the Foothills" volunteer trails group that helps with restoration, trail building, and building community awareness around a variety of trail issues.
- Develop trail and trailhead standards that include amenities and appropriate buffers to support surrounding land uses.
- Develop consistent, attractive, user-friendly signage throughout the Foothills system that provides an overview of the trail system, general user responsibilities, rules and regulations, and other pertinent information.
- Implement an awareness-building pilot project at Saddle Rock that focuses community resources on trail restoration, user education, and facility development.
- Provide a constructive forum and process for private property owners to address issues with public activity in neighborhoods adjacent to public trails, trailheads, and access points.
- Inventory areas of high user conflict and evaluate opportunities for separating trail uses.
- Explore the feasibility of developing small (five-acre) fenced off-leash dog areas in the Dry Gulch and lower Horse Lake areas.
- Ensure long-term buffers of trails and public open space through possible "overlay zoning."
- Develop a City-County interlocal agreement to facilitate the use of the existing Paths and Trails Fund.

Goal 4: Community Support and Involvement. *Build community understanding, support, and involvement in Foothills issues and activities to further community investment in and stewardship of Foothills resources.*

- Develop a countywide recreation citizen advisory committee to inform local leaders of recreation issues and opportunities throughout the county.
- Develop more robust on-the-ground volunteer opportunities to involve citizens in trail building and habitat restoration activities.
- Develop a Wenatchee Foothills Community Strategy implementation team to put into practice the goals, strategies, and actions outlined in this plan, and to track their progress.
- Gather a working group of interested citizens, community leaders, finance experts, and others to evaluate local public funding options.

Longer-term Actions (3-6+ years)

Goal 1: Development. *Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community.*

- Explore the feasibility of a City-County "transfer of development rights" program that directs new growth to desired areas.
- Explore the feasibility of City-County development and adoption of "Foothills design guidelines" that provide suggestions on site development, design, grading, road improvements, revegetation, building standards, and other building options.
- Explore the development of City-County development incentives to encourage the use of native plants in landscape plans and site development in more obscured areas.
- Convene an annual or bi-annual City-County public forum to provide the opportunity for local residents to learn about Foothills development plans and discuss issues of concern and interest with community leaders from the city council, county commission, and planning commissions.
- Explore collaborative designation of buildable areas, slope protection areas, and open space protection areas in the Foothills that require a minimum base density and establish development incentives.

Goal 2: Wildlife, Habitat, and Open Space. *Conserve a diversity and abundance of wildlife, habitat, and open-space features important to the ecological health of the Foothills.*

- Minimize wildlife disturbance in the design of new trails, recreational areas, and trail management.
- Work with realtor and homebuilder associations to distribute the "Good Neighbor Handbook"[4] to new residents to foster learning about local ecology and Foothills-friendly development techniques.
- Minimize or reduce the number of roads and trails in and near priority habitat areas.

4 Available online at http://www.cdlandtrust.org/good_neighbor.html (accessed May 26, 2010).

- Work with the Chelan County Noxious Weed Board to identify and fund collaborative weed-management strategies.
- Convene biannual meeting of public landowners and other interested parties in the Foothills to discuss issues, opportunities, and projects of mutual interest.

Goal 3: Recreational Use and Management. *Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future.*

- Create a Foothills Stewardship Fund (from private and public sources) to support upkeep and maintenance of the trail system.
- Build the role of the City of Wenatchee's Park and Recreation Department and Chelan County in overseeing recreational use and activities in the Foothills.
- Explore the formation of a public trail management authority that oversees maintenance and development of the trail system.
- Close all trails north of Number Two Canyon from December 1 to April 1 to protect sensitive wildlife.
- Develop an "Eyes on the Trail" program that engages public and private landowners and trail users in reporting illegal use or destructive behavior along the trail system.
- Develop an "Adopt a Trail" program that can involve local businesses, service groups, homeowner associations, and others in the restoration and maintenance of public trails and trailheads.
- Conduct periodic trail-user surveys to gauge user priorities and preferences.
- Identify additional priority areas for new trails, trailheads, and access points based on user demand, sensitivities of natural resources and local neighborhoods, and the opportunity to connect existing areas used by the public.
- Convene an annual or bi-annual meeting of public landowners and other interested partners to discuss issues, opportunities, and projects of mutual interest.
- Designate a coordinating body at the county level to address and facilitate resolution of recreation and open-space issues.

Goal 4: Community Support and Involvement. *Build community understanding, support, and involvement in Foothills issues and activities to further community investment in and stewardship of Foothills resources.*

- Explore the feasibility of a "Foothills Stewardship Fund" that could attract private philanthropic support for Foothills activities (see the Wildlife, Habitat, and Open Space goal and the Recreational Use and Management goal).
- Explore the development of a Foothills Sponsorship Program that provides the opportunity for businesses to sponsor Foothills activities (see the Wildlife, Habitat, and Open Space goal and the Recreational Use and Management goal).

Ongoing Actions

Goal 1: Development. *Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community.*

- Monitor county subdivision regulations to promote clustering of homes to protect significant open space or landscape features and provide

additional incentive for provision of recreational access or protection of critical habitat areas.

- Work with city, county, realtor, homebuilder, and landowner associations to educate landowners about opportunities for donation or purchase of development rights.
- Support current stormwater best-management practices to ensure new development provides proper management and maintenance of floodway and drainage mechanisms and facilities to maximize safety and preservation of natural features.
- Continue to implement a "design deviation" process for introducing flexibility into the application of road standards.
- Facilitate and prioritize the extension of pedestrian/bike facilities to enhance connections to the Foothills trail network.

Goal 2: Wildlife, Habitat, and Open Space. *Conserve a diversity and abundance of wildlife, habitat, and open-space features important to the ecological health of the Foothills.*

- Support enforcement of the County's critical areas ordinances to better protect vegetation and water resources in riparian areas and other important upland habitats.
- Develop partnership among public agencies, such as the City of Wenatchee, Chelan County Noxious Weed Board, U.S. Forest Service, Bureau of Land Management, Washington Department of Fish and Wildlife, Chelan County Public Utility District, Chelan-Douglas Land Trust, and others to support ongoing field monitoring and inventory projects across the Foothills.
- Engage the public in inventory efforts through "citizen science" projects.
- Implement and enforce trail closures in targeted areas during the winter season to protect mule deer winter-range habitat.
- Protect sensitive habitat areas, wildlife corridors, and critical natural resources of public value through methods such as purchase, donation, easements, land exchanges, and the use of innovative planning tools such as open space designation, density bonuses, or transfer of development rights.
- Support Wenatchee School District's Saddle Rock Environmental Education program, Wenatchee Valley College's natural resource degree program and related field-experience programs for youth.
- Conduct regular field tours to enhance local knowledge of Foothills ecology.
- Promote partnerships with Barn Beach Trust, North Central Washington Audubon, and Wenatchee Sportsmen's Association to enhance environmental education efforts.
- Protect and enhance water resources used by wildlife throughout the Foothills.
- Encourage landowner and broad citizen participation in stewardship programs.

Goal 3: Recreational Use and Management. *Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future.*

- Foster the role of Chelan-Douglas Land Trust as recreational facility provider in the Foothills in close coordination with the City of Wenatchee and Chelan County.
- Work with the Chelan County sheriff and others to enforce existing restrictions and regulations at trailheads and on trails.

- Develop existing Foothills trails and trailheads identified in the 2006 Foothills Trails Plan.
- Acquire property for public trails and trailheads through a variety of means such as land purchase, land exchange, and trail easement donation or purchase.
- Secure funding from public and private sources to support the expansion and enhancement of the trail system.
- Ensure that future development considers, and when feasible coordinates with trails, recreational plans, and development of access points.
- Explore the development of intergovernmental agreements to support the management of the trail system.

Goal 4: Community Support and Involvement. *Build community understanding, support, and involvement in Foothills issues and activities to further community investment in and stewardship of Foothills resources.*

- Host and coordinate seasonal field tours in the Foothills.
- Host periodic forums on issues of community interest in the Foothills, inviting local experts to provide presentations on hot topics.

Capital Improvement Plan Overview

To accurately capture on-the-ground projects proposed as part of this plan, a six-year capital improvement plan (CIP) is included below (Table 5.2), detailing a host of projects that support the vision, goals, strategies, and actions set forth in this plan. The CIP provides an approximate timeline, cost, and funding source for a variety of acquisition, development, and renovation/restoration projects. The CIP meets the requirements of the Washington State Recreation and Conservation Office and GMA, and CIP projects should be considered a part of any comprehensive plan that adopts this document.

CIP Prioritization Criteria

All projects included in the CIP work toward meeting the recommended goals, strategies, and actions of this plan. However, not all the proposed projects will be completed due to the reality of variables such as funding limitations, landowner negotiations, and other resource constraints. To help with the decision-making process, the following criteria have been developed by the planning team to ensure projects move forward efficiently and in alignment with the community's vision and values:

- **Utilizes and Leverages Existing Funding Sources.** The project utilizes funding sources that have been secured and/or leverages existing funding sources through matching grants, donations, partnerships, or some other means.
- **Implements Existing Plans.** The project implements actions or projects identified in adopted plans.
- **Involves Broad-based Partnerships.** The project involves a variety of partners—most importantly the City of Wenatchee and Chelan County—exhibiting broad-based community support and leveraging additional community resources.
- **Meets Community Needs Efficiently.** The project efficiently meets an evident community need captured in this plan or another adopted plan, providing a high benefit-cost ratio.

- **Capitalizes on a "Once-In-A-Lifetime" Opportunity.** The project takes advantage of a once-in-a-lifetime opportunity, representing a rare opportunity to capitalize on a project that meets the vision and values of this plan.

Capital Improvement Plan

The CIP presented below captures a variety of land acquisition, development, restoration, and renovation projects recommended for completion over the next six years and beyond. In many cases, projects listed have been captured in adopted City or County plans and represent a high priority for implementation. Project costs and timelines are estimated based on the planning team's best available knowledge. A more detailed assessment of funding options for conservation and recreation activities is provided later in this chapter and in Appendix F.

Based on the projects proposed in the CIP, capital improvement projects are estimated to total more than $6 million over the next six years, with more than 75 percent of project costs related to proposed land-acquisition projects (Table 5.1). Table 5.2 provides a detailed list of proposed capital improvement projects for the next six years and from 2017 to 2030. The project list will assist staff in preparing future capital budget requests.

Table 5.1 Capital Improvement Plan, 2011-2016

Activity	2011	2012	2013	2014	2015	2016	Total
Acquisition	$2,900,000	$ -	$1,200,000	$475,000	$500,000	$ -	$5,075,000
Development	$ -	$115,000	$500,000	$400,000	$ -	$225,000	$1,240,000
Renovation/ Restoration	$ -	$200,000	$ -	$200,000	$ -	$ -	$200,000
Total	$2,900,000	$315,000	$1,700,000	$1,075,000	$500,000	$225,000	**$6,715,000**

Table 5.2 Wenatchee Foothills Capital Improvement Plan, 2011-2016

Project Number	Project Name	Fund Source	Activity	Facility Type	2011	2012	2013	2014	2015	2016	2017-2030
PK2006O1	Saddle Rock Acquisition	GF, G, D	A	OS	$700,000						
PK2006T5	Saddle Rock Trailhead Development	G, D	D	T			$200,000				
PK2006O1	Saddle Rock Trail Development	G, D	R	T		$100,000					
PK2006T6	Sage Hills Acquisition	G, D	A	OS			$1,200,000				
PK2006T6	Sage Hills Trail Restoration Activities	G, D	R	T				$100,000			
PK2006T6	Sage Hills Trailhead Development	GF, G	D	T				$150,000			
PK2010O1	Broadview Canyon Acquisition	G, D	A	OS	$1,200,000						
PK2010O2	Broadview Heights Acquisition	G, D	A	OS	$1,000,000						
PK2010O2	Broadview Trailhead Development	G, D	D	T			$150,000				
PK2006T10	Day Drive Trailhead Development	G	D	T		$115,000					
PK2006T9	Castle Rock Acquisition	G, D	A	OS				$250,000			
PK2006T9	Castle Rock Trailhead Development	GF, G, D	D	T				$150,000			
PK2006T9	Castle Rock Trail Development	G, D	D	T				$100,000			
PK2010O3	South Foothills Acquisition	G, D	A	OS					$500,000		
PK2010O4	North Foothills Acqusition	G, D	A	OS							$2,400,000
PK2010S1	Dry Gulch Dog Park Development	G, D	D	SU		$100,000					
PK2006S2	Lower Horse Lake Dog Park Development	G, D	D	SU				$100,000			
PK2006T8	Lower Horse Lake Trailhead Development	G, D	D	T			$150,000				
PK2006T1	Foothills Connector Trails	G, D	A, D	T				$225,000		$225,000	$225,000
				Subtotal	$2,900,000	$315,000	$1,700,000	$1,075,000	$500,000	$225,000	$2,625,000
				6-year Total						**$6,715,000**	**$2,625,000**

Activity Key
A = Acquisition
D = Development
R = Renovation/Restoration

Funding Key
GF = General Fund
G = Grant
D = Donation/Dedication

Facility Key
OS = Open Space
T = Trail
SU = Special Use

Implementation Funding Options

The first step to implementing a community's vision for the landscape is identifying available funding sources to support key actions such as land acquisition, trail restoration, and trailhead development. To provide a thorough review of potential funding sources at the local, state, and federal level, TPL conducted a feasibility study, which is presented in its entirety in Appendix F. Highlights from that study are presented below.

Local Funding Opportunities

Most funding for parks and land conservation in America comes from local governments. Across the country from 1998 to 2005, a total of $24 billion (annual average of $3 billion) was spent on land conservation at the local, state, and federal levels of government. Sixty-seven percent of total dollars spent comes from local governments, 28 percent from state governments, and only 4 percent from the federal government. Therefore, local sources of revenue are often key to fulfilling open space and recreation objectives and leveraging grant money offered by state and federal programs.

While a comprehensive review of local funding opportunities is provided in Appendix F, those with the most promise include:

- **Conservation Futures Property Tax.** Chelan County may levy a Conservation Futures Tax at the maximum rate of $0.0625 per $1,000 of assessed value (or $6.25 per $100,000 value). The County could impose this tax via an ordinance or resolution of the Board of County Commissioners. Revenues generated from the Conservation Futures Tax may be expended for the acquisition of development rights and other real property rights and interests of any open space land, farm and agricultural land, and timberland and the operation and maintenance of such lands. Implementing this tax at the full $0.0625 levy would

generate roughly $433,000 annually and cost the average homeowner $13 per year.

- **Bonding.** Chelan County and/or the City of Wenatchee could issue general obligation bonds and levy property taxes to pay the debt service on the bonds. For unlimited tax general obligation bonds, 60 percent of the electorate must approve issuance of general obligation bonds, which must be validated by a voter turnout of at least 40 percent of those who voted in the last general election. The County or City could also issue revenue bonds; however, a revenue source must be identified to pay the debt service on these bonds. At the county level, a $10 million general obligation bond, payable over 20 years, would cost the average homeowner approximately $25 annually. At the city level, a $3 million general obligation bond, payable over 20 years, would cost the average homeowner approximately $29 annually.
- **Utility Tax.** Cities may impose a utility tax on natural gas, electric, and telephone of up to 6 percent by legislative approval, and at a rate that exceeds 6 percent if approved by a majority of city voters. There is no limit on other utilities. The City of Wenatchee imposes the tax at 6 percent on electric, gas and telephone utilities. An increase of one percent (from 6 percent to 7 percent) on the tax on electric, natural gas, and telephone utilities in Wenatchee would generate roughly $400,000 per year.

State Funding Opportunities

In many respects, the State of Washington is a model of consistency and commitment toward conservation efforts among the 50 states. Year in and year out, through difficult economic times and ever-changing priorities, state legislators have since 1990 continued to approve between $45 million and $60 million toward land conservation programs each year. And millions more on top of that come in from federal sources. In the most recent biennium, the legislature approved $72 million for Washington Wildlife and Recreation Program (WWRP) projects. In the 2007-2009 biennium, the legislature approved $100 million for WWRP—the largest single two-year investment in land conservation in the state's history.

The state grant programs with the most relevance and promise for implementation of this plan include:

- **Washington Wildlife and Recreation Program (WWRP).** WWRP grants are offered once every two years and state and local agencies are eligible for funding, although a 50 percent match is required from local agencies. According to state statute, WWRP funds must be distributed equally between Outdoor Recreation and Habitat Conservation. In 2009, the governor proposed $50 million for WWRP for the upcoming biennium—down 50 percent from the last biennial capital appropriation. The Washington legislature ultimately appropriated $72 million in WWRP for two years, or $36 million per year, and another $10 million in other conservation programs, for a total of $82 million. Given the state's debt-heavy budget forecast for 2011-2013, it is too early to approximate WWRP allocations; nevertheless, WWRP programs with the greatest relevance to the Wenatchee Foothills include Outdoor Recreation, specifically programs for trail acquisition and development; and Habitat Conservation, specifically programs for urban wildlife habitat acquisition.
- **Recreational Trails Program.** Administered by the Recreation and Conservation Office, the Recreation Trails Program provides funding to rehabilitate and maintain recreational trails and facilities that provide a backcountry experience. Local agencies, special-purpose districts, tribes, and non-profit organizations must provide 20 percent match for each project, and at least 10 percent of the total project cost must be from a non-state, non-federal contribution. Grant awards are capped at $75,000

for each general project and $10,000 for education projects. The program has been funded at about $1.8 million annually.

Federal Funding Opportunities

Programs administered by federal agencies vary in how funds are delivered for on-the-ground conservation projects—some program funds are directed to the states, which in turn decide what projects to fund, while other program funds are granted by a federal agency through a competitive process. In still other cases, Congress may "earmark" funds for individual projects. Federal grant programs with the most relevance and promise for implementation of this plan include:

- **Land and Water Conservation Fund (LWCF).** Created in 1965, LWCF is the largest source of federal money for acquiring, preserving, developing, and ensuring accessibility to outdoor recreation resources. The program's funding comes primarily from offshore oil and gas drilling receipts, with an authorized expenditure of $900 million each year. Under this program, a portion of the money is intended to go to federal land purchases and a portion to the states as matching grants for land protection projects. The stateside LWCF program provides a 50-percent match to states for planning, developing, and acquiring land and water areas for natural resource protection and recreation enhancement. In Washington, the program is administered by the RCO, which receives an average of $1 million biennially.
- **State Wildlife Grants (SWG).** Created by Congress in 2001, the SWG program is a matching grant program available to every state in support of cost-effective, on-the-ground conservation efforts aimed at restoring or maintaining populations of native species before listing under the Endangered Species Act is required. Funds appropriated under the SWG program are allocated to every state according to a formula based on a state's size and population. Each state determines the best use of their grant funds with the understanding that the money must be used to address conservation needs, such as research, surveys, species and habitat management, and monitoring, identified within a state's Comprehensive Wildlife Conservation Strategy. The federal government anticipates distributing $76.5 million to states in 2010, a substantial increase from 2009 funding levels. Each state has its own process for the prioritization and distribution of these funds. Since its inception in 2001, Washington has received almost $11 million in matching funds from this program.
- **Bonneville Power Administration (BPA).** The BPA is a power-marketing agency of the U.S. Department of Energy and supplies roughly half the electricity used in the Pacific Northwest. Pursuant to various laws and agreements, BPA bears responsibility for fish and wildlife preservation, mitigation, recovery, and protection. Since 1980, BPA has incurred more than $6 billion in costs for its fish and wildlife obligations. As part of the development of the federal Columbia River power system alone, BPA acquired more than 15,000 acres in fee title and easements or leases over roughly 3,700 acres at a cost of more than $65 million for wildlife habitat.
- **Transportation Enhancements (TE).** The federal Surface Transportation Program provides states with funding for highway projects, 10 percent of which must be reserved for TE activities such as historic preservation, rails-to-trails programs, easement and land acquisition, wildlife connectivity, and scenic beautification. All projects must be related, in some way, to transportation. In each state, TE projects are selected through a competitive process and applications are submitted by local government entities, often in partnership with nonprofit organizations. In Washington, each Metropolitan Planning Organization (MPO) or Regional Transportation Planning Organization (RTPO) establishes its own criteria and selects projects up to the amount of TE funds sub-allocated to the region. In the 2006-2007 round of funding, trail and sidewalk projects were funded in Chelan County and street improvement projects were funded in the City of Wenatchee. From FY 2004-2009, nearly $70 million was provided to projects statewide.

From the federal to local level, many funding options can apply to financing implementation of the *Wenatchee Foothills Community Strategy*. Because funds are competitive and require match funding of some kind, two or three may need to be pursued simultaneously. Two key ingredients for a successful funding strategy are strong, broad-based partnerships and demonstrating local commitment through local funding sources.

Appendix A. Technical Advisory Group Participants

Wildlife and Habitat Technical Advisory Group:

Susan Ballinger, Washington Native Plant Society

Eric Ellis, Bureau of Land Management

Neal Hedges, Chelan-Douglas Land Trust

Mark Oswood, NCW Audubon Society

Von Pope, Chelan County Public Utility District

Ron Poppe, Wenatchee Sportsmen's Association

Bill Stegeman, Wenatchee Sportsmen's Association

J.A. Vacca, Bureau of Land Management

David Volsen, Washington Department of Fish and Wildlife

Development Technical Advisory Group:

John Ajax, City of Wenatchee

Dan Beardslee, Erlandsen Engineering

Scott Christie, NCW Realtor's Association

John Corning, John's Real Estate

Josh Corning, John's Real Estate

Mickey Fleming, Chelan-Douglas Land Trust

Mike Kaputa, Chelan County

Monica Libbey, City of Wenatchee

David Stipe, Project Groundwork

Greg Wright, Washington Realtors

Lilith Yanagimachi, Chelan County

Recreation Technical Advisory Group:

CDLT Trails Committee Members

Andy Dappen, Wenatchee Outdoors

David Erickson, City of Wenatchee

Charlie Naismith, Recreation Advocate

Matt Rose, Evergreen Mountain Bike Alliance

David Stipe, Recreation Advocate

Patrick Walker, Chelan-Douglas Land Trust

Appendix B. GIS Methodology and Maps

Mule Deer Winter Range Habitat Suitability

The Mule Deer winter range habitat suitability model was created in conjunction with Washington Department of Fish and Wildlife biologist Dave Volsen. The model is raster-based, and the input ranges were determined based upon Dave's literature review, thesis research conducted by Will Moore (also a WDFW biologist) and Dave's professional experience and judgment. There are three variables in the model: herbaceous productivity, aspect, and elevation.

Herbaceous Productivity

Value represents score for relative herbaceous productivity.

Value	ReGAP Ecosys Type
1	Agriculture
0	Developed, High Intensity
0	Developed, Low Intensity
0	Developed, Medium Intensity
2	Inter-Mountain Basins Big Sagebrush Shrubland
2	Inter-Mountain Basins Big Sagebrush Steppe
1	Invasive Annual Grassland
2	North Pacific Montane Riparian Woodland and Shrubland
1	Northern Rocky Mountain Dry-Mesic Montane Mixed Conifer Forest
2	Northern Rocky Mountain Lower Montane Mesic Deciduous Shrubland
1	Northern Rocky Mountain Ponderosa Pine Woodland and Savanna
1	Pasture/Hay
1	Rocky Mountain Aspen Forest and Woodland
0	Rocky Mountain Cliff, Canyon and Massive Bedrock
0	Water

Aspect

Aspect is scored using the same values developed for the Mule Deer winter range that was developed based on Will Moore's master's thesis

Value	Aspect
3	West
2	East/South
1	North

Elevation

The elevation cut-off was provided by Dave Volsen.

Value	Elevation
2	<= 750 meters (7500 decimeters)
1	> 750 to 1220 meters (more than 7500 decimeters)

The highest potential score is 7, which represents the highest herbaceous productivity, west aspect, and elevation less than 750 meters.

Ungulate Disturbance Response

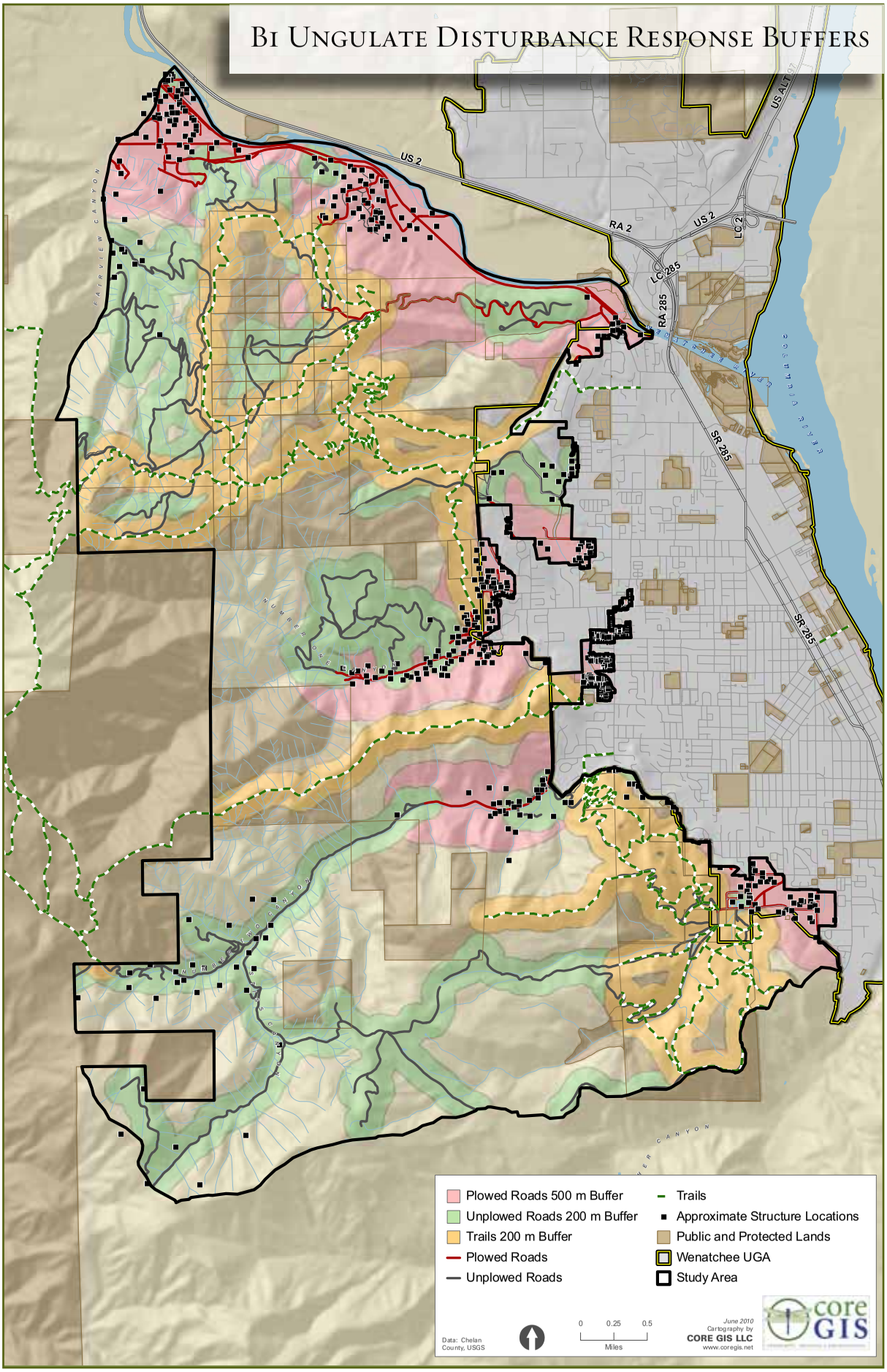
Map B1 identifies areas of potential disturbance to ungulates based on human activity on trails and roads and around homes. The buffers were created based on a review of the literature conducted by Dave Volsen. Distance to roads and trails is important, whether the trail is above or below the ungulate, and the presence of dogs (on or off-leash) plays a big role in disturbance response. Dave recommended buffer distances of 200m for trails and unplowed winter roads, and 500m for plowed winter roads. Based upon the literature review and the

personal experience of the members of the wildlife technical advisory group, it was agreed that late winter disturbance is much more deleterious than early to mid-winter disturbance.

Scenic Viewshed Analysis

To determine which areas of the Foothills are most visible from the adjacent communities of Wenatchee and East Wenatchee, we consulted with David Stipe of Project Groundwork and Peter Hill of Trust for Public Land. We provided them with a large-format orthophoto base map and asked them to indicate locations that provide key views of the Foothills. We digitized these locations and ran a viewshed analysis from each point, added the results from all of the analyses together, and produced a composite map showing which portions of the Foothills are most and least visible from these key viewing locations.

Bi Ungulate Disturbance Response Buffers



Development Probability

Development probability was determined in close consultation with the participants on the Development Technical Advisory Group. We identified 7 variables for inclusion in our model, each of which was represented as a raster (or grid) with 10 m resolution to account for site variability within larger parcels. For each variable, the higher the score, the higher the probability of development. The seven variables were combined both in a linear summation and also using rank sum normalization.

Variables

1. Slope: The metric used is percent slope, with three categories that are currently set at less than 15%, 15 to 30%, and greater than 30%. The ranking scale is:

Perent Slope	Score
30%+	1
15%-30%	5
Less than 15%	10

2. Distance to Power: The metric used is distance in feet to the power line, with five categories. The values were based on cost (about $40,000 per mile).

Distance	Score
6,600ft+	1
5,281-6,600	2.5
1,321-5,280	5
51-1,320	7.5
0-50	10

3. Distance to Roads: The metric used is distance in feet, which serves as a proxy for cost, with five categories each for City and County roads. We used different scales based upon the costs associated with meeting the different jurisdictional standards, which are approximately $446/ft in the Urban Growth Area within City of Wenatchee jurisdiction and $200/ft within the unincorporated portion of Chelan County.

City Roads		County Roads	
Distance	**Score**	**Distance**	**Score**
225+	1	501+	1
113 - 224	2.5	251 - 500	2.5
79 - 112	5	176 - 250	5
46 - 78	7.5	101 - 175	7.5
0 - 45	10	0 - 100	10

4. Well Depth and Distance to PUD Water: We obtained rough estimates of well depth from the WA Department of Ecology (based on quarter section) on well location. The current PUD water distribution limit is 1,428 feet without requiring additional pumping due to the location of the highest reservoir. The technical advisory group recommended the PUD service area receive the highest possible score (10). For the remainder, we used data on well costs from Tumwater Drilling of approximately $25/ft for drilling, $13/ft for casing, and $1,000 for other miscellaneous expenses. and applied these to the mapped well depth from WA DOE, with a maximum score of 5.

Well Depth	Score
764+	1
488 -763	2
231 - 487	3
61 - 230	4
0 - 60	5

5. Land Value per Lot: Value was based on assessed value and number of potentially developed lots per current zoning and any pre-existing development. The cost of a lot and its score are in inverse relation: the least expensive lot has a high probability and vice versa.

Cost	Score
60,000+	1
25,000 - 60,000	2.5
15,000 - 25,000	5
5,000 - 15,000	7.5
0 - 5,000	10

6. Views from the Foothills: This is measured from each parcel, with five categories based on the amount of land visible. All directions were considered, but the most desirable views are to the north and east.

Visible Acres	Score
0-6,300	1
6,301-14,500	2.5
14,501-24,000	5
24,001-37,000	7.5
37,001+	10

7. Distance to Amenities: Amenities are represented by distance to trailheads. Distance is measured in feet, and broken into four categories.

Distance	Score
7921+	1
5,281 - 7,920	5
2,641 - 5,280	7.5
0 - 2,640	10

Weighting

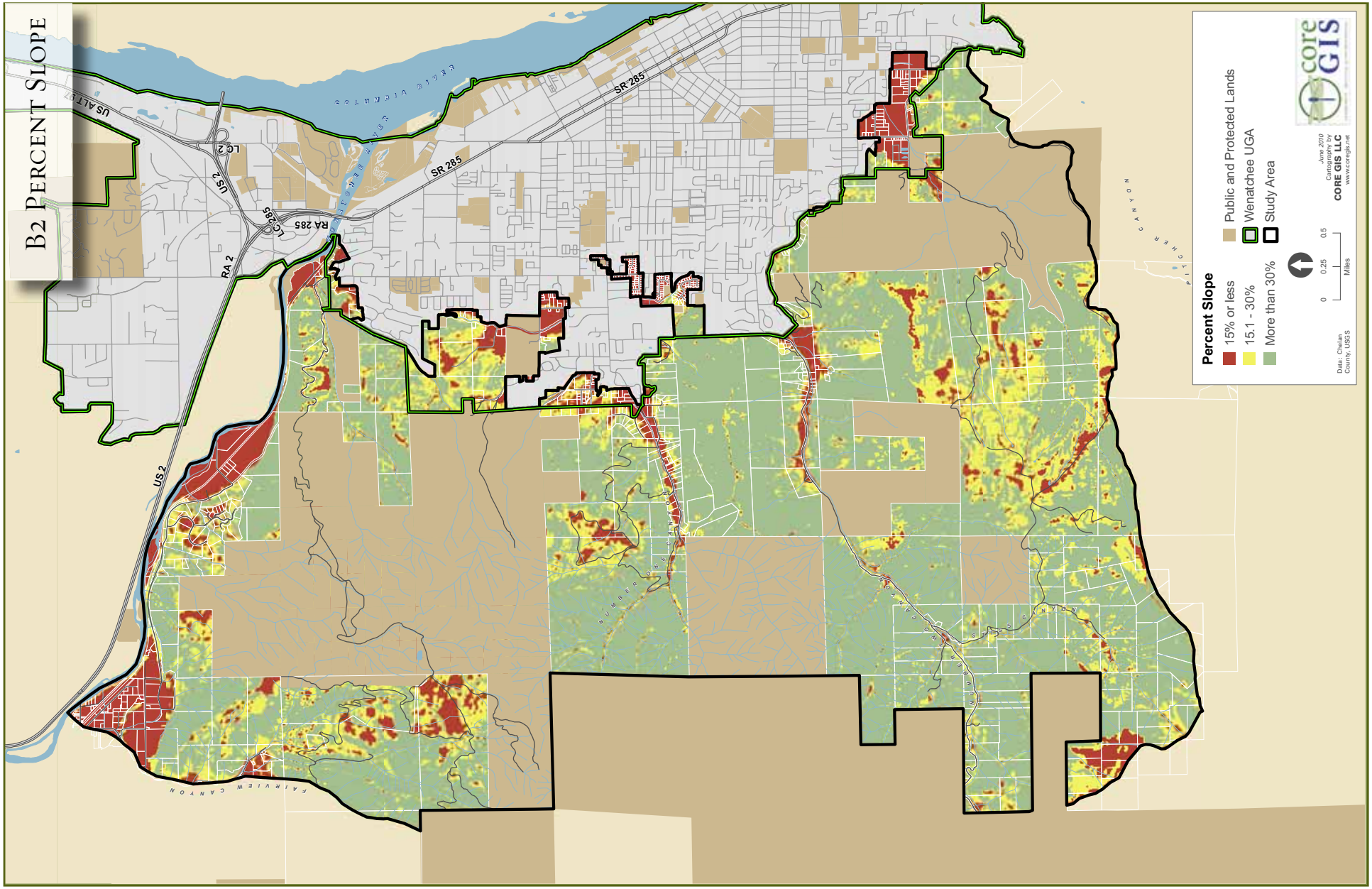
We used the rank sum approach, based upon ordinal rankings we received from six members of the technical advisory group:

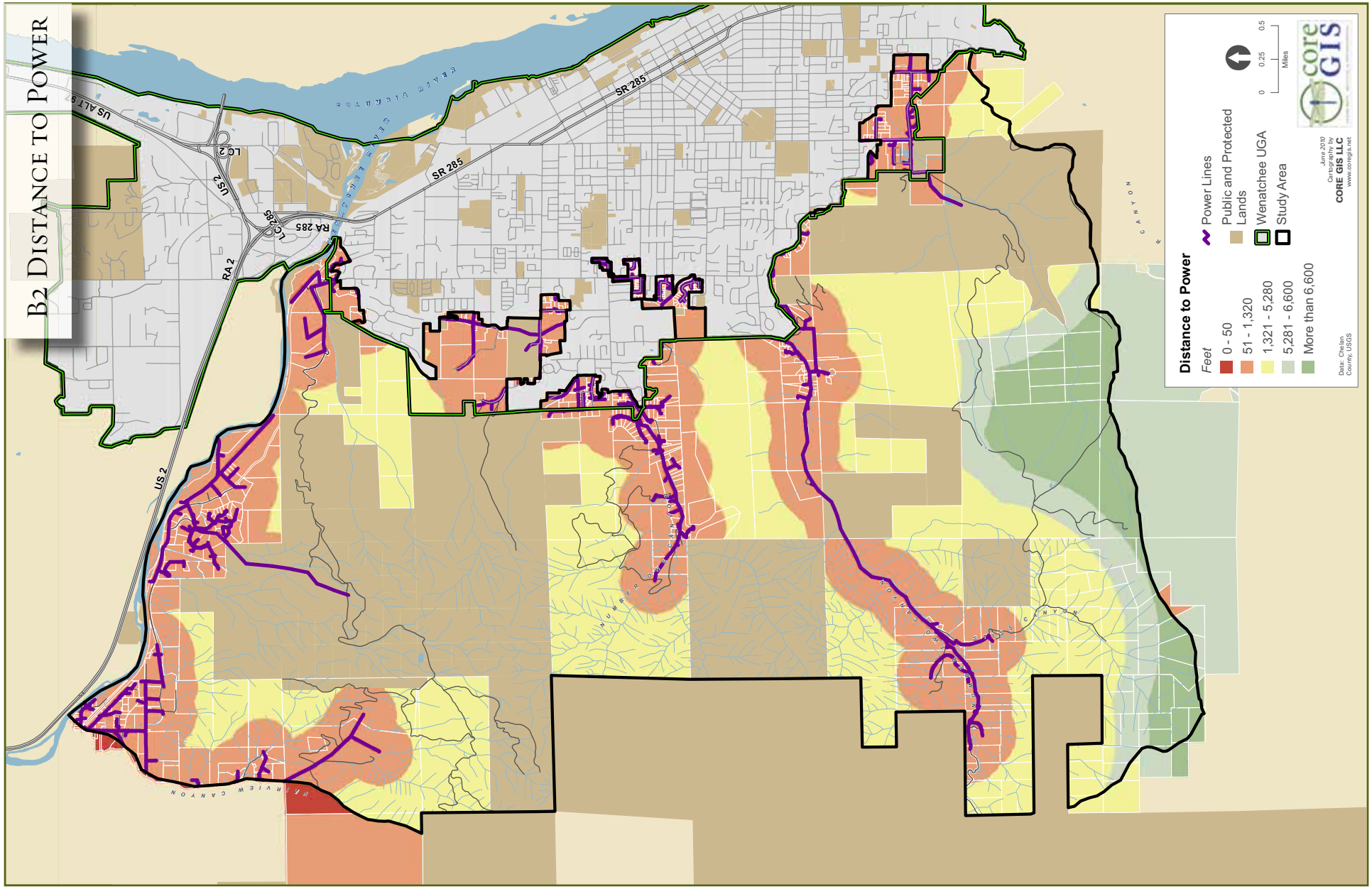
Rankings

Variables	Lilith	CWN (John & Monica)	Dan	Pete	Josh
Slope	1	2	2	1	1
Power	3	4	6	4	4
Roads	4	3	4	3	3
Water	2	1	1	2	2
Land Value	5	6	5	6	7
Viewshed	6	7	3	5	5
Amenity	7	5	7	7	6

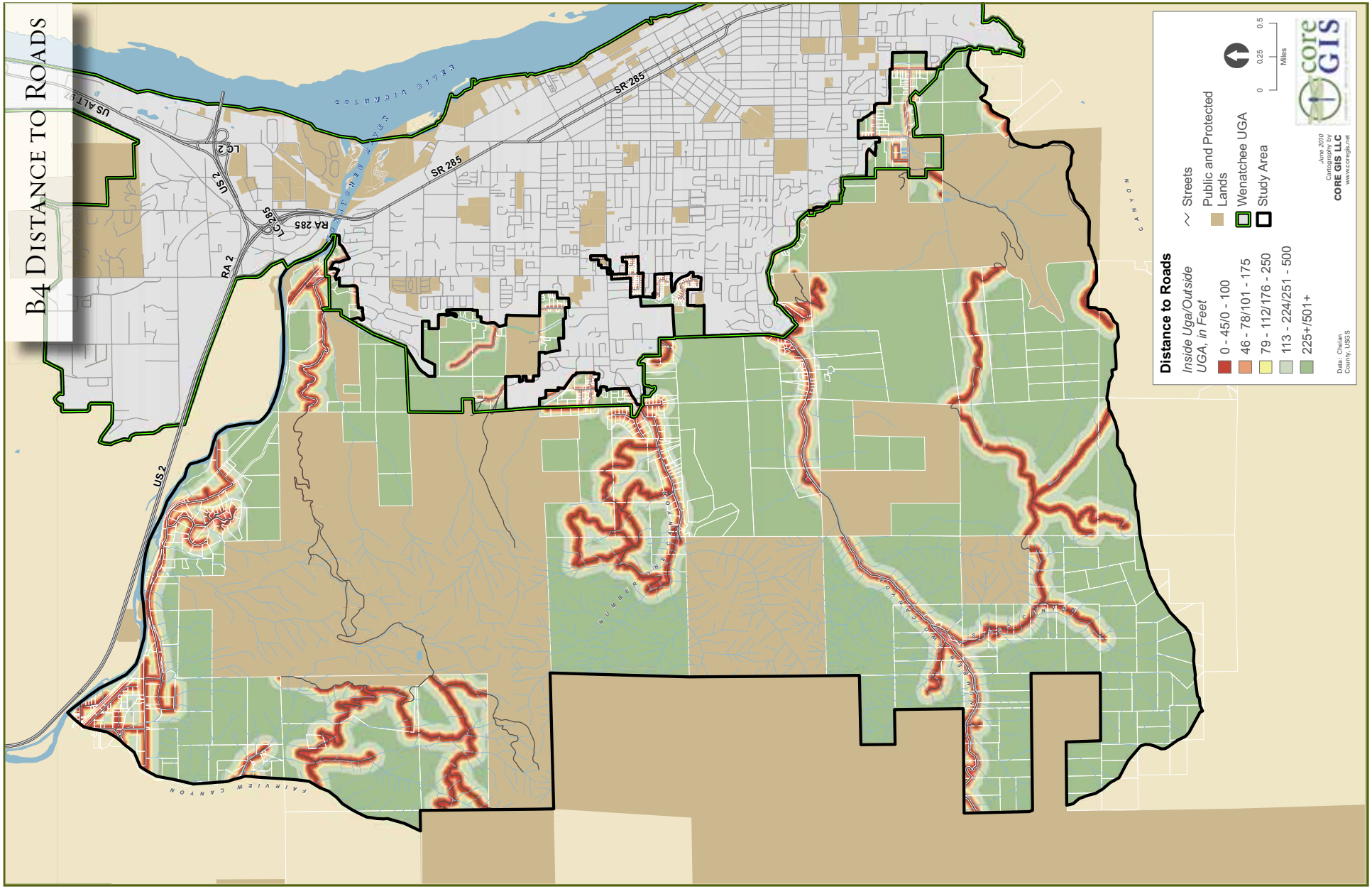
Rank Sum Normalized Weights

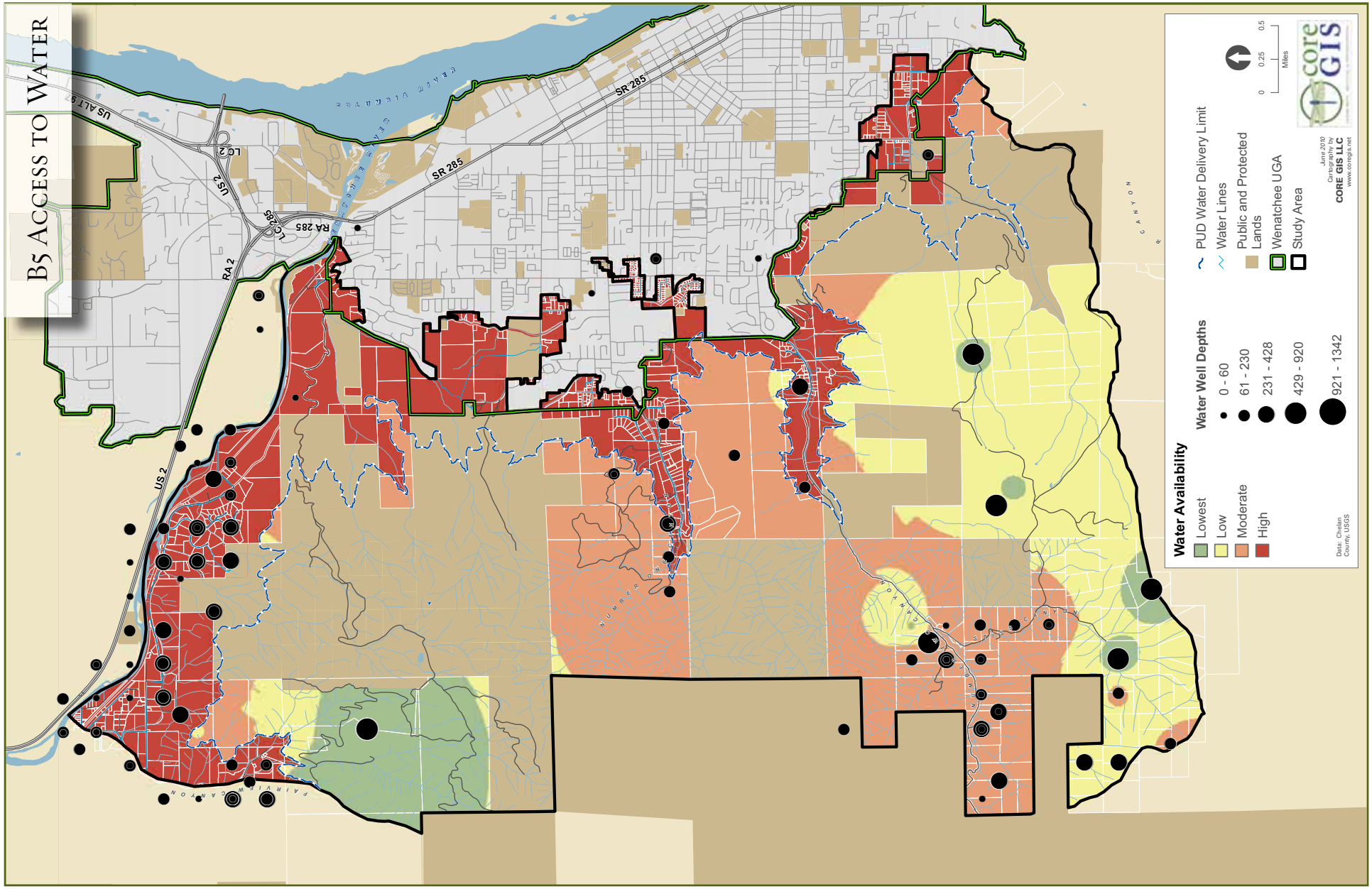
Lilith	CWN (John & Monica)	Dan	Pete	Josh
0.2500	0.2143	0.2143	0.2500	0.2500
0.1786	0.1429	0.0714	0.1429	0.1429
0.1429	0.1786	0.1429	0.1786	0.1786
0.2143	0.2500	0.2500	0.2143	0.2143
0.1071	0.0714	0.1071	0.0714	0.0357
0.0714	0.0357	0.1786	0.1071	0.1071
0.0357	0.1071	0.0357	0.0357	0.0714


B2 Percent Slope
Percent Slope
15% or less
15.1 - 30%
More than 30%
Public and Protected Lands
Wenatchee UGA
Study Area
0
0.25
0.5
Miles
Data: Chelan County, USGS
June 2010
Cartography by
CORE GIS LLC
www.coregis.net
core GIS
US 2
US 2
US ALT 97
LC 2
LC 285
RA 285
RA 2
SR 285
SR 285
SR 285
Fairview Canyon
Number Four Canyon
Chelan Canyon
Pitcher Canyon

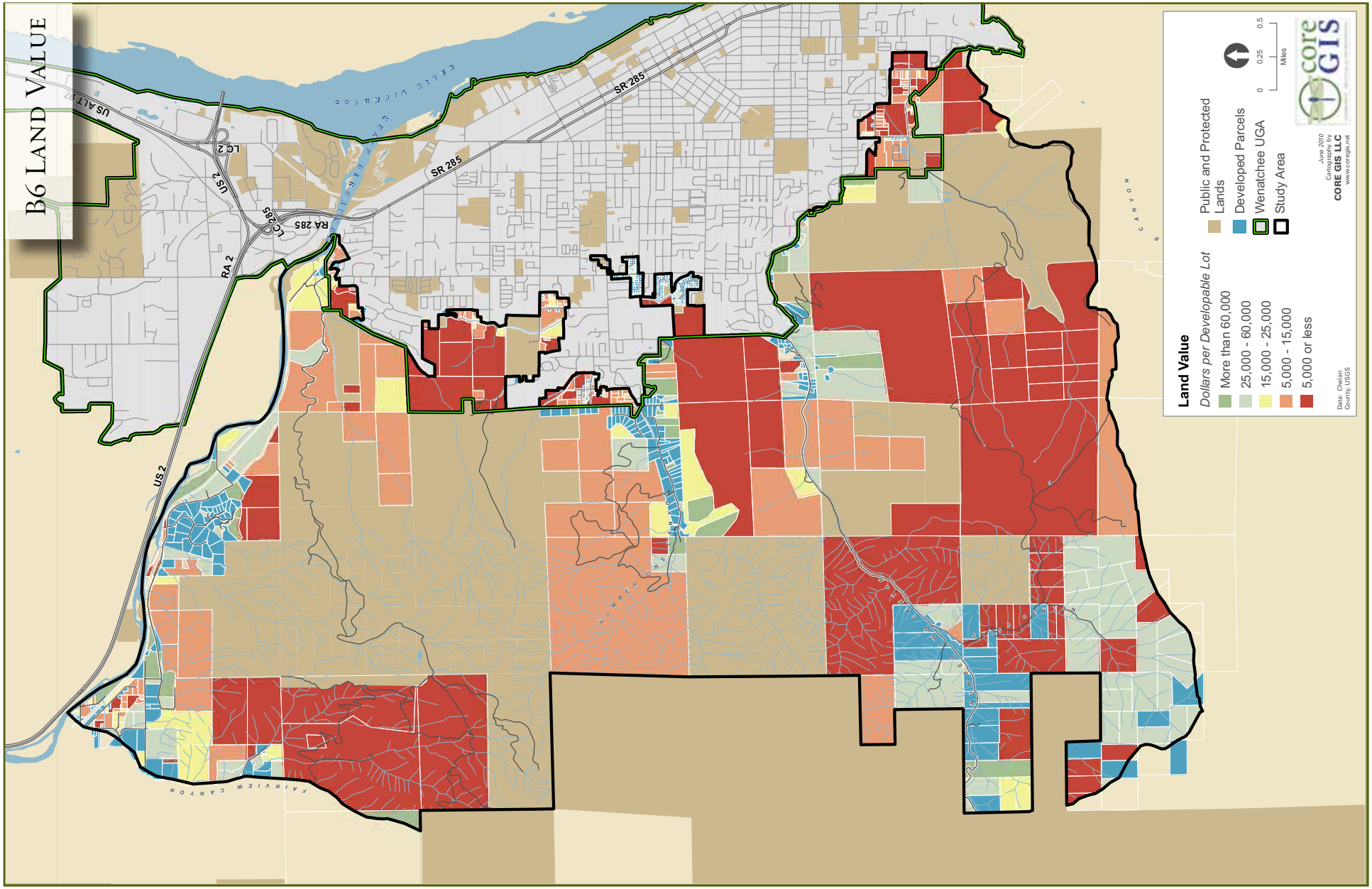

B2 Distance to Power
US Alt 97
US 2
LC 2
LC 285
RA 2
RA 285
SR 285
SR 285
US 2
Distance to Power
Feet
0 - 50
51 - 1,320
1,321 - 5,280
5,281 - 6,600
More than 6,600
Power Lines
Public and Protected Lands
Wenatchee UGA
Study Area
0 0.25 0.5
Miles
Data: Chelan County, USGS
June 2010
Cartography by
CORE GIS LLC
www.coregis.net
core GIS

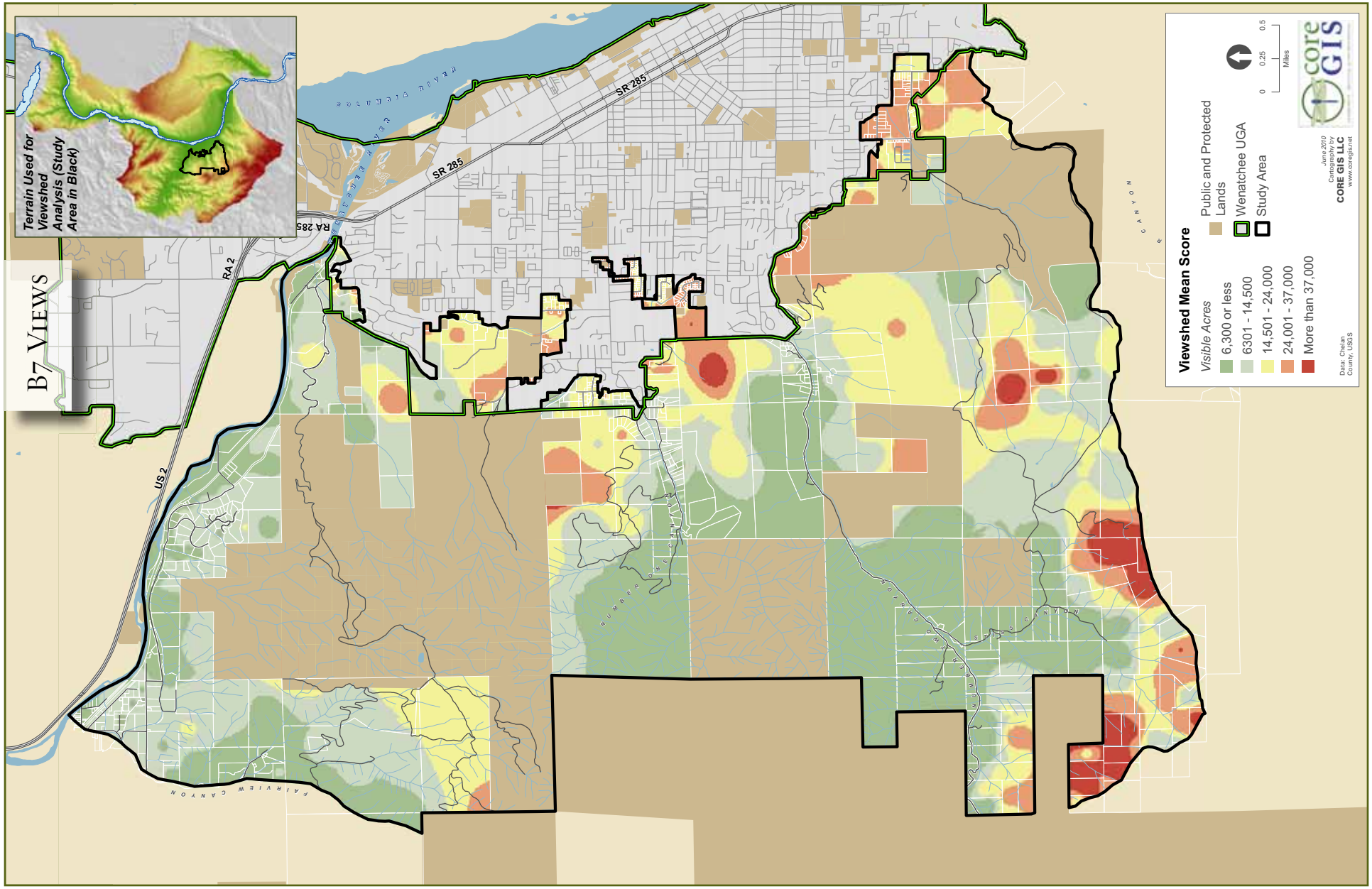
B4 Distance to Roads



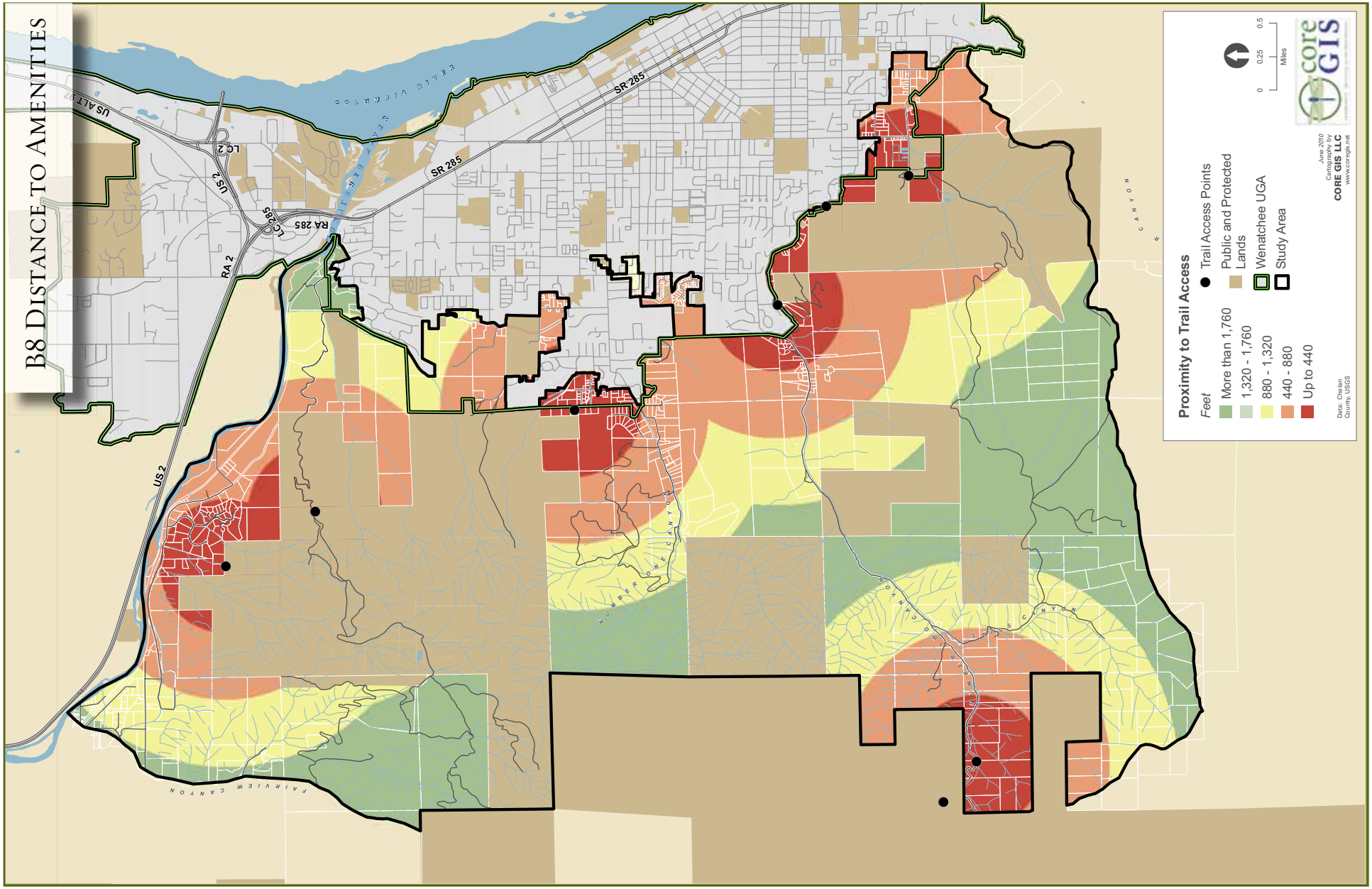

B5 Access to Water
US Alt 97
US 2
LC 2
LC 285
RA 285
RA 2
SR 285
SR 285
US 2
Water Availability
Lowest
Low
Moderate
High
Water Well Depths
0 - 60
61 - 230
231 - 428
429 - 920
921 - 1342
PUD Water Delivery Limit
Water Lines
Public and Protected Lands
Wenatchee UGA
Study Area
0
0.25
0.5
Miles
Data: Chelan County, USGS
June 2010
Cartography by
CORE GIS LLC
www.coregis.net

B6 Land Value




B7 Views
Terrain Used for Viewshed Analysis (Study Area in Black)
Columbia River
Wenatchee River
SR 285
RA 285
RA 2
US 2
Fairview Canyon
Number Canyon
Horness Canyon
Viewshed Mean Score
Visible Acres
6,300 or less
6301 - 14,500
14,501 - 24,000
24,001 - 37,000
More than 37,000
Public and Protected Lands
Wenatchee UGA
Study Area
0 0.25 0.5
Miles
Data: Chelan County, USGS
June 2010
Cartography by
CORE GIS LLC
www.coregis.net
core GIS

B8 Distance to Amenities



Appendix C. Related Planning Documents Analysis

Chelan County

Chelan County Comprehensive Plan, 2000 (Amended 2009)

Chelan County's comprehensive plan contains 13 major elements that correspond to statewide growth-management goals. The elements that apply most directly to the Wenatchee foothills are Open Space/Recreation, Natural Systems/Critical Areas, and Rural. A key goal for Open Space is to "encourage the retention of open space," grounded in the rationale that open space is a valuable resources for residents and visitors and that it helps maintain the natural beauty and character of the county. Key goals of the Natural Systems Element include: (1) ensure that development minimizes impacts upon significant natural, historic, and cultural feature and to preserve their integrity; and (2) identify and protect critical areas and provide for reasonable use of private property while mitigating adverse environmental impacts. For the Rural Element, a key goal is to "maintain the land and water environments which support and enhance natural resource-based economic activities, wildlife habitats, traditional rural lifestyles, outdoor recreation, and other open spaces." Key policies of relevance under this goal include:

- Policy 8: Encourage the preservation and protection of unique, rare and fragile natural features, scenic vistas, unstable bluffs, and culturally significant features.
- Policy 12: Recognize local environmental factors and visual impacts in the review and approval of residential development in hillside areas.
- Policy 13: Development in hillside areas should be encouraged to take maximum advantage of benches, terraces, and forested areas as desirable building sites, and to minimize the impacts of development in open, exposed, and visually conspicuous areas.
- Policy 14: Where appropriate, duplication of road systems in hillside areas shall be discouraged. Adequate provision shall be made for handling storm drainage from hillside development.

Chelan County Foothills Outreach, May-June 2008

Chelan County, led by the community development department, held a series of neighborhood meetings to identify major concerns related to growth in the foothills and to identify residents' vision for the future for Number One, Two, and Squilchuck canyons, and the Horselake area. Residents voiced concerned about how new development in the area would impact public health and safety, wildlife habitat, and the integrity of some of the steeper slopes in the foothills. Residents favored a future vision that emphasized environmental sustainability, recreation, agricultural preservation, and low-density residential development.

Chelan County Comprehensive Parks Plan, 2007

Chelan County's comprehensive parks plan establishes a vision for parks, recreation, and open space throughout the county that "complements community character, creates diverse opportunities for residents and visitors, and preserves ecological functions." The plan establishes the county as a leader in developing stronger parks and recreation opportunities in the county through coordinating at the regional scale, creating connectivity with existing opportunities, and developing partnerships. Key foothills-related issues the plan identified, include:

- The county has many recreation opportunities, but there are not enough trails for good connectivity;
- The region is growing quickly, reducing or limiting access and connectivity to traditional routes and connections; and

- Lower density development threatens open space and the ability to provide access to recreational areas.
- While the county's comprehensive plan reflects the major goals of the parks plan (as noted above), some specific policies of note include:
- Public access should be encouraged where large blocks of public lands with significant recreation potential are rendered inaccessible because of intervening private holdings possibly using land trades while respecting the rights of private property owners;
- Preserve outstanding natural and scenic resources, identified environmentally sensitive areas, and significant historic and cultural resources.
- Identify and map open space corridors (RCW 36.70A.160) including land for recreation, wildlife habitat, trails, and connections of critical areas (RCW 36.70A.030).
- Consider acquiring land or easements by donation or purchase identified within open space corridors.

The plan also calls out the importance of a Comprehensive Trails Plan, with the Wenatchee Foothills Trail identified as a top project to implement given its position to received funding for acquisition and development.

City of Wenatchee

City of Wenatchee Foothills Development Potential Study, April 2009

The City of Wenatchee led the comprehensive evaluation of future growth potential in the foothills area, one mile beyond the current urban growth area. Over the course of 12 months, the city identified alternative development scenarios and conducted engineering analyses of a "current" and "low-growth" trend to identify the cost of infrastructure improvements. The study estimated development costs in the range of $10-18 million in Number One, Two, and Squilchuck canyons. The study also suggested standards and guidelines for new development in the foothills that retains the natural amenities of the area to benefit wildlife and recreation, and mitigates health and safety issues such as flood and fire hazard.

City of Wenatchee Comprehensive Plan, Updated 2007

The city of Wenatchee's comprehensive plan serves the same function as the county's comprehensive plan: to guide land use and development within the city's jurisdiction. The city's plan specifically outlines the need to potentially expand the urban growth area west toward the foothills to accommodate future housing demand. The plan recognizes the foothills as an "underappreciated" resource for recreation, wildlife, and views and sets out several policies related to reduce the visual impact of development in the area; require careful consideration of flood, circulation and other emergencies; work with the land trust to implement the Foothills Trails Plan; provide more access to the foothills trails system; link neighborhoods with the foothills trails; and support trailhead improvements. The plan also establishes policies to preserve of significant natural features such as Saddlerock and Castlerock, encourage a built environment that enhances the natural setting, and discourages hillside development.

City of Wenatchee Parks, Recreation, and Open Space Plan, 2006

The city's parks plan identifies the need for parks, open space and recreation facilities in the Wenatchee area and establishes policies and implementation strategies to meet those needs. Key foothills-related goals of the parks plan include:

- Preserve and identify areas with critical or unique natural features that provide trail connections and access points throughout the community.

- Work with the Wenatchee Valley Trails Coalition (under the Chelan Douglas Land Trust) to implement the Foothills Trails Plan; addressing protection, expanded and developed access, trail enhancement, and/or acquisition of lands necessary for implementation of non-motorized recreational use of the foothills with connections to the Apple Capital Recreational Loop Trail.
- Recognize that the wild and undeveloped 'front-country' represented by the Wenatchee foothills is a unique and important regional recreational resource.
- Where terrain and conditions permit public access, work in partnership with the development community to provide opportunities for public connections and access points to the Wenatchee foothills trails system.

The plan captures the city's commitment to new trails and open space, within and outside of the city's boundaries, with the Wenatchee foothills being a central feature of this vision. Several trail and acquisition projects are detailed in the capital improvement plan.

Chelan-Douglas Land Trust

Wenatchee Foothills Trails Plan, Adopted into the City of Wenatchee Comprehensive Plan in 2006

The Wenatchee Foothills Trails Plan establishes a concept plan for the design, implementation, and management of a public non-motorized trail system in the Wenatchee foothills. The plan provides a thorough inventory of existing and potential trails, and details key partners and actions for implementing the concept plan.

Use of Information: The Foothills Trails Plan provides a more detailed overview of a potential trail system in the foothills. The plan establishes a key concept, with some specific actions, but is not a comprehensive management plan for the area.

Wenatchee Trails Connections Design Charrette, 2003

The Wenatchee Trails Connections Design Charrette was an intensive design workshop led by CDLT and facilitated by NPS RCTA program. The three-day charrette brought together landscape architects, planners, and the professional community to develop concept plans for the foothills trails that emphasize Wenatchee's unique setting and agricultural heritage. The charrette was a unique collaborative opportunity for the community and established a the first vision for an integrated trail system.

Use of Information: The trails charrette provided a visionary foundation for the foothills trails system, that is still being used today.

Other

Chelan PUD FERC License Agreement for the Homewater Property

The Chelan County PUD owns and manages the 960-acre Homewater Reserve, with a specific mandate and responsibility to maintain the property as habitat for mule deer and all wildlife as part of their FERC license for Rock Island Project. Management is reviewed primarily through the Washington Department of Fish and Wildlife. The PUD has granted a license to the City of Wenatchee through the land trust to have a single trail corridor through the eastern component of the property, subject to the following stipulations: winter closure of the trail and entire property (1 December to 31 March), single access to the trail, no fires, and a leash policy for dogs.

Appendix D. Public Involvement Summaries

As discussed in detail in Chapter 4 of this report, several methods were used to involve the public in the planning process. Results from three of the major activities are included in this Appendix:

- July 2009 Community Workshop Results
- February 2010 Collaborative Mapping Workshop Results
- April 2010 Community Workshop Results

WORKSHOP RESULTS FROM JULY 29, 2009

WENATCHEE FOOTHILLS PUBLIC MEETING

SUMMARY

On July 29, 2009, The Trust for Public Land, Chelan-Douglas Land Trust, City of Wenatchee, and Chelan County held a public meeting at the Wenatchee Community Center to kick-off a community visioning process for the Wenatchee foothills. Individuals were asked to participate in interactive exercises at four stations addressing major concerns in the foothills. The topics were Vision and Goals, Recreation, Development, and Wildlife and Habitat. Workshop attendees were also asked to complete a written survey rating landscape values and providing specific information about services and recreation in the area. This document provides a summary of the responses collected at the stations.

Those who could not attend the July 29 meeting can complete an online survey that includes questions from both the station exercises and written survey. Visit www.wenatcheefoothills.org for a link to the online survey.

METHODS

At the four station exercises, participants used colored dots to prioritize their concerns for Recreation, Development, and Wildlife and Habitat. Participants also used colored dots to prioritize goal statements relating to their vision for the foothills. The dots were tallied by color. Those color totals were then weighted to indicate priority (listed below).

Priority rating:

1st priority—Red dot (4 points)
2nd priority—Green dot (3 points
3rd priority—Yellow dot (2 points)
4th priority—Blue dot (1 point)

After the tallies were weighted, the scores for each concern were totaled. The final results are displayed below in a list from highest scoring concern to lowest scoring concern and displayed in a chart with their scores.

Some stations received write-in comments addressing other concerns or suggestions on first steps to address the participants' top concerns. A few sample comments are included in this summary. For a complete list of write-in suggestions and comments, contact Kitty Craig at Kitty.Craig@tpl.org.

RESULTS

1 VISION AND GOALS

The Vision and Goals station asked participants to share their 20-year vision for the landscape and rank a series of goal statement to indicate their priorities.

THE COMMUNITY GOALS ARE LISTED BELOW FROM HIGHEST SCORES (1) TO LOWEST SCORES (10).

1. **Natural Character**: Guide new development to appropriate areas to protect natural character and minimize environmental impacts.
2. **Ownership**: Support and protect the interests and rights of private landowners.
3. **Habitat**: Conserve critical wildlife habitat and other sensitive areas.
4. **Management**: Improve management and oversight of trails, access points, and other resources used by the public
5. **Recreation**: Maintain and improve recreational access points and trails.
6. **Views**: Protect the aesthetic character and unique views.
7. **Funding**: Identify and secure a sustainable, long-range funding source to support the community vision.
8. **Cooperation**: Improve cooperation and coordination among public agencies.
9. **Infrastructure**: Invest in the public infrastructure necessary to support new development and protect public health and safety.
10. **Development**: Improve opportunities for development.

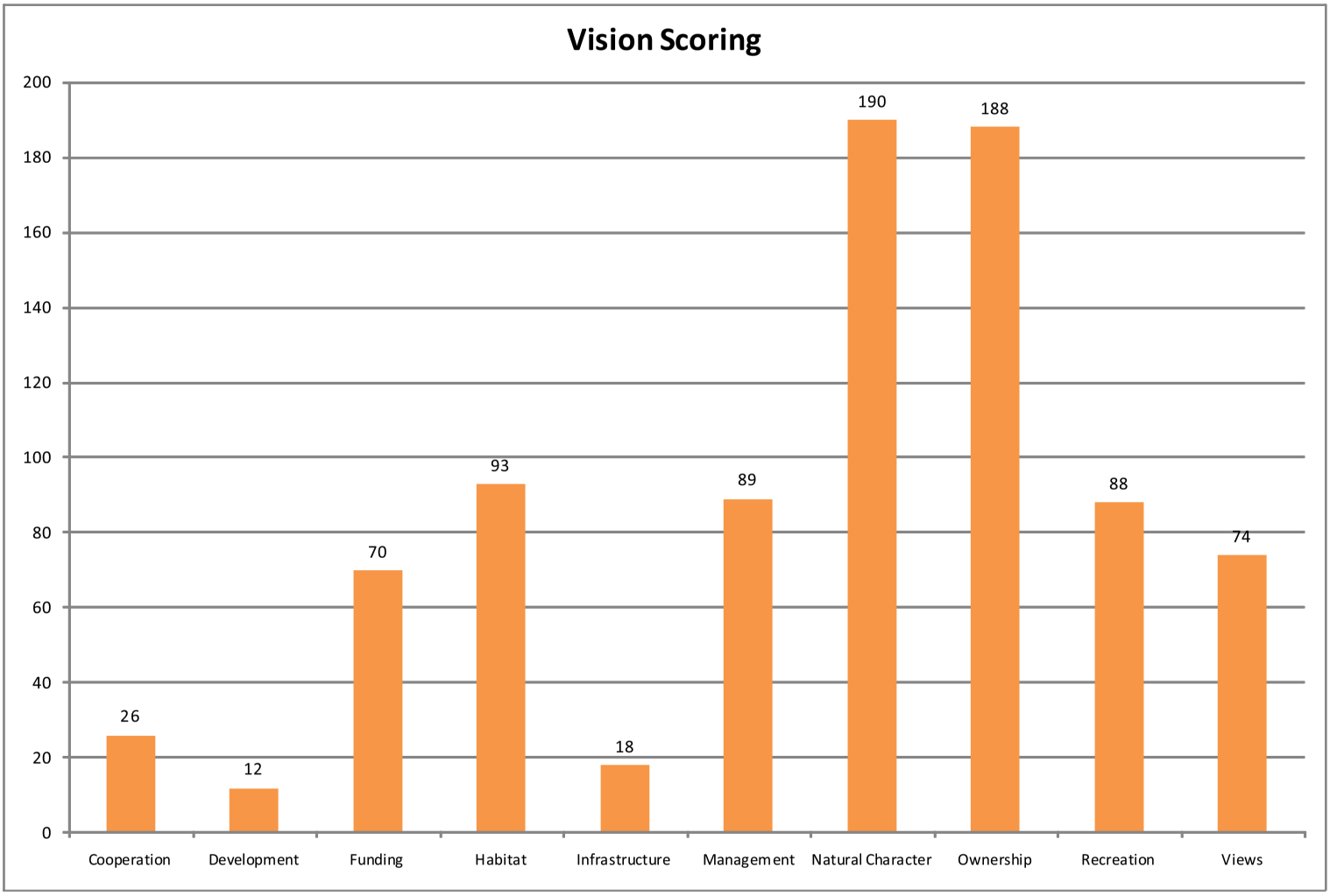
Laura Whorton

Foothills residents discuss their vision for the future.

IF YOU LEFT THE FOOTHILLS TODAY AND RETURNED IN 20 YEARS, WHAT WOULD YOU LIKE TO SEE?

- If I left for 20 years and come back, let it be like Boulder, CO and not Phoenix, AZ
- 20 years hence: the foothils are not covered with houses—the fate of some any once livable but now sprawled cities
- System that is managed, ecologically sound, financially viable, and aesthetically pleasing
- Retain open hills
- Same as today! No houses anywhere closer to Saddlerock, especially
- Vision: See the Stars!

Samples of comments submitted by workshop participants.



MAJOR THEMES EMERGING FROM VISION AND GOALS

Keep the foothills the same as they are today.

Keep the area open for recreation, including all seasons and all types of recreation.

Balance recreation needs with wildlife and habitat protection.

Coordinate land use ownership and management to better protect community values.

Minimize development impact on the landscape.

2 RECREATION

The Recreation station asked participants to rank their concerns related outdoor recreation in the foothills.

RECREATION CONCERNS ARE LISTED BELOW FROM HIGHEST SCORE (1) TO LOWEST SCORE (7).

1. Existing access and trails (trailheads, parking areas)
2. Respect for private property rights
3. Management of existing trail system
4. Trail use, education, and etiquette
5. Trail connectivity
6. New access to key areas
7. Conflicts between different trail users (pets, horses, bikes)

MAJOR THEMES IN RECREATION

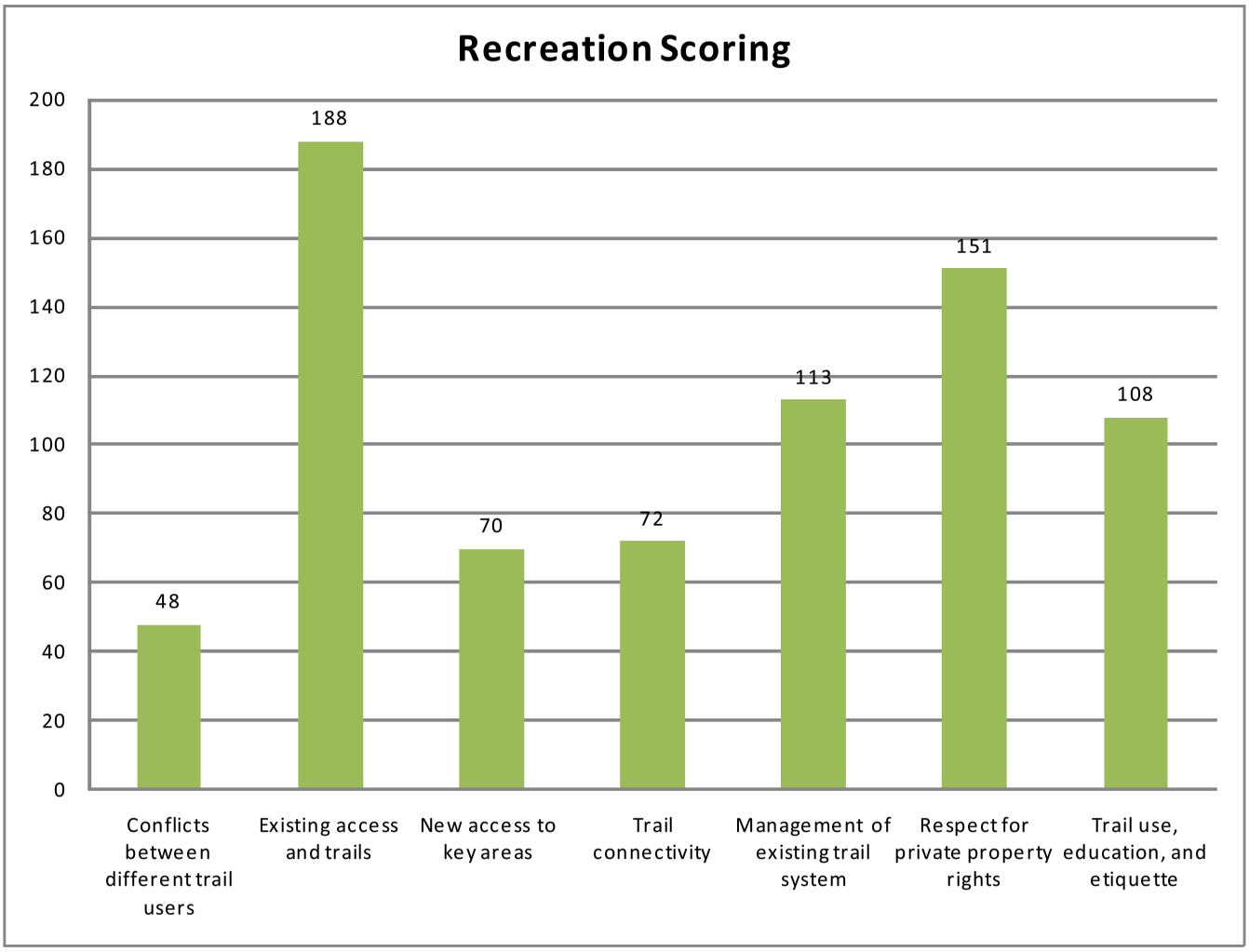
Maintain and improve existing access and trails.

Improve management of existing trail system.

Respect needs of residents living near trailheads.

Educate trail users on proper trail etiquette.

Address off-leash dog use on trails.



3 DEVELOPMENT

The Development station asked participants to rank their concerns regarding development activities in the foothills.

DEVELOPMENT CONCERNS ARE LISTED BELOW FROM HIGHEST SCORE (1) TO LOWEST SCORE (9).

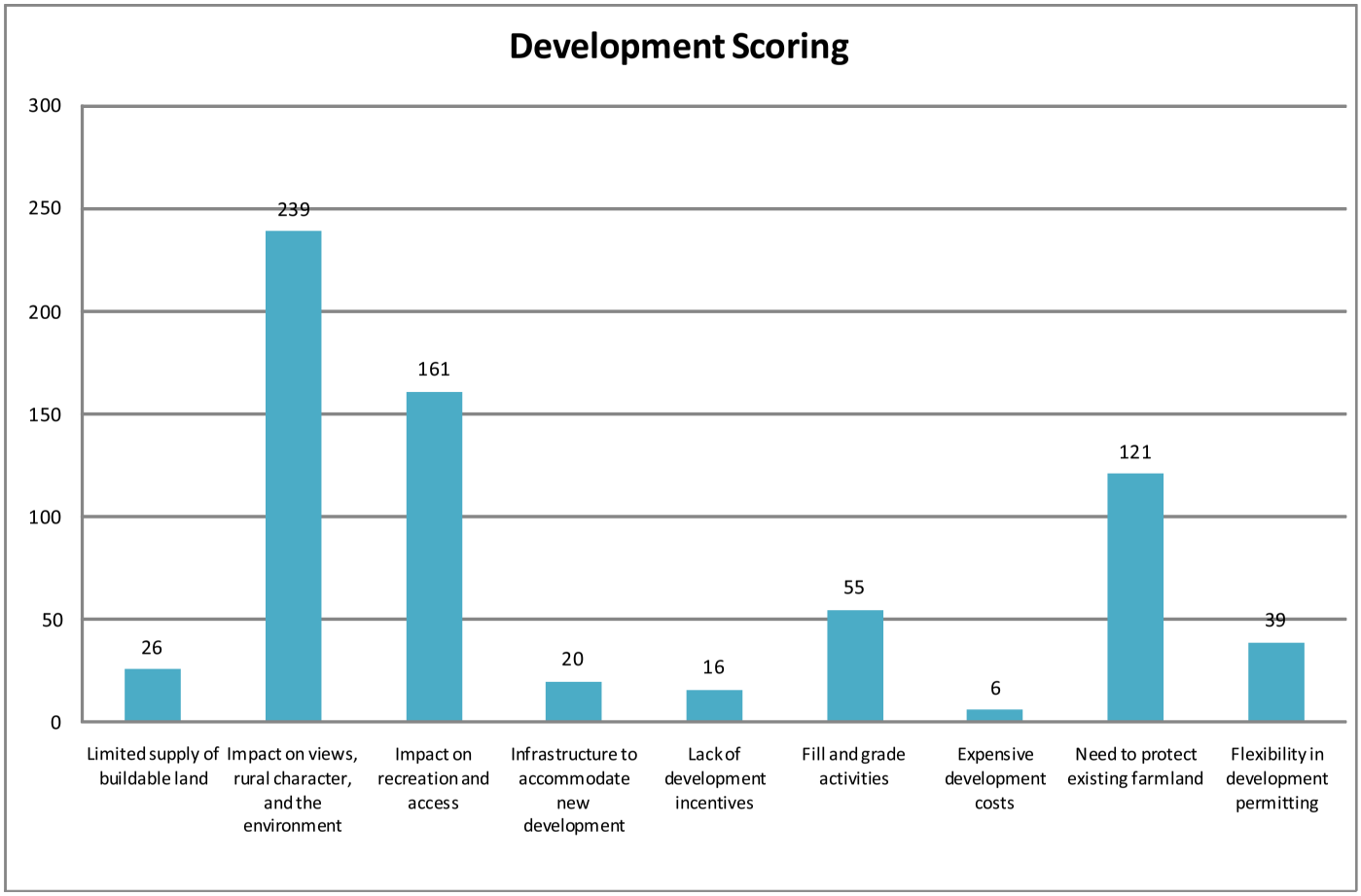
1. Impact on views, rural character, and the environment
2. Impact on recreation and access
3. Need to protect existing farmland
4. Fill and grade activities
5. Flexibility in development permitting
6. Limited supply of buildable land
7. Infrastructure to accommodate new development
8. Lack of development incentives
9. Expensive development costs

MAJOR THEMES IN DEVELOPMENT

Direct development to appropriate areas.

Address emergency access needs in canyons

Maintain views, rural character, and recreation.



4 WILDLIFE AND HABITAT

The Wildlife and Habitat station asked participants to rank their concerns regarding wildlife and habitat in the foothills.

WILDLIFE AND HABITAT CONCERNS ARE LISTED BELOW FROM HIGHEST SCORE (1) TO LOWEST SCORE (8).

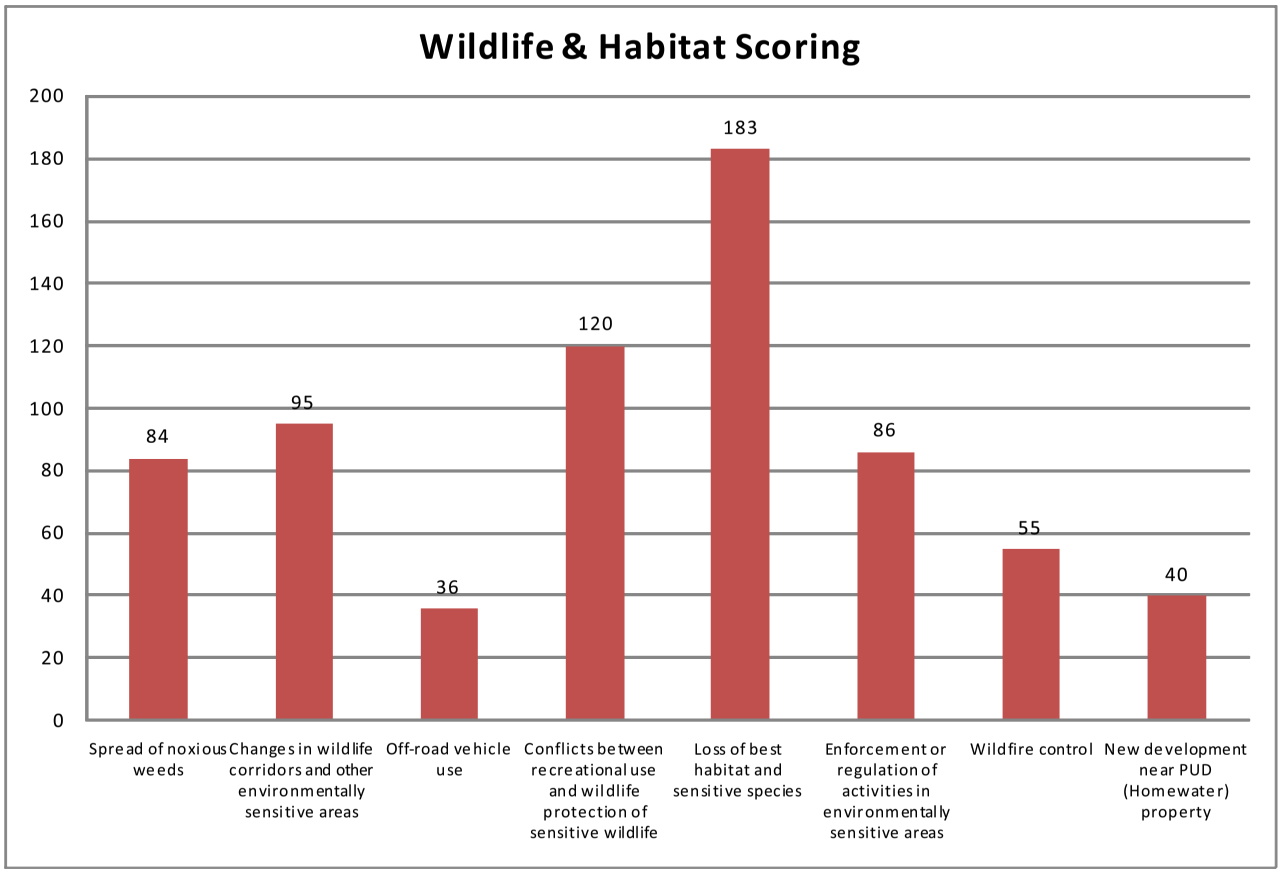
1. Loss of best habitat and sensitive species
2. Conflicts between recreational use and wildlife protection of sensitive wildlife
3. Changes in wildlife corridors and other environmentally sensitive areas
4. Enforcement or regulation of activities in environmentally sensitive areas
5. Spread of noxious weeds
6. Wildfire control
7. New development near PUD (Homewater) property
8. Off-road vehicle use

MAJOR THEMES IN WILDLIFE & HABITAT

Minimize new development and impacts on wildlife.

Protect the best and most sensitive areas and species.

Maintain important connections between mountains and valley.



Wenatchee Foothills Collaborative Mapping Workshop
February 22, 2010
Wenatchee Community Center
Meeting Summary

Meeting Purpose: Convene key stakeholders to sketch a conceptual plan for the Wenatchee foothills and brainstorm key actions to make the plan a reality

Desired Outcomes:

- Shared understanding of the planning process, major findings, map development
- Group sketches of a "conceptual plan" for the foothills to inform the recommended community strategy
- Recommended priority actions to make future plan come to fruition

Attendees:

Jim Bailey, Wenatchee City Council
Phil Dormaier, Landowner
Von Pope, Chelan PUD
Neal Hedges, Chelan-Douglas Land Trust
JA Vacca, Bureau of Land Management
Cam Clennon, Landowner
Josh Corning, Landowner & Real Estate
Mickey Fleming, Chelan-Douglas Land Trust
John Ajax, City of Wenatchee Planning
Dave Erickson, City of Wenatchee Parks
Steve and Dorothy Drake, Appleatchee Horseriders
Patrick Walker, Chelan-Douglas Land Trust
Erik Ellis, Bureau of Land Management
Pat Burnett, Landowner
Jack Corning, Landowner and Real Estate
Mark Oswood, NCW Audubon
Andy Dappen, Wenatchee Outdoors
Laura Jaecks, Wenatchee Parks Board
Mike Kaputa, Chelan County Natural Resources
Lilith Yanagimachi, Chelan County Planning
Dave Volsen, Washington Department of Fish and Wildlife
Bill Stegeman, Wenatchee Sportsman Association
John Lehmkuhl, Appleatchee Horseriders
Ron Poppe, Wenatchee Sportsman Association

Facilitators:

Bob Bugert, Chelan-Douglas Land Trust
Kitty Craig, Trust for Public Land
Matt Stevenson, CORE GIS
Laura Whorton, Trust for Public Land
Peter Hill, Trust for Public Land

Meeting Summary

Welcome and Overview

Bob Bugert welcomed the 25 workshop attendees and initiated a round of introductions around the room. Workshop attendees were assigned to six tables (which were then consolidated to four) based on their interest area; a balance of wildlife, recreation, development, and landowner interests were represented at each table. Bob provided a brief introduction to the Wenatchee Foothills Community Strategy, a partnership effort between the Chelan-Douglas Land Trust (CDLT), The Trust for Public Land (TPL), Chelan County, and City of Wenatchee.

Kitty Craig, TPL, walked the group through the agenda and general housekeeping items and provided a Powerpoint presentation to review the overall goal, purpose, and major findings to date of the Wenatchee Foothills Community Strategy. Kitty also provided a detailed overview of the resource inventory mapping completed by each of the technical workgroups (wildlife, recreation, and development), which have met

over the past six months to provide expert advice on data collection and refinement and map content and presentation.

Kitty then provided an overview of the workshop tasks for each workgroup: (1) develop a conceptual plan for the foothills based on local knowledge and the information captured in the various map sets available at each table; and (2) brainstorm priority actions to make their conceptual plan come to fruition. Groups were given one hour to complete Task #1 and 30 minutes to complete Task #2. Kitty and Matt Stevenson provided a hands-on demonstration of how to work with the various map sets, capture information on the blank maps provided, and ultimately come up with a conceptual plan for the landscape.

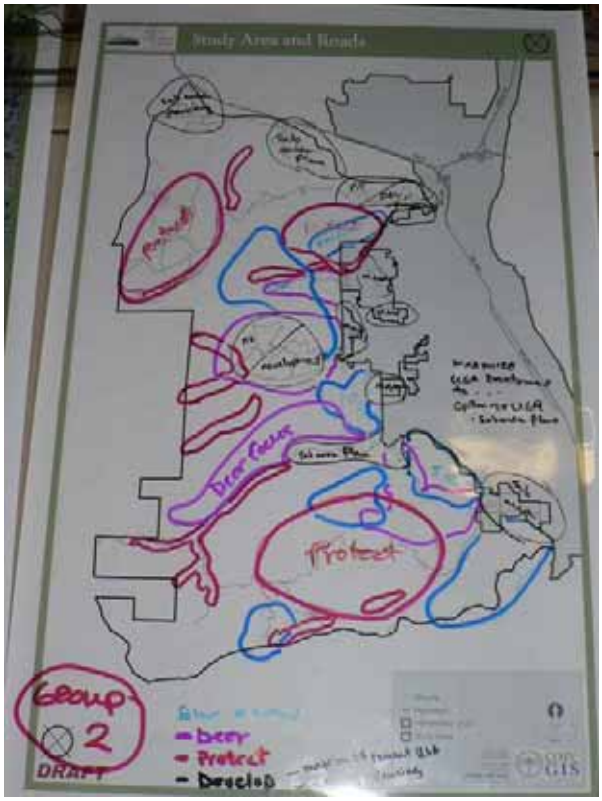
Task #1 Summary: Group Conceptual Plans
After one hour of group review, brainstorm, and discussion, each group presented their conceptual plan for the Wenatchee foothills.

<u>Group 1:</u>
The group first talked about the mule deer habitat and noted areas of conflict and areas important for conservation. The group suggested timing restrictions on trails to reduce conflict with mule deer winter use of the area.

On Group 1's map, red areas represent conservation activities, conflict is depicted in green, where multiple layers overlap. The group decided not to choose one activity or resource over the others in areas of overlap, but rather indicated that these are areas that will require further analysis and discussion in order to reach a compromise. Areas in black with 'D' in the center represent areas within the study area the group felt would be appropriate for development. Blue areas indicate suggestions for the trails system and recreational activities; hatched blue areas delineate timing restrictions for recreational activities due to high-value mule deer winter range.

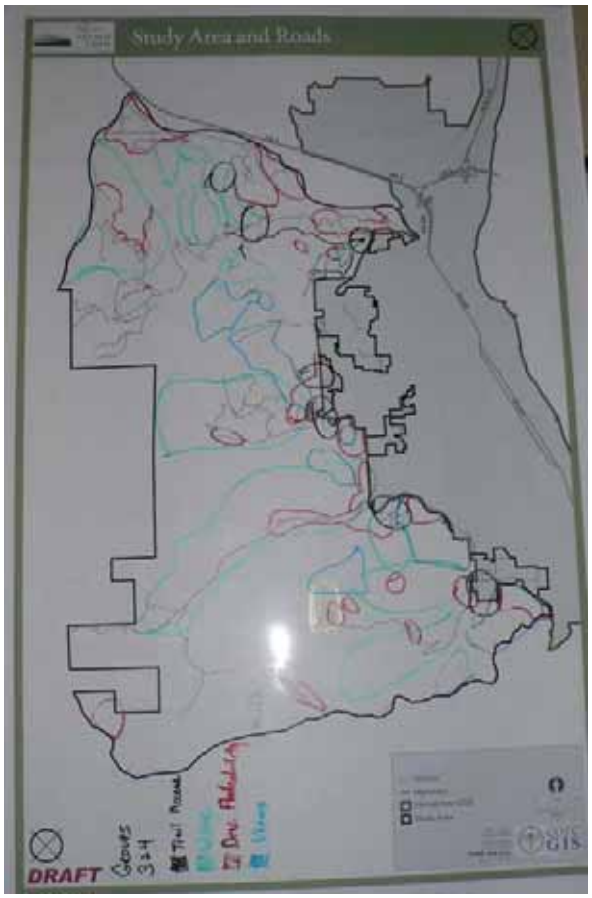
Group 2:
The group highlighted areas where no development should be allowed and where there are further opportunities for more specific subarea planning (like Fairview Canyon and north Broadview). Areas with key views of Wenatchee were also noted. The group did not focus much discussion on trails.

On Group 2's map, black areas represent areas where the group felt development would be most appropriate, and they also mapped areas where development should not occur. In general, the group emphasized the need to maximize development with the Urban Growth Areas of the study area and minimize development elsewhere. Blue polygons indicate areas of high visibility from key viewpoints in Wenatchee, East Wenatchee, and Sunnyslope. Pink represents resources the group feels warrant protection; the 'skinny' polygons are riparian areas and the 'blobs' are larger areas of habitat. Purple polygons delineate the best concentrations of mule deer habitat.



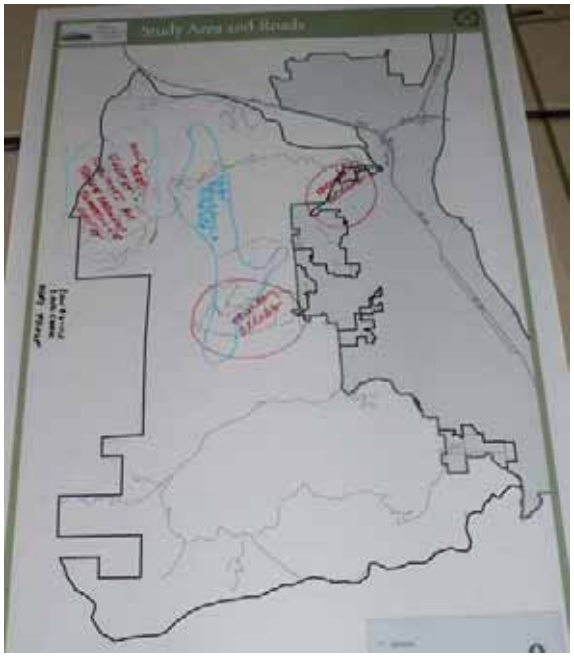
Group 3:
The group concluded that a good job has been done protecting many of the important conservation areas in the foothills. The group presented a "3-step plan" for the north area of the foothills: water resources in the PUD area can be harnessed to improve wildlife habitat in the area; maintain trail access points across the foothills; and potentially develop parking near Skyline Drive and potentially secure a future access easement to trails in that area.

The group said they did not feel there were any huge conflicts within the study area. On the group's map, red polygons represent the areas of highest development probability, black polygons represent areas where trail access currently exists. Green areas indicate high-value wildlife habitat. Blue polygons indicate areas of high visibility from key viewpoints in Wenatchee, East Wenatchee, and Sunnyslope.



Group 4:

The group noted that the Horselake area provides significant water resources for wildlife habitat. The issue of ingress/egress is a big issue in the Broadview area and must be addressed. The group also shared the idea of reducing the tax burden on private landowners who provide some level of public benefit and creating incentives at the city/county level to do so. The group recommended the Forest Service acquire the Longview Fibre parcel immediately west of the western extent of the study area.



On Group 4's map, blue polygons represent concentrations of water availability for wildlife. Green areas indicate high-value mule deer habitat, and areas in red delineate locations where secondary access should be made a priority.

Task #2 Summary: Actions

After a short break, the groups reconvened to brainstorm the top actions to make their plan a reality. Individuals brainstormed at least five actions, which were then shared with the group. The group then recommended their top three to five actions, noting who should take the lead on the action.

Group 1:

The group's top priorities include:

- Recreation: Plan how to have trail and road connections now and develop regulations on land uses to ensure connections happen (city/county)
- Conservation: Address management costs and implementation of strategies with dedicated funding sources (public bond measure? private capital campaign? user fees?)
- Development: Secure development incentives to move building out of conflict/conservation area; potential to use TDRs and flexibility in land development rules.

Other actions discussed include:

- Secure development incentives "elsewhere" to forego building/development rights in the Wenatchee foothills
- Use land incentives to focus development and conservation (TDR)
- Create method for extra land review for conflict areas – mitigation options
- Minimize/reduce road and trail density in and near priority habitats
- Develop education and outreach documents, signs, re: best use of trails, how to live with wildlife, gardening practices
- Promote high density in suitable housing development area
- Identify and allow development in other areas to offset loss of housing that will be caused from restricting development in foothills
- Close trails during winter season to protect mule deer
- Development conservation funding vehicle with Chelan County similar to Spokane County's Conservation Futures
- Strengthen county's protection ordinances for upland habitats (terrestrial master plan)
- Restore or protect high value wildlife habitat (e.g., winter range, riparian habitat, water sources)
- Conserve areas with high wildlife or recreation value by zoning, conservation easements, purchases
- Maintain timing restrictions on existing and newly developed trails

- Secure business support for recreation objectives – sponsor section of trails, events, etc. (establish economic ties and quantify benefits)
- Buy land—it preserves property rights, puts a positive value on resources while regulations have a negative value.

Group 2:

The group's top actions include:

- Create prioritized growth plan balancing need of conservation, recreation, and development with public input from landowners for highest potential development areas (city/county)
- Provide incentives to landowners who act according to the plan (city/county)
- Develop a conservation funding program to pay for the priority areas to be protected (red and purple on their conceptual plan map) (city/county)
- Develop a recreation management strategy that comprehensively addresses accommodating recreation in the foothills and caring for areas that need to be protected (county/CDLT)

Other actions discussed include:

- Develop a recreation management strategy
- Integrate trailhead access parking with wildlife habitats (more unobtrusive parking near trails)
- Limit trail use that corresponds to fall and winter migration
- Need to develop a prioritization of values between development, recreation, and wildlife
- Community/voter support to enact
- Coalition with land trust – city/county governments, PUD to formulate plan for wildlife habitat protection and fish protection
- Prioritize conservation areas (and acquire priority conservation areas through fee title or conservation agreements)
- Enforceability of protection areas
- Give hill priority to wildlife (deer) in winter range
- County needs to develop a conservation funding program
- Seek out large landowners in key area for protection, wildlife, recreation who want to protect these things and reward them for protection
- County planning enactment to limit activity in designated protective sensitive areas
- Facilitate property owner meetings with city to address planning coordinated with local owner desires and not just city desires
- Sub area plan – city and county governments
- Public hearings for individual landowners regarding subarea plans and individual plans
- Zoning/UGA/Sub area plan development in high development probability areas
- Prioritize development areas: provide incentives to develop high potential areas
- Collect landowner information regarding subarea development ideas
- Develop a transfer of development rights program (county)
- Incentivize developers to build where most appropriate (county/city)
- Limit development to low foothills surrounding Wenatchee

Group 3:

Group 3's top actions include:

- Create implementation plan for the foothills that emphasize cooperation and on-the-ground work.
- Maintain trail access by increasing collaboration between county, city, and land trust, and ramp up trail system oversight
- Develop incentives for growth to stay within UGA; make viewshed issues a top priority; and get "shoulder" agencies involved in process (e.g. school districts)
- Improve wildlife access by improving water resources in some areas of foothills

Other actions discussed include:

- Develop a TDR incentive to preserve "prime" habitat/viewshed properties/trails
- The major canyons seem to be one of the few potential overlays of new development and wildlife habitat – what to do? – Try to limit lower end of canyons? Large lot sizes? Establish sizable riparian buffers
- Formulate a clear plan for implementation, sharing responsibilities, commitments; develop an association or partnership?
- Obtain conceptual support from "shoulder" agencies (school district, city, real estate community, large landowners)
- Support protection of wildlife and view critical areas and explore financing options
- Provide incentive to landowners to collaborate – easements, land swaps, etc.
- Facilitate/incentivize development close to the UGA and infill/development within the UGA (city and county)
- To the extent possible, connect new houses/other buildings to existing infrastructure (sewer, water, maybe roads) – so avoiding haphazard septic systems, exempt wells, Dr. Suess roads
- Develop urban growth area "open space" zone
- Make viewshed issues a top priority as it will affect the most people
- Integrate trail access/trailhead plan back by city, county, parks, CDLT
- As trail systems are ramped up (new/better trailheads, connections among existing trails); establish some minimal on-the-ground oversight ("trails ranger")
- Improve trail access points (parking, waste disposal, outhouses)
- Acquire high priority access point properties
- Work with landowners in foothills to secure trail easements for future connections
- Increase the number of access (parking lots) points available (add Skyline Drive, Corning, Horselake property, WRAC)

<u>Group 4:</u>

Group 4's top actions include:

- Create landowners incentives to privately manage land for public benefit (city /county)
- Increase public outreach to voters about habitat (all)
- Identify wildlife areas to mitigate conflicts with recreation users, like on-leash dog walkers

Other actions discussed include:

- Identify other recreation opportunities to mitigate closed/limited areas
- Identify an area for off-leash dogs
- Create city/county TDR program
- Address ingress/egress issues (Broadview and 5th, engineering plan, cost-benefit analysis)
- Develop water troughs for wildlife (public/private)

Thanks and Next Steps

Kitty and Bob closed the meeting with a thanks to all workshop participants and an overview of the next steps for the project, which include processing and summarizing the workshop information in early March, putting the framework of a draft plan together in March, holding a community-wide public workshop in April to capture public input on the draft plan, and finalizing the plan in May and June.

OPEN HOUSE RESULTS FROM APRIL 20, 2010

WENATCHEE FOOTHILLS COMMUNITY STRATEGY OPEN HOUSE

SUMMARY

On April 20, 2010, The Trust for Public Land, Chelan-Douglas Land Trust, City of Wenatchee, and Chelan County held an open house at the Wenatchee Community Center to update and inform the community on the planning process for the Wenatchee Foothills. Approximately 80 citizens attended the event. City of Wenatchee Mayor Dennis Johnson and Chelan County Commissioner Keith Goehner welcomed the crowd, providing words of support for the community planning effort. After a brief presentation by Bob Bugert of the Chelan-Douglas Land Trust and Kitty Craig of The Trust for Public Land, citizens were asked to visit stations designed to further inform the community about the planning process and draft components of the Wenatchee Foothills Community Strategy.

Four interactive stations provided an overview of the plan's draft vision and guiding principles, goals and strategies, maps, and recommended actions for implementation. Attendees were asked to indicate priorities and share comments through using dots and post-it notes provided at each station. While not every open house attendee provided comment or feedback at each station, information gathered provided insight into community concerns and support for various features of the draft plan. Results from the open house will be used to refine the draft components of the Wenatchee Foothills Community Strategy.

Overall, open house results show strong support for the following:

- The comprehensive and thorough scope of the 2030 Vision and Guiding Principles;
- Strategies that emphasize expansion of the trail system to appropriate areas, protection of the natural character and integrity of the Foothills through city and county land-use planning, exploration of local funding sources to support Foothills efforts, development of a conservation plan for the area, and appropriate expansion of infrastructure to meet growth demands in the Foothills; and
- Actions that emphasize strengthening partnerships to leverage funding and work together on various Foothills efforts; providing a constructive community forum and process for addressing private property owner concerns in the Foothills; and developing innovative land-use tools such as overlay zoning, a transfer of development rights program, and design guidelines to better manage and guide growth in the area.

RESULTS

1 VISION AND VALUES

At this station, citizens were asked to respond to the 2030 Vision statement and Guiding Principles.

DO THE VISION AND GUIDING PRINCIPLES CAPTURE YOUR SENTIMENT FOR THE FUTURE OF THE FOOTHILLS?

2030 Vision	Guiding Principles
The Wenatchee Foothills are a well-managed community resource that provides an extensive network of trails, trailheads, and access points as well as scenic views and vistas for the public to enjoy. The landscape is home to healthy wildlife populations supported by a diversity of native plants and natural lands. There is limited yet well-planned development that accentuates the natural character of the Foothills. The community is active, supportive, and involved in land management and planning decisions, and a broad network of citizen groups, public agencies, and private organizations work together to realize the community's vision for the landscape.	• Protect the unique natural character of the Foothills • Conserve critical wildlife habitat and other sensitive areas • Respect and support landowner rights • Appropriately balance public use and community values with private benefit • Actively manage recreational use of areas that are open to the public • Foster collaboration among diverse interests to improve understanding, communication, and decision making • Minimize the environmental impact of land-use activities • Actively manage growth through a combination of rules, education, and incentives • Protect scenic views, vistas, and viewpoints • Foster community education efforts about how to conserve and respect Foothills resources • Engage the community in land-use and management activities

COMMENTS

1. No on development: 1) Do current residents want more traffic? Probably not. 2) Would they like additional traffic light in the area? No. 3) Maintenance difficult in winter. 4) County residents would most likely get maintenance put on county tax bill since would want to transfer over time to county. 5) fire captain issues.
2. Well done! The key will be how well the management will be done between the various agencies.
3. Yes, I think the key to balancing so many values and uses is having very local neighborhood groups working with the county, city, and land trust
4. Good job!
5. Vision and principles: excellent! These express my thoughts exactly - thank you!
6. Good principles and vision, but long. In final form, boil this down.
7. Be sure needed infrastructure, i.e., adequate roads are concurrent with development
8. Actively manage recreational use areas to include enforcement of seasonal closures? Good job!
9. Residential development available on a scale of 1-acre lots
10. Restoration and stewardship useful words to incorporate
11. Would like to see some opportunity for owner development. Low impact.
12. Guiding principles: Need to add and provide for the safety of residences in the area - fires, floods, need multiple escape routes.
13. I think that the 2030 vision statement and guiding principles are both a good and appropriate expression of how this process should proceed.

2 GOALS AND STRATEGIES

Citizens were asked to review the draft goals and strategies. Attendees placed orange dots next to the 2-3 strategies (per goal area) they highly support.

Development

Goal: Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community.

- Revise city and county zoning codes to direct growth to appropriate areas, emphasizing the protection of steep slopes and natural character of the landscape
- Encourage infill development and growth in minimum conflict areas at lower elevations surrounding the Foothills through incentive-based programs
- Encourage innovative design of new development in accordance with the guiding principles of this Plan
- Protect the natural integrity and function of steep slopes, drainages, and other areas to minimize risks to community health and safety
- Support the expansion of infrastructure to meet growth demands in appropriate areas in the Foothills and to protect community health and safety
- Enhance cooperation and coordination between the city and county on land-use planning and development issues in the Foothills planning area

Wildlife, Habitat, and Open Space

Goal: Conserve a diversity and abundance of wildlife, habitat, and open space features important to the ecological health of the Foothills.

- Identify important native plant, wildlife habitat, and noxious weed areas
- Develop and implement a conservation plan for wildlife and habitat in the Foothills
- Conserve critical habitat areas using a combination of incentives, best design practices, education, and regulations
- Foster local environmental education efforts to teach the community about the local ecology
- Promote restoration of habitat and prevent further degradation of critical habitat areas
- Improve coordination and collaboration among public agencies to facilitate habitat protection and restoration efforts

Recreational Use & Management

Goal: Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future.

- Build local capacity to manage and develop a sustainable system of trails and amenities
- Improve management and oversight of existing trail system
- Build community awareness of trail issues, etiquette, and user responsibilities
- Reduce and minimize user conflicts in public recreational areas
- Expand the trail system in appropriate areas to meet user demand and improve connectivity between existing areas used by the public
- Improve collaboration and coordination among public agencies on recreation issues and opportunities in the Foothills

Community Support & Involvement

Goal: Build community understanding, support, and involvement in Foothills issues and activities to further community investment in, and stewardship of, the Foothills resources.

- Develop and expand opportunities for the community to be involved in foothills issues and activities
- Explore the feasibility of developing local sources of private and public funding to support conservation and recreation activities
- Promote local education programs and information sharing opportunities to foster a better understanding of the Foothills resources

WHICH 2-3 STRATEGIES PER GOAL AREA DO YOU HIGHLY SUPPORT?

Dot Tally	Goal Area	Strategy
15	Recreation	Expand trail system in appropriate areas to meet user demand and improve connectivity between existing areas used by the public
14	Development	Protect the natural integrity and function of steep slopes, drainages, and other areas to minimize risks to community health and safety
14	Community	Explore the feasibility of developing local sources of private and public funding to support conservation and recreation activities
13	Development	Revise city and county zoning codes to direct growth to appropriate areas, emphasizing the protection of steep slopes and natural character of the landscape
13	Wildlife, Hab, OS	Develop and implement a conservation plan for wildlife and habitat in the foothills
8	Development	Support the expansion of infrastructure to meet growth demands in appropriate areas in the foothills and to protect community health and safety
8	Recreation	Build community awareness of trail issues, etiquette, and user responsibilities
6	Development	Encourage infill development and growth in minimum conflict areas at lower elevations surrounding the foothills through incentive-based programs
6	Wildlife, Hab, OS	Conserve critical habitat areas using a combination of incentives, best design practices, education, and regulations
6	Recreation	Improve management and oversight of existing trail system
4	Recreation	Build local capacity to manage and develop a sustainable system of trails and amenities
3	Development	Encourage innovative design of new development in accordance with the guiding principles of this Plan
3	Development	Enhance cooperation and coordination between the city and county on land-use planning and development issues in the foothills planning area
3	Wildlife, Hab, OS	Promote restoration of habitat and prevent further degradation of critical habitat areas
3	Wildlife, Hab, OS	Improve coordination and collaboration among public agencies to facilitate habitat protection and restoration efforts
3	Community	Develop and expand opportunities for the community to be involved in foothills issues and activities
3	Community	Promote local education programs and information-sharing opportunities to foster a better understanding of foothills resources
2	Wildlife, Hab, OS	Identify important native plant, wildlife habitat, and noxious weed areas
2	Recreation	Reduce and minimize user conflicts in recreational areas used by the public
1	Wildlife, Hab, OS	Foster local environmental education efforts to teach the community about the local ecology
1	Recreation	Improve collaboration and coordination among public agencies on recreation issues and opportunities in the foothills

WHAT STRATEGIES WOULD YOU ADD TO THE LIST?

1. We have the right to ride our horses here in horse country--do not let anyone take this away from us!
2. Don't invade private property!
3. Do not create dangerous road conditions and party spots for drugs, drinking, sex
4. Keep in mind that our community is growing and will need homes
5. Don't forget to provide access road from Rt 2 and 97 to this development area. Our present single access road to Wenatchee is not adequate!
6. When considering new development, the city/county should make public access a priority
7. Don't cut off a potential new bypass road running somewhat parallel to Western Ave.
8. Protect and respect the local orchardists and their right to farm
9. Having a plan and provision with the city first the upkeep of the already unmaintained neighborhood roads from Sunny on up to Day Drive
10. Make sure the infrastructure is in place before development!
11. Do not destroy and spot where the mule deer hang out and that would require much excavation of natural habitat for this project
12. Do not provide a secluded hang out that invites problems, where there is not patrol provision
13. You have a responsibility to respect private landowners and not create dangerous environments
14. Need to improve management oversight of existing trail system and build community awareness BEFORE expanding trails--build what we can manage.
15. As area is developed for homes, developers must be responsible for all utilities, roads, etc.
16. Please do not destroy natural habitat for mule deer

3 MAP GALLERY

Maps representing wildlife and habitat resources, development probability, scenic views, recreational resources, and land ownership were provided at this station. Attendees were encouraged to review the maps, ask questions of staff, and provide any comments on the flipchart provided.

SHARE ANY COMMENTS OR THOUGHTS YOU HAVE ABOUT THE MAPS.

1. Suggest "development feasibility" instead of "development probability"
2. Roadway safety issue on Skyline Drive between #2 Road and Red Apple. Any more development on uphill side is a safety hazard zone. Skyline is major route N-S with lots of traffic already
3. Why do you want to destroy natural habitat? And create the potential for wildland fires?
4. Keep areas for wildlife and trail use only - no development period
5. Scenic homesites will help tax rolls
6. Excellent mapping - development "possibility" not "probability." Probability sounds sure; possible sounds like land could be development or feasible for development
7. We do not support a bypass or ring road to the west of town
8. Be sure to provide for a bypass or ring road around the city to the west
9. Keeping the foothills in the low development mode will be a great economic stimulus in future for people wanting an area with high quality of life. Few places have what we're blessed with so protect and guard it judiciously.
10. Skyline Drive: Any more development of houses on the hillside above Skyline is NOT good. 1) This main route (lower skyline) is a main road from North Wenatchee to south/vice versa; 2) Skyline Drive is a very short, vision limited hilly road; 3) Houses with their ensuing motor vehicles means more congestion coming onto this road; 4) Safety is a concern!

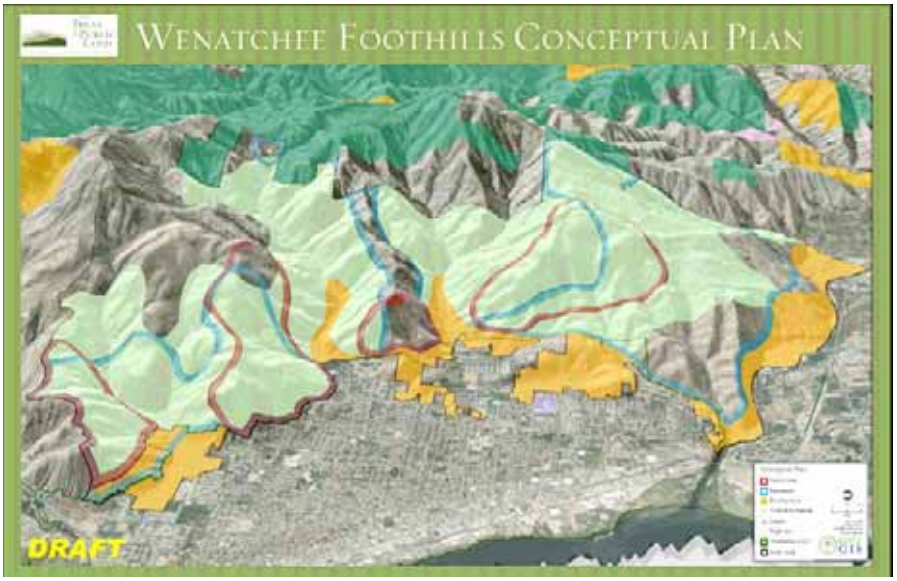
4 IMPLEMENTATION: CONCEPTUAL PLAN AND ACTIONS

At this station, attendees were asked to review the draft conceptual plan and six-year action plan. Attendees shared the top 10 actions they thought should be a priority for implementation.

DRAFT ACTION PLAN

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline: <1 year	1-3 years	3-5 years	6 years
DEVELOPMENT: Guide development to appropriate areas of minimum conflict throughout the Foothills while adequately meeting the needs of the growing community						
ZONING						
Develop county overlay zoning and standards for identified open space and trail systems	County	City, NCWHBA, NCWRA		●		
Explore city and county hillside development standards	County, City	NCWHBA, NCWRA		●		
Review and adopt a fill and grade ordinance to guide development activities in Chelan County	County	City, NCWHBA, NCWRA		●		
DEVELOPMENT INCENTIVES						
Explore feasibility of a city-county transfer of development rights program that directs new growth to desired areas	County, City	NCWHBA, NCWRA, CDLT			●	
Monitor county subdivision regulations to promote clustering of homes to protect significant open space or landscape features and provide additional incentive for provision of recreational access or protection of critical habitat areas	County	City, NCWHBA, NCWRA, CDLT	●	●	●	●
Work with the city, county, realtor, homebuilder, and landowner associations to educate landowners about opportunities for donation or purchase of development rights	CDLT	County, City, NCWHBA, NCWRA	●	●	●	●
DESIGN						
Explore feasibility of city/county development and adoption of "Foothills design guidelines" that provide suggestions on site development, design, grading, road improvements, revegetation, building standards, and other building options	County, City	NCWHBA, NCWRA			●	
Explore the development of city/county development incentives to encourage the use of indigenous landscaping and site development in more obscured areas	County, City	NCWHBA, NCWRA, Native Plant Society			●	
NATURAL INTEGRITY PROTECTION						
Use stormwater best-management practices to ensure new development provides proper management and maintenance of floodway and drainage mechanisms and facilities to maximize safety and preservation of natural features	County, City	NCWHBA, NCWRA, HOAs	●	●	●	●
INFRASTRUCTURE						
Address road access issues	City	County, Broadview HOA		●		
Explore opportunity to develop a joint city-county stormwater control plan for Number One and Two canyons	County, City	NCWHBA, NCWRA, HOAs, PUD		●		
Continue to implement "design deviation" process for introducing flexibility into application of road standards	County	NCWHBA, NCWRA	●	●	●	●
Facilitate and prioritize the extension of pedestrian/bike facilities to enhance connections to the Foothills trail network	City	County, WSD, HOAs	●	●	●	●
COOPERATION AND COORDINATION						
Convene annual city-county public forum to provide the opportunity for local residents to learn about Foothills development plans and discuss issues of concern and interest with community leaders from the city council, county commission, and city/county planning commissions	County, City	CDLT, NCWHBA, NCWRA		●	●	●
Explore collaborative designation of buildable areas, slope protection areas, and open space protection areas in the Foothills that require a minimum base density and establish development incentives such as density bonus transfers	County, City	NCWHBA, NCWRA			●	

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline: <1 year	1-3 years	3-5 years	6 years
WILDLIFE, HABITAT, AND OPEN SPACE: Conserve a diversity and abundance of wildlife, habitat, and open space features important to the ecological health of the Foothills						
RESOURCE ASSESSMENT						
Conduct resource assessment that involves gathering and analyzing field data to accurately identify important resource areas	CDLT	WDFW, CCNR, CCNWB, USFS, BLM, PUD, WSA		●		
Develop partnership among public agencies, such as City of Wenatchee, Chelan County Noxious Weed Board, U.S. Forest Service, Bureau of Land Management, Washington Department of Fish and Wildlife, Chelan County Public Utility District, the Chelan-Douglas Land Trust, and others to support ongoing field monitoring and inventory projects across the Foothills	CDLT	WDFW, CCNR, CCNWB, USFS, BLM, PUD, WSA	●	●	●	●
Engage the public in inventory efforts through special volunteer projects	CDLT	WDFW, PUD, WSA	●	●	●	●
PLANNING						
Strengthen the partnership among various local, state, and federal agencies to fund and work together to develop a detailed conservation plan for the Foothills	CDLT, CCNR	WDFW, CCNR, CCNWB, USFS, BLM, PUD, WSA	●	●		
CONSERVATION						
Strengthen the county's critical areas ordinances to better protect vegetation and water resources in riparian areas and other important upland habitats	County	WDFW, Audubon		●		
Implement and enforce trail closures in targeted areas during the winter season to protect mule deer winter range habitat	CDLT, PUD	Sheriff, trail users	●	●	●	●
Consider wildlife disturbance in the design of new trails, recreational areas, and trail management	CDLT, PUD	WDFW, County, City		●	●	●
Protect sensitive habitat areas, wildlife corridors, and critical natural resources of public value through methods such as land purchases, donations, easements, or exchanges, or the use of innovative planning tools such as density bonuses or transfer of development rights	CDLT, public agencies	City, County, landowners	●	●	●	●
EDUCATION						
Support Wenatchee School District's Saddlerock Environmental Education program, Wenatchee Valley College's natural resource degree program and related field experience programs for youth	WSD, WVC	City, County, CDLT, others	●	●	●	●
Conduct regular field tours to enhance local knowledge of Foothills ecology	CDLT	PUD, WDFW, WSA, others	●	●	●	●
Work with realtor and homebuilder associations to distribute the "Good Neighbor Handbook" to new residents to foster learning about local ecology and Foothills-friendly development techniques	CDLT	NCWHBA, NCWRA, HOAs	●	●	●	●
Promote partnerships with Barn Beach Reserve, North Central Washington Audubon, and Wenatchee Sportsmen's Association to enhance environmental education efforts	WSD, CDLT	BBR, Audubon, WSA, others	●	●	●	●
RESTORATION						
Minimize or reduce number of roads and trails in and near priority habitat areas	County	CDLT, PUD, WDFW, landowners		●	●	●
Protect and enhance water resources used by wildlife throughout the Foothills	Landowners	CDLT, PUD, WDFW, County	●	●	●	●
Encourage landowner and broader citizen participation in stewardship programs	CDLT	Landowners	●	●	●	●
Work with the Chelan County Noxious Weed Board to identify and fund collaborative restoration opportunities in the Foothills	CCNWB	CDLT, WDFW, PUD, landowners		●	●	●
COORDINATION AND COLLABORATION						
Convene biannual meeting of public landowners and other interested parties in the Foothills to discuss issues, opportunities, and projects of mutual interest	CCNR	CDLT, public agencies		●	●	●



GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			<1 year	1-3 years	3-5 years	6+ years
RECREATIONAL USE AND MANAGEMENT: Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future						
MANAGEMENT AND DEVELOPMENT CAPACITY						
Update, adopt, and implement the 2006 Foothills Trails Plan	CDLT	County, City	●	●	●	●
Foster role of Chelan-Douglas Land Trust as recreational facility provider in the Foothills in close coordination with the City of Wenatchee and Chelan County	CDLT	County, City	●	●	●	●
Create a Foothills Stewardship Fund (from private and public sources) to support upkeep and maintenance of trail system	CDLT	County, City, NCWCF, citizens			●	
Build the role of the City of Wenatchee's Park and Recreation Department in overseeing recreational use and activities in the Foothills	City	County, CDLT		●	●	●
Explore the formation of a public trail management authority that oversees maintenance and development of the trail system	City, CDLT	County, citizens			●	●
MANAGEMENT AND OVERSIGHT						
Support seasonal wildlife closure of all trails north of Number Two Canyon	CDLT, PUD	WDFW, trail users, County, City		●	●	●
Support and foster year-round recreational activities on trails south of Number Two Canyon	City, CDLT	County, WDFW, trail users	●	●	●	●
Develop an "Eyes on the Trail" program that engages public and private landowners and trail users in reporting illegal use or destructive behavior along the trail system	CDLT	Trail users, WSA, PUD, WDFW, landowners, HOAs			●	●
Work with the Chelan County Sheriff and others to enforce existing restrictions and regulations at trailheads and on trails	CDLT, County	Sheriff, trail users, PUD, landowners	●	●	●	●
Cultivate a "Friends of the Foothills" volunteer trails group that helps with restoration, trail building, and building community awareness around a variety of trail issues	CDLT	Trail users, citizens		●		
Develop an "Adopt a Trail" program that can involve local businesses, service groups, homeowner associations, and others in the restoration and maintenance of public trails and trailheads	CDLT, City	County, citizens, businesses, public agencies			●	●
Develop trail and trailhead standards that include amenities and appropriate buffers to support surrounding land uses	CDLT, City	County, PUD, landowners, trail users		●		
COMMUNITY AWARENESS						
Develop consistent, attractive, user-friendly signage throughout the Foothills system that provides an overview of the trail system, general user responsibilities, rules and regulations, and other pertinent information	CDLT, City	County, trail users, PUD		●		
Implement an awareness-building pilot project at Saddlerock that focuses community resources on trail restoration, user education, and facility development	City	CDLT, Appleatchee Riders, WSD, trail users, DNR		●		
Cultivate a "Friends of the Foothills" volunteer group that serves as a conduit for Foothills information to the public through a variety of means such as hosting field tours, creating brochures, and providing presentations to local organizations	CDLT	City, citizens		●		
USER CONFLICTS						
Provide a constructive forum and process for private property owners to address issues with public activity in neighborhoods adjacent to public trails, trailheads, and access points	County, City	CDLT, HOAs, landowners, trail users		●		
Inventory areas of high user conflict and evaluate opportunities for separating trail uses	CDLT	PUD, trail users, landowners	●			
Explore the feasibility of development of small (5-acre) fenced off-leash dog areas in the Dry Gulch and Horselake areas	CDLT, Dry Gulch LLC	City, County, trail users, Appleatchee Riders	●			
Conduct periodic trail user surveys to gauge user priorities and preferences	CDLT	Trail users		●	●	●

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			<1 year	1-3 years	3-5 years	6+ years
TRAIL SYSTEM EXPANSION						
Develop existing Foothills trails and trailheads identified in the 2006 Foothills Trails Plan	CDLT	City, County		●	●	●
Identify additional priority areas for new trails, trailheads, and access points based on user demand, sensitivities of natural resources and local neighborhoods, and opportunity to connect existing areas used by the public	CDLT	City, County, trail users, landowners, HOAs		●		
Acquire property for public trails and trailheads through a variety of means such as land purchase, land exchange, and trail easement donation or purchase	CDLT, public agencies	City, County, landowners	●	●	●	●
Secure funding from public and private sources to support the expansion and enhancement of the trail system	CDLT, public agencies	City, County, trail users, landowners	●	●	●	●
Ensure long-term buffers of trails and public open space through possible "overlay zoning"	City, County	CDLT, landowners		●		
Ensure that future development considers and, when feasible, coordinates with trails, recreational plans, and development of access points	City, County	CDLT, NCWRA, NCWHBA, landowners		●	●	●
COLLABORATION AND COORDINATION						
Convene annual meeting of public landowners and other interested partners to discuss issues, opportunities, and projects of mutual interest	County	City, CDLT, WDFW, PUD, USFS, BLM, others		●	●	●
Designate a coordinating body at the county level to address and facilitate resolution of recreation and open space issues	County	City, CDLT			●	
Explore the development of intergovernmental agreements to support the management of the trail system	City, County	CDLT, PUD, public agencies	●	●	●	●
Develop a city-county interlocal agreement to facilitate the use of the existing Paths and Trails fund	City, County	CDLT		●		
COMMUNITY SUPPORT AND INVOLVEMENT: Build community understanding, support, and involvement in Foothills issues and activities to further community investment in and stewardship of Foothills resources						
COMMUNITY INVOLVEMENT						
Develop a countywide recreation citizen advisory committee to inform local leaders of recreation issues and opportunities throughout the county	CCNR	CDLT, City, citizens		●		
Develop more robust on-the-ground volunteer opportunities to involve citizens in trail building and habitat restoration activities	CDLT	PUD, trail users, citizens		●	●	●
Develop a Wenatchee Foothills Community Strategy implementation team to implement and track progress toward the goals, strategies, and actions outlined in this Plan	CDLT, TPL	County, City	●			
FUNDING						
Gather a working group of interested citizens, community leaders, finance experts, and others to evaluate local public funding options	CDLT, TPL	County, City	●			
Explore the feasibility of a "Foothills Stewardship Fund" that could attract private philanthropic support for Foothills activities (see Recreational Use and Management goal)	CDLT	County, City, citizens			●	
Explore the development of a Foothills Sponsorship Program that provides the opportunity for businesses to sponsor Foothills activities (see Recreational Use and Management goal)	CDLT	County, City, local businesses			●	
EDUCATION AND INFORMATION SHARING						
Host and coordinate seasonal field tours in the Foothills	CDLT	PUD, public agencies, WSA	●	●	●	●
Host periodic forums on issues of community interest in the Foothills, inviting local experts to provide presentations on hot topics	CDLT	TPL, County, City		●	●	●

WHAT ARE YOUR TOP 10 PRIORITY ACTIONS?

Votes	Draft Action Statement
9	Strengthen the partnership among various local, state, and federal agencies to fund and work together to develop a detailed conservation plan for the foothills
8	Provide a constructive forum and process for private property owners to address issues with public activity in neighborhoods adjacent to public trails, trailheads, and access points
6	Develop county overlay zoning and standards for identified open space and trail systems
6	Explore feasibility of a city-county transfer of development rights (TDR) program that directs new growth to desired areas
5	Monitor county subdivision regulations to promote clustering of homes to protect significant open space or landscape features and provide additional incentive for provision of recreational access or protection of critical habitat areas
5	Develop partnership among public agencies, such as City of Wenatchee, Chelan County Noxious Weed Board, U.S. Forest Service, Bureau of Land Management, Washington Department of Fish and Wildlife, Chelan County Public Utility District, the Chelan-Douglas Land Trust, and others to support ongoing field monitoring and inventory projects across the foothills
5	Strengthen the county's critical areas ordinances to better protect vegetation and water resources in riparian areas and other important upland habitats
5	Protect sensitive habitat areas, wildlife corridors, and critical natural resources of public value through methods such as purchase, donation, easements, land exchanges, or the use of innovative planning tools such as density bonuses or transfer of development rights
4	Explore feasibility of city/county development and adoption of "foothills design guidelines" that provide suggestions on site development, design, grading, road improvements, revegetation, building standards, and other building options
4	Minimize or reduce number of roads and trails in and near priority habitat areas
4	Encourage landowner and broader citizen participation in stewardship programs

3	Address road access issues
3	Facilitate and prioritize the extension of pedestrian/bike facilities to enhance connections to the foothills trail network
3	Explore collaborative designation of buildable areas, slope protection areas, and open space protection areas in the foothills that require a minimum base density and establish development incentives such as density bonus transfers
3	Implement and enforce trail closures in targeted areas during the winter season to protect mule deer winter range habitat
3	Consider wildlife disturbance in the design of new trails, recreational areas, and trail management
3	Support Wenatchee School District's Saddlerock Environmental Education program, Wenatchee Valley College's natural resource degree program and related field experience programs for youth
3	Work with realtor and homebuilder associations to distribute the "Good Neighbor Handbook" to new residents to foster learning about local ecology and foothills friendly development techniques
3	Convene biannual meeting of public landowners and other interested parties in the foothills to discuss issues, opportunities, and projects of mutual interest
3	Create a Foothills Stewardship Fund (from private and public sources) to support upkeep and maintenance of trail system
3	Develop an "Adopt a Trail" program that can involve local businesses, service groups, homeowner associations, and others in the restoration and maintenance of public trails and trailheads
3	Identify additional priority areas for new trails, trailheads, and access points based on user demand, sensitivities of natural resources and local neighborhoods, and opportunity to connect existing areas used by the public
3	Acquire property for public trails and trailheads through a variety of means such as land purchase, land exchange, and trail easement donation or purchase
2	Explore city and county hillside development standards
2	Work with the city, county, realtor, homebuilder, and landowner associations to educate landowners about opportunities for donation or purchase of development rights
2	Use stormwater best-management practices to ensure new development provides proper management and maintenance of floodway and drainage mechanisms and facilities to maximize safety and preservation of natural features
2	Convene annual city-county public forum to provide the opportunity for local residents to learn about foothills development plans and discuss issues of concern and interest with community leaders from the city council, county commission, and city/county planning commissions
2	Conduct resource assessment that involves gathering and analyzing field data to accurately identify important resource areas
2	Protect and enhance water resources used by wildlife throughout the foothills
2	Build the role of the City of Wenatchee's Park and Recreation Department in overseeing recreational use and activities in the foothills
2	Explore the formation of a public trail management authority that oversees maintenance and development of the trail system
2	Support seasonal wildlife closure of all trails north of Number Two Canyon
2	Develop an "Eyes on the Trail" program that engages public and private landowners and trail users in reporting illegal use or destructive behavior along the trail system
2	Work with the Chelan County Sheriff and others to enforce existing restrictions and regulations at trailheads and on trails
2	Cultivate a "Friends of the Foothills" volunteer trails group that helps with restoration, trail building, and building community awareness around a variety of trail issues
2	Inventory areas of high user conflict and evaluate opportunities for separating trail uses
2	Develop existing foothills trails and trailheads identified in the 2006 Foothills Trails Plan
2	Ensure that future development considers and, when feasible, coordinates with trails, recreational plans, and development of access points
2	Gather a working group of interested citizens, community leaders, finance experts, and others to evaluate local public funding options
2	Explore the feasibility of a "Foothills Stewardship Fund" that could attract private philanthropic support for foothills activities (see Recreational Use and Management goal)
1	Review and adopt a fill and grade ordinance to guide development activities in Chelan County
1	Explore the development of city/county development incentives to encourage the use of indigenous landscaping and site development in more obscured areas
1	Engage the public in inventory efforts through "citizen science" projects
1	Work with the Chelan County Noxious Weed Board to identify and fund collaborative restoration opportunities in the foothills
1	Update, adopt, and implement the 2006 Foothills Trails Plan
1	Support and foster year-round recreational activities on trails south of Number Two Canyon
1	Develop trail and trailhead standards that include amenities and appropriate buffers to support surrounding land uses
1	Develop consistent, attractive, user-friendly signage throughout the foothills system that provides an overview of the trail system, general user responsibilities, rules and regulations, and other pertinent information
1	Implement an awareness-building pilot project at Saddlerock that focuses community resources on trail restoration, user education, and facility development
1	Explore the feasibility of development of small (5-acre) fenced off-leash dog areas in the Dry Gulch and Horselake areas

1	Conduct periodic trail user surveys to gauge user priorities and preferences
1	Convene annual meeting of public landowners and other interested partners to discuss issues, opportunities, and projects of mutual interest
1	Designate a coordinating body at the county level to address and facilitate resolution of recreation and open space issues
1	Explore the development of intergovernmental agreements to support the management of the trail system
1	Develop a city-county interlocal agreement to facilitate the use of the existing Paths and Trails fund
1	Develop a countywide recreation citizen advisory committee to inform local leaders of recreation issues and opportunities throughout the county
1	Develop a Wenatchee Foothills Community Strategy implementation team to implement and track progress toward the goals, strategies, and actions outlined in this Plan
1	Explore the development of a Foothills Sponsorship Program that provides the opportunity for businesses to sponsor foothills activities (see Recreational Use and Management goal)
1	Explore opportunity to develop a joint city-county stormwater control plan for Number One and Two canyons
1	Continue to implement “design deviation” process for introducing flexibility into application of road standards
1	Conduct regular field tours to enhance local knowledge of foothills ecology
1	Promote partnerships with Barn Beach Reserve, North Central Washington Audubon, and Wenatchee Sportsmen’s Association to enhance environmental education efforts
1	Foster role of Chelan-Douglas Land Trust as recreational facility provider in the foothills in close coordination with the City of Wenatchee and Chelan County
1	Cultivate a “Friends of the Foothills” volunteer group that serves as a conduit for foothills information to the public through a variety of means such as hosting field tours, creating brochures, and providing presentation to local organizations
1	Secure funding from public and private sources to support the expansion and enhancement of the trail system
1	Ensure long-term buffers of trails and public open space through possible “overlay zoning”
1	Develop more robust on-the-ground volunteer opportunities to involve citizens in trail building and habitat restoration activities
1	Host and coordinate seasonal field tours in the foothills
1	Host periodic forums on issues of community interest in the foothills, inviting local experts to provide presentations on hot topics

WHAT ADDITIONAL ACTIONS WOULD YOU ADD TO THE LIST?

1	#2 and 3 of Zoning in draft action plan area so important
2	Consider re-wilding creek-bottom lands for wildlife habitat. Possibility of federal flood control funds to buy homes in floodplains?
3	Consider rights of private owners!
4	Excellent work! Thank you! Be sure "development" is framed by potential or possible, not "probable." We don't want to say these areas will be developed, only that potential development w ill be focused in these areas. Cooperation among agencies is critical!
5	Zoning #1, Development inclusion #4, Design #7, #11, #15, #13
6	Consider access via public transportation
7	Fireproof house construction standards. Prescriptive burns on private and public lands.
8	Consider targeted land exchanges of DNR/BLM/USFS/City/County lands for high-risk reward pieces
9	Encourage use of horse on trail. Provide turnaround for trailers.
10	Consider exterior lighting standards to reduce viewscape intrusion.
11	No development! Trails only, protect wildlife

COMMENTS OR FEEDBACK ON EVENT

1. After final plan is in place, be sure to have a follow-up team/process to follow and implement update as they become known/defined
2. Great opportunity for community involvement, thanks!
3. Thanks for providing this. Gives anyone who care strongly (either way) about this to have a voice.
4. Buying property giving an access that would help everyone use the area

Appendix E. Six-year Action Plan

WENATCHEE FOOTHILLS COMMUNITY STRATEGY: SIX-YEAR ACTION PLAN

NOTE: *ALL ACTIONS AND RECOMMENDATIONS WITHIN THE SIX-YEAR ACTION PLAN HAVE BEEN DEVELOPED FOR FUTURE CONSIDERATION IN WENATCHEE FOOTHILLS IMPLEMENTATION EFFORTS AND ARE CONSIDERED TO BE* ***WENATCHEE FOOTHILLS-SPECIFIC*** *UNLESS OTHERWISE EXPRESSLY NOTED.*

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
DEVELOPMENT: Guide development to appropriate areas of minimum conflict throughout the foothills while adequately meeting the needs of the growing community						
ZONING						
Determine need for county overlay zoning and standards for identified open space and trail systems	County	City, NCHBA, NCWRA		●		
Determine need for a fill and grade ordinance to guide development activities in the Wenatchee Foothills	County	City, NCHBA, NCWRA		●		
DEVELOPMENT INCENTIVES						
Explore feasibility of a city-county transfer of development rights (TDR) program that directs new growth to desired areas	County, City	NCHBA, NCWRA, CDLT			●	
Monitor outcomes of county subdivision regulations to promote clustering of homes to protect significant open space or landscape features and provide additional incentive for provision of recreational access or protection of critical habitat areas	County	City, NCHBA, NCWRA, CDLT	●	●	●	●
Work with the city, county, realtor, homebuilder, and landowner associations to educate landowners about opportunities for donation or purchase of development rights	CDLT	County, City, NCHBA, NCWRA	●	●	●	●
DESIGN						
Explore feasibility of city/county development and adoption of "foothills design guidelines" that provide suggestions on site development, design, grading, road improvements, revegetation, building standards, and other building options	County, City	NCHBA, NCWRA			●	
Explore the development of city/county development incentives to encourage the use of native plants in landscape plans and site development in more obscured areas	County, City	NCHBA, NCWRA, Native Plant Society			●	
NATURAL INTEGRITY PROTECTION						
Support current stormwater best-management practices to ensure new development provides proper management and maintenance of floodway and drainage mechanisms and facilities to maximize safety and preservation of natural features	County, City	NCHBA, NCWRA, HOAs	●	●	●	●
INFRASTRUCTURE						
Address road access issues as identified in the Wenatchee Foothills Development Potential Study	City	County, Broadview HOA		●		

WENATCHEE FOOTHILLS COMMUNITY STRATEGY: SIX-YEAR ACTION PLAN

NOTE: *ALL ACTIONS AND RECOMMENDATIONS WITHIN THE SIX-YEAR ACTION PLAN HAVE BEEN DEVELOPED FOR FUTURE CONSIDERATION IN WENATCHEE FOOTHILLS IMPLEMENTATION EFFORTS AND ARE CONSIDERED TO BE* ***WENATCHEE FOOTHILLS-SPECIFIC*** *UNLESS OTHERWISE EXPRESSLY NOTED.*

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
Explore opportunity to develop a joint city-county flood control plan for Number One and Two canyons	County, City	NCHBA, NCWRA, HOAs, PUD		●		
Continue to implement "design deviation" process for introducing flexibility into application of road standards	County	NCHBA, NCWRA	●	●	●	●
Facilitate and prioritize the extension of pedestrian/bike facilities to enhance connections to the foothills trail network	City	County, WSD, HOAs	●	●	●	●
COOPERATION AND COORDINATION						
As needed, convene annual or bi-annual city-county public forum to provide the opportunity for local residents to learn about foothills development plans and discuss issues of concern and interest with community leaders from the city council, county commission, and city/county planning commissions	County, City	CDLT, NCHBA, NCWRA		●	●	●
Explore collaborative designation of buildable areas, slope protection areas, and open space protection areas in the foothills that require a minimum base density and establish development incentives such as density bonus transfers	County, City	NCHBA, NCWRA			●	
WILDLIFE, HABITAT, AND OPEN SPACE: Conserve a diversity and abundance of wildlife, habitat, and open space features important to the ecological health of the foothills.						
RESOURCE ASSESSMENT						
Conduct resource assessment that involves gathering and analyzing field data to accurately identify important resource areas	CDLT	WDFW, CCNR, CCNWB, USFS, BLM, PUD, WSA		●		
Develop partnership among public agencies, such as City of Wenatchee, Chelan County Noxious Weed Board, U.S. Forest Service, Bureau of Land Management, Washington Department of Fish and Wildlife, Chelan County Public Utility District, the Chelan-Douglas Land Trust, and others to support ongoing field monitoring and inventory projects across the foothills	CDLT	WDFW, CCNR, CCNWB, USFS, BLM, PUD, WSA	●	●	●	●
Engage the public in inventory efforts through "citizen science" projects	CDLT	WDFW, PUD, WSA	●	●	●	●
PLANNING						
Strengthen the partnership among various local, state, and federal agencies to fund and work together to develop a detailed conservation plan for the foothills	CDLT, CCNR	WDFW, CCNR, CCNWB, USFS, BLM, PUD, WSA	●	●		

WENATCHEE FOOTHILLS COMMUNITY STRATEGY: SIX-YEAR ACTION PLAN

NOTE: *ALL ACTIONS AND RECOMMENDATIONS WITHIN THE SIX-YEAR ACTION PLAN HAVE BEEN DEVELOPED FOR FUTURE CONSIDERATION IN WENATCHEE FOOTHILLS IMPLEMENTATION EFFORTS AND ARE CONSIDERED TO BE* ***WENATCHEE FOOTHILLS-SPECIFIC*** *UNLESS OTHERWISE EXPRESSLY NOTED.*

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
CONSERVATION						
Support enforcement of the county's critical areas ordinances to better protect vegetation and water resources in riparian areas and other important upland habitats	County	WDFW, Audubon, citizens	●	●	●	●
Implement and enforce trail closures in targeted areas during the winter season to protect mule deer winter range habitat	CDLT, PUD	Sheriff, trail users	●	●	●	●
Minimize wildlife disturbance in the design of new trails, recreational areas, and trail management	CDLT, PUD	WDFW, County, City		●	●	●
Protect sensitive habitat areas, wildlife corridors, and critical natural resources of public value through methods such as purchase, donation, easements, land exchanges, or the use of innovative planning tools such as open space designation, density bonuses, or transfer of development rights	CDLT, public agencies	City, County, landowners	●	●	●	●
EDUCATION						
Support Wenatchee School District's Saddlerock Environmental Education program, Wenatchee Valley College's natural resource degree program and related field experience programs for youth	WSD, WVC	City, County, CDLT, others	●	●	●	●
Conduct regular field tours to enhance local knowledge of foothills ecology	CDLT	PUD, WDFW, WSA, others	●	●	●	●
Work with realtor and homebuilder associations to distribute the "Good Neighbor Handbook" to new residents to foster learning about local ecology and foothills friendly development techniques	CDLT	NCHBA, NCWRA, HOAs	●	●	●	●
Promote partnerships with Barn Beach Trust, North Central Washington Audubon, and Wenatchee Sportsmen's Association to enhance environmental education efforts	WSD, CDLT	BBR, Audubon, WSA, others	●	●	●	●
RESTORATION						
Minimize or reduce number of trails in and near priority habitat areas	CDLT	CDLT, PUD, WDFW, landowners		●	●	●
Protect and enhance water resources used by wildlife throughout the foothills	Landowners	CDLT, PUD, WDFW, County	●	●	●	●
Encourage landowner and broad citizen participation in stewardship programs	CDLT	Landowners	●	●	●	●
Create a Foothills Stewardship Fund (from private and public sources) to support weed and erosion control	CDLT	City, County, PUD, NCWCF, others		●	●	

WENATCHEE FOOTHILLS COMMUNITY STRATEGY: SIX-YEAR ACTION PLAN

NOTE: *ALL ACTIONS AND RECOMMENDATIONS WITHIN THE SIX-YEAR ACTION PLAN HAVE BEEN DEVELOPED FOR FUTURE CONSIDERATION IN WENATCHEE FOOTHILLS IMPLEMENTATION EFFORTS AND ARE CONSIDERED TO BE* ***WENATCHEE FOOTHILLS-SPECIFIC*** *UNLESS OTHERWISE EXPRESSLY NOTED.*

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
Work with the Chelan County Noxious Weed Board to identify and fund collaborative weed management strategies in the foothills	CCNWB	CDLT, WDFW, PUD, landowners		●	●	●
RECREATIONAL USE AND MANAGEMENT: Provide a sustainable system of trails and amenities that supports multiple recreational uses now and into the future						
MANAGEMENT AND DEVELOPMENT CAPACITY						
Update, adopt, and implement the 2006 Foothills Trails Plan	CDLT	County, City	●	●	●	●
Foster role of Chelan-Douglas Land Trust as recreational facility provider in the foothills in close coordination with the City of Wenatchee and Chelan County	CDLT	County, City	●	●	●	●
Create a Foothills Stewardship Fund (from private and public sources) to support upkeep and maintenance of trail system	CDLT	County, City, NCWCF, citizens			●	
Build the role of the City of Wenatchee's Park and Recreation Department and Chelan County in overseeing recreational use and activities in the foothills	City	County, CDLT		●	●	●
Explore the formation of a public trail management authority that oversees maintenance and development of the trail system	City, CDLT	County, citizens			●	●
MANAGEMENT AND OVERSIGHT						
Close all trails north of Number Two Canyon from 1 December to 1 April to protect sensitive wildlife	CDLT, PUD	WDFW, trail users, County, City		●	●	●
Support and foster year-round recreational activities on trails south of Number Two Canyon	City, CDLT	County, WDFW, trail users	●	●	●	●
Develop an "Eyes on the Trail" program that engages public and private landowners and trail users in reporting illegal use or destructive behavior along the trail system	CDLT	Trail users, WSA, PUD, WDFW, landowners, HOAs			●	●
Work with the Chelan County Sheriff and others to enforce existing restrictions and regulations at trailheads and on trails	CDLT, County	Sheriff, trail users, PUD, landowners	●	●	●	●
Cultivate a "Friends of the Foothills" volunteer trails group that helps with restoration, trail building, and building community awareness around a variety of trail issues	CDLT	Trail users, citizens		●		
Develop an "Adopt a Trail" program that can involve local businesses, service groups, homeowner associations, and others in the restoration and maintenance of public trails and trailheads	CDLT, City	County, citizens, businesses, public agencies			●	●

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GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
Develop trail and trailhead standards that include amenities and appropriate buffers to support surrounding land uses	CDLT, City	County, PUD, landowners, trail users		●		
COMMUNITY AWARENESS						
Develop consistent, attractive, user-friendly signage throughout the foothills system that provides an overview of the trail system, general user responsibilities, rules and regulations, and other pertinent information	CDLT, City	County, trail users, PUD		●		
Implement an awareness-building pilot project at Saddlerock that focuses community resources on trail restoration, user education, and facility development	City	CDLT, Appleatchee Riders, WSD, trail users, DNR,		●		
Cultivate a "Friends of the Foothills" volunteer group that serves as a conduit for foothills information to the public through a variety of means such as hosting field tours, creating brochures, and providing presentation to local organizations	CDLT	City, citizens		●		
USER CONFLICTS						
Provide a constructive forum and process for private property owners to address issues with public activity in neighborhoods adjacent to public trails, trailheads, and access points	County, City	CDLT, HOAs, landowners, trail users		●		
Inventory areas of high user conflict and evaluate opportunities for separating trail uses	CDLT	PUD, trail users, landowners	●			
Explore the feasibility of development of small (5-acre) fenced off-leash dog areas in the Dry Gulch and lower Horselake areas	CDLT, Dry Gulch LLC	City, County, trail users, Appleatchee Riders	●			
Conduct periodic trail user surveys to gauge user priorities and preferences	CDLT	Trail users		●	●	●
TRAIL SYSTEM EXPANSION						
Develop existing foothills trails and trailheads identified in the 2006 Foothills Trails Plan	CDLT	City, County		●	●	●
Identify additional priority areas for new trails, trailheads, and access points based on user demand, sensitivities of natural resources and local neighborhoods, and opportunity to connect existing areas used by the public	CDLT	City, County, trail users, landowners, HOAs		●		

WENATCHEE FOOTHILLS COMMUNITY STRATEGY: SIX-YEAR ACTION PLAN

NOTE: *ALL ACTIONS AND RECOMMENDATIONS WITHIN THE SIX-YEAR ACTION PLAN HAVE BEEN DEVELOPED FOR FUTURE CONSIDERATION IN WENATCHEE FOOTHILLS IMPLEMENTATION EFFORTS AND ARE CONSIDERED TO BE* ***WENATCHEE FOOTHILLS-SPECIFIC*** *UNLESS OTHERWISE EXPRESSLY NOTED.*

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
Acquire property for public trails and trailheads through a variety of means such as land purchase, land exchange, and trail easement donation or purchase	CDLT, public agencies	City, County, landowners	●	●	●	●
Secure funding from public and private sources to support the expansion and enhancement of the trail system	CDLT, public agencies	City, County, trail users, landowners	●	●	●	●
Ensure that future development considers and, when feasible, coordinates with trails, recreational plans, and development of access points; and, equally, ensure that development of trails, recreational plans, and development of access areas adequately considers impacts to existing and future development	City, County	CDLT, NCWRA, NCHBA, landowners		●	●	●
COMMUNITY SUPPORT AND INVOLVEMENT: Build community understanding, support, and involvement in foothills issues and activities to further community investment in and stewardship of foothills resources						
COMMUNITY INVOLVEMENT						
Develop more robust on-the-ground volunteer opportunities to involve citizens in trail building and habitat restoration activities	CDLT	PUD, trail users, citizens		●	●	●
Develop a Wenatchee Foothills Community Strategy implementation team to put into practice the goals, strategies, and actions outlined in this Plan, and to track their progress	CDLT, TPL	County, City	●			
FUNDING						
Gather a working group of interested citizens, community leaders, finance experts, and others to evaluate local public funding options	CDLT, TPL	County, City	●			
Explore the feasibility of a "Foothills Stewardship Fund" that could attract private philanthropic support for foothills activities (see Wildlife, Habitat, and Open Space goal and the Recreational Use and Management goal)	CDLT	County, City, citizens			●	
Explore the development of a Foothills Sponsorship Program that provides the opportunity for businesses to sponsor foothills activities (see Wildlife, Habitat, and Open Space goal and the Recreational Use and Management goal)	CDLT	County, City, local businesses			●	
EDUCATION AND INFORMATION SHARING						
Host and coordinate seasonal field tours in the foothills	CDLT	PUD, public agencies, WSA	●	●	●	●

NOTE: *ALL ACTIONS AND RECOMMENDATIONS WITHIN THE SIX-YEAR ACTION PLAN HAVE BEEN DEVELOPED FOR FUTURE CONSIDERATION IN WENATCHEE FOOTHILLS IMPLEMENTATION EFFORTS AND ARE CONSIDERED TO BE* ***WENATCHEE FOOTHILLS-SPECIFIC*** *UNLESS OTHERWISE EXPRESSLY NOTED.*

GOAL, STRATEGY AREA, AND ACTIONS	Lead Organization	Supporting Partners	Timeline			
			Less than 1 year	1-3 years	3-5 years	6+ years
Host periodic forums on issues of community interest in the foothills, inviting local experts to provide presentations on hot topics	CDLT	TPL, County, City		●	●	●

BLM	Bureau of Land Management
CCNR	Chelan County Natural Resources
CCNWB	Chelan County Noxious Weed Board
CDLT	Chelan-Douglas Land Trust
DNR	Washington Department of Natural Resources
HOA	Homeowners Association
NCWCF	North Central Washington Community Foundation
NCHBA	North Central Homebuilders Association
NCWRA	North Central Washington Realtors Association

PUD	Chelan County Public Utility District #1
TPL	The Trust for Public Land
USFS	U.S. Forest Service
WDFW	Washington Department of Fish and Wildlife
WSA	Wenatchee Sportsmen's Association
WSD	Wenatchee School District
WVC	Wenatchee Valley College

Appendix F. Conservation Finance Feasibility Study

THE TRUST for PUBLIC LAND

CONSERVING LAND FOR PEOPLE

Wenatchee Foothills Community Strategy
Conservation Finance Feasibility Study

Land Conservation Funding Options

May 2010

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Introduction

This brief study presents funding options potentially available to Chelan County and the City of Wenatchee for financing the acquisition, restoration, and maintenance of land (or development rights) for conservation and parks purposes. There are a number of potential public funding options that can be knit together into a "funding quilt" to protect land and increase access to public land in the Wenatchee Foothills.

A funding quilt is the combination of funding sources —state, federal, local, and private— that are brought together to help achieve conservation objectives. The most reliable form of funding to achieve conservation objectives over the long-term is local funding. Due to the competition for state, federal and private funding, these sources often serve as supplements or incentives.

This report starts with a summary of relevant state and federal conservation funding programs that may be leveraged by the local governments. This information is followed by an examination of the options for generating and dedicating local revenue for conservation including the revenue raising capacity and costs of several financing tools. Together, the information on following pages will provide a guide for considering public finance options to fund the provision of additional parks and protection of open spaces in the Foothills.

Funding Sources for Land Conservation

State Programs

In many respects, the State of Washington is a model of consistency and commitment toward land conservation among the 50 states. Year in and year out, through difficult economic times and ever-changing priorities, state legislators have, since 1990, continued to approve between $45 million and $60 million toward land conservation programs each year. And millions more on top of that come in from federal sources. In the most recent biennium, the legislature approved $72 million for Washington Wildlife and Recreation Program (WWRP) projects. In the 2007-9 biennium, the legislature approved $100 million for WWRP—the largest single two-year investment in land conservation in the state's history.

Most of the land acquisition programs that administer these funds encourage the use of matching funds, if possible, to stretch each program's funding base and maximize the goals of the program. Local government programs throughout the state aggressively seek state and federal matching funds available through a variety of conservation and recreation programs. State programs such as the Washington Wildlife and Recreation Program, the Salmon Recovery Funding Board, the stateside Land and Water Conservation Fund program (in funded years), and the Division of Historical Resources Special Category Grants; and federal programs like the Endangered Species (Section 6), federal Land and Water Conservation Fund, and Forest Legacy program, to name a few, offer match-funding opportunities, though the dollar amounts available through these programs are usually quite limited.

Washington Wildlife and Recreation Program

For most local governments seeking substantial acquisition funding and/or partnerships necessary to purchase property in today's real estate market, the state's Wildlife and Recreation Program (WWRP) offers the most robust funding opportunities for local conservation and recreation projects.

The Recreation and Conservation Office (RCO) is a state agency that serves the Recreation and Conservation Funding Board (RCFB) and the Salmon Recovery Funding Board (SRFB). RCO's primary land conservation program is WWRP, which was created by the Legislature in 1989. WWRP funding primarily comes from the sale of state general obligation bonds, with the legislature establishing funding levels on a biennial basis at approximately $50 million. In 2007 funding levels were doubled. The eight-member RCFB makes funding allocations for WWRP.

State and local agencies are eligible for funding through WWRP, although a fifty percent match is required from local agencies. According to state statute, WWRP funds must be distributed equally between Outdoor Recreation and Habitat Conservation. WWRP grants are offered only once every two years. Contact the Recreation and Conservation Office at (360) 902-3000 or visit www.rco.wa.gov.

The WWRP programs most relevant to the Wenatchee Foothills Community Strategy are listed below, along with their 2009-2011 appropriations.

In 2009, the Governor's proposed budget reduced amounts in key land acquisition accounts such as the Washington Wildlife and Recreation program, estuary, and salmon recovery funds. Specifically, in WWRP, the governor proposed $50 million for the upcoming biennium. That was down from the last biennial capital appropriation of $100 million for WWRP. The Washington legislature ultimately appropriated $72 million in WWRP for two years, or $36 million per year, and another $10 million in other conservation programs, for a total of $82 million.

Total grant funding allocated for the 2009 WWRP programs is listed below. Given the state's debt-heavy budget forecast for the 2011-13 biennium, it is too early to approximate WWRP allocations.

- Outdoor Recreation - $26.1m for state and local parks, trails and shorelines.

  Local Parks - $7.8m
  WWRP Local Parks grants fund the acquisition, development and renovation of neighborhood parks, ball fields, skate parks, swimming pools and other recreation areas.
  Trails - $5.2m
  WWRP Trails grants fund the acquisition and development of cycling, pedestrian, equestrian and cross-country ski trails. Projects may include trailheads, parking, restrooms, and picnic areas.

- Habitat Conservation - $26.1m for natural areas, urban and critical habitat and land stewardship.

  Critical Habitat - $10.5m
  Natural Areas - $7.8m
  Urban Wildlife Habitat - $5.2m
  WWRP Urban Wildlife Habitat grants fund the acquisition of fish and wildlife habitat within five miles of a densely populated area. No awards from this program have been made in Chelan County or City of Wenatchee to date.

- Riparian Habitat Protection - $9.7m for acquisition or restoration of marine and fresh-water habitat areas.

- Farmland Preservation - $5.8m for conservation or restoration of working farms.

All WWRP awards in Chelan County are listed below:

2009 Funded Projects
Beebe Springs Phase 3 Columbia River Restoration - Dept of Fish & Wildlife - $250,000
Colockum Access Improvements - Dept of Fish & Wildlife - $165,063
1990 - 2008 Funded Projects
Arid Lands NAPs - Dept of Natural Resources - $1,027,425
Beebe Springs Restoration Phase 2 - Dept of Fish & Wildlife - Dept of Fish & Wildlife - $249,410
Beebe Springs Trail Phase 2 - Dept of Fish & Wildlife - Dept of Fish & Wildlife - $243,478
Cashmere Swimming Pool Revitalization - City of Cashmere - $300,000

Columbia River Small Craft Access - Wenatchee Parks & Rec Dept - $47,500
Entiat Slopes NAP - Dept of Natural Resources - $248,195
Lakeside Park - Chelan Parks & Rec Dept - $98,919
Larkspur Meadows, Ph. 1 - Dept of Natural Resources - $931,924
Larkspur Meadows, Ph. 2 - Dept of Natural Resources - $300,000
Larkspur Meadows, Ph. 3 - Dept of Natural Resources - $373,973
Larkspur Meadows, Ph. 4 - Dept of Natural Resources - $444,281
Leavenworth Skate Park - City of Leavenworth - $67,500
Multi-Site Acquisition - Dept of Fish & Wildlife - $552,923
Peshastin Pinnacles - State Parks - $355,875
Rotary Park Expansion - City of Wenatchee - $198,500
Wenatchee Foothills Trails, Phase 1 - City of Wenatchee - City of Wenatchee - $172,043
White River - Dept of Fish & Wildlife - $2,032,558

Additional Washington State Conservation and Recreation Grant Programs

Recreational Trails Program

The Recreation Trails Program provides funding to rehabilitate and maintain recreational trails and facilities that provide a backcountry experience. Local agencies, special purpose districts, tribes, and non-profit organizations must provide 20 percent match for each project, and at least 10 percent of the total project cost must be from a non-state, non-federal contribution. Grant awards are capped at $75,000 for each general project and $10,000 for education projects. The program has been funded at about $1.8 million annually.

Contact:
Recreation and Conservation Office
PO Box 40917
Olympia WA 98504-0917
Telephone: (360) 902-3000
TTY: (360) 902-1996
E-mail: info@rco.wa.gov
Web: www.rco.wa.gov

Other State Funding Programs

Trust Land Transfer Program

Launched in 1989, the Trust Land Transfer Program is a unique program that funds school construction while protecting Washington's natural resources. The program transfers school trust lands suitable for natural or wildlife areas, parks, outdoor recreation, or open space to appropriate ownership while providing funding to schools equal to the timber or lease value of the transferred land. The program has successfully transferred ecologically valuable land out of trust lands and into appropriate conservation status with legislative appropriations. The program uses some funds to acquire properties that can be managed for greater returns for trust beneficiaries.

Some trust lands have low potential for income production due to factors such as steep, unstable slopes, critical fish and wildlife habitat, public use demands, environmental and social concerns, and other issues that complicate income production from certain trust lands. DNR identifies a list of such properties each biennium for consideration by the Board of Natural Resources and the Legislature as candidates for the TLT program. One key criterion is that candidate properties, in aggregate, have a high timber to land value to ensure the greater part of the appropriation is deposited directly to fund school construction in the current biennium.

DNR coordinates the review and prioritization of the proposed list of transfer properties with other state agencies and programs. The list, along with maps and property descriptions, are assembled into an informational package that is presented to the Board of Natural Resources and then to the Governor's Office for submission to the Legislature. The Legislature reviews the proposal, determines the makeup of the final package, and sets an appropriation funding level. If approved, the transfer package is authorized and funded as a section in the Capital Budget Bill. Legislation generally provides for the direct funding of properties through the appropriation,.

Since 1989, $538,962,000 has been appropriated to fund the TLT Program. Over 79,000 acres of special Common School Trust property has been transferred to other public agencies or programs for protection and management. Agencies receiving land through the program include the DNR Natural Area Preserve and Natural Resource Conservation Area Programs, Washington State Department of Fish and Wildlife, Washington State Parks and Recreation Commission, county and city governments, and local public park districts.

In the Wenatchee Foothills, DNR owns 530 acres (two parcels) of common school trust land. Although these lands have low timber value due to their predominantly sage/shrub characteristics, they may qualify for the TLT program.
Contact*:*
ATTN: Trust Land Transfer Program
Washington State Department of Natural Resources
1111 Washington St SE
PO Box 47014
Olympia, WA 98504-7014
Phone: 360.902.1600
Email: Trust_Land_Transfer@dnr.wa.gov

Federal Programs

All the programs discussed under this section are administered by federal agencies but vary in how funds are delivered for on-the-ground conservation projects. For example, some of these program funds are directed to the states, which in turn decide what projects to fund, while other program funds are granted by a federal agency through a competitive process. In still other cases, Congress may "earmark" funds for individual projects. The descriptions provided below are meant to provide a broad overview of funding sources. TPL can provide additional information on program rules and accessibility.

Land and Water Conservation Fund (LWCF)
U.S. Department of the Interior (varies by agency)

Created in 1965, the Land and Water Conservation Fund (LWCF) is the largest source of federal money for park, wildlife, and open space land acquisition. Specifically, LWCF provides funding to assist in the acquiring, preserving, developing, and ensuring accessibility to outdoor recreation resources, including but not limited to open space, parks, trails, wildlife lands, and other lands and facilities desirable for individual active participation. The program's funding comes primarily from offshore oil and gas drilling receipts, with an authorized expenditure of $900 million each year. Under this program, a portion of the money is intended to go to federal land purchases and a portion to the states as matching grants for land protection projects.

LWCF – Stateside

(National Park Service through the Washington State Recreation and Conservation Office)

http://www.rco.wa.gov/grants/lwcf.shtml

The stateside LWCF program provides a 50-percent match to states for planning, developing, and acquiring land and water areas for natural resource protection and recreation enhancement. Funds are distributed to states based on population and need. Once the funds are distributed to the states, it is up to each state to choose the projects, though the National Park Service has final approval. Eligible grant recipients include municipal subdivisions, state agencies and tribal governments, each of whom must provide at least 50 percent matching funds from nonfederal sources in either cash or in-kind contributions and a detailed plan for the proposed project. Annual appropriations to the fund have ranged from a high of $369 million in 1979 to four years of zero funding between 1996 and 1999. In FY 2006 and FY 2007, $27.9 million was provided for stateside grants in each year. Just under $25 million was provided for the program in FY 2008.

In Washington, the program is administered by the Recreation and Conservation Office, which receives an average of $1 million biennially. An applicant must submit a plan including goals and objectives, inventory, and a description of the public involvement process used. Recreation and Conservation Funding Board (RCFB) must accept the plan at least three months before the meeting in which the applicant's project is first considered for funding. Applications are usually due in the spring and are evaluated in a competitive process by an advisory committee. Applications are evaluated based on the technical merits of the project, the public/private partnerships, and how the project addresses the identified needs and priorities of Washington's statewide comprehensive plan (also called the State Comprehensive Outdoor Recreation Plan, or SCORP). The advisory committee submits a ranked list to the RCFB for approval.

Federal Aid in Wildlife Restoration (Pittman-Robertson Act)
U.S. Fish and Wildlife Service

http://federalasst.fws.gov/wr/fawr.html

Implemented in 1938, the Federal Aid in Wildlife Restoration Act, or more commonly known as the Pittman-Robertson Act, provides funding from the Department of the Interior for the selection, restoration, rehabilitation, and improvement of wildlife habitat, wildlife management research, and the distribution of information produced by the projects. Funds are derived from an 11-percent excise tax on sporting arms, ammunition, and archery equipment and a 10-percent tax on handguns. Funds are apportioned to appropriate state agencies on a formula based on the total area of the state and the number of licensed hunters in the state. Each state wildlife agency determines the best use of their apportioned funds and grants awards to projects based on these priorities. Grants can be awarded for wildlife management, to conduct habitat research, population studies and surveys, or hunter education programs, as well as to acquire lands for both wildlife and public access.

The program is a cost-reimbursement program in which the state applies for repayment of up to 75 percent of approved project expenses. The state must provide at least 25 percent of the project costs from nonfederal sources.

National Fish and Wildlife Foundation (Keystone) Initiative Grants & Special Grants Programs

http://www.nfwf.org/programs.cfm

In 1984, Congress created the National Fish and Wildlife Foundation to benefit the conservation of fish, wildlife, plants, and the habitat on which they depend by attracting diverse investments to conservation and encouraging locally supported stewardship on private and public lands. Through their Keystone Initiatives Grant Program, NFWF funds projects to conserve and restore bird, fish, and wildlife populations as well as the habitats on which they depend. The Foundation awards matching grants to projects that address priority actions laid out by their strategic plan, work proactively to involve other conservation and community interests, leverage funding, serve multiple objectives, involve strong partnerships, and fit into a larger ecosystem approach to conservation. The most successful applications will display the long-term environmental benefits of a project that yield high-quality conservation returns.

Eligible grantees include federal, tribal, state, and local governments, educational institutions, and nonprofit conservation organizations. Grants range from $50,000 to $300,000 and typically require a 2:1 nonfederal match. Project proposals are received on a year-round, revolving basis with two decision cycles per year.

In addition to the Keystone Initiative matching grants, the Foundation administers a variety of special grant programs with specific conservation objectives, programmatic guidelines, and timelines. *(See the Foundation's website for more information on these numerous grant opportunities or call NFWF's Western Partnership Office at (503) 417-8700.)*

State Wildlife Grants
U.S. Fish and Wildlife Service

http://wsfrprograms.fws.gov/Subpages/GrantPrograms/SWG/SWG.htm

Created by Congress in 2001, the State Wildlife Grants program is a matching grant program available to every state in support of cost-effective, on-the-ground conservation efforts aimed at restoring or maintaining populations of native species before listing under the Endangered Species Act is required. In order to maximize the effectiveness of this program, Congress requires each state to develop a comprehensive wildlife conservation strategy for the conservation of the state's full array of wildlife and the habitats upon which they depend. These plans identify species and habitats of greatest conservation need and outline the steps necessary to keep them from becoming endangered. The State Wildlife Grants program provides matching funds that are to be used to implement the conservation recommendations outlined in these state wildlife action plans.

Funds appropriated under the SWG program are allocated to every state according to a formula based on a state's size and population. Each state then determines the best use of their grant funds with the understanding that the money must be used to address conservation needs, such as research, surveys, species and habitat management, and monitoring, identified within a State's Comprehensive Wildlife Conservation Plan/Strategy. These funds may also be used to update, revise, or modify a State's Strategy. The federal government anticipates distributing $76.5 million to states in 2010, a substantial increase in 2009 funding levels. Each state has its own process for the prioritization and distribution of these funds. Since its inception in 2001, Washington has received almost $11 million in matching funds from this program.

Bonneville Power Administration
U.S. Department of Energy

The Bonneville Power Administration (BPA) is a power-marketing agency of the United States Department of Energy and supplies roughly half of the electricity used in the Pacific Northwest. Pursuant to various laws and agreements, BPA bears responsibility for fish and wildlife preservation, mitigation, recovery, and protection. Since 1980, BPA has incurred over $6 billion in costs for its fish and wildlife obligations. As part of the development of the federal Columbia River power system alone, BPA acquired over 150,00 acres in fee title and easements or leases over roughly 3,700 acres at a cost of over $65 million for wildlife habitat. BPA also contributed $725,000 from its internal mitigation fund for the purchase of 350 acres for the Mountains to Sound Greenway in 2002.

Transportation Enhancements (TE)
U.S. Department of Transportation

www.enhancements.org

http://www.wsdot.wa.gov/localprograms/ProgramMgmt/TransEnhancement.htm

The federal Surface Transportation Program provides states with funding for highway projects. States are allocated funds based on a combination of population, transportation systems, miles of roads, and other factors. Each state must reserve at least 10 percent of its Surface Transportation Program dollars for transportation enhancement activities. These enhancement projects include historic preservation, rails-to-trails programs, easement and land acquisition, transportation

museums, water pollution mitigation, wildlife connectivity, and scenic beautification. All projects must be related, in some way, to transportation.

In each state, TE projects are selected through a competitive process. Applications are submitted by local government entities, often in partnership with nonprofit organizations. The federal government provides 80 percent of the funds and the municipalities need to contribute a 20-percent match.

In Washington, each Metropolitan Planning Organization (MPO) or Regional Transportation Planning Organization (RTPO) establishes its own criteria and selects projects up to the amount of TE funds sub-allocated to the region. WashDOT's statewide project selection criteria are used as a basis for regional selection procedures. Additionally, each MPO and RTPO submits its regionally selected list, plus up to five additional local project proposals not funded with regional TE funds, to WashDOT for competition in a statewide selection process. A statewide TE Selection Committee, consisting of representatives from WSDOT, cities, counties, Indian Nations, and pedestrian, bicycle, trail, and historic/scenic groups, reviews these projects, ranks them, and makes final selections for funding. The federal government gives final approval to the projects and distributes the funds directly to the municipalities or nonprofits on a reimbursement basis.

In the 2006-7 round of funding, trail and sidewalk projects were funded in Chelan County and street improvement projects were funded in the City of Wenatchee. From FY 2004-2009, nearly $70 million was provided to projects statewide. No land acquisition projects were funded in the state, but the TE Committee followed the priorities recommended by the MPOs and RTPOs. The RTPO for Chelan County is the North Central RTPO located in Wenatchee.

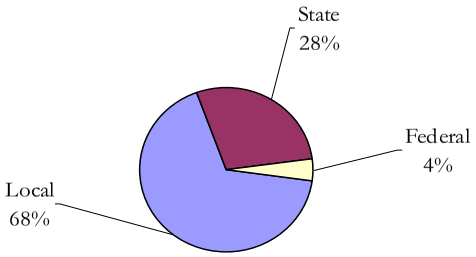
Local Funding Options

Most funding for parks and land conservation in America comes from local governments. Across the country from 1998-2005 there was a total of $24 billion (annual average of $3 billion) spent on land conservation at the local, state and federal levels of government. Sixty-seven percent of the total dollars spent comes from local governments, twenty-eight percent comes from state governments and only four percent is derived from the federal government.[1] Therefore, a dedicated source of local revenue often serves as the key to long-range open space planning as the stable funding source to leverage grant money offered by the state and federal programs.

Public Land Conservation Funding in the United States (1998 – 2005)[2]

Public Land Conservation Funding in the United States (1998 - 2005)

	Total	Annual Avg.	Share
Local	$16 billion	$2 billion	68%
State	$6.75 billion	$844m	28%
Federal	$1.02 billion	$128m	4%
Total	$23.77 billion	$2.97 billion	



State & federal = actual spending

Local = spending authorizations

Source: TPL Conservation Almanac, TPL LandVote Database

While most local governments can create funding for land conservation through their budgetary process, this either happens infrequently or does not yield adequate funding. In so-called "emergency room conservation" a city or county may rally to make an immediate appropriation to purchase a piece of land to avoid imminent loss to development or other use that impacts its natural or agricultural resource value. However, this is a high-risk strategy and one that often requires the local government to pay a high price to conserve land that is usually fully permitted.

In TPL's experience, local governments that create funding via the legislative process provide substantially less funding than those that create funding through ballot measures. As elected officials go through the process of making critical budgetary decisions, funding for land conservation lags behind other public purposes, and well behind what voters would support. It is understandably often quite difficult to raise taxes without an indisputable public mandate for the intended purpose.

The power of conservation finance ballot measures is that they provide a tangible means to implement a local government's vision. With money in hand, local governments can proactively approach landowners to negotiate with them to protect land now, before development is imminent, and before land prices rise sky high. The current economic climate may provide a particularly unique opportunity to acquire land for conservation while real estate prices are unusually low. In addition,

[1] Figures are derived from TPL's LandVote and Conservation Almanac databases. Comprehensive spending comparisons are only provided through 2005 due to the availability of data from state and federal sources.
[2] Ibid.

with their own funding, local governments are much better positioned to secure scarce funding from state or federal governments or private philanthropic partners. Rather than being "stuck with the rest," local governments can go out and "protect the best." Having a predictable funding source empowers the city or county to establish long-term conservation priorities that protect the most valuable resources, are geographically distributed, and meet important community goals and values.

Nationwide, a range of public financing options has been utilized by local jurisdictions to fund parks/open space preservation, including general obligation bonds, the local sales tax, and the property tax. Less frequently used mechanisms have included special assessment districts, real estate transfer taxes, impact fees, and income taxes. In Washington, local government funding options for land conservation have primarily taken the form of budget appropriations, property taxes, general obligation bonds backed by property taxes, sales tax, and less frequently, impact fees and the real estate transfer tax. Many communities also have had success in leveraging local sources with funds from Washington's state conservation programs and some federal programs.

Overall, voter support of local conservation finance measures in Washington has been mixed. Roughly 47 percent of measures (17 of 36) on the ballot between 1998 and 2009 were approved, though the record has improved in recent years with 78 percent of measures (7 of 9) passing since 2006. Success at the ballot is hampered somewhat in the state by the high approval threshold (60 percent of the vote) required for local bond measures. TPL and its affiliate The Conservation Campaign[3] have supported 16 local conservation finance measures in Washington, 11 of which were approved. See page 22 for a full list of successful conservation finance measures.

However, conservation finance measures are not right for every local government or they might not be the right approach at the moment. Budget appropriations and other revenue sources that can be implemented through the legislative process may well serve as short-term funding options while parks and conservation proponents develop a strategy and cultivate broad support for longer-term finance options.

[3] The Conservation Campaign (TCC) is a non-profit 501(c)(4) organization affiliated with TPL. TCC mobilizes public support for ballot measures and legislation that create public funds to protect land and water resources.

County Revenue Options

Significant, dedicated funding generally comes from broad-based taxes and/or the issuance of bonded indebtedness. The following options present opportunities for financing land conservation in Chelan County:

1. Property Tax. Chelan County may ask voters to increase the regular county property tax via a levy lid lift, which requires majority approval of voters at a general or special election. For example, a 0.1 percent increase in the property tax levy would generate just under $700,000 annually at a cost of $22 per year to the average homeowner in the county.

2. Conservation Futures Property Tax. Chelan County also may levy a Conservation Futures Tax at the maximum rate of $0.0625 per $1,000 of assessed value (or $6.25 per $100,000 value). The county could impose this tax via an ordinance or resolution of the Board of County Commissioners. Revenues generated from the Conservation Futures Tax may be expended for the acquisition of development rights and other real property rights and interests of any open space land, farm and agricultural land, and timberland and the operation and maintenance of such lands. Implementing this tax at the full $0.0625 levy would generate roughly $433,000 annually and cost the average homeowner $13 per year. See the chart above for more detail.

Estimated Revenue & Costs of Property Tax Increase
Chelan County

Tax Rate Increase		Assessed Valuation	Annual Revenue	Cost / Avg. House
0.0625	$	6,935,361,591	$433,460	$13
0.10	$	6,935,361,591	$693,536	$22
0.15	$	6,935,361,591	$1,040,304	$32
0.20	$	6,935,361,591	$1,387,072	$43
0.25	$	6,935,361,591	$1,733,840	$54

Sources: Total county assessed value, Chelan County Levy Book 2008; median home price $215,000, Q3 2009, Washington Ctr for Real Estate, WSU

According to the Municipal Research and Service Center of Washington, counties that have adopted this tax levy include Clark, Ferry, Island, Jefferson, King, Kitsap, Pierce, San Juan, Skagit, Snohomish, Spokane, Thurston, and Whatcom. In Spokane County, the Commissioners adopted the tax in 1994 to protect threatened areas of open space, timberlands, wetlands, wildlife habitat, farmland and water supplies. Subsequently, citizens voted to continue the Conservation Futures program three times on advisory ballots in county elections. Most recently, in 2007, the program received 63 percent voter support.

Revenues from the tax in Spokane are dedicated to the acquisition of property and development rights, with roughly 15 percent going toward maintaining, protecting and enhancing property over the long-term. As of 2009, the program has acquired more than 5,000 acres through 26 transactions and has leveraged more than $4 million from other sources.[4]

[4] Excerpted from: http://www.spokanecounty.org/parks/content.aspx?c=1839

3. Bonding. Chelan County could issue general obligation bonds and levy property taxes to pay the debt service on the bonds. For unlimited tax general obligation bonds, 60 percent of the electorate must approve issuance of general obligation bonds, which must be validated by a voter turnout of at least 40 percent of those who voted in the last general election. The county could also issue revenue bonds; however a revenue source must be identified to pay the debt service on these bonds. A $10 million general obligation bond, payable over 20 years, would cost the average homeowner approximately $25 annually.

Bond Financing Costs for Chelan County

20-year Bond Issues at 5.0% Interest Rate

Assessed Value = $6.9 billion

Bond Issue Size	Annual Debt Svce	Tax Rate Increase	Cost/ Year/ $215K House
$5,000,000.00	$401,212.94	0.06	$12
$10,000,000.00	$802,425.87	0.12	$25
$20,000,000.00	$1,604,851.74	0.23	$50
$30,000,000.00	$2,407,277.62	0.35	$75

Sources: Total county assessed value, Chelan County Levy Book 2008; median home price $215,000, Q3 2009, Washington Ctr for Real Estate, WSU

4. Sales and Use Tax. Chelan County does not have any capacity to impose additional sales and use tax for parks and open space, though it may dedicate a portion of existing sales tax revenue for parks and open space purposes.

5. Real Estate Excise Tax. Counties may impose three types of REET to fund capital projects, conservation areas, and affordable housing. Chelan County currently imposes the first two increments of the REET. Each increment is levied at a rate of 0.25 percent of the selling price.[5]

   In its unincorporated areas, Chelan County may levy a third increment called the Conservation Areas REET at a rate not to exceed one percent of the selling price upon purchasers of real property to fund conservation areas. A majority of county voters must approve the tax at a specified rate and for a specified period of time. The money generated by this REET is used exclusively for the acquisition and maintenance of conservation areas, defined as "land and water that has environmental, agricultural, aesthetic, cultural, scientific, historic, scenic, or low-intensity recreational value for existing and future generations, and includes, but is not limited to, open spaces, wetlands, marshes, aquifer recharge areas, shoreline areas, natural areas, and other lands and waters that are important to preserve flora and fauna."[6] San Juan County is the only county in the state to exercise its authority to levy this conservation area REET.

[5] §82.46.010.
[6] §36.32.570.

If Chelan County were to impose the Conservation Areas REET at the rate of 0.25 percent, the tax would be expected to generate roughly $400,000 per year, based on current REET collections.

6. Special Purpose Districts. Special purpose districts, such as park and recreation districts, park and recreation service areas, public facilities districts, public utility districts, and water-sewer districts, may levy property taxes and/or assessments, or issue general obligation bonds for parks and recreational facilities. A public facilities district may also levy sales taxes. In general, approval of 60 percent of 40 percent of voters who participated in the last preceding general election is necessary to implement these financing mechanisms. In some cases formation of a district requires a petition signed by registered voters in the proposed district and subsequent approval by a majority of voters, though park and recreation service areas and public facilities districts may be initiated by resolution of the Board of County Commissioners. Special districts are discussed in somewhat more detail later in this report.

Of these options, the Conservation Futures property tax and/or bonding present the best options for Chelan County to fund parks and open space. The county may levy a Conservation Futures tax up to $0.0625 per $1,000 of assessed value (or $6.25 per $100,000 value) to acquire development rights and other real property rights and interests of any open space land, farm and agricultural land, and timberland and to operate and maintain such lands. Besides offering dedicated funding for land conservation acquisition and stewardship, the Conservation Futures Tax may be levied by the county without approval of the voters and is not subject to limitations upon regular property tax levies. Should Chelan County impose the Conservation Futures Tax, it could raise an estimated $433,000 a year for parks, open space, and land conservation in the county.

Issuing general obligation bonds would provide a large pool of funding which allows immediate purchase of land while it is still available, and presumably at a lower price than in the future. However, a public vote would be required and expenditures of bond proceeds are limited to capital and land acquisition purposes.

City Revenue Options

The following options present opportunities for financing land conservation for the City of Wenatchee:

1. Property Tax. The City may ask voters to increase the regular city property tax via a levy lid lift, which requires majority approval of voters at a general or special election. For example, a 0.1 percent increase in the property tax levy would generate nearly $200,000 annually at a cost of $24 per year to the average homeowner in the city.

Estimated Revenue & Costs of Property Tax Increase
City of Wenatchee

Tax Rate Increase		Assessed Valuation	Annual Revenue	Cost / Avg. House
0.0625	$	1,969,727,938	$123,108	$15
0.10	$	1,969,727,938	$196,973	$24
0.15	$	1,969,727,938	$295,459	$36
0.20	$	1,969,727,938	$393,946	$48
0.25	$	1,969,727,938	$492,432	$60

Sources: Total county assessed value, Wenatchee Budget 2009; median home price $240,900, *Wenatchee World*, Feb. 1, 2010.

2. Bonding. The City could issue general obligation bonds and levy property taxes to pay the debt service on the bonds. For unlimited tax general obligation bonds, 60 percent of the electorate must approve issuance of general obligation bonds, which must be validated by a voter turnout of at least 40 percent of those who voted in the last general election. The city could also issue revenue bonds; however a revenue source must be identified to pay the debt service on these bonds. A $3 million general obligation bond, payable over 20 years, would cost the average homeowner approximately $29 annually.

Bond Financing Costs for City of Wenatchee

20-year Bond Issues at 5.0% Interest Rate
Assessed Value = $1.9 billion

Bond Issue Size	Annual Debt Svce	Tax Rate Increase	Cost / Year / $215K House
$1,000,000.00	$80,242.59	0.04	$10
$3,000,000.00	$240,727.76	0.12	$29
$5,000,000.00	$401,212.94	0.20	$49
$10,000,000.00	$802,425.87	0.41	$98

Sources: Total county assessed value, Chelan County Levy Book 2008; median home price $240,900, *Wenatchee World*, Feb. 1, 2010.

3. Utility Tax. Cities may impose a utility tax on natural gas, electric, and telephone up to 6 percent by legislative approval, and at a rate that exceeds 6 percent if approved by a majority of city voters. There is no limit on other utilities.

   Wenatchee imposes the tax at 6 percent on electric, gas and telephone utilities. Eight cities impose a voter-approved utility tax above the statutory limit of 6 percent. In September

2004, voters in Olympia approved a 3 percent increase in the city's utility tax to support parks, trails, open space, and sidewalks. Revenue from the increase is estimated at roughly $2.2 million per year. In February 2007 the City of Port Townsend asked voters to approve a proposition to increase the city's utility tax from 6 percent to 10 percent to fund public safety, parks, streets, and library projects. The measure did not receive the support of a majority of voters (45 percent approval).

An increase of 1 percent (from 6 percent to 7 percent) on the tax on electric, natural gas, and telephone utilities in Wenatchee would generate roughly $400,000 per year.

4. Sales and Use Tax. Wenatchee does not have any capacity to impose additional sales and use tax for parks and open space, though it may dedicate a portion of existing sales tax revenue for parks and open space purposes. The current sales tax rate of 0.85 percent generates approximately $7.8 million per year.

5. Real Estate Excise Tax. Similarly, the City currently levies the REET at the maximum allowable rate and does not have legal authority to levy any additional tax on real estate transactions. The existing REET in Wenatchee generates roughly $720,000. Revenues are used primarily for street projects.

Supplemental Funds

Additional local revenue sources could be sought to supplement a county or city open space program, such as impact fees associated with development projects and recreation user fees. Impact fees, or monetary exactions other than a tax or special assessment, are levied by counties, cities and towns in connection with the approval of a development project to defray all or part of the cost of public facilities related to the development project. Public facilities include publicly owned parks, open space and recreational facilities; public streets and roads; school facilities; and fire protection facilities.[7]

In general, impact fees may not exceed the estimated reasonable cost of providing the service or facility and shall not be levied to make up for deficiencies in public facilities serving existing developments. Impact fees also may not be used for maintenance and operations. The local ordinance by which impact fees are levied must include a schedule of impact fees, which shall be adopted for each type of development activity based on a formula, or other such calculation that considers the cost, availability of other funding, amongst other items.[8] Proceeds from impact fees must be earmarked specifically and retained in special interest-bearing accounts, and must be expended or encumbered within 6 years of receipt.[9] As of 2006, 24 percent of cities and 12 percent of counties in Washington imposed impact fees.[10] The average total impact fee in Washington is

[7] §82.02.090(7).
[8] §82.02.060.
[9] §82.02.070.
[10] http://www.ci.sammamish.wa.us/files/document/2911.pdf

$1,680 while the average parks impact fee in the state is $400 (compared to national averages of $2,401 and $538, respectively).[11]

Drawbacks to impact fees include potential opposition from developers and affordable housing advocates, as the fees are generally passed on to buyers in the form of higher prices. Also, fees are often used in very specific locations, although they have in some instances been utilized to provide city and countywide services.

Other smaller local revenue sources exist to support a county parks and conservation program, such as donations, bequests, and philanthropic support, but have not been examined in this report. Within Washington, even the most successful land trusts and conservation organizations have very limited financial resources in comparison to formal, funded local government programs.

Special Purpose Districts

In Washington, special purpose districts are limited purpose local governments separate from a city, town, or county government. Generally they perform a single function, though some perform a limited number of functions. They provide an array of services and facilities including electricity, fire protection, flood control, health, housing, irrigation, parks and recreation, library, water-sewer service and more recently stadiums, convention centers, and entertainment facilities that are not otherwise available from city or county governments. Over the years, the Washington legislature has enabled more than 80 different special purpose districts.

Special purpose districts are generally created through the county legislative authority to meet a specific need of the local community. The need may be a new service or a higher level of an existing service. The districts are usually quasi-municipal corporations though some are statutorily defined as municipal corporations.

Most special purpose districts in Washington derive revenues from real property taxes and are called taxing districts. Benefit assessment districts are formed to provide a specific service or benefit to land contained within the district boundary. These districts charge assessments based on the *benefit* to property rather than value of the property. Districts that can levy a benefit assessment include diking and drainage districts, horticultural districts, irrigation districts, mosquito districts, river and harbor improvement districts, and weed districts.

While there are some 80 different special purpose districts, the legislature has narrowly defined the purposes of these districts and their revenue authority. As such, it does not appear that authorization exists for creation of a special district that is specifically permitted to acquire land strictly for open space purposes (e.g., farmland easements). Purposes must be related to parks and recreation.

There are three types of districts that may offer potential as a vehicle for conserving land for parks and trails in the Foothills – they are a Parks and Recreation Service Area, Parks and Recreation

[11] 2006 National Impact Fee Survey, Duncan and Associates (May 2006)(based on single-family residence with 3 bedrooms, 2,000 square foot on 10,000 square foot lot).

District, and Metropolitan Park District. The districts vary slightly in terms of governance structure, procedures for creation and including incorporated areas, and financing authority. A comparison of recreation districts created by the Municipal Research and Services Center of Washington (MRSC) is provided in Appendix A of this report.

Chelan County Districts

On a less-than-countywide basis, the Manson Park and Recreation District operates a number of parks in the central-western portion of Chelan County. Located in the unincorporated community of Manson and including the city of Chelan, the Manson Park and Recreation District manages five parks—the Manson Bay Park (2 acres), Old Mill Park (23 acres), Singleton Park (10 acres), Willow Point Park (2 acres), and Wapato Lake Campground.

The Upper Valley Park and Recreation Service Area is located within the borders of Chelan County and was created in 1997 to enhance and broaden the range of park and recreation facilities available to Upper Valley residents, including development of a family aquatic center and a financing and maintenance plan. It finances itself through a property tax levy of $0.09350 per $1,000 of assessed valuation ($54,111 in revenue for 2006).

Public Utility District

The Chelan County Public Utility District (PUD) operates a utility system that includes water, sewer and wholesale fiber-optic services in addition to generating and delivering electricity to more than 47,000 retail customers in the county and utilities that serve customers across the Pacific Northwest.

In addition, the PUD developed 14 parks under recreation plans required by the federal government as part of its licenses to operate the Rocky Reach, Rock Island and Lake Chelan hydro projects. The parks total 801 acres and range from the 6-acre Manson Bay Park to the 197-acre Wenatchee Confluence State Park. Between 1978 and 1995, the District spent $67 million developing these recreational sites which are located along its hydro project reservoirs, as depicted below. Seven of the parks are operated by the District and the other parks operate via lease agreements with the Washington State Parks and Recreation Commission, Manson Parks and Recreation District, the city of Entiat, and the Port of Douglas County.

In cooperation with state wildlife agencies, the Chelan PUD maintains a wide variety of programs designed to meet specific license requirements for monitoring wildlife and related habitats to effectively address wildlife issues that may arise. The PUD currently owns and manages the 960-acre Home Water Reserve in the Wenatchee Foothills for the sole purpose of protecting mule deer winter range habitat. The PUD works cooperatively with Washington Department of Fish and Wildlife to manage the reserve and partners frequently with the Chelan-Douglas Land Trust on managing recreational use of the area. Currently recreational use of trails on the property is restricted in the winter months. The PUD could potentially purchase and manage other open space property within the county. Annual operating revenues of the PUD are roughly $212 million.

Irrigation Districts

There are several irrigation districts within Chelan County. In addition to the primary purposes for which irrigation districts are authorized (i.e. construction or purchase of works for the irrigation of lands), they may participate in and expend revenue on cooperative watershed management actions,

including watershed management partnerships and other intergovernmental agreements, for purposes of water supply, water quality, and water resource and habitat protection and management.[12]

A watershed management partnership may create a "separate legal entity" to conduct the cooperative undertaking of the partnership. Such a separate legal entity may contract indebtedness and may issue general obligation bonds.[13]

Port District

The Port of Chelan County was created in 1958 to make strategic investments in land, buildings, and infrastructure and to develop effective partnerships to improve the local economy of Chelan County. The Port owns and operates properties for business and industrial development, including the Pangborn Memorial Airport, the Olds Station Industrial Park, and a number of docks on the upper shores of Lake Chelan.

To supplement revenue generated by Port operations, state statutes authorize port districts to levy taxes on the valuation of the taxable property including a regular levy up to 0.45 per $1,000 of assessed valuation of the port district for general port purposes and an additional 0.45 per $1,000 of assessed valuation in taxes for dredging, canal construction or land leveling or filling. The Port has never sought to impose this additional tax levy, and does not envision doing so unless community needs alter to the extent that it should be considered. The current levy generates roughly $2.2 million (about 55 percent of total annual revenues).

The Port may purchase and manage lands to improve waterways and promote tourism, but it may not build parks unrelated to water.

Creating a Special District for Parks and Recreation

If a special district seems to be an appropriate vehicle for conserving land in the Foothills or greater Wenatchee area, then additional information would be needed to determine the revenue generation capacity of the entity, including the potential boundaries of the district, the taxable value of all property, current overlapping tax rates, and the number of parcels. In addition, since there is little precedent for utilizing such districts for land conservation purposes, it is advisable to obtain a formal legal opinion on the subject.

[12] §87.03.019.
[13] §39.34.210.

Local Conservation Finance in Washington

Local Washington Conservation Finance Measures
Approved by voters 1998 - 2009

Jurisdiction Name	Date	Description	Total Funds Approved	Conservation Funds Approved	% Yes
Bainbridge Island	Feb-95	Proposition No. 1, Bond issue for acquisition and development of specified lakefront property	$2,575,000	$1,287,500	64%
Bainbridge Island	Nov-01	Proposition 1; Bond for acquisition and preservation of forested areas, open space, wildlife habitat, farms, and trails and park creation	$8,000,000	$8,000,000	68%
Bainbridge Island Metropolitan Park & Recreation District	Nov-09	0.75 per $1,000 of assessed value levy lift for the purchase of open space and park improvements	$24,000,000	$18,000,000	54%
Bellevue	Nov-10	20-year, 12 cents per $1,000 of assessed value property tax levy for parks and open space	$40,500,000	$12,000,000	67%
Bellingham	Nov-90	Property tax for $7,000,000 for open space	$7,000,000	$7,000,000	67%
Bellingham	Nov-97	Property tax for $20,000,000 for open space	$20,000,000	$15,000,000	58%
Bellingham	May-06	10-year, 57 cents per $1000 property tax increase to fund the acquisition of greenways, open space, parks, and trails	$44,000,000	$44,000,000	59%
Gig Harbor	Nov-04	Bond to acquire waterfront open space and land to initiate restoration of boatyard for historical, cultural, and recreational purposes	$3,500,000	$3,500,000	62%
Greater Clark Parks District	Feb-05	27 cents per $1,000 property tax to create a metropolitan parks district	$40,000,000	$40,000,000	50%
Issaquah	Nov-88	Bond to puchase parkland	$600,000	$600,000	61%
Issaquah	Nov-06	Bond for the purchase of natural areas, parks, and trails, and for park improvements	$6,250,000	$3,500,000	74%
King County	Nov-89	Bond for green space, open space, parks and trail acquisition and improvement	$117,640,000	$117,640,000	67%
King County	Aug-07	6-year, 5 cents per $1,000 of assessed valuation for open space and trail acquisitions and for the Woodland Park Zoo	$105,000,000	$84,000,000	59%
Kirkland	Nov-02	Levy for Park Safety, Improvements and Maintenance; Bonds for open space, natural areas, wildlife habitat, playgrounds, playfields and parks	$8,400,000	$1,000,000	64%
Metro Parks Tacoma	Nov-05	Park improvement bond with some funding for land acquisition (3/5 required)	$84,300,000	$5,000,000	62%
Olympia	Sep-04	3% utility tax increase for parks, open space, and sidewalks	$45,000,000	$30,000,000	57%
Puyallup	Nov-97	Proposition No. 1, Bond for Purchase and Development of Bradley Lake Property	$5,900,000	$5,900,000	70%
San Juan County	Nov-99	Land Bank Proposition, 12-year, 1 percent real estate exise tax for conservation	$18,000,000	$18,000,000	73%
Seattle	Nov-00	Property tax increase for park maintenance and acquisition	$59,024,000	$31,000,000	55%
Seattle	Nov-10	6-year, .19 cents per $1,000 property tax increase for the preservation of open space, parks, trails and recreational activities	$145,500,000	$50,697,000	59%
Shoreline	May-06	Bond for open space, parks and trails	$18,795,000	$10,000,000	70%
Spokane County	Nov-97	5-year, .6 mill Property Tax Extension for the Existing Conservation Futures Tax for Parks, Open Space, Agricultural Lands, Water Quality, Wildlife Habitats	$5,000,000	$5,000,000	54%
Spokane County	Nov-02	5-year, 6 cents per $1000 property tax extension for open space, water quality, agricultural land	$5,500,000	$5,500,000	60%
			$814,484,000	$516,624,500	

Funding Quilt Case Studies

Below are two examples of how communities in the West are leveraging multiple funding sources to acquire land for the protection of agricultural lands, water resources, and the provision of open space, and recreation.

Gallatin County, Montana
Open Land Bonds

Over the past 35 years Gallatin County, in the Northern Rockies, saw its population increase by nearly 140 percent. To respond to growth and the community's desire to protect working ranches, Gallatin County pursued the development of an Open Land Conservation System implemented through various county plans, task force reports and regulatory changes. The Gallatin County Open Lands Board, a 15-member citizens' advisory panel, in conjunction with the Gallatin County Commission, the Planning Department, federal conservation agencies, local land trusts, conservation organizations, including The Trust for Public Land, and other stakeholders provided input and information throughout the strategic planning process.[14]

To support the Open Land Conservation System, citizens were asked in 2000 and 2004 to authorize the county to sell up to $10 million dollars in General Obligation Bonds, for conservation of agricultural and natural resource lands and water quality and quantity and to provide recreational opportunities. The voters overwhelmingly approved the two requests for a total of $20 million. In FY 04 the county also began receiving revenues generated by the sale of Open Land license plates.

The county's Open Lands Board reviews and approves all open space expenditures. The county has been extremely successful in leveraging its local bonds with state and federal money, including matching funds from the federal Farm and Ranchland Protection Program (FRPP), and from private donations. To date the Open Lands Board has completed 22 conservation easements and three park projects. The value of completed easements is more than $60 million. The county leveraged its investment of $12 million in local bond funds for easements by nearly $5 to $1 through funding from state and federal agencies and private donations of money and land value.[15]

For example, The Trust for Public Land (TPL), together with Gallatin Valley Land Trust (GVLT), Gallatin County Open Lands Board and Natural Resource Conservation Service (NRCS), completed a major conservation easement purchase, which protected 1,572 acres of farm and ranchland in the heart of the Gallatin Valley. The project was the largest conservation easement purchase ever funded in Montana through the FRPP. The easement, which has been appraised at $2,170,000, was purchased for a bargain price of $1,075,000. Funding for the purchase includes $437,500 from the Gallatin County Open Space Program, $537,500 from the FRPP, and $100,000 from the Doris Duke Charitable Foundation as part of its Greater Yellowstone Land Protection Initiative. The conservation easement, which significantly limits the future development potential of the property, allows traditional farming and ranching activities to continue and will be held by the Gallatin Valley Land Trust for long-term monitoring and stewardship.

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[14] Gallatin County Open Land Board History and Strategic Plan, January 1, 2008. http://www.gallatin.mt.gov/Public_Documents/gallatincomt_openlands/chapter1rebuild.pdf
[15] Ibid.

Boise, Idaho
Foothills Conservation Levy
For more than 30 years, Boise City officials, staff and citizens have thoughtfully considered plants, wildlife, rivers, slopes, recreation and public open spaces integral to the quality of life in their community. Numerous planning efforts have guided the city's growth and protected its natural resources, setting the table for an important community decision: How does the community protect public open space in the Boise foothills in the face of increasing development pressure.? With leadership of the Mayor, City Council and a grass-roots community coalition, the citizens of Boise passed a $10 million serial levy on May 22, 2001. The levy provides the city with an important tool to work with private property owners in conserving important open space corridors and creating a valuable public resource for future generations.[16]

The Foothills Conservation Advisory Committee, a 12-member body, appointed by the Mayor and confirmed by City Council, makes recommendations for the permanent protection of natural open space in the Boise Foothills and ensures that levy funds are spent wisely. As of the end of 2007, the City of Boise has protected a total of 3,198 acres with a market value of more than $27 million. The city leveraged its investment of $6 million in local levy funds by nearly $4 to $1 through funding from state and federal agencies and private donations of money and land value.

[16] Excerpted from City of Boise.org. http://www.cityofboise.org/Departments/Parks/Foothills/Conservation/History/page12101.aspx

Appendix A: Comparison of Recreation Districts

Source: Municipal Research and Services Center of Washington

Note this is a summary, consult statutes for actual provisions.

Park and Recreation District Ch 36.69 RCW	**Park and Recreation Service Area** RCW 36.68.400 - .620	**Metropolitan Park District** Ch. 35.61 RCW
History Ch. 58 Laws of 1957 authorized class AA counties to establish Park and Recreation Districts. Second, eighth, and ninth-class counties were given similar authority in 1959. No districts were formed under the original Recreation District Act for Counties. According to a 1982 Interagency Committee for Outdoor Recreation (IAC) survey 25 districts were formed after 1970 and ten after 1980. Most were formed to provide general recreation services or were formed solely to finance a new swimming pool or finance an existing one. *Recreation Resources: A Heritage for the Future, IAC 1986. Number: 54/56*	**History** Ch. 218 Laws of 1963 gave first class counties authority to establish park and recreation service areas in unincorporated areas within the county. In 1965 the authority to was extended to all counties. The ability to fund zoos and aquariums was added in 1985.	**History** Chapter 98, Laws of 1907 authorized cities of the first class to create metropolitan park districts (MPD). The statutes were amended by Chapter 88, Laws of 2002. Prior to 2002, cities under 5,000 and counties could not create metropolitan park districts. Now all cities and counties may form metropolitan park districts (MPDs) that include territory in portions of one or more cities or counties. The first MPD was formed by Tacoma in 1907. A second district was formed in Yakima around 1945 and functioned until 1969. After the 2002 amendments several MPD's were formed .
Purpose • To provide leisure time activities and facilities and recreational facilities, of a nonprofit nature as a public service to the residents of the geographical areas included within their boundaries. *(RCW 36.69.010)*	**Purpose** • To finance, acquire construct, improve, maintain, or operate any park, senior citizen activities center, zoo, aquarium, and, or recreational facilities as defined in RCW 36.69.010 which shall be owned or leased, and administered by a city or town, or park and recreation service area. *(RCW 36.68.400)* • To provide a higher level of park service. *(RCW 36.68.590)*	**Purpose** • To provide for the management, control, improvement, maintenance, and acquisition of parks, parkways, boulevards, and recreational facilities.

Government Type	Government Type	Government Type
• Municipal corporation. *(RCW 36.69.010)*	• Quasi-municipal corporation and independent taxing authority and taxing district possessing all the usual powers of a corporation for public purposes. *(RCW 36.68.400)*	• Municipal corporation *(RCW 35.61.040)*
Function and Powers	**Function and Powers**	**Function and Powers**

• Acquire and hold real and personal property;
• To dispose of real and personal property;
• To make contracts;
• To sue and be sued;
• To borrow money
• To grant concessions;
• To make or establish charges, fees, rates, rentals and the like for the use of facilities (including recreational facilities) or for participation;
• To make and enforce rules and regulations governing the use of property, facilities or equipment and the conduct of persons thereon;
• To contract with any municipal corporation, governmental, or private agencies for the conduct of park and recreation programs;
• To operate jointly with other governmental units any facilities; or
• To hold in trust or manage public property;
• To establish cumulative reserve funds;
• To acquire, construct, reconstruct, maintain, repair, add to, and operate recreational facilities; and,
	• Acquire, construct, own or lease, operate parks, senior citizen activities centers, zoos, aquariums, and recreational facilities. *(RCW 36.68.400)*
	• To make contracts. *(RCW 36.68.400)*
	• To sue and be sued. *(RCW 36.68.400)*
	• May impose and collect charge use fees or other direct charges on facilities financed by the park & recreation area. *(RCW 36.68.550)*
	• Legislative authority may allow admission fees and charges on persons using facilities located within a park & recreation service area. *(RCW 36.68.550)*
	• May exercise any of the powers enumerated in Ch. 67.20 RCW (Parks, Bathing Beaches, Public Camps.) *(RCW 36.68.600)*
	• May enter into contract with any organization referred to in Ch. 67.20 RCW to conduct recreational program. *(RCW 67.20.020)*
	• Power to enact and enforce such police regulations not
		• May purchase, acquire and condemn lands within or without the boundaries of park district
		• May issue and sell warrants, short-term obligations, or general obligation bonds
		• May issue revenue bonds
		• Can petition for the creation of local improvement districts
		• May employ counsel, provide for park police officers, secretary of the board, and all necessary employees
		• May establish civil service for employees
		• Has power to regulate, manage and control, improve, acquire, extend and maintain, open and lay out, parks, parkways, boulevards, avenues, aviation landings and playgrounds, within or without the park district,
		• Has power to authorize, conduct and manage
		  ○ the letting of boats, or other amusement apparatus,
		  ○ the operation of bath houses,
		  ○ the purchase and sale of foodstuffs or other merchandise,
		  ○ the giving of vocal or instrumental concerts or other entertainments,

• To make improvements or to acquire property by the local improvement method. *(RCW 36.69.130)*	inconsistent with constitution and state laws as necessary for the government and control of the same. *(67.20.010 RCW)* • May accumulate reserves for stated capital purpose. *(RCW 36.68.530)* • May hire employees and may fund salaries and benefits of county, city, or town park employees who perform work within the service area. *(RCW 36.68.541)* • May exercise power of eminent domain. *(RCW 36.68.555)*	○ the management and conduct of such forms of recreation or business as it shall judge desirable or beneficial for the public, or for the production of revenue for expenditure for park purposes; • May sell, exchange, or otherwise dispose of surplus property • Can annex territory
Formation • By petition signed by not less than fifteen percent of the registered voters residing within the area. The petition shall designate the boundaries or describe the land to be included. It is to set forth the objective and state the benefit of the district. *(RCW 36.69.020)* • Requires resolution of city or town approving inclusion of the area with the corporate limits of city or town. *(RCW 36.69.030)*	**Formation** • In any unincorporated area by resolution adopted by county legislative body or by petition of 10% of registered voters in area. *(RCW 36.68.410)* • Contents of petition or resolution to contain: ○ boundaries of the service area ○ description of the purpose or purposes ○ an estimate of the initial cost of any capital improvements or services to be authorized in the service area. (*RCW 36.68.420)* • May include incorporated cities or towns. Requires resolution of city or town approving inclusion of the area within the corporate limits of city or town.	**Formation** • May include territory located in portions or all of one or more cities or counties, or one or more cities and counties, when created or enlarged. • Can be initiated by petition of at least 15 percent of the registered in the area and submitted to the county auditor of each county in which all or a portion of the proposed district would be located. *(RCW 35.61.020)* • Can be initiated by a resolution of the governing body or bodies of each city and/or county which includes a portion or all of the area in the district. • Petition or resolution submitting the question to the voters, shall indicate the choice and describe the composition of the initial board of commissioners of the district that is proposed under RCW 35.61.050 and shall list a name for the district. *(RCW 35.61.030)*

	(RCW 36.68.610) • Provision for verification of signatures are found in 36.68.430 RCW.	
Feasibility and Cost Studies • No requirements noted.	**Feasibility and Cost Studies** • Upon accepting petition or on passage of resolution the county legislative body orders an investigation of the feasibility of the proposed service area and determines initial costs. A report is to be available within 80 days of accepting the petition. *(RCW 36.68.440)*	**Feasibility and Cost Studies** • None required.
State Environmental Policy Act (SEPA) Review Since "creation of a district" is defined by SEPA regulations (WAC 197-11-704(2)(b)(iv)) as a "nonproject action," the proposed establishment of a park and recreation district is subject to SEPA review, which, at a minimum, requires a threshold determination under WAC 197-11-310(1).	**State Environmental Policy Act (SEPA) Review** Since "creation of a district" is defined by SEPA regulations (WAC 197-11-704(2)(b)(iv)) as a "nonproject action," the proposed establishment of a park and recreation service area is subject to SEPA review, which, at a minimum, requires a threshold determination under WAC 197-11-310(1).	**State Environmental Policy Act (SEPA) Review** Since "creation of a district" is defined by SEPA regulations (WAC 197-11-704(2)(b)(iv)) as a "nonproject action," the proposed establishment of a metropolitan park district is subject to SEPA review, which, at a minimum, requires a threshold determination under WAC 197-11-310(1).
Hearing • The Board of County Commissioners holds a hearing on petition within 60 days of receipt. *(RCW 36.69.040)* • Following the hearing, the Board designates a name or number of the district and fixes boundaries. *(RCW 36.69.050)*	**Hearing** • Within twenty days after the report is available, the county is to hold a hearing on the findings and determine whether the petition is accepted or dismissed. *(RCW 36.68.460)* • At the conclusion of the hearing, the County legislative body makes its determination for acceptance or dismissal	**Hearing** • None required for formation. • Hearing is required for annexation.

	based on the following: o Whether service areas objectives fit within framework of the county's park comprehensive plan and general park policies; o Exact boundaries of the service area; o Full definition or explanation of improvements to be financed; o Whether or not objectives of the service area are feasible; o Number or name of service area. • If satisfactory findings are made by the board of county commissioners, orders an election. If satisfactory findings cannot be made the petition is dismissed.	
Resubmittal of Petition • No restrictions noted.	**Resubmittal of Petition** • If rejected a new petition for the same area cannot be submitted for two years. *(RCW 36.68.460)*	**Resubmittal of Petition** • Not addressed.
Election to Form District • Ballot proposition authorizing the park and recreation district is submitted to voters at next general state election occurring sixty or more days after board fixes boundaries. • Initial park and recreation commissioners are elected at	**Election to Form District** • If satisfactory findings are made as outlined in RCW 36.68.460, the county legislative authority orders an election of the voters in the proposed service area to take place at the next general election or at a special election held for	**Election to Form District** • *Where No Boundary Review Board Exists* o Proposition authorizing creation of a MPD shall appear at the next general election, or at the next special election date specified under RCW 29A.04.330 occurring

same election.
• Ballot proposition shall be stated in such manner that the voters may indicate yes or no upon the proposition forming the proposed park and recreation district. *(RCW 36.69.070)*
• Proposition for initial capital or operational costs can be included at same general election (regular property text, excess levy or GO Bonds and bond retirement levy) to create district. *(RCW 36.69.070)*
	such purpose. *(RCW 36.68.470)*
	• Ballot proposition form is in RCW 36.68.470.
	• Proposition for initial capital or operational costs can be included at same general election (regular property text, excess levy or GO Bonds and bond retirement levy) to create district. *(RCW 36.68.480)*
		sixty or more days after the last resolution proposing the district is adopted, or the date the county auditor certifies the petition.
		  ○ Where a petition is filed with two or more county auditors, the county auditors shall confer and issue a joint certification
		• *Where Boundary Review Board Exists*
		  ○ Notice of the proposal shall be filed with the boundary review board
		  ○ A special election is held on the date specified under RCW 29A.04.330 that is sixty or more days after approved by boundary review board
		  ○ No Boundary Review Board review required if the proposed district only includes one or more cities
		• Election of Commissioners see Election of Five Commissioners At Formation

Passage of Proposition • Requires approval by majority of all votes cast. *(RCW 36.69.080)*	**Passage of Proposition** • Requires approval by a majority of the voters voting. *(RCW 36.68.500)*	**Passage of Proposition** • Requires approval by a majority of the voters voting. *(RCW 35.61.040)*
Governing Body • Board of five commissioners elected from designated districts for staggered, four year terms; election held in conjunction with general election in odd numbered years. *(RCW 36.69.090)* • Duties are:	**Governing Body** • Members of county legislative authority , acting ex officio if within county. If a city or town included, the Park & Recreation Service Area is governed by an interlocal cooperation agreement. If it is a multi-	**Governing Body** The metropolitan park board may be composed in any of the following alternatives: • Five commissioners may be elected at the same election creating the district; • For a district located entirely within one city or the unincorporated area of one county,

○ Elect chairman, secretary, and such other officers as it may determine it requires; ○ Hold regular public meetings at least monthly; ○ Adopt policies governing transaction of board business, keeping of records, resolutions, transactions, findings and determinations, which shall be of public record; ○ Initiate, direct and administer district park and recreation activities, and select and employ such properly qualified employees as it may deem necessary. *(RCW 36.69.120)*	county area, it is governed by interlocal cooperation agreement. *(RCW 36.68.400)*	the legislative authority of the city or county may act as the metropolitan park board; or • For a district located in multiple cities or counties, each legislative authority may appoint one or more members to serve as the board. • The governing structure of an existing (before June 13, 2002) metropolitan park district may not be changed without the approval of the voters *(RCW 36.61.050)* • Vacancies filled in accordance with Ch. 42.12 RCW (*RCW 35.61.050 (2)*). If more than one city or county, may fill vacancy by terms of interlocal agreement (*RCW 35.61.050 (4)*).
Finance - Revenue Authority • Regular property tax levy (maximum of $0.60 per $1000 assessed valuation) for a six-year period authorized when 60 percent of the voters in an election vote "yes" with a voter turnout equal at least to 40 percent of those voting in the last general election. Alternatively, as long as the number of "yes" votes is equal to at least 60 percent times 40 percent of the number of people voting in the last general election, the measure will pass. *(RCW 36.69.145)* • Limit on regular levy: Park and Recreation District will have levy capacity diminished if aggregate of junior and senior taxing district exceeds the $5.90	**Finance - Revenue Authority** • Regular property tax levy (maximum of $0.60 per $1000) for a six-year period authorized when 60 percent of the voters in an election vote "yes" with a voter turnout equal at least to 40 percent of those voting in the last general election. Alternatively, as long as the number of "yes" votes is equal to at least 60 percent times 40 percent of the number of people voting in the last general election, the measure will pass. *(RCW 36.68.525)* • Limit on regular levy: Park and Recreation Service Areas will have levy capacity diminished if	**Finance - Revenue Authority** • Two regular property tax levies available - 50 cents/$1000 assessed valuation and one of 25 cents. They are considered one levy for the purposes of the levy limits in Ch.84.55 RCW, but they have different rankings in the prorationing statute. Levy is permanent. (See Tax Authority on Metropolitan Park District Finance page) • Conduct forms of recreation or business beneficial for the public, or for the production of revenue for expenditure for park purposes *(RCW 35.61.130)*

limit. *(RCW 84.52.043(2)(a))* • Charges, fees, rates, rentals and the like for the use of facilities (including recreational facilities) or for participation. *(RCW 36.69.130)*	aggregate of junior and senior taxing district exceeds the $5.90 limit. (*RCW 84.52.043(2)(a))* • May charge fees or other direct charges on facilities. *(RCW 36.68.550)*	
Excess Levies and Bonds • Annual excess tax levy proposition for operating funds, capital outlay funds, and cumulative reserve funds as authorized by RCW 84.52.052. *(RCW 36.69.140)* • May issue general obligation debt, equal to one and one-fourth percent of the assessed valuation within the district. Of this 1 1/4 percent, 3/8 percent may be nonvoted (also called councilmanic) debt. The rest must be voted. Sixty percent of those voting must vote "yes" and the voter turnout must be at least 40 percent of that of the last general election. *(RCW 36.69.140)* • May issue LID bonds. *(RCW 36.69.200)* • May issue revenue bonds. *(RCW 36.69.350)*	**Excess Levies and Bonds** • Annual excess tax levy proposition for operating funds, capital outlay funds, and cumulative reserve funds as authorized by 84.52.052 RCW. *(RCW 36.68. 520)* • May issue voted general obligation debt equal to 2 1/2 of the assessed valuation within the service area. Of this 2 1/2 percent, 3/8 percent may be non-voted (also called councilmanic debt). The rest must be voted. Sixty percent of those voting must vote "yes" and the voter turnout must be at least 40 percent of that of the last general election. (*RCW 36.68.520)*	**Excess Levies and Bonds** • Authorized to levy general tax in excess of its regular property tax levy or levies when authorized to do so at a special election. *(RCW 35.61.210 and RCW 82.52.052)* • May issue general obligation debt in an amount equal to 2 1/2 percent of their assessed valuations. *(RCW 35.61.110*) Of this 2 1/2 percent, 1/4 percent may be nonvoted (also called councilmanic) debt. *(RCW 35.61.100)* The rest must be voted. (See Debt on Metropolitan Park District Finance page) • Can petition city for LID improvements (*RCW 36.61.220 - 240*) • May issue revenue bonds (*RCW 35.61.116*)
Fiscal Administration • County treasurer is treasurer of district. *(RCW 36.69.150)* • All expenditures are paid by warrants drawn by county auditor on county treasurer, pursuant to vouchers approved by the district board. *(RCW 36.69.150)* • District commissioners must compile an annual budget including all available funds and	**Fiscal Administration** • County treasurer is treasurer of service area. • Annual budget required in form prescribed by state auditor. May include cumulative reserve for capital purposes, all available funds and all anticipated income shall be included. *(RCW 36.68.530)* • May contract with county	**Fiscal Administration** • County treasurer of the county within which all, or the major portion, of the district lies is the ex officio treasurer the district. The district can designate someone else, if the board has received the approval of the county treasurer *(RCW 35.61.180)* • Contracts are to be by competitive bidding or Small Works Roster.

anticipated income for the ensuing year. Budget may include cumulative reserve for capital purposes. *(RCW 36.69.160)* • District commissioners must compile an annual budget including all available funds and anticipated income for the ensuing year. Budget may include cumulative reserve for capital purposes. *(RCW 36.69.160)*	to administer purchasing. *(RCW 36.68.570)* • Legislative authority may transfer proceeds from concessions for food and other services accruing to the county from food and other services from park or park facility in park and recreation service area to service area budget. *(RCW 36.68.560)* • May reimburse county for charges incurred by county current expense fund for expense of service area. *(RCW 36.68.570)*	*(RCW 36.61.135)*

Adding area - Enlargement
• Same procedure as creating district and all electors of district and proposed additional territory vote. *(RCW 36.69.190)*
	Adding area - Enlargement
	• Same procedure as creating the parks and recreation service area, by resolution or petition with vote of all electors in existing area plus proposed addition. *(RCW 36.68.620)*
		Adding Area - Enlargement
		• Territory by virtue of its annexation to any city that lies entirely within a park district shall be deemed to be within the limits of the metropolitan park district.
		• Such an extension of a park district's boundaries shall not be subject to review by a boundary review board independent of the board's review of the city annexation of territory. *(RCW 35.61.020)*
		• The territory adjoining a metropolitan park district may be annexed into the district upon petition and an election.
		  ○ The petition shall define the territory proposed to be annexed and must be signed by twenty-five registered voters, resident within the territory proposed to be annexed, unless
		  ○ The territory is within the limits of another city then it must be signed by twenty percent of the registered voters residing

		within the territory proposed to be annexed. *(RCW 35.61.250)*

Dissolution
• In the matter provided in Ch. 53.48 RCW relating to port districts. For county with population of 210,000 or more and inactive for five years see Ch. 57.90 RCW.
• See procedures outlined in Ch. 36.96 RCW - Dissolution of inactive special purpose districts
	Dissolution
	• In the matter provided in Ch. 53.48 RCW relating to port districts.
	• See procedures outlined in Ch. 36.96 RCW - Dissolution of inactive special purpose districts
		Dissolution
		• A district may be dissolved by majority vote of members.
		• Upon dissolution the district's liabilities are prorated, and turn over to the city and/or county to the extent the district was respectively located in each, when:
		  ○ (1) Such city and/or county, through its governing officials, agrees to, and petitions for, such dissolution and the assumption of such assets and liabilities, or;
		  ○ (2) Ten percent of the voters of such city and/or county who voted at the last general election petition the governing officials for such a vote. *(RCW 35.61.310)*
		• Disincorporation of district located in county with a population of 210,000 or more and inactive for five years, see Chapter 57.90 RCW

For list of districts see Washington Park & Recreation Special Districts		

Contacts:

Kitty Craig
Conservation Services
The Trust for Public Land
1011 Western Ave, #605
Seattle, WA 98104
(206) 274-2923
kitty.craig@tpl.org

Wendy Muzzy
Conservation Finance Program
The Trust for Public Land
1011 Western Ave, #605
Seattle, WA 98104
(206) 274-2914
wendy.muzzy@tpl.org
http://www.tpl.org

Appendix G. Foothills Case Studies

Boise Foothills Case Study

The city of Boise is located in southwestern Idaho, about 40 miles from the Oregon border. The populous city serves as the state capital and the Ada County seat. Like the city of Wenatchee, Boise is bordered by expansive foothills that accommodate new growth and provide scenic views, recreational opportunities, and an abundance of wildlife and undeveloped open space. Although a larger landscape than Wenatchee, Boise has faced many issues similar to those facing city of Wenatchee and Chelan County. A closer look at Boise will offer insight into how to plan for and balance multiple needs in the Wenatchee foothills.

Landscape Overview

The city of Boise lies on a flat, high-desert plain, along the Boise River. In a short distance, the city transitions from urban life to wild spaces as the Boise foothills rise steeply from the city's northeastern edge, providing a striking and scenic backdrop to the city. Comprised of rolling hills, steep slopes, prominent ridges, canyons, and gulches, the foothills provide opportunities for residential development and recreational activities, as well as oases for local wildlife. While small streams run south to southwest across the foothills, the area is arid and characterized by steep, sage-studded slopes with sensitive and erosion-prone soils.

The Boise foothills encompass a vast expanse of open space totaling more than 80,000 acres, stretching from the city of Boise northeast into Ada County and Boise County to the northeast. Approximately 60 percent of this area is in private ownership, while 40 percent is public, managed cooperatively by the City of Boise, Ada County, Boise County, Idaho Department of Lands, Idaho Department of Fish and Game, Bureau of Land Management, and U.S. Forest Service. In 2000, public agencies developed the Public Land Open Space Management Plan for the Boise Foothills, which identifies a common vision for the foothills and establishes management guidelines and actions for the area.

The Foothills Planning Area

The city of Boise and Ada County work together to guide development and activities within the roughly 16,000 acres of foothills that border the city of Boise. This area, known as the "Foothills Planning Area," is highly valued by residents for its natural beauty and easy recreational access. The area makes up 21 percent of Boise's total acres, and is the least developed of all areas in the city. The planning area is designated as the city's "area of impact," which indicates an area of future annexation and provides the city with some level of oversight in land-use activities.

Boise City Community Profile

2008 Ada County Population: 380,920

2008 Boise City Population: 205,314

City of Boise Foothills Planning Area: 15,086 acres

Greater Boise Foothills Area: 80,467 acres (60% private, 40% public)

2008 Median Household Income: $51,842

2008 Median Per Capita Income: $32,133

Median Age: 35.1 years

Race: 92.1% white, 1.3% black, 6.5% Hispanic or Latino

Median Home Value: $160,000

Major Economic Sectors: Government, Boise Cascade, MicroTek

Political Spectrum: 52% Republican, 48% Democrat as voted in 2008 Presidential election

Source: 2000 Census, Foothills planning sources

About 3,000 acres of the planning area is dedicated to park, recreation, open space, and public use, while 17 percent (2,700 acres) is comprised of residential uses, primarily single-family homes. Key trends and issues in the foothills planning area include:

- Population in the foothills is expected to increase by 6 percent by 2025, adding an additional 250 households and 1,000 residents.
- Several new low-density subdivisions have been built in the foothills since 2000. Development activity in this area has been controversial due to the area's visual and recreational significance and access constraints. Overall, development is constrained by a variety of conditions, including steep slopes, lack of sewer, low-density zoning, and limited access. The city of Boise and Ada County are working to determine who will guide remaining land-use decisions in the foothills. The city's draft Comprehensive Plan, "Blueprint Boise," outlines numerous land-use policies for the planning area.
- Foothills topography constrains utility development and extension and emergency service delivery. Overall, the cost of providing urban services to the foothills is typically higher than in other areas of Boise City due to these constraints.
- The Foothills Conservation Advisory Committee has protected 8,200 acres as permanent public open space and is working with landowners on additional open space acquisitions.
- Wildfire risk is relatively high in the foothills, and is a consideration in the siting and development of residential homes.
- The Ridge-to-Rivers trail system encompasses more than 125 miles of multi-use trails throughout the larger Boise foothills area. The area is managed cooperatively be numerous agencies, but coordinated through the Boise Parks and Recreation Department.

Planning in the Foothills

In the early 1990s, a wildfire set blaze to more than 15,000 acres of land in the Boise foothills. The event spurred the development of numerous plans aimed at better managing human use in the natural environment. Since then, the city and others have developed several plans to guide development, recreational use, and protection efforts in the area, including: the 1993 Ada County Ridge-To-Rivers Pathway Plan, developed by the Ada Planning Association, which established the foundation for improving pathways including streets, multi-use trails, and paths in Ada County; the 2000 Public Land Open Space Management Plan for the Boise Foothills, which provides comprehensive guidance on activities in the larger 80,000-acre Boise foothills and establishes the multi-agency management partnership of the area; and the current update of the city's comprehensive plan, Blueprint Boise, which will provide comprehensive policies and ordinances to guide land-use activities within the city's planning area. Neighborhood plans such as the Barber Valley Specific Plan and the Collister Neighborhood Plan also play a role in guiding neighborhood-specific development.

Recreation in the Foothills

The Boise foothills provide a host of recreational activities such as biking, hiking, and rock climbing. The Ridge-to-Rivers partnership is a collaborative effort between Boise Parks and Recreation, Ada County Parks and Waterways, Bureau of Land Management, U.S. Forest Service, and Idaho Fish and Game Department to provide more than 125 miles of trails throughout the greater Boise foothills. Staffed by permanent and seasonal staff, the partnership maintains trails and coordinates special projects to maintain and improve the trail system. Coordinated by Boise Parks and Recreation Department and overseen by the Foothills Conservation Advisory Committee, the Ridge to Rivers program plays a critical role in trail planning, management, oversight, and community engagement. In 2008, over 2,000 volunteer hours were logged in construction, maintenance, and resource management. The program supports its work through state grants, private funds, and volunteer power.

Since 2001, the program has conducted trail user surveys to measure community satisfaction and priorities. Some findings of interest include: many users aren't concerned with their impact on wildlife; many users want more off-leash dog

areas (even though 120+ miles are off-leash); users want to learn about ecology, etc. while they're on the trail; and there's little support for trail designations or user timing restrictions.

The Natural Environment

A key goal of the Public Land Open Space Management Plan for the Boise Foothills is the protection and restoration of native vegetation to protect soils, prevent erosion, and promote healthy habitat. The steep grade of much of the foothills and frequent slope failures place a heavy burden on the need for healthy plant communities and restoration of key areas. Each agency with jurisdiction in the larger Boise foothills has taken steps to reduce the impact of human activities on the natural environment, requiring re-vegetation in disturbed areas, and, in some cases, prohibiting off-trail use, designating seasonal use, and installing educational signage. The high level of soil disturbance in the foothills invites weeds and exotic species to colonize and hinder the re-establishment of native vegetation. In Ada County, Ada County Weed and Pest Control (ACWPC) works with other agencies to inventory and manage weed infestations.

Habitat and Wildlife

The Boise foothills are home to mule deer, elk, and a host of other mammals, making planning for people and for wildlife an essential task. The large population of wintering mule deer and elk require special treatment and habitat buffers. Planning efforts work to protect and restore core habitats to supply cover, water, refuge, food, and space for species to roam and migrate. From November to April, the Boise Front is vital winter range for mule deer. The eastern part of the foothills—the area with the most dense mule deer populations—is closed to vehicles from January 1 to April 1 to protect the herd. Rocky mountain elk also depend on the foothills for winter range; however, the number of year-round resident elk is increasing.

Six main habitat types exist in the foothills: grasslands, upland shrub community, forest, mountain shrub, riparian, and planted woodlands. Many native grassland communities have been adversely impacted by development, fire, weeds, and grazing. To conserve these areas and improve opportunity for growth and re-establishing communities, foothills partners have designated areas of high conservation value and identified critical wildlife areas and corridors. To achieve conservation goals in these areas, the city, county, and BLM protect critical habitat through land acquisition, conservation easements, land use and management planning, and zoning. Boise Parks and Recreation has enacted specific measures such as prohibiting swimming and dog training in all ponds, providing bridges to reduce water resource impacts, and installing fencing and signage to direct use.

Land Use

Beyond the city of Boise's foothills planning area, land is primarily managed for its resource value. Public landowners, including the Bureau of Land Management, U.S. Forest Service, State of Idaho, Idaho Fish and Game, Army Corps of Engineers, Ada County, and Boise County, work together to manage natural resources, wildlife, and recreational use. Private land ownership in the foothills is characterized by single-family residential uses. Since 2000, several subdivisions have been built in the foothills, spurring the city of Boise to propose more stringent land-use policies in the update of its current comprehensive plan. Local agencies have encouraged private landowners to utilize land conservation tools to protect property through conservation easements and other education programs.

The city of Boise has taken significant steps to guide development in the foothills in a manner that protects the natural environment and scenic features while also protecting recreational amenities and wildlife habitat. Specific policies, tools, and techniques the city has employed include:

- Development of a "Hillside and Foothills Area Development Ordinance" that regulates excavation, grading, and placement of building envelopes.
- Development of Foothills Design Guidelines that guide site development, design, grading, road improvements, re-vegetation, building standards, and other design features.
- Requirement of buffers of undeveloped open space on private lands adjacent to public lands.
- Development of a bonus density and credit transfer system to encourage preservation of open space and agricultural/rangeland while providing landowners with greater incentive to increase density in less sensitive/significant areas. The density bonus and credit transfer can also apply to moving development from areas designated unbuildable to buildable areas.
- Requirement of a planned unit development process for new development of subdivisions in the foothills that regulates floodway development and management, prohibits gated development, requires traffic impact studies, requires application of foothills-friendly design guidelines (governing color palette, architectural integrity, signage, landscaping), and requires Prohibition of development on slopes of 25 percent or greater and in floodways.
- Policies to protect steep slopes where there is fire danger, compromised viewsheds, and negative impacts of cut-and-fill techniques from lot development or road building.
- Designation of prioritized areas for development and land conservation.
- Wildfire prevention policies limiting density and requiring fire-suppression systems for areas beyond a maximum distance from emergency services.
- Policies to encourage development of open space and the trail system as well as better integrating development with existing public lands and providing additional access points and trails.
- Policies to reduce impervious surfaces and maintain natural drainage ways and vegetation near water resources.

Community Involvement and Support

Conservation Finance Measures

In 2001, 59 percent of Boise voters passed a two-year serial levy to raise $10 million for conservation and permanent protection of high-priority lands identified in the 2000 Boise Foothills Open Space Plan for Public Lands. At the start of the preservation effort, a scattered ownership of public and private lands characterized the 80,000 acres of open space in the larger Boise foothills. Since that time, the Foothills Conservation Advisory Committee, composed of 12 volunteers appointed by the Boise Mayor, has been working to efficiently utilize the serial levy funds to conserve foothills land in a variety of ways including fee-title ownership, conservation easements, trail easements, or land exchanges amongst federal and/or state agencies.

Since 2002, more than 8,000 acres of land has been protected through purchase, donation, conservation easement, and land exchange, helping to consolidate ownership and improve management across the Boise foothills. Land conservation efforts have expanded existing public ownership, opened new areas to public use, and protected important areas for wildlife habitat. Overall, conserved lands have a total fair market value of $27,209,000 with only $6,302,000 of serial dollars expended, illustarting the significant leverage (nearly 4 to 1) of levy funds.

Citizen Advisory Committees

The most active citizen advisory committee in the foothills is the Foothills Conservation Advisory Committee (FCAC), which was formed following the passage of the serial levy in 2001. The FCAC is composed of 12 community volunteers appointed by the Mayor and confirmed by the City Council; two committee members are youth. Committee members serve three-year terms and are selected for their interest in public recreation and natural resource management issues, leadership, and individual areas of expertise. The FCAC ensures serial levy funds are spent wisely and provides critical oversight and guidance on land conservation and protection efforts, education programs run by the Foothills Learning Center, and management and development efforts led by the Ridge to Rivers program.

Community Education and Engagement Programs

The Foothills Learning Center is operated by the City of Boise Parks and Recreation Department and is based on the belief that people protect what they love and love what they understand, so building knowledge and love of the natural world is the key to protecting it. Programs at the learning center are designed to educate residents and visitors of all ages about the value of the Boise foothills through environmental education classes, interpretive signs, and direct experience with the outdoors. The Ridge-to-Rivers program and the Boise Foothills Open Space Management program are also housed at the learning center, providing a one-stop excursion to see all facets of the work in the foothills.

Key Partnerships

The driving partnership in the Boise foothills planning area is the Boise City-Ada County partnership, which collaboratively plans and manages the 15,000 acre-planning area that sees the most human activity in the foothills.

Across the larger foothills landscape, a multitude of local, state, and federal agencies collaborate to manage and protect wildlife areas, recreational use, and critical habitat. The collaborative foothills management plan created in 2000 identifies common goals, values, and management objectives that guide the actions of the various public and private agencies and organizations working in the area. The management responsibilities and commitments are further established through a Memorandum of Understanding developed by the City of Boise, Ada County, Boise County, Idaho Department of Lands, Idaho Department of Fish and Game, Bureau of Land Management, and U.S. Forest Service..

Another key partner in the foothills includes the Land Trust of the Treasure Valley (LTTV), a non-profit land trust dedicated to conserve natural, scenic, recreation, and agricultural values of the Treasure Valley, including the Boise foothills. LTTV formed in 1996 when Ada and Canyon counties experienced tremendous growth and the need for land protection was evident. The land trust works with southwest Idaho's private landowners to protect land through conservation easements and cooperative agreements.

The Nature Conservancy (TNC) has also been a key partner in the foothills, working with public land agencies to purchase land and facilitate land exchanges to help consolidate public land ownership in the area. TNC also contributes funding for environmental education efforts led by the Foothills Learning Center; this funding helps the center with interpretative signage, native plant landscaping, and development of educational materials.

Helena South Hills and Open Land Case Study

Helena's South Hills and Open Lands system provides a worthy case study of collaboration, strategic planning, and community support for a trails and open space system within close proximity to a medium-sized city in Montana. The city, in collaboration with the local land trust, county, federal agencies, and citizens has developed a management and ownership strategy to guide development and use of the 12,000+-acre South Hills, including the 1,700-acre city-owned open lands system.

Landscape Overview

The city of Helena lies at the southern end of the Helena Valley in the heart of southwestern Montana. About midway between Glacier and Yellowstone national parks, Helena is surrounded by ore-rich mountain ranges, fish-filled lakes and streams, and rich agricultural lands. Ten Mile and Prickly Pear creeks border the city to the east and west, with Mount Helena and Mount Ascension forming a formidable southern boundary of the city. The city is bisected by a railroad and Highway 15 runs along its eastern boundary, providing easy access to southern Montana through the Helena National Forest.

Surrounded by Helena National Forest, the greater Helena area is rich with wildlife and a variety of plant communities. Ponderosa pine woodlands, Douglas fir forests, grasslands, and shrublands provide sanctuary to coyote, fox, black bear, mountain lions, bobcats, deer, elk, birds, reptiles, and amphibians.

The South Hills and Helena Open Lands

Overview

The South Hills stretch from the city of Helena's southern boundary into the Helena National Forest (HNF), encompassing an area of more than 12,000 acres. Helena's Open Lands (HOL) system is the gateway to the South Hills, providing more than 1,700 acres of city-owned trails and open space at the backdoor of Helena's residents. The HOL system provides a dramatic scenic backdrop to Helena with the foothills and ridges of Mount Helena and Mount Ascension shaping the city's southern boundary. The South Hills provide a unique, close-to-home recreational opportunity for Helena residents and visitors, providing easy access to trails and open space for hiking, walking, jogging, mountain biking, winter sports, and horseback riding and hunting (on HNF lands).

Land Ownership

The South Hills consists of more than 12,000 acres owned and managed in concert by the city of Helena, Helena National Forest, Bureau of Land Management (BLM), State of Montana, and the Prickly Pear Land Trust. The HOL system encompasses more than 1,700 acres and includes the two major recreation areas around Mount Helena and Mount Ascension; this area has been slowly assembled and protected in public ownership over the past 100 years. More than 700 acres

Helena Community Profile

County: Lewis and Clark; Helena is the county seat and the state capital

City of Helena Population: 29,351

Lewis and Clark County Population: 60,925

Land Area: 14 square miles

Median Household Income: $44,002

Median Per Capita Income: $26,311

Median Age: 39.2

Race: 94.3% white, 2.7% Hispanic

Median Home Value: $179,800

Individuals Below Poverty Level: 11.1%

Major Economic Sectors: Government (35%); Services, finance, insurance, real estate (36%)

Political Spectrum: 52% Democrat; 45% Republican (2008 county election results)

Land Ownership: 56% public land (countywide); 23% public land (citywide)

Sources: Census Bureau 2008 Estimates, Lewis and Clark County, City of Helena

of the HOL system have been acquired in the last ten years with open space bond funding approved by Helena voters in 1996.

Beyond the HOL system lies a mix of federal, state, and private ownership, laced with 75 miles of non-motorized trails used by hikers, bikers, equestrians, and hunters. Approximately 33 miles of trail are on city-owned open space, 27 miles are on HNF lands, 1.5 miles are on BLM lands, and 13.5 miles are on private land. The most heavily used trails are adjacent to city neighborhoods, most of which are owned by the city. As one moves from the city-owned land into HNF lands, the trails becomes less dense, and trailheads farther apart.

The Prickly Pear Land Trust (PPLT) has been integral to purchasing and accepting donations of land within the HOL system boundary and the greater South Hills; between 1998 and 2009, the PPLT protected more than 1,600 acres in the South Hills area through acquisition, donation, and facilitation of land exchanges. The PPLT also plays a critical role in trails coordination and management of the HOL system.

Land Management

While ownership boundaries in the South Hills are clear, management boundaries and responsibilities overlap given the interconnected nature of the landscape. Trails and vegetation management and maintenance funding are the key components of an overall land management strategy.

Trail Management

The PPLT has established itself as the go-to organization on trail issues throughout the South Hills; while the organization provides perspective on the larger South Hills system, it is the official trails coordinator for the city of Helena, providing trail planning, event organization, grant writing, and maintenance and management on a contract basis. The partnership provides the city with an affordable and efficient management of the trail system, and provides PPLT with the opportunity to have a robust trail program and build organizational membership by engaging the community in volunteer events. The land trust has over 100 volunteers who work on trails, holds an annual "Trail Run" and four to five trail work days, and organizes trail walks.

The partnership and cooperation of Helena National Forest is also key to the success of trail management in the South Hills. The city of Helena and Forest Service have a cooperative agreement in the form of a Memorandum of Understanding to "work together to achieve common goals of enhancing the recreational uses and natural resource conditions of the Mount Helena City Park and adjacent Helena National Forest lands."

Vegetation Management

Vegetation management of the HOL falls on the shoulders of the city and to the city's natural resource coordinator, who was hired in 2008. Prior to 2008, all management duties were overseen by the city's parks and recreation department. Weeds, and more recently, forest management are the primary areas vegetation management for the city. The city has transitioned to a more active management model due to the challenging nature of weed and forest management; the pine bark beetle epidemic in the West has hit Helena's forests hard, requiring an aggressive forest management strategy.

The Tri-county FireSafe Working Group has been integral to communicating the challenges with overloaded, diseased forests and developing an coordinated strategy to properly treat and manage the landscape in the greater Helena Valley. The city has been an active member of the working group since 2002. Participation in the working group has not only provided a more integrated approach to management of Helena's open lands, it has also raised awareness of grant funding opportunities to support vegetation management efforts.

Funding

A mix of private and public dollars support land management efforts in Helena's open lands and beyond. The 1996 open space bond set aside some funds dedicated to management and maintenance, but those funds have not fully met the management needs of the landscape. And while the city has been successful in securing public grants to fund open lands projects, many of those sources require match funding, which can be challenging to raise.

In 2007, the Helena City Commission voted to assess properties citywide to create an Open Space Maintenance District for the HOL system. In total, the assessment generates $156,000 annually (based on a flat fee of $7 per property plus extra for impervious surface in excess of 2,222 feet). The district provides funding for labor, materials, supplies, and other expenses to maintain and manage the HOL system. The management scope includes forest, forest fuel reduction for potential wildfires, noxious weed control, native plants protection, maintenance and development of trails and trailheads, wildlife protection, boundary identification and maintenance, cultural resource identification and protection, wetlands protection and other issues related to maintenance and care of the HOL system. Due to the management needs of the pine bark beetle infestation, the city assessed an additional one-time $10 fee per property as part of the open space maintenance district assessment in 2009.

Landscape Planning and Priorities

Several planning efforts led by the city, county, nonprofit organizations, and advocates have dealt with parks, recreation, and open space issues in the greater Helena area over the past 15 years. Many of these established the foundation for the 2003 South Hills Trails Plan and 2004 Helena Open Lands Management Plan. Planning efforts of note include:

1995 Mount Helena Management Plan. Inspired by concerns over trail conflicts on Mount Helena, the City of Helena and Helena National Forest developed a plan focusing on lands within the park as well as the adjacent Forest Service Lands along the Mount Helena Ridge Trail.

- **1997 Helena Area Linked Open Space Plan.** Created by trail advocates, this plan envisioned a series of trail and linked open space corridors throughout the Helena area.
- **1998 Comprehensive Parks, Recreation and Open Space Plan.** The City of Helena and Lewis and Clark County partnered on a county-wide plan for public parks in the area
- **2001 City of Helena Growth Policy Plan.** The City of Helena adopted the state-mandated Growth Policy in 2001; the 2009 update of this policy is underway. The Growth Policy establishes basic objectives for land use and development within the city's jurisdiction. The policy reflects a strong desire to conserve open space, protect environmental quality, and provide adequate parks and recreation opportunities. The policy also directs new development to areas that minimize environmental degradation, reduces risk in the wildland-urban interface, and supports further acquisition of open space given available funding and the provision of long-term maintenance.
- **2003 South Hills Trails Plan.** The city of Helena and the Prickly Pear Land Trust developed a plan focused on trails issues in the greater South Hills area.
- **2004 Helena Open Lands Management Plan.** Led by city of Helena in close partnership with the Forest Service, Prickly Pear Land Trust and representatives of the Helena Open Lands Management Advisory Committee, this comprehensive plan established management priorities and objectives for the HOL system. The city chose to undertake the

plan as city-owned acreage doubled in the South Hills over the course of five years.

Planning efforts highlight the community's top concerns for the greater South Hills: protection of natural character and aesthetic values, wildfire mitigation, wildlife protection, noxious weed control, recreational use, urban growth containment, long-term funding solutions, and management needs. The 2004 management plan highlighted five immediate implementation priorities: weed control, signage, funding, fire mitigation, and access/trails. In recent years, management priorities have focused on forest management, specifically the pine bark beetle infestation, and improving trail connections throughout the South Hills.

Land-use Planning and Jurisdictional Coordination

The city and county have actively planned for growth and development in the South Hills over the years. In 1985, the city and county adopted the South Hills Planning Study, which focused on addressing key jurisdictional development issues such as road development, stormwater, soil erosion, weed control, and fire protection. The study prompted the city of Helena to adopt extraterritorial zoning over the South Hills, better regulating development in the area. The South Hills fall under the city's "Open Space/Residential District" which "provides for residential development consistent with physical constraints, the natural capacity of the land, and available public and private services."

The city and county are currently updating the 2001 Growth Policy Plan, which will help inform future amendments to city and county code regarding development in the South Hills. Overall, the city and county are well coordinated when it comes to land-use planning. Elected leadership supportive of collaboration has helped facilitate coordination as well as the establishment of consolidated parks and planning commission boards.

Community Involvement and Support

The Helena community has shown support for open space conservation and trails in the South Hills through voting for conservation finance measures, being involved in advisory committees and community meetings, and volunteering for work parties and other activities led by the PPLT.

Conservation Finance Measures

In 1996, Helena voters approved a $5 million bond to fund acquisition and management of open space and construction of parks. With that funding, the city doubled its acreage in the Mount Helena and Mount Ascension recreation areas and developed the 2004 management plan for the landscape. In 2008, Lewis and Clark County voters narrowly approved a $10 million open space bond for water quality, wildlife, open spaces, and farmland protection. The funding will primarily be used to purchase conservation easements from willing landowners throughout the county. The Helena City Commission has also shown leadership in developing a sustainable approach to funding maintenance and management of the open land system through maintenance district assessments.

Citizen Advisory Committees

To implement the 1996 and the 2008 bond measures, citizen advisory committees were developed to advise how to best utilize open space funds. The Helena City Commission also appointed an advisory committee to develop and recommend the implementation of the 2004 Helena Open Lands Management Plan. The Helena Open Lands Management Advisory Committee (HOLMAC) holds annual open houses to share progress on goals and objectives and provide a forum for discussing other issues of importance in the South Hills.

Volunteer Programs

The PPLT leads volunteer programs in the South Hills area. For six years, the land trust has held regular trail workdays where citizens can help with trail

maintenance and management. The land trust also leads summer trail walks to provides citizens with the opportunity to learn about new trails, plants, animals, and gain an appreciation for the Helena outdoors.

The city of Helena and Helena National Forest coordinate a number of citizen science survey programs to gather important data on the flora and fauna in the greater South Hills. In 2009, the city, Forest Service, and members of the Last Chance Audubon Society Chapter monitored flammulated owls on National Forest and City of Helena lands. The city is also developing an adopt-a-trail program to get citizens and local businesses involved with weed and trail management.

Key Partnerships

Several partners—private and public—have been involved in protecting the open spaces and developing trails in the South Hills. Some key players and programs include: Prickly Pear Land Trust (PPLT); City of Helena; Fish, Wildlife and Parks Recreational Trails Program; Helena National Forest; Tri-county FireSafe Working Group; Bureau of Land Management; Montana Fish and Wildlife Conservation Trust; Helena Bicycle Club; Great Divide Cycling Team; the Base Camp; The Conservation Fund; Montana Conservation Corps; Helena Schools; Land And Water Conservation Fund; as well as private landowners, PPLT members and volunteers.

Additional information of note: The county and city have maximum standard of 11 percent for road development; managing overwintering mule deer has been an challenge for the town due to their strong presence in town – a mule deer working group has been established to deal with management and control issues; dogs are allowed off-leash in the Helena Open Lands system, but they must be under voice command; vandalism seems to be a spotty problem throughout the system and local enforcement helps patrol problem sites.

Missoula Open Space Planning Case Study

The city and county of Missoula, Montana maintain a unique partnership to meet the various needs of a growing population and wildlife through planning and developing a coordinated system of trails and open space throughout the greater Missoula valley. The comprehensive approach to balancing growth with the needs of conservation and recreation provides insight into how communities like Wenatchee and Chelan County may do the same.

Landscape Overview

Missoula lies amidst the forest in the heart of the Rocky Mountains in western Montana. Surrounded by Lolo, Flathead, and Bitterroot National Forests, the city sits in a broad valley at the confluence of the Clark Fork, Bitterroot, and Blackfoot rivers. The Flathead Indian Reservation lies to the north along the Flathead River's fertile valley and abundant forests.

The confluence of rivers, lakes, forests, agricultural lands, foothills, and mountains in the Missoula valley host thriving native plant communities and abundant wildlife. Some large-game species that frequent the area include deer, elk, moose, bear, and big-horn sheep. The foothills of Missoula provide important winter forage for local fauna, especially elk and mule deer. And local lakes and streams provide strong fisheries of trout(including the endangered Bull trout), bass, and pike..

Missoula Open Space System

Overview

In the 1990s, the Missoula valley faced rapid growth, land subdivision, and development. Driven by citizens' concerns about the loss of open space, the city and county launched a planning process to create a vision and plan for an open space system in the greater Missoula valley to balance new growth with the protection of community character and valuable open space. An area totaling roughly 160,000 acres, the geographic scope of the Missoula Open Space System includes the Missoula urban area and its fringe, surrounding foothills, mountains, agricultural lands, and river valleys. A mix of public and private lands makes up the system, with the majority of public ownership surrounding the city of Missoula, stretching from the foothills into the forested mountains. The agricultural valleys are primarily in private ownership, with some floodplain and wildlife-rich areas protected by conservation easements held by the National Wildlife Federation and the Five Valleys Land Trust.

The open space system is anchored by major open space "cornerstones" or priority conservation and recreation areas. The majority of these lands are managed for their wildlife values, scenic beauty, and passive recreation such as hiking, bird watching, and river access. Mount Sentinel, Mount Jumbo, and the North Hills—an area totaling roughly 3,000 acres—are

Missoula Community Profile

2008 Missoula County Population: 107,320 ††

2008 Missoula City Population: 68,202*

County size: approximately 2,600 square miles (1,673,698 acres)

City size: 23.91 square miles

Missoula Open Space Planning Land Area: 160,000 acres (50% public, 50% private)

Median Household Income: $36,521*

Median per Capita Income: $22,180†

Median Age: 30.9 years†

Race: 92% white, 2.3% American Indian, 2.4%Hispanic or Latino†

Median Home Value: $229,800

Individuals Below Poverty Level: 23.7%*

Major Economic Sectors: wood products, government, medical, education, small business, and tourism*

Political Spectrum: 61% Democrat, 35% Republican (based on 2008 presidential election) ‡

Sources:
**US Census 2008 estimate*
†US Census 2006-2008 estimate
‡Montana Office of Elections
***Missoula Area Chamber of Commerce*
††Missoula County – Missoula Measures

three prominent cornerstones that surround the city of Missoula, providing recreational opportunities and important wildlife habitat for local fauna.

Land Management

At the core of management of lands in the greater Missoula open space system is the partnership of Missoula County and the city of Missoula. Important partnerships and management agreements with local, state, federal agencies, and private organizations is also integral to managing land to meet human and wildlife needs. As discussed in more detail later in this case study, the open space conservation funding passed by city voters in 1995 only provided funds for land acquisition within the open space system. While those funds purchased more than 3,300 acres of open space, they did not make any provisions for management or stewardship of those lands. To address the management gap, local groups and state and federal agencies stepped in to work on area management plans, vegetation and weed control plans, as well as trail maintenance of newly acquired sites like Mount Jumbo. Volunteer efforts led to the Mount Jumbo Management Plan, Conservation Lands Vegetation Management Plan, and other interim plans for newly acquired land.

While land management throughout the open space system is achieved through important on-the-ground partnerships with entities such as the University of Montana, the city of Missoula parks and recreation department takes the lead for implementing open space objectives and maintaining the city's urban parks as well as public lands acquired or protected using the 1995 bond funds. Important cornerstones such as Mount Jumbo and Mount Sentinel lie outside of the city limits, but the city still cover managements costs of these lands, primarily through general fund tax dollars.

In 2002, a review of the city's open space program concluded that while land acquisition since the passage of the 1995 bond had been very successful, there was a strong need for more funds and staff for land management activities. In 2004, with the help of funding from the Missoula Weed District, the city hired its first Conservation Lands Manager and reorganized internal staff to assist with land management issues ranging from signage and use permits to vegetation and trail building and closures.

While the Conservation Lands Manager now works with the Urban Forester and Parks Maintenance Manager in the Parks Department to manage the entire open space system, area groups still play a crucial role in shaping the open space and natural areas of Missoula valley through partnerships for acquisition, protection, and restoration. Efforts are underway to create a management plan for all current and future conservation lands in the open space system.

Wildlife Management

A key partnership for the city of Missoula is the collaborative management of winter-range lands on Mount Jumbo by the city; Five Valleys Land Trust; Rocky Mountain Elk Foundation; and Montana Fish, Wildlife, and Parks. Following the purchase of Mount Jumbo, a management plan was developed for the area and established winter recreational closures in critical areas (December 1 to March 15 each year) to allow elk to access the southern slopes for forage and increase chances of winter survival. The plan also ranked properties for future acquisition, giving high priority to those that support the elk life cycle and preserve natural areas and open space.

Land Use

From 1970 to 2004, the acres of land available for residential development in the greater Missoula area increased 228 percent due to land subdivision and subsequent open space conversion. The population increased 70 percent over this same time period; by 2004, there was approximately one acre of residential development per person, compared to half that amount in 1970.

Missoula County Planning

With the development of the Missoula Open Space Plan in the 1995, city and county coordination around land-use planning and development increased significantly. City and county planners are instrumental in carrying out the open space vision during review of subdivision and zoning proposals and drafting long-range plan. The Missoula County Office of Planning and Grants (OPG) identifies and maps critical natural resources, reviews subdivision and zoning proposals, and develops recommendations for county leaders regarding parkland dedication and preservation of natural resources. Overall, Missoula County has invested heavily in the protection of natural resources through its parks and open space program; natural resource inventories; funding for conservation easements and land acquisition; adoption of riparian protection standards; and, more recently (2006), the establishment of an Open Lands Working Group, which provided recommendations on how to enhance the ability of rural landowners to engage in voluntary land conservation.

City and County Land-use Planning Tools

While the foundation of the Missoula Open Space Plan is voluntary land acquisition through purchase, donation, land exchange, easements, and deed restrictions, these methods are complemented by a framework of city and county regulations designed to balance development with the objectives in the Open Space Plan. Major measures include:

- **Parkland Dedication Requirements.** The state mandates 11 percent of the net lotted being divided into half-acre lots (or smaller) be set aside as parkland; a developer may also make a cash donation in-lieu of parkland dedication.
- **Park Design Standards.** City and county park design standards define acceptable types of open space in a proposed subdivision.
- **Subdivision Regulations.** City and county subdivision regulations encourage the preservation of open space beyond the 11 percent parkland dedication requirement by clustering homesites through Cluster Development or Planned Unit Development standards. The city and county may also impose condition on subdivision approval to minimize impacts on natural resources and wildlife.
- **Riparian Setbacks.** City and county zoning and subdivision regulations prohibit development within a buffer zones of important riparian resources. Setbacks are applied on a case-by-case basis and range from 20 feet (for small ditches) to 100 feet (for major rivers and wildlife corridors).
- **Zoning.** City and county zoning requirements provide for varying densities, development types, and special districts to provide for more open space within development areas. City and county regulations restrict development in the 100-year floodplain of local rivers, creeks, and other water bodies to protect stormwater storage and other floodplain functions to protect downstream areas from flooding.

Landscape Planning and Priorities

The city and county began actively planning for open space in the early 1990s through the 1995 Missoula Area Open Space Plan. In 2006 the community updated the plan to move the city toward the next stage of open space protection. The goals of the Missoula Urban Open Space Plan —2006 Update include:

- Preserve natural systems through open space acquisition and conservation easements to protect and maintain areas that sustain human, plant, and animal communities; natural areas and open spaces of local and regional significance; places of refuge and travel corridors for animals and people; and water resources like rivers, aquifers, and recharge areas.
- Protect areas that reflect community open space values like geologic,

historic, archaeological, cultural resources; scenic viewpoints and viewsheds; and agricultural lands.

- Create greater connection between urban areas and open spaces with links to other major open lands adjacent to the urban area with appropriate public access, including pedestrian and bicycle access.
- Employ a broad range of financial and administrative tools in conservation of open space such as, public-private partnerships, fee acquisitions, conservation easements, regulatory codes, leveraged funding, volunteer and pro bono expertise.

As noted above, the city is developing a detailed management plan for the landscape with the guidance of a 20-member working group tasked to update existing plans, policies, and guidelines; identify priority projects; explore funding mechanisms; and engage the public in the management planning process.

Community Involvement and Support

The community of Missoula has been extremely active in their protection of open space. From convening an Open Space Advisory Committee in 1991 to passing two bond measures in 1995 and 2006, the community has rallied around open space conservation, planning, and funding.

Conservation Finance Measures

In 1980, the city passed a $500,000 citywide Open Space Bond to purchase the Milwakee Railroad Bed (now the Kim Williams Trail), 125 acres on Mount Jumbo, and a 501-acre conservation easement on the face of Mount Sentinel.

In 1995, the city voters passed a $5 million open space bond to fund the acquisition of more open space and implement the Missoula Urban Area Open Space Plan. Bond monies were successfully used to purchase more 3,300 acres of open space including cornerstones such as Mount Jumbo (1,498 acres) and Mount Sentinel (950 acres). Building on the success of the 1995 bond, another open space bond was passed in 2006 for $10 million to the protect of open space and the natural amenities of Missoula's open spaces.

Citizen Advisory Committees

The Open Space Advisory Committee formed in 1991 continues to play an active role in working with both the city and county on open space issues. Other government groups have additional citizen advisory boards incorporated into their planning processes, like the Master Parks and Recreation Plan and the Mount Jumbo Management Plan. The Mount Jumbo Advisory Committee oversees implementation of the Mount Jumbo Management Plan. Membership includes at least one member of the Missoula Parks and Recreation Board, one member of the Montana Department of Fish, Wildlife and Parks, one member of the Lolo National Forest, one member landowner of property adjacent to Mount Jumbo and up to eight members from the community at large (up to two residing in the County).

The Missoula County Open Lands Working Group is another prominent citizen group managed by the Five Valleys Land Trust. The group convenes landowners across the county to share information about voluntary land protection and to provide an opportunity for community discourse on current land conservation efforts. Volunteer Programs

As discussed above, when land acquisition began using 1995 bond funds, no provision was made management and maintenance of acquired lands. Several groups and agencies assumed the responsibility for management of the conservation lands, including the University of Montana; Rocky Mountain Elk Foundation; Missoula Weed District; Montana Fish, Wildlife, and Parks; U.S. Forest Service; North Missoula Community Development Corporation and Hill and Homestead

Coalition; Five Valleys Land Trust; Save Open Space; and numerous other local groups.

Key Partnerships

The city and county coordination on land-use planning and open space conservation efforts in the greater Missoula area is supported by an interlocal agreement. Partners such as the Five Valleys Land Trust, National, Wildlife Federation, Rocky Mountain Elk Foundation, and Trust for Public Land have been instrumental to working with private landowners on land conservation and leveraging local funding with important state and federal grant monies. State and federal agencies also play an important role in coordinating large-scale wildlife and natural resources management and land protection in the greater Missoula area.

Appendix H. Wenatchee Foothills Native Plant List

The following list was compiled by Pamela Camp, Bureau of Land Management with contributions from Julie Sanderson, Ellen Kuhlmann, and Susan Ballinger of the Washington Native Plant Society.

Family Name	Genus	Species	Common Name	Native, Introduced
Aceraceae	Acer	glabrum	Douglas maple	NA
Aceraceae	Acer	macrophyllum	bigleaf maple	NA
Anacardiaceae	Rhus	glabra	smooth sumac	NA
Apiaceae	Lomatium	ambiguum	Wyeth biscuitroot	NA
Apiaceae	Lomatium	canbyi	Canby's biscuitroot	NA
Apiaceae	Lomatium	dissectum	fernleaf biscuitroot	NA
Apiaceae	Lomatium	geyeri	Geyer's biscuitroot	NA
Apiaceae	Lomatium	gormanii	Gorman's biscuitroot	NA
Apiaceae	Lomatium	macrocarpum	bigseed biscuitroot	NA
Apiaceae	Lomatium	nudicaule	barestem biscuitroot	NA
Apiaceae	Lomatium	triternatum	nineleaf biscuitroot	NA
Asteraceae	Achillea	millefolium	common yarrow	NI
Asteraceae	Acroptilon	repens	Russian Knapweed	IN
Asteraceae	Agoseris	glauca	pale agoseris	NA
Asteraceae	Agoseris	grandiflora	bigflower agoseris	NA
Asteraceae	Antennaria	dimorpha	low pussytoes	NA
Asteraceae	Antennaria	microphylla	littleleaf pussytoes	NA
Asteraceae	Antennaria	stenophylla	narrowleaf pussytoes	NA
Asteraceae	Arctium	minus	burrdock	NA
Asteraceae	Artemisia	rigida	scabland sagebrush	NA
Asteraceae	Artemisia	tridentata	big sagebrush	NA
Asteraceae	Artemisia	tripartita	threetip sagebrush	NA
Asteraceae	Balsamorhiza	sagittata	arrowleaf balsamroot	NA
Asteraceae	Centaurea	diffusa	diffuse knapweed	IN
Asteraceae	Chaenactis	douglasii	Douglas' dustymaiden	NA
Asteraceae	Chrysothamnus	viscidiflorus	yellow rabbitbrush	NA
Asteraceae	Cirsium	arvense	Canada thistle	IN
Asteraceae	Cirsium	undulatum	wavyleaved thistle	NA
Asteraceae	Crepis	acuminata	tapertip hawksbeard	NA
Asteraceae	Crepis	atribarba	slender hawksbeard	NA
Asteraceae	Crepis	barbigera	bearded hawksbeard	NA
Asteraceae	Crepis	intermedia	limestone hawksbeard	NA
Asteraceae	Crepis	modocensis	Modoc hawksbeard	NA
Asteraceae	Crepis	occidentalis	largeflower hawksbeard	NA
Asteraceae	Erigeron	filifolius	threadleaf fleabane	NA
Asteraceae	Erigeron	linearis	desert yellow fleabane	NA
Asteraceae	Erigeron	poliospermus	purple cushion fleabane	NA
Asteraceae	Erigeron	pumilus	shaggy fleabane	NA

Family Name	Genus	Species	Common Name	Native, Introduced
Asteraceae	Erigeron	speciosus	aspen fleabane	NA
Asteraceae	Grindelia	sp.	gumweed	NA
Asteraceae	Haplopappus	bloomeri	rabbitbrush goldenweed	NA
Asteraceae	Haplopappus	carthamoides	large-fld goldenweed	NA
Asteraceae	Haplopappus	stenophyllus	narrow-lf goldenweed	NA
Asteraceae	Lactuca	serriola	prickly lettuce	IN
Asteraceae	Madia	glomerata	mountain tarweed	NA
Asteraceae	Madia	gracilis	grassy tarweed	NA
Asteraceae	Microseris	troximoides	false agoseris	NA
Asteraceae	Senecio	integerrimus	lambstongue ragwort	NA
Asteraceae	Taraxacum	officinale	common dandelion	NI
Asteraceae	Tetradymia	canescens	spineless horsebrush	NA
Asteraceae	Tragopogon	dubius	yellow salsify	IN
Asteraceae	Xanthium	strumarium	rough cockleburr	NA
Asteraceae	Wyethia	amplexicaulis	mules ears	NA
Berberidaceae	Mahonia	aquifolium	shiny Oregongrape	NA
Boraginaceae	Amsinckia	retrorsa	rigid fiddleneck	NA
Boraginaceae	Cryptantha	torreyana	Torrey's cryptantha	NA
Boraginaceae	Hackelia	diffusa	sagebrush stickseed	NA
Boraginaceae	Lithospermum	ruderale	western stoneseed	NA
Boraginaceae	Mertensia	longiflora	small bluebells	NA
Boraginaceae	Plagiobothrys	tenellus	Pacific popcornflower	NA
Brassicaceae	Alyssum	alyssoides	pale madwort	IN
Brassicaceae	Arabis	sp.	rockcress	NA
Brassicaceae	Cardaria	draba	whitetop	IN
Brassicaceae	Chorispora	tenella	crossflower	IN
Brassicaceae	Draba	verna	spring draba	IN
Brassicaceae	Idahoa	scapigera	oldstem idahoa	NA
Brassicaceae	Lepidium	perfoliatum	clasping pepperweed	IN
Brassicaceae	Lesquerella	douglasii	Douglas' bladderpod	NA
Brassicaceae	Phoenicaulis	cheiranthoides	daggerpod	NA
Brassicaceae	Sisymbrium	altissimum	tall tumblemustard	IN
Brassicaceae	Thysanocarpus	curvipes	sand fringepod	NA
Caprifoliaceae	Sambucus	cerulea	blue elderberry	NA
Caprifoliaceae	Symphoricarpos	albus	common snowberry	NA
Caprifoliaceae	Symphoricarpos	oreophilus	mountain snowberry	NA
Caryophyllaceae	Arenaria	congesta	ballhead sandwort	NA
Caryophyllaceae	Holosteum	umbellatum	jagged chickweed	IN
Caryophyllaceae	Silene	douglasii	seabluff catchfly	NA
Caryophyllaceae	Stellaria	nitens	shiny chickweed	NA

Family Name	Genus	Species	Common Name	Native, Introduced
Chenopodiaceae	Atriplex	spinosa	spiny hopsage	NA
Chenopodiaceae	Chenopodium	murale	nettleleaf goosefoot	IN
Chenopodiaceae	Kochia	scoparia	Mexican-fireweed	IN
Chenopodiaceae	Salsola	kali	Russian Thistle	IN
Convolvulaceae	Calystegia	sepium	hedge bindweed	NA
Convolvulaceae	Convolvulus	arvensis	field bindweed	IN
Crassulaceae	Sedum	lanceolatum	spearleaf stonecrop	NA
Cyperaceae	Carex	aquatilis	water sedge	NA
Cyperaceae	Carex	filifolia	threadleaf sedge	NA
Cyperaceae	Carex	nebrascensis	Nebraska sedge	NA
Cyperaceae	Carex	raynoldsii	Raynolds' sedge	NA
Cyperaceae	Eleocharis	palustris	common spikerush	NA
Cyperaceae	Scirpus	acutus	hardstem bulrush	NA
Cyperaceae	Scirpus	americanus	American bulrush	NA
Dipsacaceae	Dipsacus	sylvestris	Teasel	IN
Elaeagnaceae	Elaeagnus	angustifolia	Russian olive	IN
Fabaceae	Astragalus	purshii	woollypod milkvetch	NA
Fabaceae	Lupinus	laxiflorus	spurred lupine	NA
Fabaceae	Lupinus	sericeus	silky lupine	NA
Fabaceae	Lupinus	sulphureus	sulphur lupine	NA
Fabaceae	Medicago	sativa	alfalfa	IN
Fabaceae	Melilotus	albus	white sweetclover	IN
Fabaceae	Melilotus	officinalis	yellow sweetclover	IN
Fabaceae	Robinia	pseudoacacia	black locust	NA
Fabaceae	Vicia	villosa	hairy vetch	IN
Geraniaceae	Erodium	cicutarium	redstem stork's bill	IN
Grossulariaceae	Ribes	aureum	golden currant	NA
Grossulariaceae	Ribes	cereum	wax currant	NA
Hydrangeaceae	Philadelphus	lewisii	Lewis' mock orange	NA
Hydrophyllaceae	Hydrophyllum	capitatum	ballhead waterleaf	NA
Hydrophyllaceae	Nemophila	parviflora	smallflower nemophila	NA
Hydrophyllaceae	Phacelia	hastata	silverleaf phacelia	NA
Hydrophyllaceae	Phacelia	ramosissima	branching phacelia	NA
Lamiaceae	Salvia	dorrii	purple sage	NA
Liliaceae	Asparagus	officinalis	garden asparagus	IN
Liliaceae	Brodiaea	douglasii	Douglas' brodeae	NA
Liliaceae	Calochortus	macrocarpus	sagebrush mariposa lily	NA
Liliaceae	Fritillaria	pudica	yellow fritillary	NA
Liliaceae	Zigadenus	sp.	deathcamas	NA
Linaceae	Linum	.sp.	flax	?

Family Name	Genus	Species	Common Name	Native, Introduced
Loasaceae	Mentzelia	dispersa	bushy blazingstar	NA
Loasaceae	Mentzelia	laevicaulis	smoothstem blazingstar	NA
Malvaceae	Iliamna	longisepala	longsepal wild hollyhock	NA
Onagraceae	Epilobium	angustifolium	Fireweed	NA
Onagraceae	Epilobium	minutum	chaparral willowherb	NA
Onagraceae	Epilobium	paniculatum	tall annual willowherb	NA
Pinaceae	Pinus	ponderosa	ponderosa pine	NA
Pinaceae	Pseudotsuga	menziesii	Douglas-fir	NA
Plantaginaceae	Plantago	lanceolata	narrowleaf plantain	IN
Plantaginaceae	Plantago	major	common plantain	NA
Poaceae	Aegilops	cylindrica	jointed goatgrass	IN
Poaceae	Agropyron	cristatum	crested wheatgrass	IN
Poaceae	Agropyron	intermedium	Intermediate Wheatgrass	IN
Poaceae	Agropyron	repens	quack grass	IN
Poaceae	Agropyron	smithii	western wheatgrass	NA
Poaceae	Agropyron	spicatum	bluebunch wheatgrass	NA
Poaceae	Alopecurus	pratensis	meadow foxtail	IN
Poaceae	Arrhenatherum	elatius	tall oatgrass	IN
Poaceae	Bromus	commutatus	meadow brome	IN
Poaceae	Bromus	inermis	smooth brome	NI
Poaceae	Bromus	japonicus	Japanese brome	IN
Poaceae	Bromus	tectorum	cheatgrass	IN
Poaceae	Calamagrostis	rubescens	pinegrass	NA
Poaceae	Dactylis	glomerata	orchardgrass	IN
Poaceae	Distichlis	stricta	saltgrass	NA
Poaceae	Elymus	cinereus	giant wildrye	NA
Poaceae	Festuca	idahoensis	Idaho fescue	NA
Poaceae	Festuca	occidentalis	western fescue	NA
Poaceae	Festuca	ovina	sheep fescue	IN
Poaceae	Festuca	scabrella	rough fescue	NA
Poaceae	Koeleria	macrantha	prairie Junegrass	NA
Poaceae	Melica	bulbosa	Onion grass	NA
Poaceae	Phleum	pratense	timothy	IN
Poaceae	Poa	ampla	big bluegrass	NA
Poaceae	Poa	bulbosa	bulbous bluegrass	IN
Poaceae	Poa	cusickii	Cusick's bluegrass	NA
Poaceae	Poa	pratensis	Kentucky bluegrass	NI
Poaceae	Poa	secunda	Sandberg bluegrass	NA
Poaceae	Sitanion	hystrix	squirreltail	NA
Poaceae	Stipa	occidentalis	Western needlegrass	NA

Family Name	Genus	Species	Common Name	Native, Introduced
Poaceae	Stipa	comata	needle and thread	NA
Poaceae	Stipa	thurberiana	Thurber needlegrass	NA
Polemoniaceae	Collomia	grandiflora	grand collomia	NA
Polemoniaceae	Microsteris	gracilis	annual phlox	NA
Polemoniaceae	Phlox	longifolia	longleaf phlox	NA
Polemoniaceae	Phlox	speciosa	showy phlox	NA
Polemoniaceae	Polemonium	micranthum	annual polemonium	NA
Polygonaceae	Eriogonum	compositum	arrowleaf buckwheat	NA
Polygonaceae	Eriogonum	douglasii	Douglas' buckwheat	NA
Polygonaceae	Eriogonum	elatum	tall woolly buckwheat	NA
Polygonaceae	Eriogonum	heracleoides	parsnipflower buckwheat	NA
Polygonaceae	Eriogonum	niveum	snow buckwheat	NA
Polygonaceae	Eriogonum	ovalifolium	cushion buckwheat	NA
Polygonaceae	Eriogonum	strictum	Blue Mountain buckwheat	NA
Polygonaceae	Polygonum	aviculare	prostrate knotweed	IN
Polygonaceae	Rumex	crispus	curly dock	IN
Portulacaceae	Claytonia	lanceolata	lanceleaf springbeauty	NA
Portulacaceae	Montia	perfoliata	minerslettuce	NA
Potamogetonaceae	Potamogeton	sp.	pondweed	NA
Primulaceae	Dodecatheon	cusickii	Cusick's shootingstar	NA
Primulaceae	Dodecatheon	pulchellum	darkthroat shootingstar	NA
Primulaceae	Douglasia	nivalis	snow dwarf-primrose	NA
Ranunculaceae	Clematis	ligusticifolia	western white clematis	NA
Ranunculaceae	Delphinium	nuttallianum	twolobe larkspur	NA
Ranunculaceae	Ranunculus	aquatilis	whitewater crowfoot	NA
Ranunculaceae	Ranunculus	glaberrimus	sagebrush buttercup	NA
Ranunculaceae	Ranunculus	sceleratus	cursed buttercup	NA
Ranunculaceae	Ranunculus	testiculatus	hornseed buttercup	IN
Rhamnaceae	Ceanothus	sanguineus	redstem ceanothus	NA
Rhamnaceae	Ceanothus	velutinus	snowbrush ceanothus	NA
Rosaceae	Amelanchier	alnifolia	Saskatoon serviceberry	NA
Rosaceae	Holodiscus	discolor	oceanspray	NA
Rosaceae	Prunus	emarginata	bitter cherry	NA
Rosaceae	Prunus	virginiana	chokecherry	NA
Rosaceae	Purshia	tridentata	antelope bitterbrush	NA
Rosaceae	Rosa	woodsii	Woods' rose	NA
Rosaceae	Spiraea	betulifolia	shinyleaf spirea	NA
Rosaceae	Spiraea	douglasii	rose spirea	NA
Rubiaceae	Galium	boreale	northern bedstraw	NA
Rubiaceae	Galium	multiflorum	shubby, many-fld bedstraw	NA

Family Name	Genus	Species	Common Name	Native, Introduced
Salicaceae	Populus	balsamifera	black cottonwood	NA
Salicaceae	Populus	tremuloides	quaking aspen	NA
Salicaceae	Salix	exigua	narrowleaf willow	NA
Santalaceae	Comandra	umbellata	bastard toadflax	NA
Saxifragaceae	Lithophragma	bulbifera	bulbous woodland-star	NA
Saxifragaceae	Lithophragma	parviflorum	smallflower woodland-star	NA
Scrophulariaceae	Castilleja	thompsonii	Thompson's Indian paintbrush	NA
Scrophulariaceae	Collinsia	parviflora	maiden blue eyed Mary	NA
Scrophulariaceae	Mimulus	alsinoides	wingstem monkeyflower	NA
Scrophulariaceae	Penstemon	eriantherus	fuzzytongue penstemon	NA
Scrophulariaceae	Penstemon	pruinosus	Chelan beardtongue	NA
Scrophulariaceae	Penstemon	richardsonii	cutleaf beardtongue	NA
Scrophulariaceae	Verbascum	thapsus	common mullein	IN
Solanaceae	Solanum	dulcamara	climbing nightshade	IN
Typhaceae	Typha	latifolia	broadleaf cattail	NA
Ulmaceae	Ulmus	pumila	Siberian elm	IN
Valerianaceae	Plectritis	macrocera	longhorn plectritis	NA

THE TRUST *for* PUBLIC LAND

CONSERVING LAND FOR PEOPLE

Washington State Office
1011 Western Avenue, Suite 605
Seattle, WA 98104
Tel (206) 587-2447
Fax (206) 382-3414

Eastern Washington Office
25 North Wenatchee Avenue, Suite 206
Wenatchee, WA 98801
Tel (509) 888-0844
Fax (509) 888-0845

CHELAN~DOUGLAS LAND TRUST

Our Land, Our Water, Our Future

Bob Bugert, Executive Director
Chelan-Douglas Land Trust
PO Box 4461
Wenatchee, WA 98807
bob@cdlandtrust.org
(509) 667-9708