

BOARD OF COUNTY COMMISSIONERS  
DOUGLAS COUNTY, WASHINGTON

Ordinance No. TLS 16-08-37B

Amendments to the Greater East Wenatchee )  
Area Comprehensive Plan - North End Subarea Plan ) LAND SERVICES

WHEREAS, Douglas County has adopted a Comprehensive Plan pursuant to the Growth Management Act (GMA), RCW Chapter 36.70A, which covers all unincorporated areas within Douglas County, through a series of planning area Comprehensive Plans which were found to be consistent with each other and with the adopted GMA plans of adjoining jurisdictions; and

WHEREAS, the Douglas County Planning Commission has transmitted a recommendation of approval to this Board regarding amendments to Greater East Wenatchee Area Comprehensive Plan; and

WHEREAS, notice of all public hearings and public meetings on this matter have been published according to law.

WHEREAS, these amendments are a component of the North End Subarea Plan and Planned Action Ordinance.

NOW, THEREFORE, the Board of County Commissioners hereby adopts the Findings of Fact and Conclusions as set forth in Exhibit A and incorporate them in this ordinance by this reference as though fully set forth herein.

BE IT FURTHER, hereby resolved and ordained that the Board of County Commissioners adopt the amendments as set forth in Exhibit B.

This resolution shall be effective immediately. Dated this 10<sup>th</sup> day of October 2016 in East Wenatchee, Washington.




ATTEST:

  
Dayna Prewitt, Clerk of the Board

BOARD OF COUNTY COMMISSIONERS  
DOUGLAS COUNTY, WASHINGTON

  
Steven D. Jenkins, Chair

  
Dale Snyder, Vice Chair

**ABSENT**  
Ken Stanton, Member

## EXHIBIT A

### Findings of Fact:

1. Douglas County is subject to the requirements of the Growth Management Act (GMA).
2. Douglas County has adopted a Comprehensive Plan complying with the GMA and is amending the Comprehensive Plan and associated Greater East Wenatchee Area Plan with the addition of the North End Master Site Plan considered a Subarea Plan under GMA.
3. The North End Master Site Plan focuses growth in upland areas east of the Apple Capital Loop Trail and Rocky Reach trails, avoids environmentally and culturally sensitive shoreline areas, and promotes a range of land uses and infrastructure investments intended to enhance the employment and tourism opportunities of the UGA consistent with the policies of the Comprehensive Plan and associated Greater East Wenatchee Area Plan.
4. Douglas County is adopting design guidelines within the North End Master Site Plan to ensure compatible development consistent with the policies of the Comprehensive Plan and associated Greater East Wenatchee Area Plan.
5. The County has prepared an Environmental Impact Statement analyzing the potential environmental impacts of the North End Master Site Plan and identified mitigation measures that would be implemented through a Planned Action Ordinance consistent with RCW 43.21C.440 and WAC 197-11-164, -168, and -172.
6. Douglas County, in coordination with the City of East Wenatchee, initiated a sixty-day review under RCW Chapter 36.70A on June 2, 2016.
7. Douglas County has provided several opportunities for meaningful public involvement and has considered all comments received; and, as appropriate, has modified the subarea plan or mitigation measures in response to comments.

### Conclusions:

1. The City hereby finds that the proposed amendments to the text of the Greater East Wenatchee Area Comprehensive Plan are consistent with the procedural requirements of the GMA in RCW 36.70A.
2. The proposal has been processed in compliance with the procedural and substantive requirements of the State Environmental Policy Act, RCW 43.21C.
3. The proposed text amendments are consistent with and implement the goals and policies in the Greater East Wenatchee Area Comprehensive Plan and the Douglas County Regional Policy Plan.

4. Proper legal requirements of RCW 36.70A.106 and EWMC Title 19 were met and the community was given the opportunity to comment on the proposal at a duly noticed public hearing.

EXHIBIT B

# NORTH END MASTER SITE PLAN

## A Subarea Plan Implementing the Greater East Wenatchee Area Comprehensive Plan

City of East Wenatchee Ordinance 2016-15  
Douglas County Ordinance TLS 16-08-37B

October 2016

*Prepared for:*

Port of Douglas County



In collaboration with:

Douglas County



City of East Wenatchee



*Prepared by:*

BERK Consulting  
BergerABAM  
Cultural Resource Consultants  
MAKERS Architecture and Urban Design  
Transpo Group

# Table of Contents

1.0	Introduction .....	1-1
1.1	About this Plan .....	1-1
1.2	About the North End .....	1-2
	Growth Projections .....	1-3
	Natural and Built Environment Conditions .....	1-5
2.0	Vision and Guiding Principles .....	2-1
2.1	Vision Statement .....	2-1
2.2	Guiding Principles .....	2-1
3.0	Plan Concepts and Actions .....	3-1
3.1	Landscape Analysis .....	3-1
3.2	Design Principles .....	3-3
	Buffers and Transitions .....	3-7
	Nonmotorized Connections .....	3-7
3.3	Preferred Concept .....	3-8
3.4	Master Site Plan .....	3-10
	Land Use Concept .....	3-10
	Growth Range .....	3-13
	Land Use Location Options .....	3-15
	Public Spaces .....	3-15
	Transportation & Utility Network Options .....	3-17
	Development Phasing Options .....	3-24
4.0	Implementation Action Plan .....	4-1
4.1	Funding Plan .....	4-1
	Road and Utility Improvements .....	4-2
	Infrastructure and Land Values .....	4-3
	Phasing .....	4-8
	Funding Options .....	4-8
	Strategies and Recommendations .....	4-13
4.2	Planned Action Permitting and Standards .....	4-17
4.3	Continued Organizational Cooperation .....	4-18
5.0	Property Owner and Public Involvement .....	5-1
5.1	Workshops .....	5-1
5.2	Planned Action EIS Public Review .....	5-8

5.3 Legislative Hearings..... 5-9

6.0 Background ..... 6-1

6.1 Market Study..... 6-1

    Regional Market Analysis..... 6-1

    Land Use Competitive Assessment..... 6-2

6.2 Comparable Development Areas ..... 6-5

    North End Growth Range and Example Areas..... 6-5

    Hospitality Rooms..... 6-7

## Exhibits

Exhibit 1.1-1. North End Study Area ..... 1-1

Exhibit 1.2-1. Region and Study Area Map ..... 1-2

Exhibit 1.2-2. 2015-2035 Population Projections ..... 1-3

Exhibit 1.2-3. North Central Washington: Industry Employment Projections 2013-2023 ..... 1-4

Exhibit 1.2-4. Use Feasibility and Impact ..... 1-5

Exhibit 1.2-5. Existing Conditions Report Summary ..... 1-5

Exhibit 1.2-6. Natural Environment Features ..... 1-8

Exhibit 1.2-7. Utility Features..... 1-9

Exhibit 1.2-8. Existing Land Use ..... 1-10

Exhibit 1.2-9. Zoning and Shoreline Designations ..... 1-11

Exhibit 3.1-1. Site Observation Photos ..... 3-1

Exhibit 3.1-2. Landscape Analysis Overview ..... 3-3

Exhibit 3.2-1. Design Principles ..... 3-4

Exhibit 3.3-1. Rendered Concept Plan ..... 3-9

Exhibit 3.4-1. Future Land Use by Intensity and Category..... 3-10

Exhibit 3.4-2. Conceptual Land Use Plan ..... 3-11

Exhibit 3.4-3. Examples of Proposed Development by Land Use Concept Plan Category..... 3-12

Exhibit 3.4-4. Preferred Alternative ..... 3-13

Exhibit 3.4-5. Preferred Alternative ..... 3-14

Exhibit 3.4-6. Land Use Sub-Options..... 3-16

Exhibit 3.4-7. Proposed Transportation Improvements – North End..... 3-18

Exhibit 3.4-8. Transportation Costs..... 3-19

Exhibit 3.4-9. North End Utility Costs..... 3-20

Exhibit 3.4-10. Proposed Sewer and Water Plan ..... 3-22

Exhibit 3.4-11. Proposed Private Stormwater Plan..... 3-23

Exhibit 4.1-1. Stakeholder Agencies and Roles..... 4-1

Exhibit 4.1-2. Conceptual Road Network Cost Estimates, 2016\$ ..... 4-2

Exhibit 4.1-3. Utilities Costs ..... 4-3

Exhibit 4.1-4. Preliminary per Trip Costs – Pending Balance of Public and Private Shares ..... 4-3

Exhibit 4.1-5. Costs of Improvements, 2016\$..... 4-4

Exhibit 4.1-6. Land Value per Square Foot, 2015\$..... 4-5

Exhibit 4.1-7. Washington State Department of Transportation Share of Land in Study Area ..... 4-6

Exhibit 4.1-8. Washington State Department of Transportation Ownership in Study Area..... 4-7

Exhibit 4.1-9. Funding Sources Evaluation..... 4-13

Exhibit 4.2-1. Planned Action Process..... 4-17

Exhibit 4.3-1. Framework for Stakeholder Action..... 4-18

Exhibit 5.1-1. Healthy Lifestyle Business and Recreation Center ..... 5-2

Exhibit 5.1-2. Destination Shore Village..... 5-3

Exhibit 5.1-3. Wenatchi (Historic) Landing..... 5-4

Exhibit 5.1-4. Preliminary EIS Alternative Handout – December 2015..... 5-5

Exhibit 5.1-5. Community Meeting – July 2016 ..... 5-6

Exhibit 5.1-6. Community Meeting Planned Action Handout..... 5-7

Exhibit 6.1-1. Competitiveness and Impact Matrix..... 6-3

Exhibit 6.1-2. Competitiveness and Economic Development Impact Matrix ..... 6-3

Exhibit 6.1-3. Reference Site Table ..... 6-4

Exhibit 6.2-1. North End Growth Alternatives ..... 6-5

Exhibit 6.2-2. North End and Other Chelan-Douglas Areas and Floor Area Ratios (FAR) ..... 6-5

Exhibit 6.2-3. Example Comparison Areas – Chelan and Douglas Counties ..... 6-6

Exhibit 6.2-4. Hospitality Rooms – Wenatchee and East Wenatchee ..... 6-8

## Appendix

- A. Adopted Planned Action Ordinance
- B. Street Standards: Typical Street Sections for Public Roads
- C. Alignment Options: 35<sup>th</sup> Street NW-NW Empire Avenue to NW Cascade Avenue

# 1.0 INTRODUCTION

## 1.1 About this Plan

The North End Master Site Plan presents a unified and flexible blueprint to create a regional job center and tourist recreation destination at the north end of the East Wenatchee UGA. It serves as a subarea plan under the Growth Management Act. This plan includes a common development and design concept, capital improvement program, funding plan, and other implementation strategies for the 317-acre North End illustrated in Exhibit 1.1-1. The document also profiles the public involvement process, reviews alternatives considered, and summarizes the background information identified in the Existing Conditions Report.

A key implementation tool for this Master Site Plan is a Planned Action Ordinance that establishes a streamlined environmental review and permitting process for future development.

Development of the North End Master Site Plan has taken place during 2015 and the first half of 2016. The process included multiple stakeholder workshops, creation of land use and transportation options, an environmental scoping process, an Existing Conditions Report, a Planned Action Environmental Impact Statement (EIS) and Ordinance, and this Master Site Plan.

### North End Facts

**Location:** Lands north and south of Odabashian Bridge along the Columbia River in East Wenatchee's northern Urban Growth Area

**Area:** 317 gross acres (283 parcel acres, 34 acres right-of-way)

**Columbia River Frontage:** 1.24 miles

**Zoning:** Waterfront Mixed Use and General Commercial

**Highways:** US 2/97, SR 28

**Major Arterials and Collectors:** NW Empire Avenue, NW Cascade Avenue, 35th Street NW, 38th Street NW

**Recreation Features:** Apple Capital Loop Trail, Rocky Reach Trail

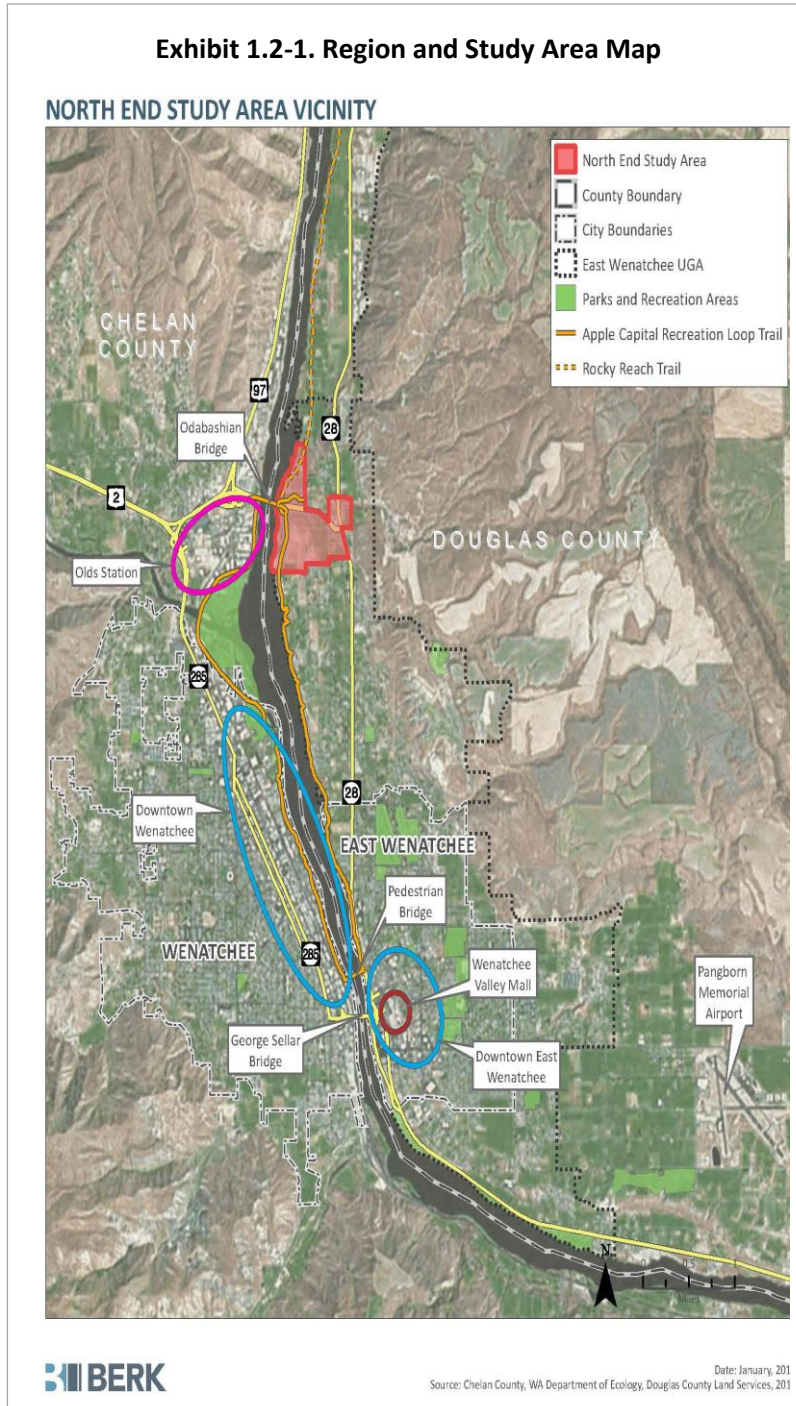
Exhibit 1.1-1. North End Study Area



Source: Port of Douglas County 2015

## 1.2 About the North End

The North End Study Area encompasses approximately 317 acres and is located adjacent to the east approach to the Odabashian Bridge in East Wenatchee’s northern Urban Growth Area (UGA). See Exhibit 1.2-1.



The North End Study Area is unique in its large parcel ownership along the Columbia River within the UGA. Zoning is a mix of Waterfront Mixed Use and General Commercial, which allow a range of high value uses.

Private ownership accounts for just over half (57.7%) of the land area, and public ownership comprises the remaining 42.3%. Public property owners include the Washington State Department of Transportation (WSDOT), Douglas County, Chelan County Public Utility District (PUD), and the East Wenatchee Water District.

The study area contains a County-owned segment of the Apple Capital Loop Trail, as well as the newly opened Rocky Reach Trail, which provides a bicycle and pedestrian connection north to Lincoln Rock State Park. WSDOT owns land for planned interchange improvements where US 2 meets US 97. It is likely some WSDOT land will be surplus for other purposes upon completion of the interchange design.

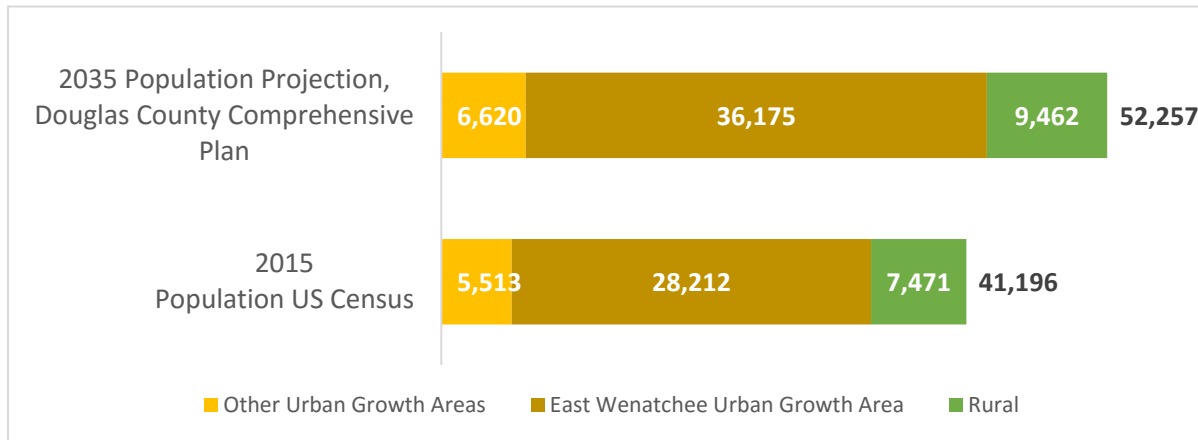
The study area has limited infrastructure for transportation, stormwater, and sanitary sewer. Much of the study area is currently vacant, although some land contains orchards and residential homes.

This plan demonstrates how a coordinated vision and design, capital improvements, and continued cooperation among property owners, utility providers, and the Port, County, and City governments can achieve a thriving job center with tourism and recreation destinations.

## Growth Projections

The Study Area lies within the East Wenatchee UGA, an area slated to take the largest share of population in Douglas County between 2015 and 2035. The increased population would create a demand for commercial businesses and recreation, and may attract future employers and employees in job centers such as the one planned in the North End.

**Exhibit 1.2-2. 2015-2035 Population Projections**



Source: Greater East Wenatchee Area Comprehensive Plan, Ordinance 2015-017, March 2015

The Wenatchee Metropolitan Statistical Area (MSA), which includes all of Chelan and Douglas Counties, and the larger North Central Washington area, which includes Adams, Chelan, Douglas, Grant and Okanogan Counties, are both growing faster in terms of employment than the state as a whole, with generally positive growth rates projected in the near term (2013-2023):

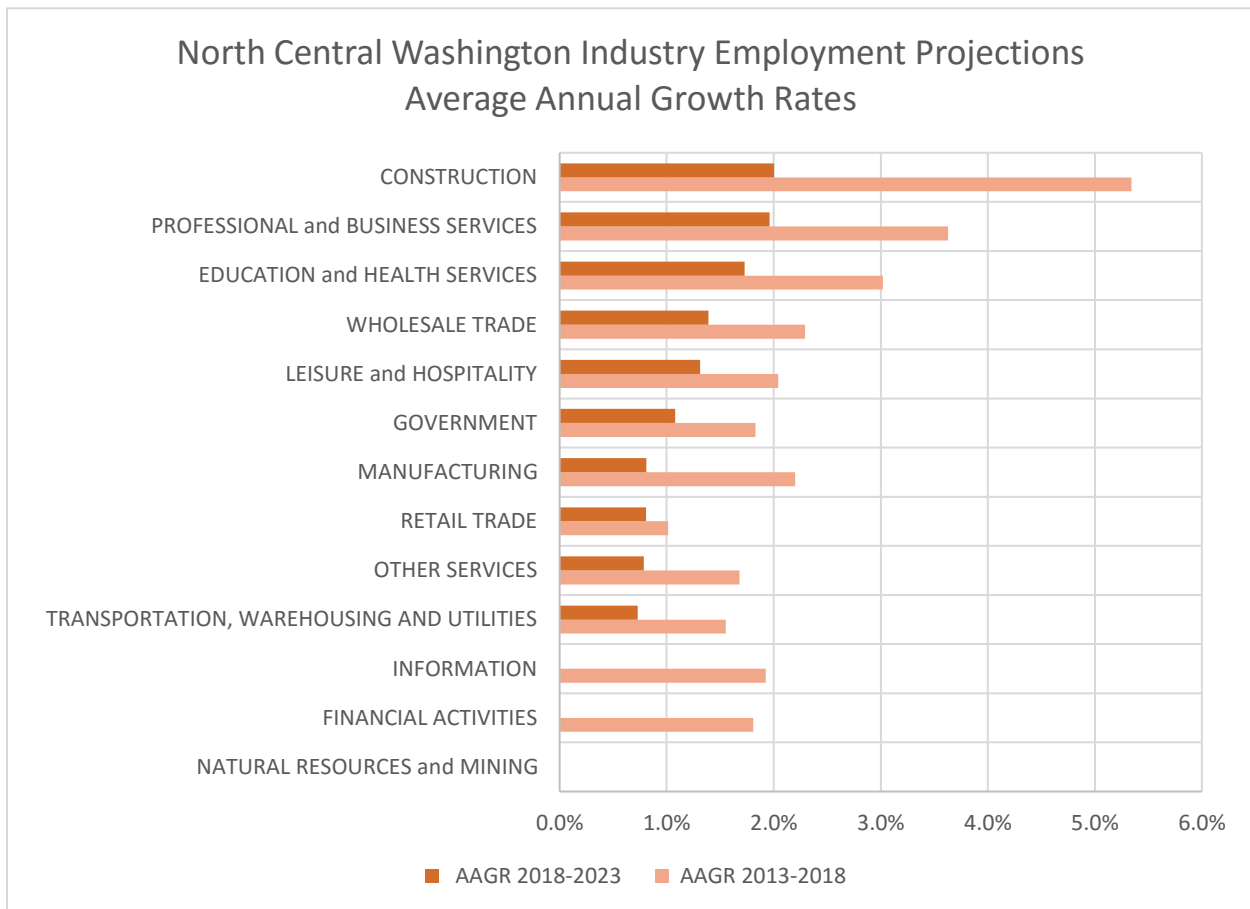
*The Wenatchee MSA's economy has posted year-over-year nonfarm employment increases for 41 months (from June 2012 through October 2015) and the pace of this expansion has been faster locally than statewide for at least the past twelve months. The Employment Security Department's ten-year industry employment projections are for a 1.7 percent average annual growth rate from 2013-2023 for the five-county North Central WDA (i.e., Adams, Chelan, Douglas, Grant and Okanogan) and for a 1.8 percent growth rate for Washington State.*

*There is one negative economic event on the horizon which could throw a "monkey wrench" into these local employment projections. Chelan County will soon lose one of its highest paying businesses - Alcoa's aluminum smelter in Malaga.*

~Washington State Employment Security Department, May 2015

For the North Central Washington Area, projections through 2023 show growth in several industries that are proposed for the North End Master Site Plan: Business services, health services, leisure and hospitality, and retail trade.

**Exhibit 1.2-3. North Central Washington: Industry Employment Projections 2013-2023**



Source: Washington State Employment Security Department, May 2015

A 2014 Market Analysis prepared by BERK Consulting studied economic strengths in the Chelan-Douglas region, prepared a peer region assessment, and conducted interviews with local developers, economic development representatives, and industry experts. That study identified the following strengths and opportunities of the North End:

- The study area is well positioned for growth due to a variety of assets, including regional highway access, high visibility, and natural amenities (e.g. views of the Cascades, waterfront location).
- The large size of the study area allows multiple uses and project phases.
- In the near-term, regional retail and office uses are most market-feasible. Mixed-use multi-family residential and recreation/tourism-related uses also show potential.
- Development of a resort or institution of higher education generated interest, but those uses are longer-term, aspirational opportunities that would require a greater level of public-private partnership to achieve. Business/entrepreneur incubators that provide space for startups and other small businesses were also identified as a long-term, aspirational use that could benefit from regional agri-tourism.

The 2014 study found the economic impacts of different uses over the long-term vary in terms of their ability to bring investment to the local area from outside the local economy and create jobs. Exhibit 1.2-4 outlines a framework for the feasibility and economic/social impact of different uses.

**Exhibit 1.2-4. Use Feasibility and Impact**

<b>Impact</b>	High	University	Ag Tourism	
	Medium	Resort	Business Incubator Sports Facility Hotel/Accommodations	Office
	Low		Residential	Retail Power Center
		Challenging	Potential	Well Positioned
		<b>Feasibility</b>		

Source: BERK, 2013

Because of concerns that short-term development may not match the long-term vision, demand, and desired synergy between uses, this Master Site Plan has been created to provide a common vision, investment strategy, and phasing options. See Chapter 6 for additional market summary information.

**Natural and Built Environment Conditions**

The 2016 Existing Conditions Report studied the natural and built environment. The report is summarized in Exhibit 1.2-5; selected maps are shown in Exhibit 1.2-6. Much of the North End Study Area is undeveloped or sparsely developed, but the area is served by regional trails and has some transportation access. Fish and wildlife habitat areas include the Columbia River and shrub-steppe habitat, and some steep slopes are found in the study area. The study area is zoned for intensive mixed and commercial uses. Sewer and water plans address the study area, though the planned capital investment requires funding and implementation.

**Exhibit 1.2-5. Existing Conditions Report Summary**

Topic / Summary	Natural and Built Environment Description
<b>Land Use</b> Most land is vacant, recreational, agricultural, or residential	A large percentage of land in the study area (57.7%), located primarily on the western half of the site extending to the shoreline of the Columbia River, is undeveloped or recreational. Other predominant land uses within the study area include residential (24.6%) and agricultural use including orchards (17.6%).
<b>Zoning</b> There are two zoning designations in the study area.	According to the Greater East Wenatchee Planning Area Zoning Map, Waterfront Mixed Use (57.8%) and General Commercial (42.2%) are the two zoning designations in the study area.
<b>Natural Environment</b> Slopes and the Columbia River shoreline are prominent natural features. Habitats include riparian, wetlands, and shrub-steppe.	The study area contains areas of steep slopes in north-south bands, primarily south of US 2/97 and along the shoreline and publicly-owned land. Riparian habitats are associated with the Columbia River and an unnamed tributary. Riparian vegetation is characterized by cottonwood, ash, and willows. A wetland area along the Columbia River may extend into the northern tip of the study area. Shrub-steppe habitats are present throughout the study area and characterized by bitterbrush, sagebrush and rabbitbrush. Rock/talus slopes and cliffs are located between the recreational trail and the Columbia River. Washington Department of Fish & Wildlife documents regular concentration habitat for bald eagles and mule deer in the study area.

Topic / Summary	Natural and Built Environment Description
<b>Surface Water Quality</b> Water quality meets standards.	All surface waters are classified as Class A – Excellent, waters of the state, according to WAC 173-201a. None of the waters in the study area are listed on any 303(d) impaired water quality list. However, other portions of the Columbia River are listed as a 303(d) impaired water.
<b>Groundwater</b> Groundwater resources are found at shallow depths.	Groundwater resources are connected, through alluvial deposits, with the Columbia River at shallow depths. Most water used in the watershed comes from wells along the banks of the Columbia River and likely originates from the river.
<b>Floodplain</b> Outside the 100-year floodplain.	Based on flood insurance rate maps developed by FEMA, the 100-year floodplain is contained within the banks of the Columbia River. The study area is located in what the Flood Insurance Rate maps refer to as Zone B, which is defined as the area between the 100- and 500-year floodplains, or where flooding during the 100-year event occurs with depths less than one foot. The unnamed tributary runs east to west with a floodplain within the channel located adjacent to the Columbia River and extends to the east.
<b>Police Service</b>	The Douglas County Sheriff’s Office oversees police protection in the study area. The Sheriff’s Office currently employs approximately 0.83 commissioned officers per 1,000 residents. The East Wenatchee Police Department (EWPD) currently employs approximately 1.9 officers per 1,000 residents, and EWPD would serve the UGA upon annexation.
<b>Fire Services</b>	The study area is within Douglas County Fire District No.2. The closest District 2 fire station to the study area is the headquarters in downtown East Wenatchee, approximately four miles south of the study area. Chelan County Fire District 1 maintains a fire station (Station 11) at the US 2/US 97 interchange in Sunnyslope, approximately 1.5 miles west of the study area. The two districts maintain a mutual aid agreement in the event of emergencies.
<b>School Services</b>	The study area is within the Eastmont School District. Children that live in or near the study area would attend Cascade Elementary, Sterling Intermediate, Eastmont Junior High School, and Eastmont High School.
<b>Parks and Trails</b> The area has significant regional trails.	The Eastmont Metropolitan Parks District (EMPD) provides park and recreational facilities and services to the study area. The most significant recreational amenity within the study area is the Apple Capital Loop Trail, extending for about two miles in the study area. Though owned by Douglas County and the City of East Wenatchee, the trail is maintained by EMPD. The Rocky Reach Trail, which opened in the summer of 2015, provides a northern extension of the trail system to Lincoln Rock State Park, approximately six miles north of the study area, and is located on property owned by Washington State Department of Transportation and Chelan County PUD.
<b>Shoreline Access</b> There is no formal public access to the river.	Despite its close proximity to the Columbia River, there are no formal boat launches or public access sites within the study area. However, review of recent Google Earth satellite imagery data suggests that portions of the study area shoreline south of the Odabashian bridge are used informally for boating access.
<b>Water Service</b> Water service is available and planned. Future improvements are needed as development occurs.	The East Wenatchee Water District (EWWD) serves the entire UGA. The North End study area is included in the Baker Flats Utility Local Improvement District, which was established in 2010 by the EWWD. The primary water transmission and storage system in this 800-acre area was constructed to improve supply and storage facilities to meet urban level of service standards. Additional improvements to the local distribution system may be necessary to meet specific water demands and required fire flow based upon the actual development and associated water system improvements.
<b>Irrigation</b>	The Wenatchee Reclamation District delivers irrigation water through a system of ditches and ditch banks in the east portion of the study area.
<b>Sewer Service</b> Sewer service is not presently available to the study area, though planning has occurred.	The Douglas County Sewer District provides sanitary sewer service within the City of East Wenatchee and adjacent urban areas, but not in the study area.  The Douglas County Sewer District comprehensive plan laid out a plan for the extension of sewer north of US2/97 within the study area during the subarea planning period. The sewer district intends to design an extension along NW Empire Avenue from 29th Street to 35 <sup>th</sup> Street in the near term as funding is available, and plans to continue improvements along NW Empire Avenue to US2/97 during the planning period. See Section 3.4 for more information about needed improvements.

Topic / Summary	Natural and Built Environment Description
<b>Stormwater Service</b>	<p>The City of East Wenatchee and Douglas County have each established stormwater utilities, which are administered jointly. The function of the utilities is to plan for flooding within their service areas, and to develop and implement stormwater program elements required to maintain compliance with the Department of Ecology National Pollutant Discharge Elimination System Phase II Municipal Stormwater Permit. The boundary generally follows that of the Federal Urbanized Area. Stormwater in urban areas is generally managed by private stormwater retention and detention systems in each development and by larger downstream retention systems constructed by the combined Greater East Wenatchee – Storm Water Utility. The study area contains several culverts and drainage channels for conveyance of local stormwater flows.</p>

Exhibit 1.2-6. Natural Environment Features

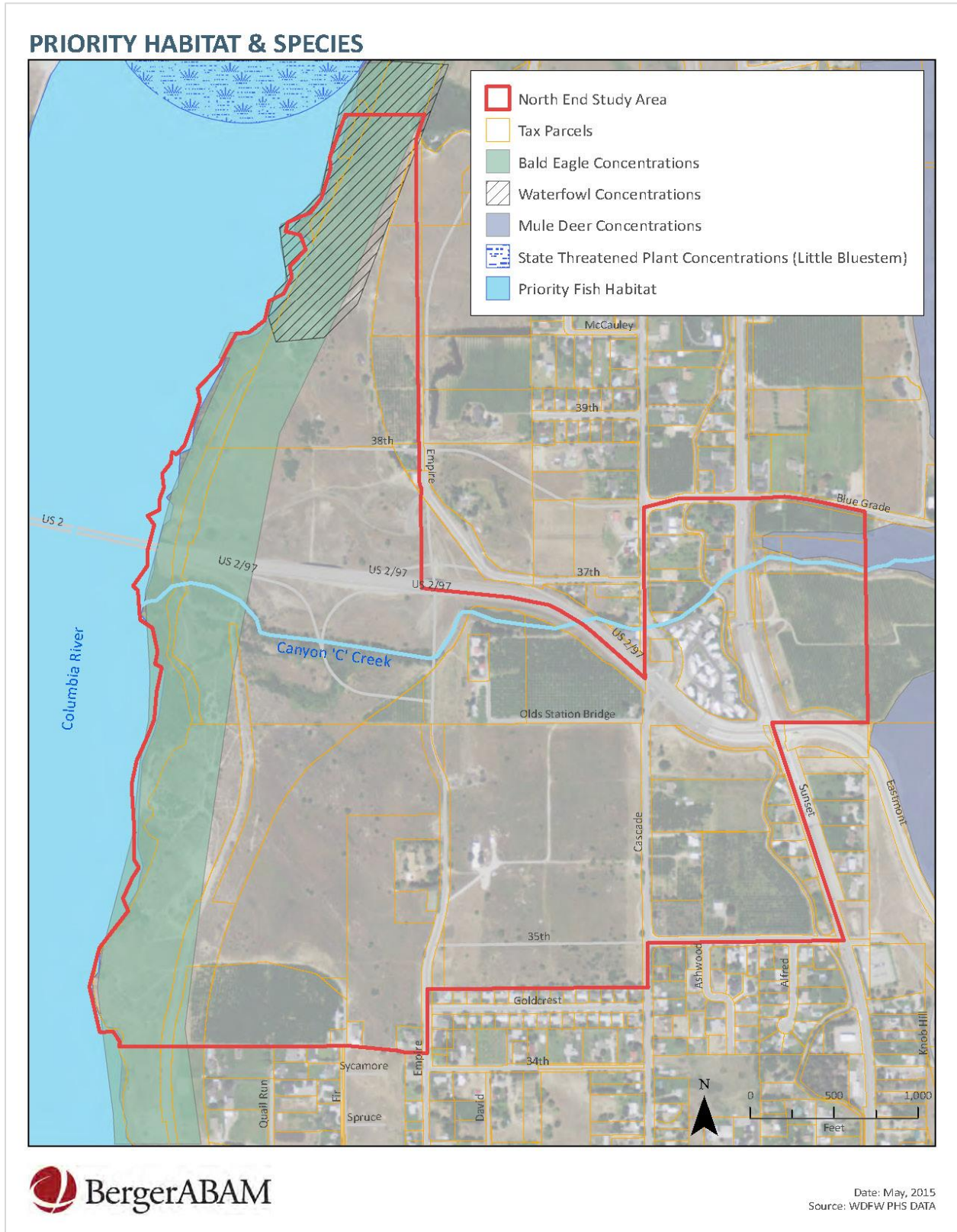


Exhibit 1.2-7. Utility Features

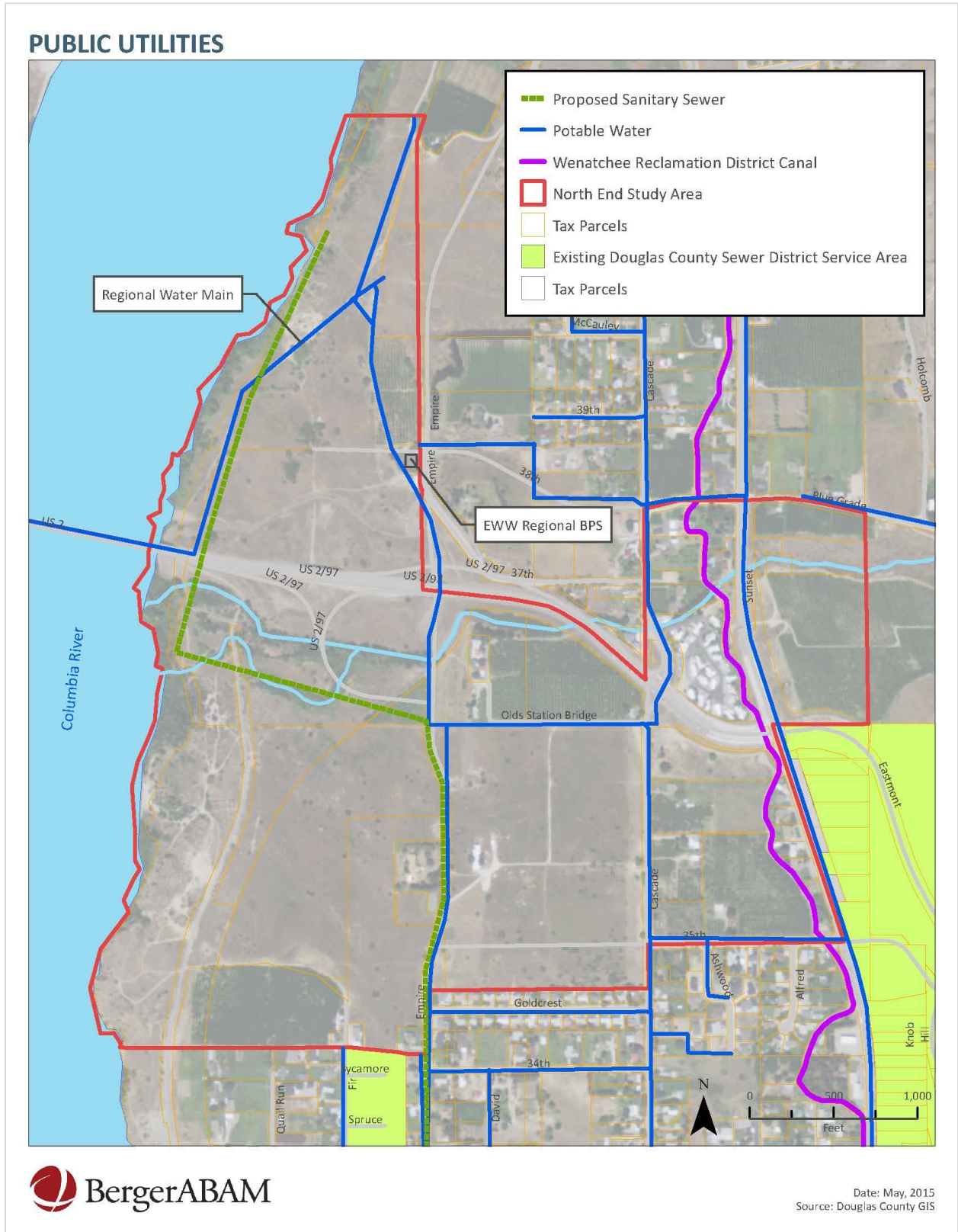
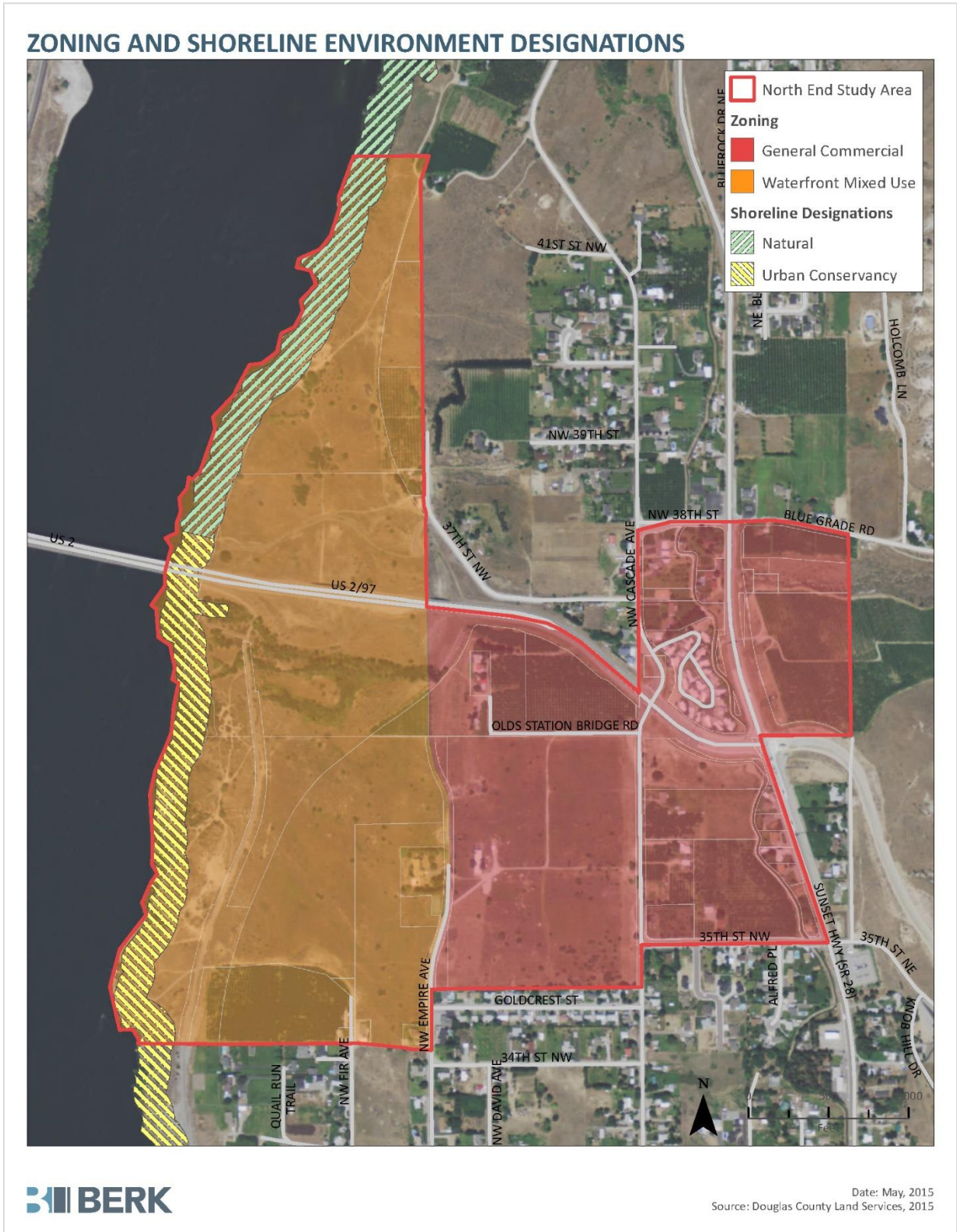


Exhibit 1.2-8. Existing Land Use



Exhibit 1.2-9. Zoning and Shoreline Designations



This page intentionally blank

## 2.0 VISION AND GUIDING PRINCIPLES

### 2.1 Vision Statement

The North End's best future is to:

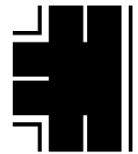
*Establish a prosperous center for job-creating industry and a tourist and recreation destination at the North End of East Wenatchee.*

### 2.2 Guiding Principles

The Vision is further defined by following Guiding Principles that helped to shape this Master Site Plan:

❖ **Facilitate private investment in the study area and create public/private partnerships to guide infrastructure planning and phasing.**

Sewer and transportation investments are needed to support further economic development. A joint effort between private and public landowners, special districts, and the City and County will be needed to ensure efficient and effective infrastructure.



❖ **Establish a Planned Action for the study area to provide streamlined SEPA review and regulatory certainty for developers.**

A Planned Action Ordinance allows development to proceed consistent with ordinance standards and mitigation. This reduces the expense and time of permitting since the environmental review has been completed in advance.



❖ **Spur economic development through job growth.**

Recognizing its waterfront location, large properties, and access to regional transportation facilities, the study area has been planned as an employment center and tourism destination.



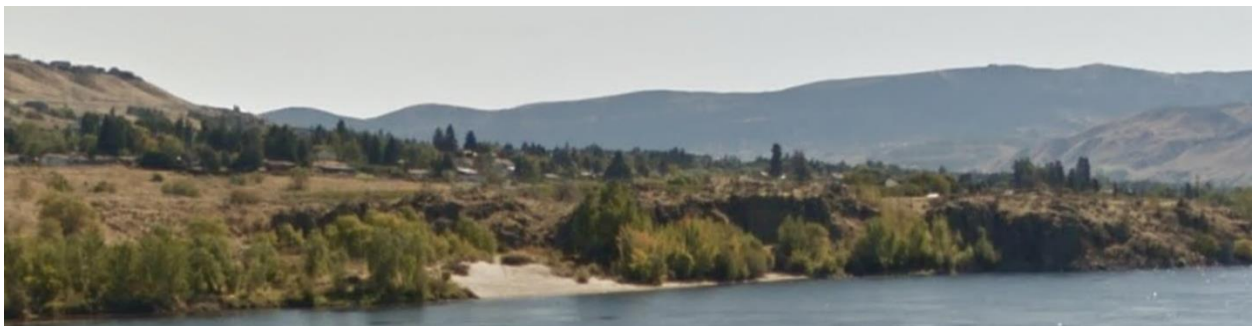
❖ **Explore opportunities for a wide variety of mixed-use waterfront development types.**

The Master Site Plan and zoning allow a range of regional commercial, tourism, employment and recreation uses. Small amounts of multifamily residential that support other uses (e.g. mixed use wine village or tourism) may be allowed.



❖ **Take advantage of the study area's location and create a vibrant, attractive place.**

The study area has extensive shoreline along the Columbia River and expansive views. A regional trail and road network serves large properties available for master planned development near the Odabashian Bridge.



This page intentionally blank

## 3.0 PLAN CONCEPTS AND ACTIONS

### 3.1 Landscape Analysis

A landscape analysis of the North End was conducted based on site visit notes and observances, aerial and site images, and geographic information to identify and describe the natural characteristics of the area. The intent of the landscape analysis was to:

- Identify defining landscape elements that can be used to help unify future development of the site;
- Respond to the site opportunities and immediate context, yet allow flexibility for future development; and
- Provide a stronger sense of identity for this area that is based on the character of the surrounding landscape.

Observations include distinct vegetation, topography, and views – see the photo series below.

#### Exhibit 3.1-1. Site Observation Photos

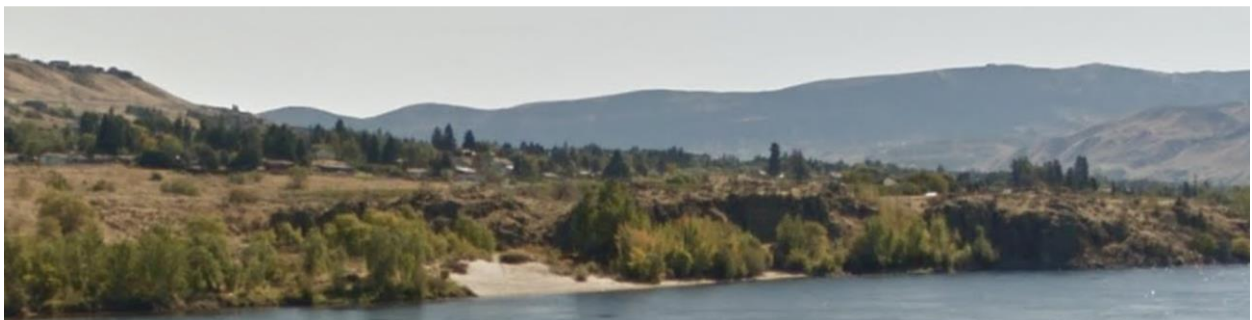
##### VEGETATION PATTERNS



##### SIGNIFICANT VIEWS



##### PATTERN OF BENCHES AND STEEP SLOPES DOWN TO SHORELINE



**AGRICULTURAL HERITAGE**



**INFLUENCE OF IRRIGATION**



**PROMINENCE OF TALL TREES IN OPEN SPACE**



**SENSE OF OPEN SPACE AND SKY**



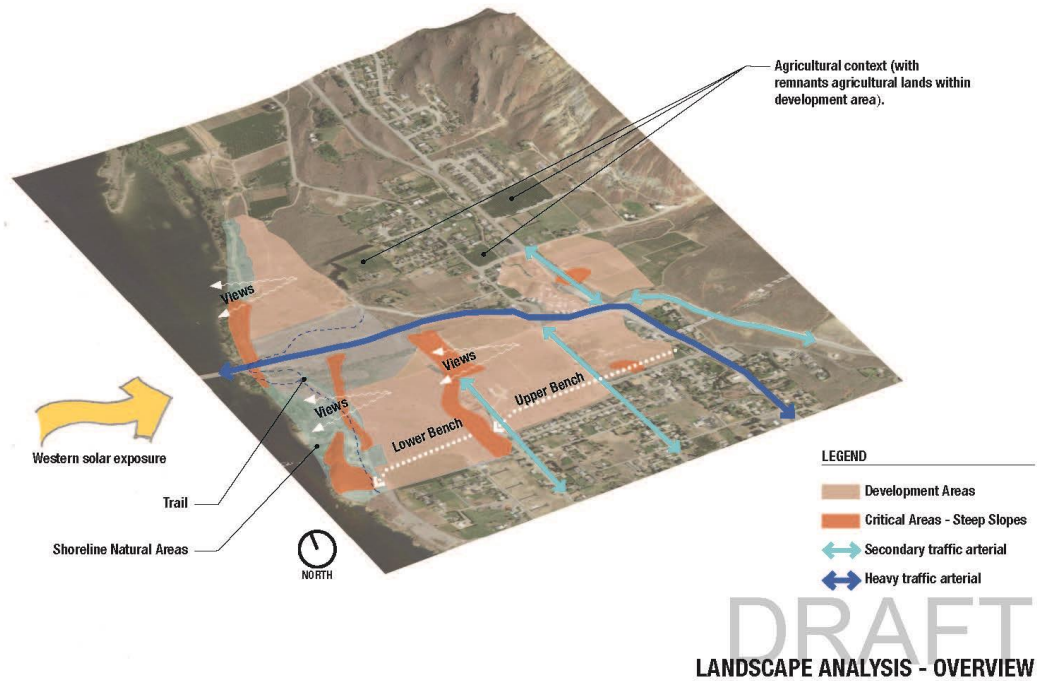
**NATURAL CHARACTER AND VEGETATION ALONG SHORELINE**



Source: Makers Architecture and Urban Design, 2015

The results of the landscape analysis show a pattern of benches and steep slopes to the Columbia River, views to the west, extended shoreline natural areas, a continued agricultural context, and heavy traffic and secondary traffic arterials with limited local east-west connections.

**Exhibit 3.1-2. Landscape Analysis Overview**

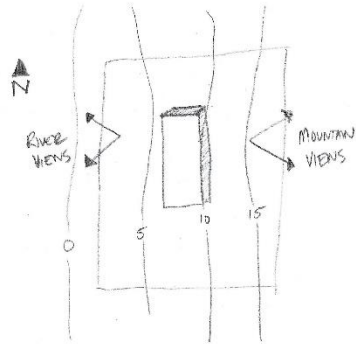


Source: Makers Architecture and Urban Design, 2015

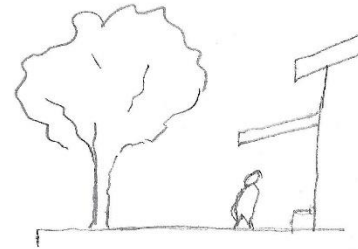
## 3.2 Design Principles

Universal urban design principles can be used to ensure development fits the site and advances its opportunities and strengths. The intent of urban design is not to dictate a specific form, but rather to influence development so that it is connected to the site's natural features and generates an authentic sense of place. Though not detailed design standards, the following Urban Design Principles, illustrated in Exhibit 3.2-1, provide a framework for ensuring that future development is consistent with the vision of this plan.

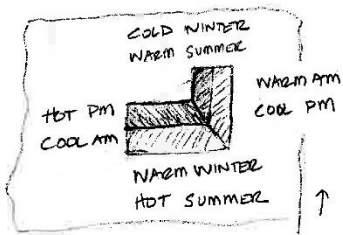
Exhibit 3.2-1. Design Principles



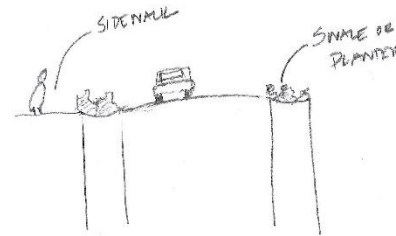
**Building Orientation**  
 Buildings should be oriented so that the longer side is aligned N-S axis, to maximize views and minimize grade differential.



**Streetscapes**  
 Promote attractive streetscapes to welcome visitors and encourage pedestrian activity. In areas of high pedestrian traffic, provide generous sidewalks with pedestrian amenities (benches, bicycle racks, overhead weather protection, etc.) and streetscape trees and plantings.

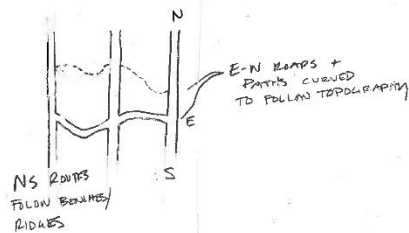


Buildings can also be oriented to capture views and moderate climate, such as hot summer temperatures and cold winter winds. Such design can promote energy efficiency, while also providing satisfying and comfortable inhabited spaces.



In areas of lower pedestrian activity, narrower sidewalks can be used, and the streetscape may also provide opportunities for stormwater conveyance and management (rain gardens or swales).

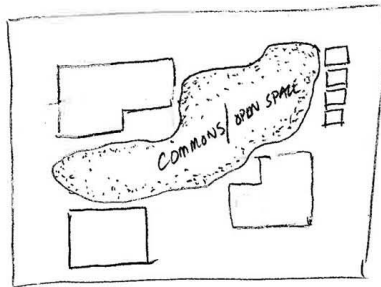
ORIENTATION



**Coordinating Roads and Topography**  
 While N-S routes will run relatively straight, following the bench topography, E-W streets may need to curve to follow terrain. Alignment of pedestrian pathways should also follow existing terrain, and organic/curved alignments are encouraged to promote exploration.

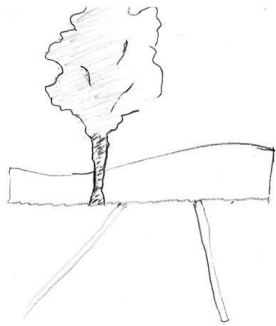
**Parking**  
 As much as possible, parking areas should be consolidated, preferably under buildings, particularly where topography is conducive to this. Surface parking should be located behind buildings or otherwise screened from the pedestrian environment, as well as from off-site residential areas.

URBAN DESIGN PRINCIPLES - SITE PLANNING & CIRCULATION



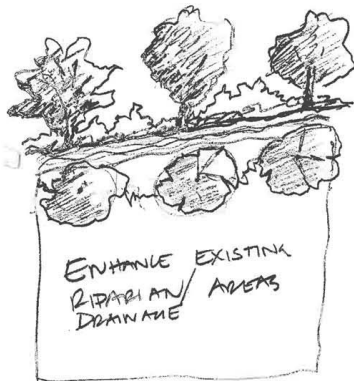
**Open Space Preservation**

Maintain open spaces to preserve views and the open character of the existing site. These spaces can be an amenity for developments, offering a commons space for activities and gatherings. Open spaces could also be provided at the edges of development and used for habitat restoration. Retain native grasses or low groundcover where possible, and limit ornamental landscaping that would detract from the native landscaping aesthetic.



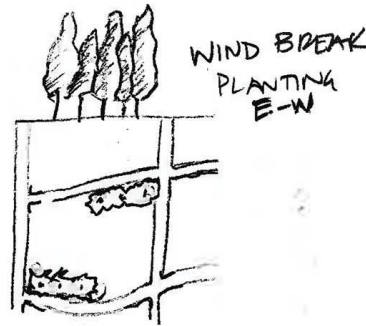
**Iconic Trees at Key Points**

There are a few large trees, (often Cottonwoods) in the landscape. One or two large trees can make an appropriate gateway or focal feature.



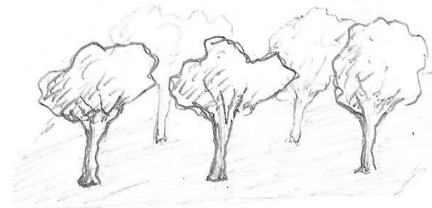
**Drainage Feature Enhancement**

Anywhere water flows over a site is an opportunity to promote a more ecologically rich environment. Streams, swales and irrigation channels may all offer opportunities for additional plantings and habitat. Appropriate landscaping treatments and site design can also increase the amenity value of such features.



**Wind-Break Tree Plantings**

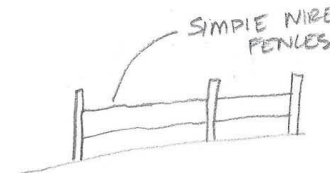
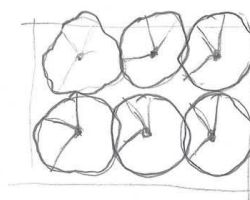
Linear plantings of columnar trees can provide a wind-break, a planting pattern which is common in the region. Intermittent plantings of wind-break trees may provide key micro climates and shade along E-W routes. Such plantings also recall the agricultural heritage of the surrounding landscape.



**Integration of Regional Agricultural Heritage**

The site and the surrounding area contain a patchwork of orchard remnants and other agricultural lands. New development should draw inspiration from and incorporate elements of this agricultural heritage in a manner appropriate for an urban setting. Agriculture-tourism related development, such the wine village, could feature small vineyards, orchards, or demonstration gardens.

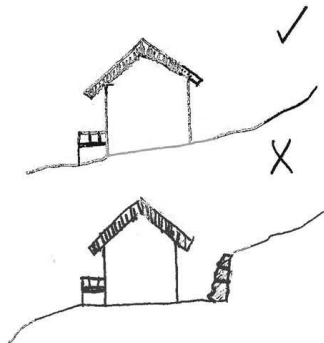
ORCHARD REMNANTS



**Fences**

Existing fences are generally wire and with thin posts. This pattern is appropriate for new development.

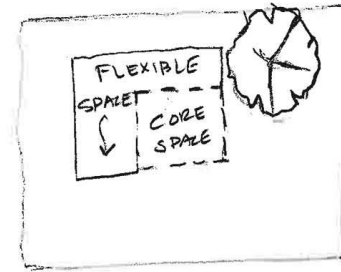
**URBAN DESIGN PRINCIPLES - LANDSCAPE**



WORK w/ LANDFORM

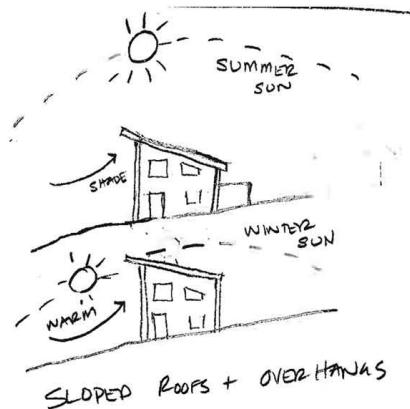
**Integration of Site Topography**

The overall site consists of benches, which slope towards the shoreline, interrupted by steeply sloped areas. Development should account for and work with this topographic characteristic, to minimize the need for grading and soil retaining structures.



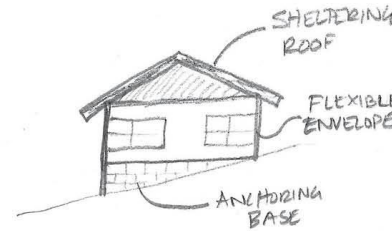
**Flexible Exterior Building Shells**

Concentration of building utility areas into a core space, and allowing for more flexible spaces around this core allows the buildings to grow and develop over time, according to the evolving needs of the users.



**Roof Forms**

Low-pitched roofs and overhangs can provide significant climate moderation by shading high summer sun angles, keeping spaces cooler, and letting in low winter sun angles, to warm interior spaces. Roofs and overhangs also create a significant architectural pattern when replicated across the landscape and would be more consistent with the desired agricultural/rural aesthetic than flat roofs.



**Building Form**

Building forms should generally feature the following:

- A visually strong base that uses durable materials or construction that integrates with the land form;
- A sheltering, sloped roof configured to moderate climate; and
- Walls with a mix of siding and glazing oriented to the building's functions.

**Building Materials**

Preferred materials are those that evoke the agricultural or rural context of the region.

Examples of desirable materials	Examples of undesirable materials
<ul style="list-style-type: none"> <li>• Masonry</li> <li>• Metal siding</li> <li>• Wood siding</li> <li>• Concrete foundations</li> </ul>	<ul style="list-style-type: none"> <li>• Window walls</li> <li>• Vinyl Siding</li> <li>• Tilt-up concrete panels</li> </ul>

**URBAN DESIGN PRINCIPLES - ARCHITECTURE & MATERIALS**

## Buffers and Transitions

### ***General Commercial (GC) Buffer***

The current Greater East Wenatchee Area Comprehensive Plan requires future development in the study area to provide a 20-acre buffer along the southern edge of the General Commercial designation, located north of 35th Street NE and between NW Empire Avenue and SR 28, to protect adjacent residential uses to the south (Policy C-20). The policy does not specify the mechanism for implementing this requirement, how the burden should be divided among property owners, or the precise landscaping characteristics of the buffer zone. Accordingly, this Subarea Plan intends to address how this policy can be implemented to protect adjacent residential areas and achieve the vision of this Subarea Plan for the North End as an employment and tourist recreation center.

In the portions of the study area zoned General Commercial, future development under the subarea plan shall provide a 50-foot transition buffer along the southern boundary of the study area. The buffer area should include Type I landscaping screening along any property line that abuts residential zoning, consistent with Section 20.40.030 of the Douglas County Code or Section 17.72.080 of the East Wenatchee Municipal Code depending on the agency with jurisdiction. The landscaped area may be used for any of the following features:

- Stormwater detention, infiltration, or conveyance ponds or swales;
- Bicycle and pedestrian trail features that form part of an on-site non-motorized circulation system;
- Programmed open space, including lawn or park areas, gardens, and orchards; or
- Passive open space, including native vegetation protection or habitat enhancement.

### ***Transitional Standards***

To reduce adverse visual effects where higher-intensity development abuts lower-intensity development, all development under the North End Master Site Plan located on property that abuts a residential zone, but which is not covered by the General Commercial buffer requirement established above, shall apply two or more of the following transition design standards.

- Within 50 feet of residential zoning, limit building heights to 35 feet;
- Provide a Type I landscaping buffer, as defined by Section 20.40.030 of the Douglas County Code or Section 17.72.080 of the East Wenatchee Municipal Code, along any property boundary that abuts a residential zone;
- Provide a decorative screening wall or fence, at least 6 feet in height, along any property boundary that abuts a residential zone;
- Where a rear-yard setback abuts a residential zone, increase the standard setback distance to 50 feet; or
- Where a property boundary that abuts a residential zone is characterized by significant mature native vegetation, preserve such vegetation and implement a building setback of at least 20 feet.

## Nonmotorized Connections

All public streets shall be designed to incorporate sidewalks consistent with County and City street standards. Some street standards show a range of sidewalk widths. Where pedestrian activity is anticipated to be greatest, wider sidewalks should be implemented.

Arterial or collector streets shall accommodate bicycles consistent with adopted County and City road standards and adopted bicycle regional guidelines. See Appendix C for typical cross sections.

Properties abutting the Apple Capital Loop Trail or Rocky Reach Trail or their spurs shall be consistent with the Douglas County Loop Trail Overlay including standards for fencing, trail access, landscaping, and setbacks from the trail.

The following on-site pedestrian walkway standards shall be met by each development:

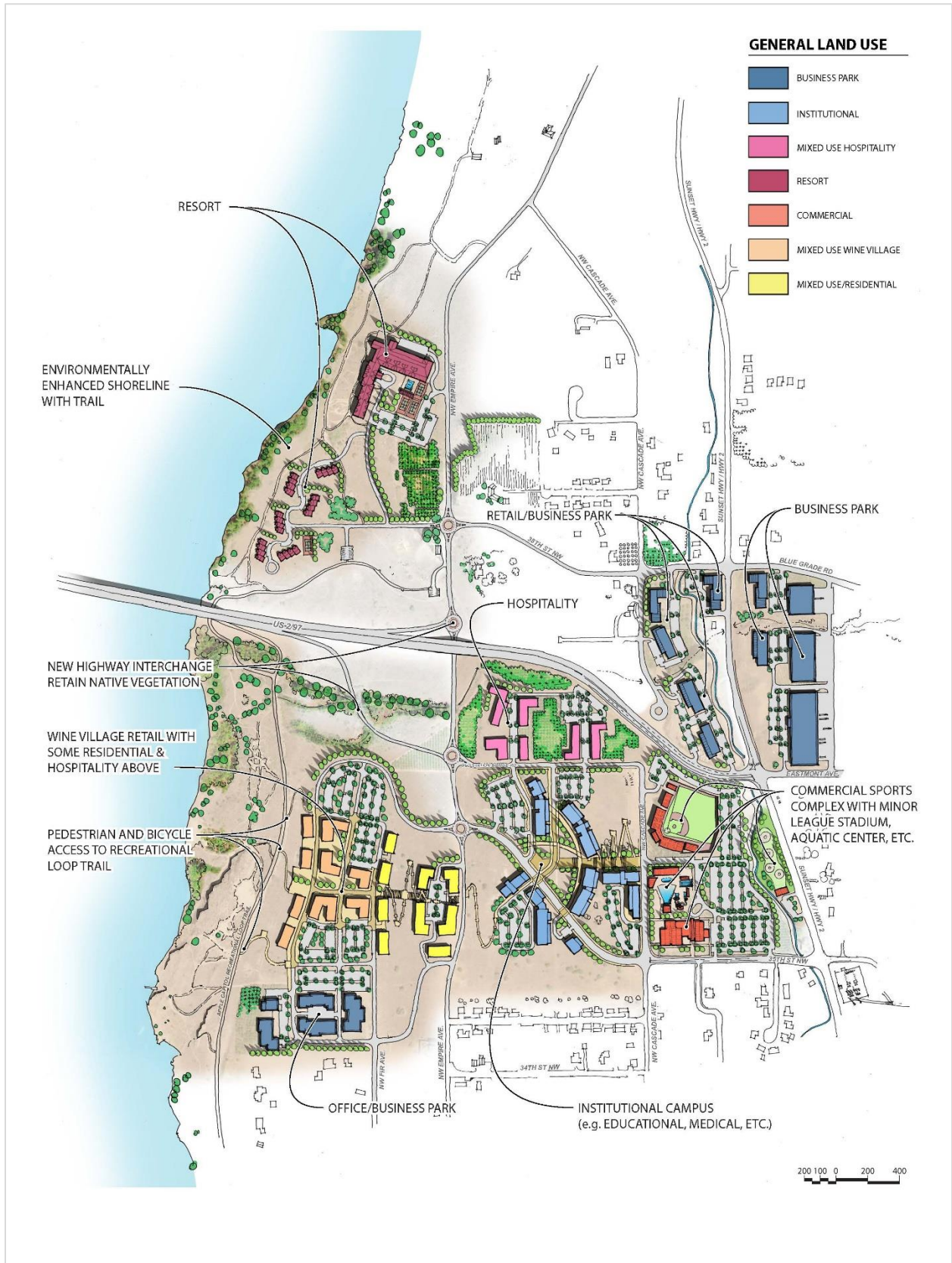
1. A comprehensive system of pedestrian walkways shall link together all site entrances, building entries, parking facilities, and common outdoor spaces with the sidewalk system in the public right-of-way.
2. Pedestrian walkways shall be reinforced with pedestrian-scale lighting, bollard lighting, landscaping, accent lighting, signage, or a combination thereof to aid in pedestrian way-finding.
3. Each parcel shall provide pedestrian walkways that provide for connections from public rights of way through the subject property to the regional trail system that, when connected with other properties, will facilitate east-west travel to and from the regional trail system. For every 1,320 feet of street frontage, on average, a pathway to the regional trail system shall be provided. The walkway must connect with walkways located on other properties established in accordance with this condition. Distances may vary from exactly 1,320 feet to accommodate linking adjacent developments on a case-by-case basis.

### 3.3 Preferred Concept

The Port of Douglas County, Douglas County, and the City of East Wenatchee sponsored workshops with stakeholders, including property owners and service providers, to develop concepts and illustrate different mixes and location of uses to meet the vision and guiding principles.

A preferred concept representing combinations of ideas from multiple workshops is illustrated below. This concept was refined after public workshops. See Section 5.0 for more details on the workshops and plans developed by stakeholders.

Exhibit 3.3-1. Rendered Concept Plan



Source: Makers Architecture and Urban Design, 2015



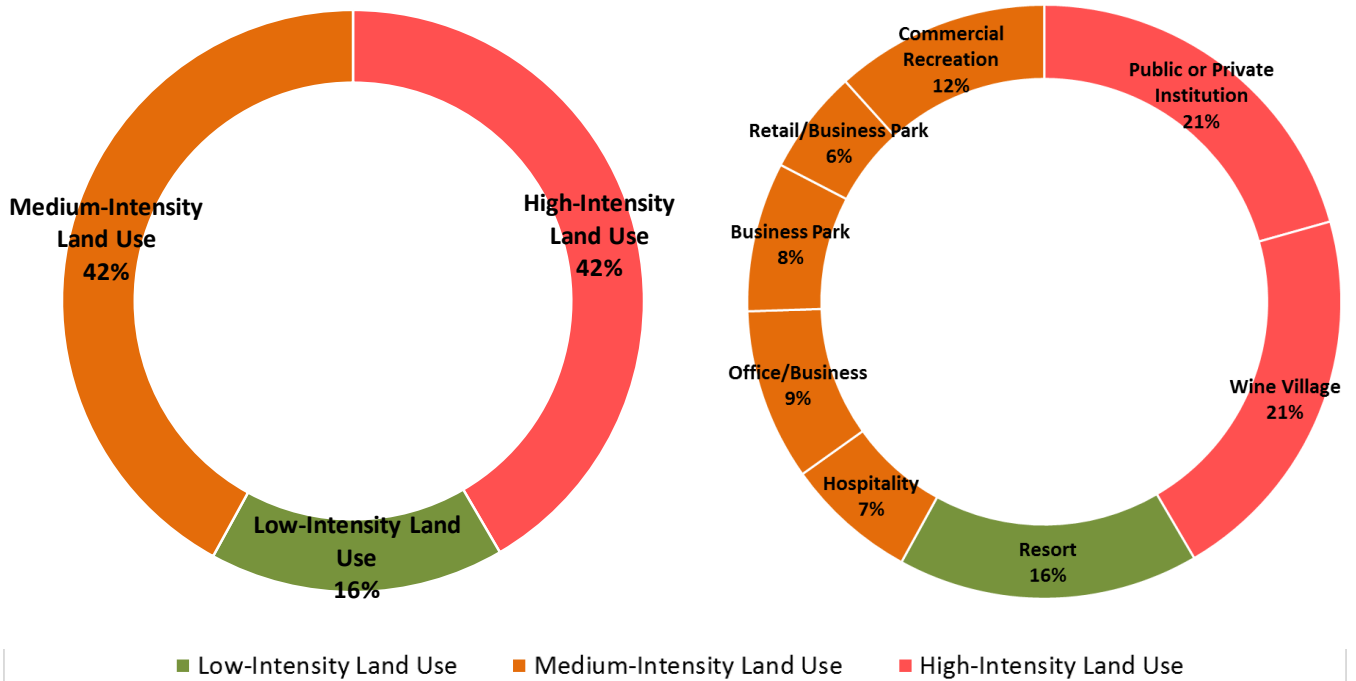
Source: BERK Consulting, May 2015

### 3.4 Master Site Plan

#### Land Use Concept

The vision of the North End focuses on an employment center and leveraging the natural setting for tourism and recreation. The land use concept illustrated in Exhibit 3.4-1 and Exhibit 3.4-2 implements that vision. The land use concept provides for a resort and office park on the western lower bench, as well as a mixed-use wine village that would include retail, tasting rooms, and other agriculture tourism. A mix of hospitality, office, business park, institutional uses, retail and commercial recreation would be located on the upper bench.

Exhibit 3.4-1. Future Land Use by Intensity and Category



Source: BERK Consulting 2016

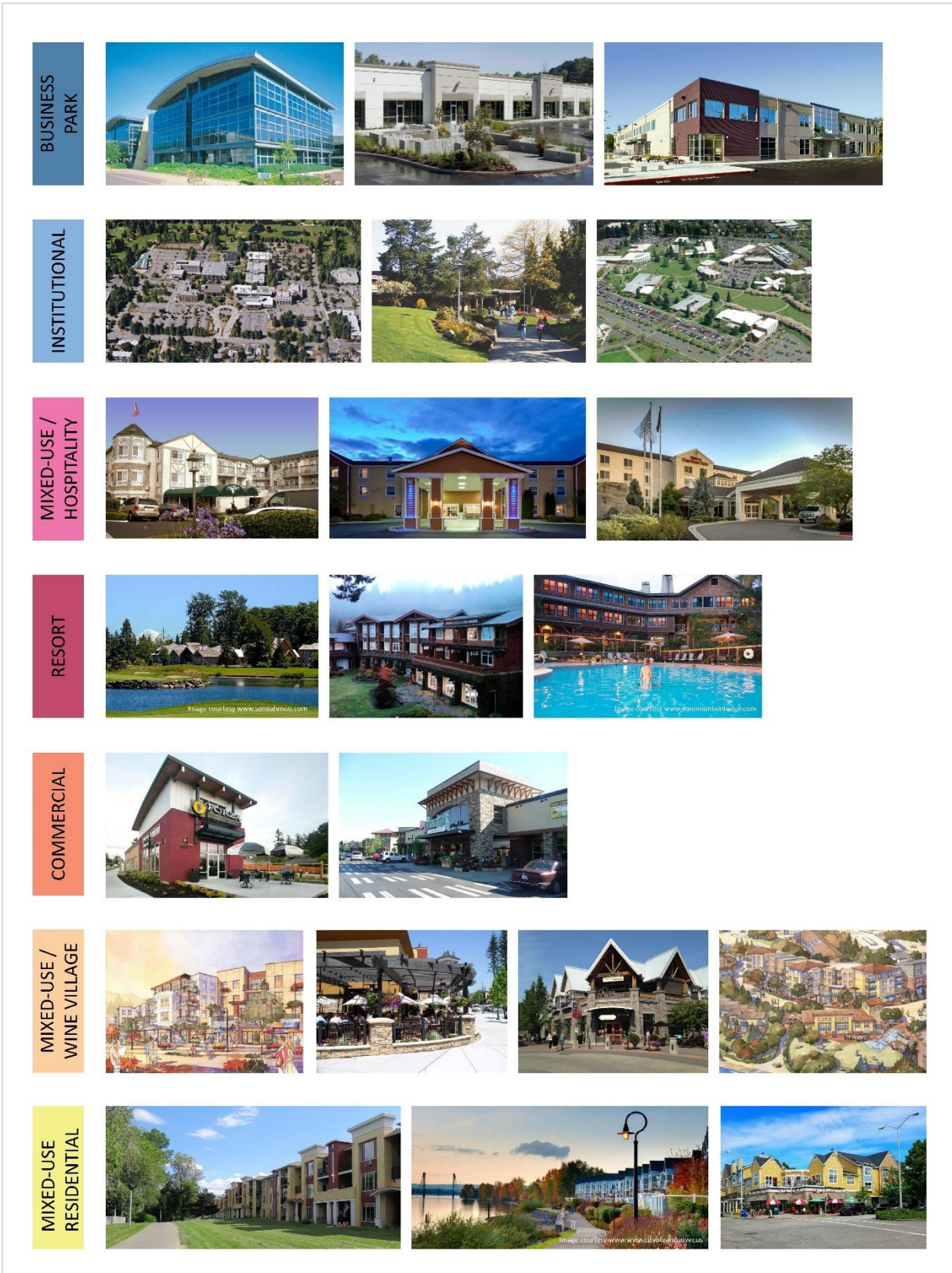
Exhibit 3.4-2. Conceptual Land Use Plan



Source: Makers Architecture and Urban Design 2016, BERK Consulting 2016

The land use concept would support a range of building types as illustrated in Exhibit 3.4-3.

Exhibit 3.4-3. Examples of Proposed Development by Land Use Concept Plan Category



Source Makers 2016

### Land Use Concept

The proposed land use concept for the North End study area, developed jointly by the Port, County, City, and local landowners, would primarily consist of a mix of tourist, hospitality, and recreation uses, anchored by a major public or private institution, such as a hospital, medical research and development facility, or higher education campus. Tourism uses would include a wine village, including retail and tasting rooms, in the southern half of the study area and a resort in the portion of the study area north of the bridge. Commercial recreation, such as a soccer complex or minor league baseball park, would be located at the eastern Gateway to the study area. Office uses would also be included to provide stable, high-paying employment.

### Growth Range

If development occurred with a similar building intensity as shown in Exhibit 3.3-1. Rendered Concept , and according to the pattern of Exhibit 3.4-2. Conceptual Land Use Plan, the expected intensity could be about 4.5 million square feet of building space. See Exhibit 3.4-4. Growth estimates also reflect the input of stakeholders participating in the charrette.

**Exhibit 3.4-4. Preferred Alternative**

Land Use	Acres	Approx. Building Footprint (sq. ft.)	Max Number of Floors per Building	Approx. Total Square Feet	FAR (Gross)
Resort	34.2	126,807	2-3	341,123	0.23
Mixed Use Wine Village	43.6	614,824	1-3	1,291,156	0.68
Office/Business	19.4	314,358	3	943,074	1.11
Hospitality	14.9	77,118	5	385,589	0.33
Public/Private Institution	43.0	178,934	3	536,803	0.29
Retail/Business Park	11.9	154,236	2-3	385,589	0.33
Business Park	16.9	314,358	2	628,716	0.85
Commercial Recreation	24.3	87,564	1	87,564	0.08
<b>Totals</b>	<b>208.2</b>	<b>1,868,199</b>		<b>4,599,614</b>	

Note: Wine Village square footage includes 441,292 square feet of below grade parking. Excluding parking, the square footage estimate for non-residential space is 522,342. Residential space is 327,522 square feet.

Source: Makers Architecture and Urban Design 2016, BERK Consulting 2016

With the building space identified above, the Preferred Alternative could accommodate about 4.5 million square feet of building space, including 227 dwelling units, 544 hotel units, and 7,490 jobs. See Exhibit 3.4-5.

See Chapter 6, Section 6.2 for more comparisons of development intensity in the region.

**Exhibit 3.4-5. Preferred Alternative**

**Full Intensity Alternative**

Land Use	Acres	Full Intensity										
		Dwellings	Dwellings (sq. ft.)	Resort / Hospitality Units	Business Park or Winery (sq. ft.)	Office (sq. ft.)	Institutional (sq. ft.)	Resort/ Hospitality (sq. ft.)	Retail (sq. ft.)	Commercial Recreation (sq. ft.)	Under-building Parking (sq. ft.)	Approx. Jobs
Resort	34.2			48				341,123				680
Mixed Use Wine Village	43.6	227	327,522	110	48,155	207,502		93,300	173,385		441,292	1,410
Office/Business	19.4			-	471,537	471,537						2,360
Hospitality	14.9			386				385,589				770
Public/Private Institution	43.0			-			536,803					1,070
Retail/Business Park	11.9			-	289,192				96,397			480
Business Park	16.9			-	628,716							630
Commercial Recreation	24.3			-						87,564		90
	<b>208.2</b>	227	327,522	544	1,437,600	679,039	536,803	820,012	269,782	87,564	441,292	7,490

Notes: Jobs are estimated based on typical rates of employees per square feet of building space—with 250-500 square feet per employee for office, institution, retail, and hospitality/resort uses, and 750 square feet per employee for business park uses. Resort cabins and hospitality rooms are sized based on examples from other similar developments (Cave B and Salish Lodge). Wine Village development is based on property owner concepts. Commercial-Recreation jobs based on examples from Everett Aqua-Sox and Starfire Sports facilities.

Source: BERK Consulting, 2016

## Land Use Location Options

The Land Use Plan identifies a desired land use pattern, but economic development trends and property owner preferences may result in a different pattern. To allow flexibility, land use “sub-options” were studied in the Master Site Plan and Planned Action. These sub-options vary the location of commercial recreation, hospitality, and public/private institutional uses. See Exhibit 3.4-6.

## Public Spaces

The Apple Capital Loop Trail and Rocky Reach Trail are the primary public spaces in the study area. The Columbia River shoreline is under public ownership, but not accessible at this time through formal improvements.

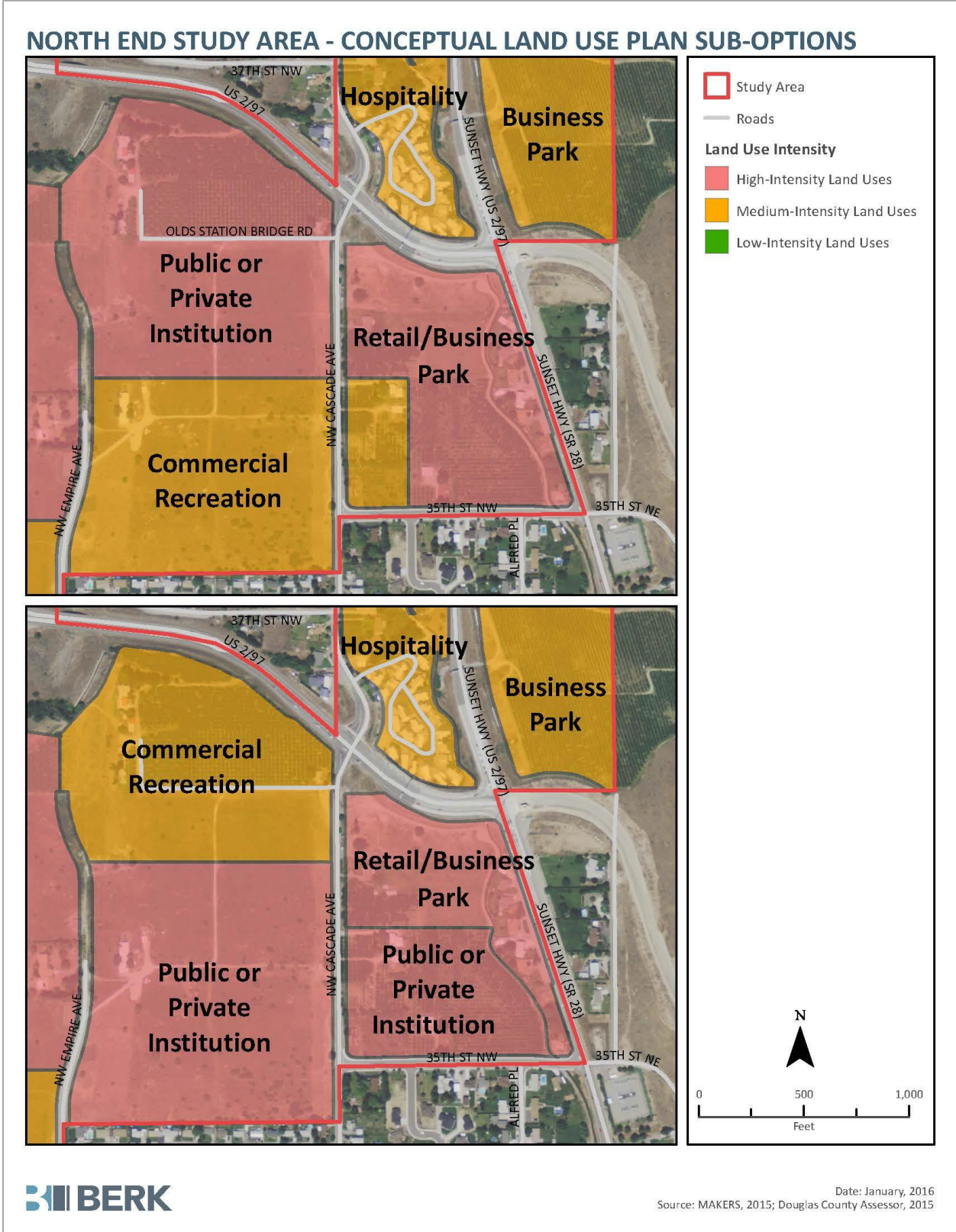
Streetscapes with non-motorized access and viewpoints present opportunities to create public spaces. Design Principles address the use of streetscape improvements, integration of agricultural landscape themes, and respect of site topography to create attractive spaces in the public realm.

Onsite public or common space is also required in the Greater East Wenatchee UGA Design Guidelines, applicable to commercial, mixed use and multiple family development such as that proposed in Hospitality, Retail, and Wine Village Areas, including:

Commercial or Mixed Use Development: Public space shall provide a minimum of two square feet of space per 100 square feet of gross building area.

Multiple Family Developments, Over Ten Units: Provide usable common outdoor spaces, with at least four features such as picnic and play areas, sport courts, open lawn and other features.

Exhibit 3.4-6. Land Use Sub-Options



Source: BERK Consulting, 2016

## Transportation & Utility Network Options

### **Transportation**

Transportation system improvements intended to support the North End Master Site Plan are described in this section.

- NW Empire Ave Roadway Extension Phase 1 – Construct a new roadway to extend NW Empire Ave north from Goldcrest St NW under US2/97 and connect to 38<sup>th</sup> Street NW.
- 35th Street NW Expansion – Construct new segment of 35th Street NW to connect from NW Cascade Ave to NW Empire Ave.
- 38th Street NW Expansion – Construct new segment of 38th Street NW to connect from NW Cascade Ave to NW Empire Ave.
- Intersection Upgrades at 35th Street NW / Sunset Highway – Install traffic signal or roundabout.
- Intersection Upgrades at 38th Street NW / Sunset Highway – Install traffic signal or roundabout.

The improvements above were identified in the Chelan-Douglas Transportation Council Long Range Transportation Plan for completion during the period 2016-2027.

### **Alternative Improvements Proposed By This Plan**

In consultation with partner agencies, the transportation analysis conducted for this Plan resulted in three proposed alternatives to the above *Transportation 2040 Plan* improvements.

- Cascade Interchange: A half interchange was analyzed and was found to meet the demands of the North End under either studied alternative, and would be significantly less expensive than a full interchange. The features of the ramps and interchange would also include a signal or roundabout added at Empire Ave and US 2 ramps.
- Intersection Upgrades at 35<sup>th</sup> Street NW / Sunset Highway: Install a roundabout (instead of the traffic signal)
- Intersection Upgrades at 38<sup>th</sup> Street NW / Sunset Highway: Install a roundabout (instead of the traffic signal)

Alternatives are intended to restrict left turn traffic movements between the intersections. The roundabouts in the alternative would mitigate the restriction on left-turn movements by accommodating U-turns at the roundabouts. Roundabouts enhance safety by removing left-turning conflicts and reducing accidents.

Additionally, improvements internal to the site include roundabouts at intersections along Empire Avenue at both of the Cascade Interchange ramps, and at the intersection of 35th Street NW/NW Empire Avenue. The 35th Street NW/Empire Avenue roundabout could also accommodate access to the proposed Wine Village.

As 35th Street crosses the Public or Private Institution property there are several options for the road alignment. See Appendix B for the full range of options.

Future improvements could include an extension of Empire Avenue north of 38th Street and connecting back to Sunset Highway. Exhibit 3.4-7 illustrates both the *Transportation 2040 Plan* improvements and the above alternatives.

Exhibit 3.4-7. Proposed Transportation Improvements – North End



Source: Douglas County Public Works, The Transpo Group, BERK Consulting 2016

The cost of the improvements is shown in Exhibit 3.4-8.

### Exhibit 3.4-8. Transportation Costs

	Transportation Improvement Description	Estimated Cost (Douglas County 2016\$)
1	East Bound Off Ramp	\$8,319,700
2	West Bound On Ramp	\$2,934,300
3*	RAB @ 35th Street	\$890,800
4*	RAB @ 38th Street	\$1,426,500
5	RAB @ Off Ramp	\$1,056,900
6	RAB @ On Ramp	\$979,900
7*	38th Street Extension	\$2,179,600
8*	35th Street Extension	\$1,939,800
9*	Empire Ave- Goldcrest -38th	\$5,697,300
10	Empire Ave- 38th – Cascade	\$5,822,200
11*	RAB @ SR 28 & 35th	\$1,310,000
12*	RAB @ SR 28 & 38th	\$1,310,000
	<b>Total</b>	<b>\$33,867,000</b>

Note: \* Included in Phase 1 of Regional Transportation Plan for years 2016-2027. Projects 11 and 12 were considered as intersections with signal improvements; in the table above these are proposed as roundabouts. Other projects are unscheduled and considered “vision” projects in the regional plan.

Legend: RAB = roundabouts

Source: Douglas County 2016

### ***Sewer, Water, and Stormwater Utilities***

An integrated infrastructure plan is proposed to clarify the scope and sizing of anticipated on-site utilities. The infrastructure plan includes phasing alternatives and planning level concept costs to assist stakeholders in identifying appropriate and required infrastructure extensions. The locations of the infrastructure elements are general in nature and are intended so that site-specific designs can be completed without substantial revision. The preferred sewer and water infrastructure plan is shown in Exhibit 3.4-10, and the stormwater plan is shown in Exhibit 3.4-11. Each major utility is described below:

**Sanitary Sewer:** An extension of sanitary sewer will be required north along Empire as the primary backbone to serve the proposed North End Master Site Plan. The lower tier of the study area, including the Wine Village, will need a local pump station with discharge to the sewer main in Empire Avenue. Gravity sewer service is capable of serving all of the area on the upper tier, including the institutional, commercial recreation, and hospitality areas. The furthest northeast portions of the study area can also be served by gravity sewer, but will require crossing the US2/97 highway. It is recommended that the crossing occur in one of two of the existing grade separated structures. The resort area located on the furthest north portion of the study area will require a pump station for sewer service. However, the size and scope of the pump station can be minimized by extending gravity sewer along Empire Avenue north of US2/97.

**Stormwater:** Management of stormwater from the developed study area, including water quality treatment and on-site detention, will need to occur primarily on each individual parcel. There is an opportunity in the southern portion of the study area to use a regional system of interconnected stormwater features. Exhibit 3.4-11 shows a conceptual regional stormwater facility location; however, the relationship of a regional stormwater facility and sewer and road facilities would be

determined during design. It is the intention of this plan that the regional stormwater pond be constructed on private property, but it may be necessary to relocate or reconfigure the parking area for the Apple Capital Loop Trail on the adjacent WSDOT property. If developed, this private stormwater system would need to be installed and maintained by property owners. All public stormwater associated with roads and public places will be collected, treated, and infiltrated within public rights-of-way, separately from stormwater generated by private property.

Although the Columbia River is a flow control exempt water body and discharges of treated stormwater to the Columbia could be facilitated entirely through man-made conveyances, the local community’s long-term goal is to eliminate stormwater discharges to the Columbia River. Therefore, construction impacts and the permitting process associated with new outfalls to the Columbia River are not included in the Environmental Impact Statement. Such shoreline-area conveyances would require additional evaluation and permitting actions. For these reasons, the stormwater plan proposed would require infiltration and/or evaporation to discharge of stormwater from the site.

Discharges to the existing unnamed tributary south of US2/97 would not be authorized through Douglas County; therefore, stormwater will need to be managed on-site.

**Drinking Water:** Local service distribution lines will be necessary to extend water service to the individual properties. The transmission system in place for the area will not require upgrades to serve development proposed under the North End Master Site Plan. Water system distribution lines will primarily be located within proposed road networks to minimize additional land disturbance and ease maintenance and operations of the water system.

**Irrigation Water:** Specific plan features were not identified for extension and service of individual properties from the irrigation district. However, individual properties would be permitted to coordinate on their individual needs to obtain irrigation water. Specific design criteria for landscaping in the North End Study Area favors native plants, which would not generate much demand for irrigation water. Irrigation demand may be high for specific uses, such as commercial recreation, especially if developed as a sports field or stadium type use.

Estimated costs for water and sewer infrastructure are below in Exhibit 3.4-9.

**Exhibit 3.4-9. North End Utility Costs**

Project Identifier	Description	Cost
<b>Sanitary Sewer</b>		
<b>GS-1</b>	Empire Avenue trunk (Goldcrest ST NW to 29 <sup>th</sup> Avenue existing) 3,620 LF 15” gravity main @ \$360/LF	\$1,303,200
<b>GS-2</b>	Empire Avenue trunk (extending north from Goldcrest St NW) 860 LF 12” gravity main @ \$350/LF	\$301,000
<b>GS-3</b>	Empire Avenue trunk (extending south from Olds Station Bridge Rd) 850 LF 10” gravity main @ \$340/LF	\$289,000
<b>GS-4</b>	Empire Avenue trunk (Olds Station Bridge Rd to Resort) 1,500 LF 8” gravity main @ \$330/LF	\$525,000
<b>GS-5</b>	Wine Village trunk (future road to pump station) 1,600 LF 10” gravity main @ \$340/LF	\$544,000
<b>GS-6</b>	Southeast Business Park collector sewer (future road to pump station) 500 LF 8” gravity main @ \$330/LF	\$165,000
<b>GS-7</b>	35 <sup>th</sup> St NW collector sewer (NW Empire Avenue to NW Cascade Ave) 1,360 LF 8” gravity main @ \$330/LF	\$448,800
<b>GS-8</b>	Olds Station Bridge Rd collector sewer (NW Empire Avenue to US2/97) 1,900 LF 8” gravity main @ \$330/LF	\$627,000
<b>GS-9</b>	Cascade Avenue & US2/97 Crossing	\$125,000

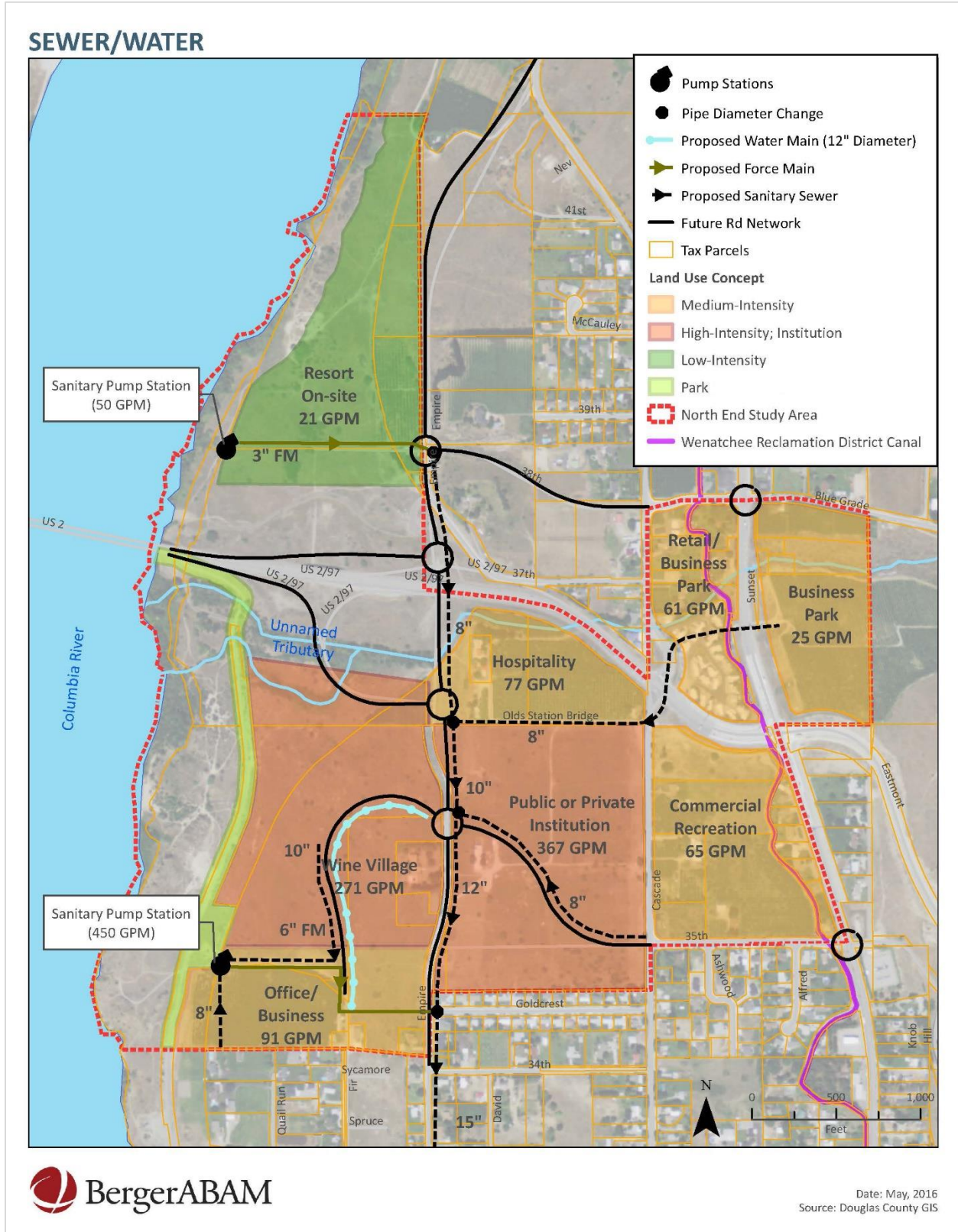
Project Identifier	Description	Cost
	250 LF 8" gravity main @ \$500/LF	
PS-1	400 gpm Wine Village Pump Station	\$750,000
	1,300 LF 6" forcemain @ \$80/LF	\$104,000
PS-2	50 gpm Resort Pump Station	\$350,000
	1,200 LF 3" forcemain @ \$60/LF	\$72,000
<b>Sanitary Sewer Subtotal:</b>		\$5,604,000
<b>Domestic Water</b>		
WL-1	Wine Village Loop (Empire Avenue to Fir Street)	
	2,800 LF 12" diameter water main @ \$150/LF	\$420,000
<b>Construction Cost Subtotal:</b>		6,024,000
<b>State Sales Tax @ 8.2%:</b>		494,000
<b>Recommended Contingency @ 15%:</b>		\$904,100
<b>Total Subarea Construction costs:</b>		\$7,422,000
<b>Engineering and Permitting @ 20%:</b>		\$1,205,000
<b>Total Project Delivery Costs:</b>		<b>\$8,627,000</b>

Source: BergerABAM 2016

Notes:

1. These are public works costs - ~10-15% higher than private developer costs.
2. These costs include full asphalt street restoration that may not be applicable depending upon construction sequencing ~15-20%

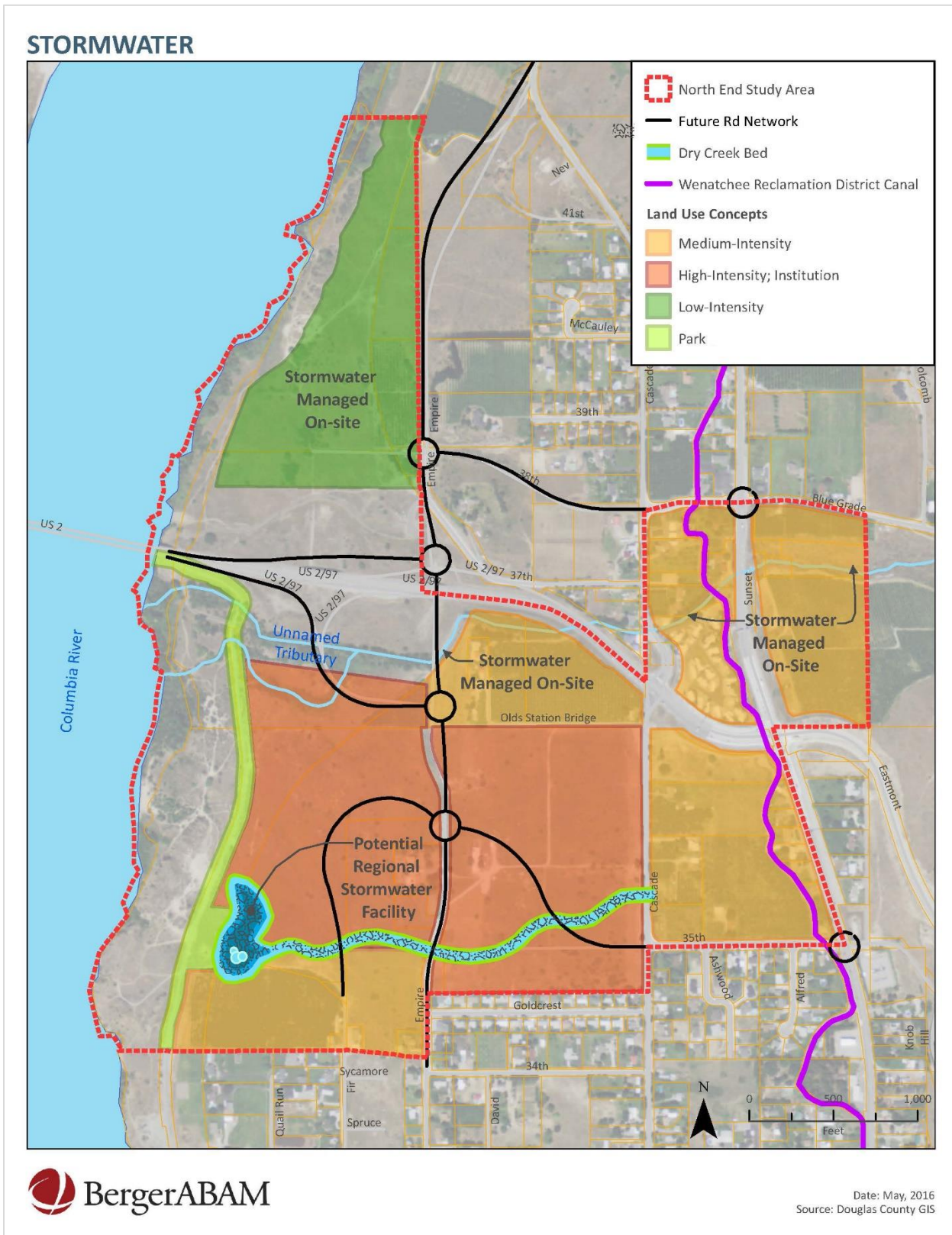
Exhibit 3.4-10. Proposed Sewer and Water Plan



Note: Sewer and stormwater systems may be co-located facilities, but final placement and alignments will be based upon actual development plans.

Sources: Land Use: Makers Architecture and Urban Design, BERK Consulting 2016; Utility Plan BergerABAM 2016

Exhibit 3.4-11. Proposed Private Stormwater Plan



Note: Sewer and stormwater systems may be co-located facilities, but final placement and alignments will be based upon actual development plans.

Sources: Land Use: Makers Architecture and Urban Design, BERK Consulting 2016; Utility Plan BergerABAM 2016

## Development Phasing Options

Absent the transportation and utility infrastructure it is unlikely that the desired growth and land use pattern could be accommodated. Installation of the planned transportation and utility improvements is necessary for the achievement of the Preferred Alternative, and when installed will allow for achievement of the whole growth program.

Because existing utilities are limited to the eastern and southern portion of the study area and installation of new utilities would require additional capital costs, the phasing plan explores the possibility that the development would occur in phases from east to west and south to north. The upper bench (located in the east) would develop first in this option with the lowest terrace developing last. However, the lower bench (west) where the Wine Village is tentatively sited could also develop first in the phasing plan as the utility services for water could be relatively easily extended to serve the area. Sanitary sewer in the lower bench is served by its own pump station discharging to the gravity main, which is to be extended in Empire Avenue.

Development of the Resort and areas north of US 2/97 would most efficiently occur last, allowing for the most logical extension of sanitary sewer to serve the study area.

Interim development or very low intensity uses may qualify for the use of temporary on-site sewage systems. However, it would be required that on-site piping, and required off-site development of utilities be included such that when sewer service becomes available, the septic systems be abandoned and development be connected to the public system. Connection to the public system will be required as a condition of development.

## 4.0 IMPLEMENTATION ACTION PLAN

### 4.1 Funding Plan

As identified in Section 3.4, there are significant infrastructure needs related in particular to road network improvements and sanitary sewer, and a disparate group of Stakeholder Agencies with a stake in that development (and therefore, the development of this infrastructure). Stakeholder Agencies and roles for infrastructure development are shown in Exhibit 4.1-1 below.

**Exhibit 4.1-1. Stakeholder Agencies and Roles**

Stakeholder Agency	Infrastructure Role	Regulation Role
City of East Wenatchee		Land Use
Douglas County	Roads	Land Use, Roads
Douglas County Sewer District	Sewer	Sewer
Port of Douglas County		
Washington Department of Transportation	Access	Access
Chelan Douglas Transportation Council	Roads	
East Wenatchee Water District	Water	Water
Greater East Wenatchee Stormwater Utility	Stormwater	Stormwater

Source: *North End Area Market Study*, April 2014

The *North End Area Market Study: Market Strategy and Implementation Plan*, BERK, April 2014 (hereafter referred to as the *North End Area Market Study*) first articulated the challenges and solutions to developing and funding this infrastructure:

#### Challenges:

- Each partner jurisdiction has its own responsibilities and policies, which don't always align with other partners.
- Each organization has different funding sources and challenges, yet many infrastructure improvements need to occur at the same time to realize cost efficiencies.
- The costs and risks of making the initial infrastructure improvements needed are not distributed equally among the different organizations.
- There is a risk of development not materializing to justify investment in infrastructure.

#### Solutions:

- Ensure that development in the study area is sufficiently valuable to justify the level of investment that is required to provide the necessary infrastructure improvements.
- An integrated approach to funding infrastructure should be pursued.
- Determine what share of infrastructure improvements might be supportable by private development through the increased value of the land.
- Consider interlocal agreements to pursue joint funding opportunities.

To alleviate these challenges, the *North End Area Market Study* suggested that Stakeholder Agencies coalesce around one capital strategy for funding the infrastructure required to develop this site. This

capital strategy would be developed based on high-level cost estimates, with clearly identified long-term objectives and realistic funding sources of sufficient magnitude to accomplish these infrastructure improvements within a 10-year planning horizon.

This Master Site Plan fulfills the direction of the *North End Area Market Study 2014* by identifying a coordinated land use strategy and associated infrastructure investments. To implement the plan, the Planned Action Ordinance and other county and city regulations would require future development in the study area to connect to the utility systems. In addition, the planned action ordinance would incentivize development to be consistent with the Master Site Plan land use concept, given that the Comprehensive Plan and implementing zoning allow a broader range of uses and are not under amendment.

## Road and Utility Improvements

The total cost of road improvements needed to provide access and a network spine for the site is an estimated \$33.8 million. However, these improvements can be built as individual segments as the area builds out; conceptual road network cost estimates are shown in Exhibit 4.1-2. Also, some of the roadway improvements will have benefit to travel beyond those trips coming from or going to development within the subarea. To account for these general benefits, site share of each roadway improvement was developed to allocate total cost to the study area. The share is intended to be a conservative estimate and is based on a review of overall travel patterns and projections of growth in through-trips that would use elements of the new roadway network. After accounting for these general beneficiaries and a small state funding commitment, there is a net cost of \$29.5 million allocated to the uses in the subarea.

**Exhibit 4.1-2. Conceptual Road Network Cost Estimates, 2016\$**

	Transportation Improvement Description	Estimated Cost (Douglas County 2016\$)	Secured Funds as of 2016	Proportionate Share*	Study Area Costs
1	East Bound Off Ramp	\$8,319,700		80%	\$ 6,655,760
2	West Bound On Ramp	\$2,934,300		80%	\$ 2,347,440
3	RAB @ 35th Street	\$890,800		100%	\$ 890,800
4	RAB @ 38th Street	\$1,426,500		100%	\$1,426,500
5	RAB @ Off Ramp	\$1,056,900		80%	\$ 845,520
6	RAB @ On Ramp	\$979,900		80%	\$783,920
7	38th Street Extension	\$2,179,600		100%	\$2,179,600
8	35th Street Extension	\$1,939,800	\$1,172,075	96%	\$737,016
9	Empire Ave- Goldcrest -38th	\$5,697,300		90%	\$ 5,127,570
10	Empire Ave- 38th – Cascade	\$5,822,200		100%	\$5,822,200
11	RAB @ SR 28 & 35th	\$1,310,000		100%	\$1,310,000
12	RAB @ SR 28 & 38th	\$1,310,000		100%	\$1,310,000
<b>Total</b>		<b>\$33,867,000</b>	<b>\$1,172,075</b>		<b>\$29,436,326</b>

Note: \*Share of cost based on percentage of Project Area Trips, Available Funds, Regional Need. Other improvements such as internal circulation within the Wine Village and a roundabout at the intersection of 35th/NW Empire/Wine Village circulation road may be constructed as part of development requirements.

Legend: RAB = Roundabout

Source: Douglas County, Transpo Group, BERK Consulting 2016

As shown in Exhibit 4.1-3, there are more than \$8 million in utility infrastructure needs, in addition to projected transportation needs. The largest share of utility costs is related to extension of sanitary sewer improvements through the site, which is estimated to be \$8.0 million. This does include the cost of extending a sewer main up Empire Avenue to the south edge of the study area (shown as Project GS-1 in Exhibit 3.4-9), which will be needed before the main can be extended. The table below includes a proportional assignment of contingency and engineering costs detailed in Exhibit 3.4-9.

**Exhibit 4.1-3. Utilities Costs**

Utility	Cost 2016\$
Water	\$601,500
Sewer	\$8,025,500
<b>Total</b>	<b>\$8,627,000</b>

Source: Berger/ABAM 2016

## Infrastructure and Land Values

Major infrastructure improvements that open up new developable areas present a particularly challenging funding issue for public service providers. The large up-front investments will have long-term benefits if and when the area is developed. Even when the future development potential is expected to generate sufficient tax and fee revenue to support the necessary level of investment, there is still the risk associated with the upfront capital spending and the fact that the new revenues will be generated over many years and subject to the inherent uncertainties of market demand. For the North End Area, development cannot proceed without an estimated \$33.8 million over ten years to improve roads and \$8.6 million to improve sanitary sewer and domestic water.

Based on the value of the uses that might locate in this area and projected demand, it is likely that development will be able to support an as-of-yet unidentified portion of these infrastructure improvements through the Planned Action Ordinance mitigation (e.g. mitigation fees similar to impact fees). Stakeholder Agencies will have to be thoughtful about the share of these infrastructure improvements that could be funded by development and the share that would be covered by public sources, particularly where the improvements would benefit the broader road and sewer system for the community as a whole.

For transportation costs, without the balancing of what share would be publicly funded, the per trip amount is illustrated below, and reinforces the need for further evaluation and thoughtfulness on the share that may be covered by public sources and the share that may be the responsibility of private development.

**Exhibit 4.1-4. Preliminary per Trip Costs – Pending Balance of Public and Private Shares**

Scenario	Cost Basis	Per Trip
<b>Full Costs</b>	\$33,867,000	\$7,549
<b>Study Area Proportionate Share of Costs, All</b>	\$29,436,326	\$6,562
<b>Study Area Proportionate Share of Costs, Half</b>	\$14,718,163	\$3,281
<b>Study Area Fund Projects unscheduled in Transportation 2040</b>	\$16,454,840	\$3,668
<b>Full Intensity Trips:</b>	4,486	

Source: Douglas County, The Transpo Group, BERK Consulting 2016

There is concern among property owners and potential development interests that attempting to allocate a substantial share of the cost of infrastructure improvements to private development could make development infeasible or significantly delay activity until the market can support this level of investment.

To provide some context for these concerns, a simple comparative analysis of land costs and values was developed to illustrate how “fully-burdened” land in the study area might fit into the broader market area. The infrastructure costs used to develop the “fully burdened” land is presented in Exhibit 4.1-5, and includes a conceptual allocation of cost based on the relative property share of benefits from each improvement.

**Exhibit 4.1-5. Costs of Improvements, 2016\$**

	Utilities	Roads	Total
<b>Costs (\$2016)</b>	\$8,627,000	\$33,867,000	\$42,494,000
<b>Share Attributable to North End Subarea</b>	100%	86.9%	90%
<b>Allocation of cost to North End Subarea</b>	<b>\$8,627,000</b>	<b>\$29,436,326</b>	<b>\$38,063,326</b>

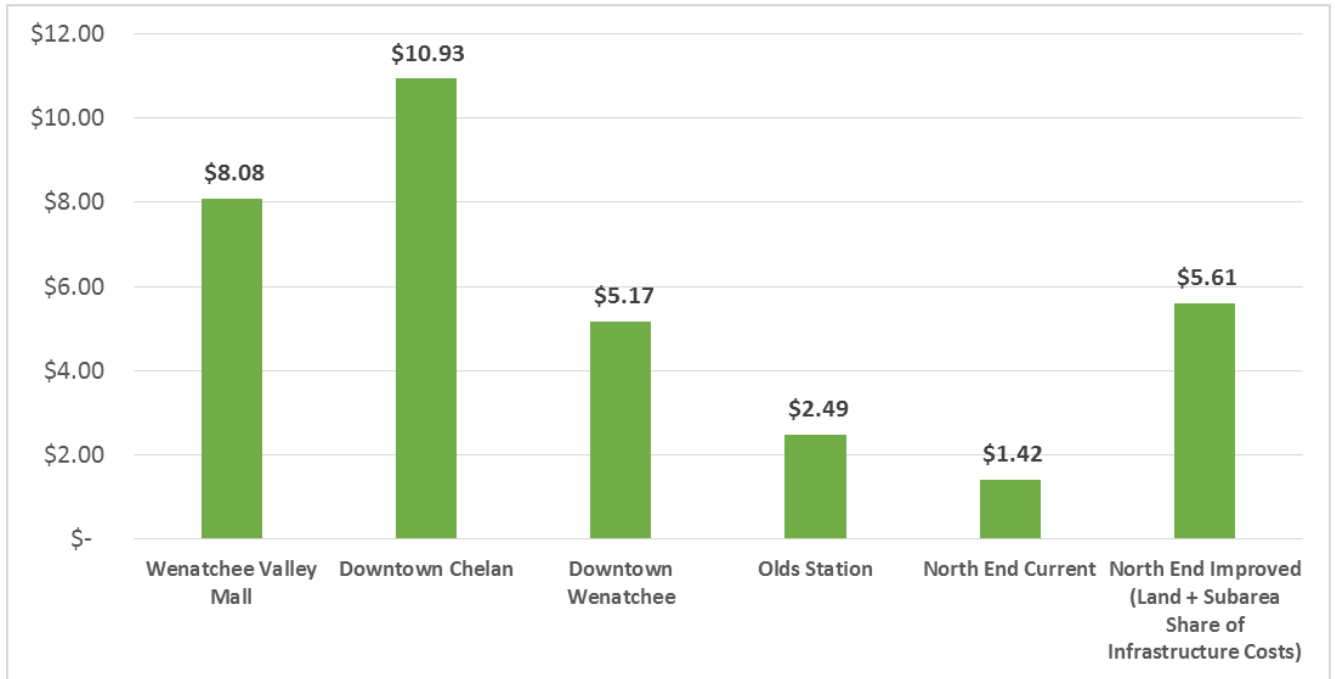
Source: Transpo, BergerABAM; BERK Consulting, 2016

These costs are then added to the current value of land in the study area to create a “fully burdened” cost of land with full transportation and sewer service available. This cost-basis land value can then be compared with land values for other commercial development areas in the Chelan-Douglas region. The feasibility issue can then be informed by the implied relative cost to acquire land for development purposes in the study area versus alternative development sites elsewhere in the region.

Exhibit 4.1-6 presents the results of this analysis, which shows that even assuming that 90% of the transportation and utility infrastructure costs are added to the land value, the total land cost of land in the area falls within the bounds of other commercial land elsewhere in the area. For example, the \$5.61 cost per square foot of land would be substantially lower than land values in downtown Chelan and around the Wenatchee Valley Mall. It would place the site at a slightly higher average land value than the current overall average for land in downtown Wenatchee and substantially more than land in Olds Station.

What this analysis suggests is that adding the cost of infrastructure to the very low land values in the current study area does not push the development economics beyond the current market conditions experienced in other areas. The key feasibility issue is where the prospective North End development fits in relation to the markets served in these other areas.

**Exhibit 4.1-6. Land Value per Square Foot, 2015\$**



Source: Douglas County Assessor’s Office, 2016; Chelan County Assessor’s Office, 2016; BERK Consulting, 2016.

Note: For the purposes of this analysis, the market value of land as determined by the County Assessor is used as the current land value base for the commercial areas evaluated. Individual property values can vary significantly within these areas based on zoning and other property features, such as water access. By using averages for the entire commercial districts, the analysis offers a general comparison across the range of uses allowed.

Since the value of land is based on the expected value of the real estate use that might locate on a piece of property, there is a direct relationship between rents or sale prices and what someone is willing to pay to acquire a development site. For example, if average rents, condominium values and hotel rates in the study area were expected to be 75% to 80% of current market conditions in downtown Chelan, then there would appear to be a reasonable market opportunity in the study area. The \$5.61 cost of land in the study area would compare roughly to a land value of \$8.20 per square foot (75% of downtown Chelan values), leaving a market risk cushion of \$2.60 per square foot.

Alternatively, if the perception is that the study area rents, condo values and hotel rates were more likely be comparable to the averages for downtown Wenatchee, then under current market conditions, land in the subarea would be at a 12% premium. In this scenario, with newer development it may be possible to support this premium, but there would be no market cushion to mitigate risks.

It should be noted that this is a simple threshold analysis of potential market considerations and not a detailed development pro-forma analysis designed to assess specific feasibility of any particular development opportunity in the North End study area. The reality is that different uses will present different economic opportunities. As a result, the potential contribution to infrastructure costs will depend on the development activity that emerges and will not likely be the same for every parcel. However, the analysis does confirm that, while there is a significant investment required, there is also a significant gap between the current value of property in the study and the value of other commercial property in the area.

The gap in the current value of the property and other commercial property in the area means there is an opportunity for property owners to be “equity partners” in attracting development opportunities.

Whether a current landowner is considering the option of developing their property or looking to sell at some point in the future, they stand to benefit from the investments in infrastructure that will open up the North End to development. Since the value of their property cannot be fully “unlocked” until the area is ready for development, the sooner that this can happen, the greater the potential gain.

While this land value dynamic is a typical aspect of greenfield development, the fact that a large amount of land is publicly-owned creates a unique opportunity to capture some of the incremental land value as a means of recovering some of the initial public investment. WSDOT owns approximately 43% of the entire planning area and 21% of the land that comprises the various development areas, including about 26 acres of the Resort area (75%), and 13 acres of the Wine Village (30%), as well as smaller shares associated with the Business Park and Office areas; see Exhibit 4.1-7 and Exhibit 4.1-8.

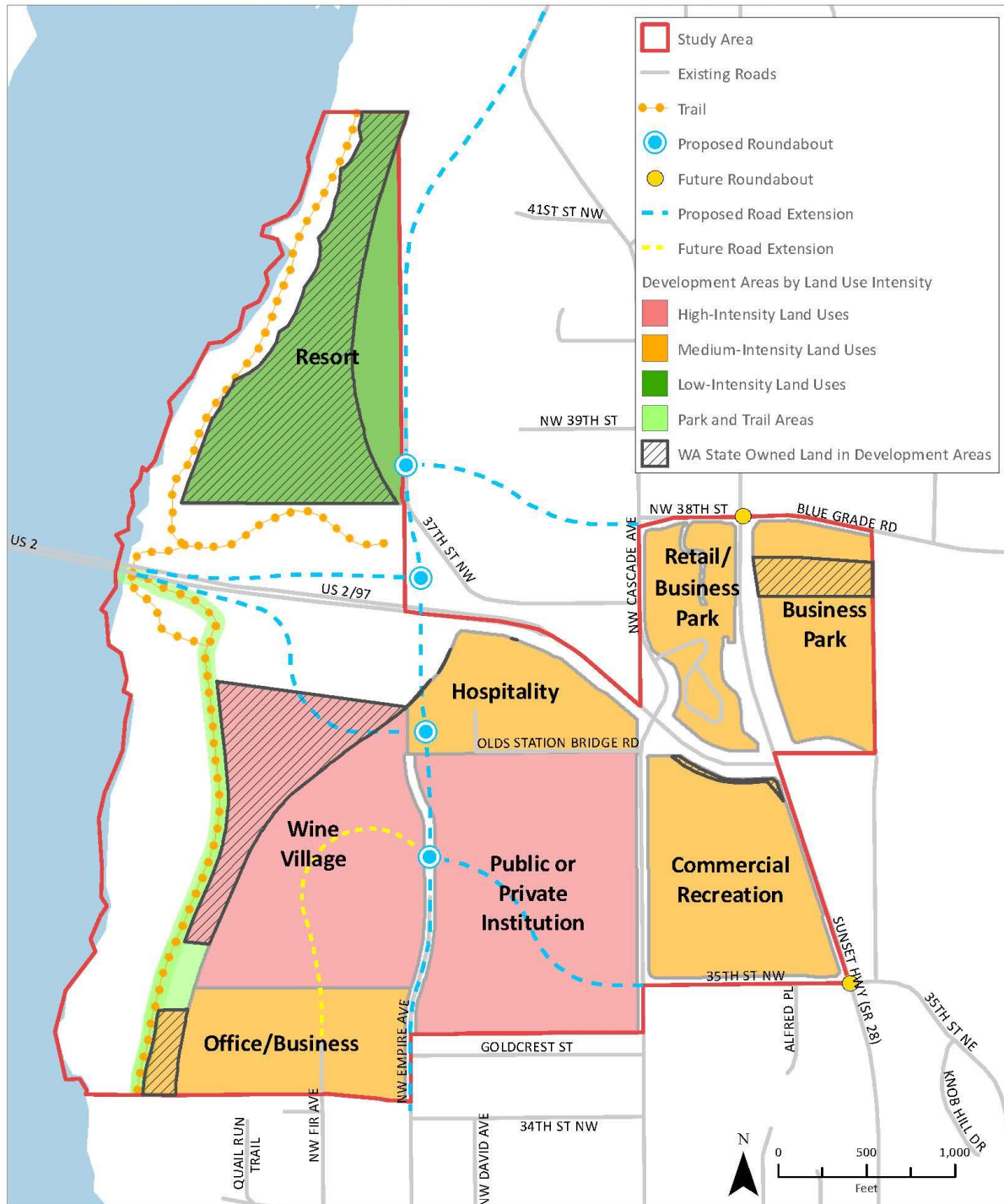
**Exhibit 4.1-7. Washington State Department of Transportation Share of Land in Study Area**

Development Area	Total Acres	LU Intensity	WA Owned Acres	WA Owned Percent
<b>Resort</b>	34.16	Low	25.62	75%
<b>Wine Village</b>	43.58	High	13.27	30%
<b>Business Park</b>	16.94	Medium	3.16	19%
<b>Office/Business</b>	19.45	Medium	1.88	10%
<b>Commercial Recreation</b>	24.33	Medium	0.36	1%
<b>Hospitality</b>	14.91	Medium	0.02	0.1%
<b>Public or Private Institution</b>	42.99	High	0	0%
<b>Retail/Business Park</b>	11.86	Medium	0	0%
<b>Total</b>	<b>208.21</b>		<b>44.31</b>	<b>21%</b>

Source: Douglas County Assessor 2015; BERK Consulting 2016

Exhibit 4.1-8. Washington State Department of Transportation Ownership in Study Area

NORTH END STUDY AREA - WASHINGTON STATE OWNERSHIP



Date: May, 2016  
Source: BERK, 2016; MAKERS, 2015;  
Transpo 2016; Douglas County Assessor, 2015

Source: Douglas County Assessor; BERK Consulting, 2016

## Phasing

The *North End Area Market Study* suggested that these infrastructure improvements be accomplished within a ten-year planning horizon. If this development could be phased equally over ten years, it would amount to approximately \$3 million a year. This is a sizeable amount of funds, but it is realistic that the Stakeholder Agencies, buttressed by mitigation contributions, could fund these improvements in cash. This would be beneficial, as financing projects increases their overall costs due to debt service costs. For the purposes of this strategy, this analysis assumes that these infrastructure improvements would be funded with cash on a pay-as-you-go basis.

## Funding Options

In addition to the public agency and value capture and reinvestment, Stakeholder Agencies will have to blend funding sources to pay for infrastructure improvements. Traditional funding sources include existing local capital revenues, state and federal competitive grants and legislative allocations, and mitigation. Stakeholder Agencies should also consider specialized funding options like community revitalization financing, community facility districts, Local Improvement Districts, Utility Local Improvement Districts, or Road Improvement Districts, and latecomer agreements.

A list of funding options appears below. Following that, evaluation criteria and a matrix provide an assessment of feasibility, suitability and order of magnitude estimates relative to the funding required.

### ***Additional Opportunities to Capture Contributions from New Development***

One of the broader community benefits that will accrue from the successful development of the North End area is the general tax benefits that will be generated by the construction spending and from ongoing activity from the uses that will locate in the area. These tax benefits can be used to directly fund some portion of the public investment in the site or to more broadly justify public investment based on the fact that the new activity will contribute to the greater good by supporting other municipal functions. Tax revenues will be generated from the following:

- **Sales Tax Generated on Development.** Sales tax is generated from the taxable sales of goods occurring within the County's boundaries. Sales tax impacts from potential site development will be generated in two ways:
  - The initial construction of the development will generate sales tax for the full cost of supplies, material, and labor used in construction.
  - Retail and hotel development will generate significant ongoing sales and use tax revenues.
- **Property Tax Generated on Development.** When new construction is built, the County can add that assessed value (AV) to its tax rolls and collect revenues on it. In this way, AV from new construction is the only way for a jurisdiction to increase its property tax base and revenues beyond the 1% per year cap on the property tax levy.
  - **Utility Tax Generated on Development.** Utility taxes and franchise fees are charged against total utility revenues and revenue from utility taxes that flows to the general fund scales in proportion with the quantity of utilities purchased by the site's future tenants.
    - The development on the site would be served by Stakeholder Agencies, and therefore would generate utility tax revenue for the City of East Wenatchee, if annexed, based on the total utility billing generated by the site's occupants.

In addition to the general tax benefits described above, there are funding mechanisms that provide opportunities to more directly tap the value increase in the land to support infrastructure development for the North End properties. The following is a brief summary of these options:

- **Community Facility Districts.** Allow jurisdictions (including cities and counties) to finance infrastructure improvement through establishing a special assessment district for a variety of improvements including water, sewer, roads, storm drainage, sidewalks, and other forms of infrastructure. The formation of a district requires 100% of property owners within the district to sign a petition to form the district.
- **Road Improvement Districts (RID).** Levy a special assessment on properties that would benefit from roadway improvements to pay for those improvements. This mechanism can be particularly effective when: (1) there are significant and demonstrable benefits to the property values associated with the road improvements; and, (2) there are relatively few large property owners within the assessment area and they see the benefit of participating in the RID.
- **Utility Local Improvement Districts (ULID).** Use existing County and special district authority to establish a ULID for the purpose of constructing or reconstructing sewer or water systems and to levy a special assessment to pay in whole the cost of any improvements.

Finally, there are mechanisms that provide opportunities to address some of the equity balancing issues associated with allocating some of the funding responsibility to future development. Since the actual ability to support a portion of infrastructure development will vary based on the use, it may be desirable to have options to reduce the cost burden on development. The following is a brief summary of these options:

- **Latecomer Agreements.** Funding agreements that allow property owners who have paid for capital improvements to recover a portion of the costs from other property owners in the area who later develop property that will benefit from those improvements. This approach reflects the reality that it is difficult to phase some of these infrastructure investments which can result in the early participants carrying a larger financial burden to get the project off the ground. Latecomer agreements would offer a mechanism for the early commitments to recover some of their investment.
- **Negotiated Development Fee Rebate.** Allows jurisdictions to levy relatively higher impact fees with the promise that a portion of those fees will be refunded from the increment of general tax revenues generated by the construction and ongoing activity on the site.

### ***Community Contributions***

As discussed previously, the successful development of the North End area will result in general tax revenue and economic benefits. As a result, there is an appropriate role for public funding to build the infrastructure necessary to generate these broader community benefits. The following is a brief discussion of the mechanisms available to local jurisdictions seeking to generate public funding to support infrastructure development in the area.

- **Property Tax Levy Lid Lift.** The Road Levy is a property tax collected by the County specifically for transportation funding and accounts for a large portion of the County's transportation funds. If the transportation needs were of sufficiently high priority, the County could target Road Levy Funds to contribute toward a share of the transportation needs of the area.

- Since the passage of I-747, the revenues from this levy have been declining because the 1% allowed increase does not keep pace with inflation (which hovers around 3%), or population growth. One tool that counties can, and increasingly are, using to combat this is a levy lid lift. To do this, a county asks its voters to “lift” the 1% levy limit on annual levy increases so the district can collect a higher levy amount, up to the maximum rate limit amount for that jurisdiction. Districts have certain statutory maximum rates but many of these districts have seen their levy rate reduced year after year to avoid levying more than 1% additional revenue as property valuations increase. A levy lid lift lets them increase rates up to the statutory maximum rate.
- **Increased Utility Rates.** Utilities, like those serving the site, are enterprise agencies, and thus are authorized to increase their rates to sufficiently fund costs, including the cost to build and support infrastructure development in their respective service areas. The degree to which elements of the infrastructure needs would provide benefits to the overall utility enterprise then there would be a justification for a general capital investment supported by all rate payers.
- **Sewer and Water Connection Fees.** Service providers are authorized to levy connection fees to developers and property owners connecting to sewer and water services for the first time. Those fees must be commensurate with the cost of the connection and can be designed to recover costs of infrastructure which disproportionately benefit specific users to mitigate rate impact to existing rate payers.
- **Grants and loans.** There are state and federal grant and revolving loan programs, which could provide some funding from outside the region. These programs are extremely competitive; however, any grant funding that could be made available would significantly improve the funding and economic feasibility of the North End development, since these funds would reduce the amount that needs to come from development and local public sources.
  - The Community Economic Revitalization Board (CERB) provides loans and grants to local governments and federally recognized tribes for public infrastructure, which supports private business growth and expansion, with the exception of retail development or gambling. Programs address planning and implementation; this Master Site Plan and associated Planned Action are funded in part by a CERB grant. Regarding implementation, eligible projects relevant to the North End include domestic and industrial water, stormwater, wastewater, and others. Jurisdictions in rural counties such as Douglas County are eligible for Prospective Development awards where an economic feasibility study demonstrates that the project will “lead to the creation of a significant number of permanent jobs or generate significant private capital investment” and where applicants demonstrate “the need for CERB assistance and that no other timely source of funds is available at a reasonably similar rate.”<sup>1</sup>
- **Legislative allocation.** In addition to the grant programs, some infrastructure funding is allocated through the state budget process. Since there are investments required for state transportation facilities, a contribution through the state budget would have the same benefits as a grant. As with grants, these discretionary funds are limited, subject to state appropriation, and very competitive.

---

<sup>1</sup> Department of Commerce. 2016. Funding Programs. Available: <http://www.commerce.wa.gov/commissions/CommunityEconomicRevitalizationBoard/Pages/CERB-Traditional-Programs.aspx>. Accessed: May 23, 2016.

- A variation on the state funding options is to position the project to be eligible for Local Revitalization Financing (LRF). This is a state economic development program designed to provide a tax-increment financing mechanism for local projects which will have measurable fiscal benefits. Under this program, there is a state match for local contributions to fund debt service related to infrastructure development. The match is capped, but provides a meaningful new source of funding. The legislature has not funded any new awards for several years, so this approach would require new budget authority to expand the program beyond the current list of projects that have been awarded.

■ **Community Revitalization Financing.** A form of tax increment financing from local property taxes generated within the area authorized by Chapter 39.89 RCW. The law authorizes counties, cities, towns, and port districts to create tax increment areas within their boundaries where community revitalization projects and programs are financed by diverting a portion of the regular property taxes imposed by local governments within the tax increment area. The law allows local governments raise revenue to finance public improvements that are designed to “encourage economic growth and development in geographic areas characterized by high levels of unemployment and stagnate employment and income growth.” Use of the funds is expected to “encourage private development within the increment area and to increase the fair market value of real property within the increment area.” The law requires there be a signed, written agreement among taxing districts, a public hearing, and adoption of an ordinance. The agreement indicates that taxing districts in the aggregate will levy at least 75 percent of the regular property tax within the increment area.

■ **Transportation Benefit District (TBD).** Funding districts that may be established for the construction and operation of improvements to roadways within their jurisdiction. TBDs have two available funding mechanisms:

- **Sales and Use Tax (RCW 82.14.0455).** TBDs can levy up to a 0.2% local sales and use tax with voter approval. This tax must be authorized by voters, and may not be in effect longer than 10 years unless reauthorized by voters.
- **Motor Vehicle Excise Tax (MVET) (RCWs 81.100 and 81.104).** TBDs can levy up to a \$100 fee for each new vehicle weighing less than 6,000 pounds registered in its jurisdiction. Initially, \$20 of this fee can be leveraged without a public vote. After two years that amount increases to \$40, and later to \$50.

Depending on how a TBD is created, this approach could be viewed as a general source of transportation funding or a target source more along the lines of the LID and RID options discussed earlier. A large TBD would be able to fund a range of improvements throughout the area, including potentially contributing toward the transportation needs in the North End area. A smaller, more targeted area could be considered if there was a desire to more closely align the boundaries with a specific geography and target a much narrower list of improvements.

In 2013, the East Wenatchee Transportation Benefit District was created by the City of East Wenatchee and authorized the \$20 vehicle license fee. It applies only in the city limits at this time. In 2015, the legislature increased the allowable nonvoted vehicle license fee up to a \$50 maximum. However, a TBD may only impose a nonvoted vehicle license fee above \$20 as follows:

- Up to \$40, but only if a \$20 fee has been in effect for at least 24 months.
- Up to \$50, but only if a \$40 fee has been in effect for at least 24 months. Any nonvoted fee higher than \$40 is subject to potential referendum.

If Douglas County were to consider forming a countywide TBD and impose a nonvoted license fee, it would need to distribute the revenues to each city in the county by interlocal agreement, which must be approved by 60% of the cities representing 75% of the city population. If the cities are unwilling to participate, then a district that includes the unincorporated areas only may impose the nonvoted license fees. Therefore, options could include:

- Form a countywide TBD, which would require an interlocal agreement whereby the issue of overlapping boundaries could be addressed.
- Form an unincorporated TBD that would include more than half the total county population and where the County could impose a fee only in these areas. The challenge is that much of this population is spread out widely and may create a challenge to identifying a suitable list of improvements that would appeal to these residents.

License fees beyond \$50 are allowed, but these must be approved by a simple majority of voters and cannot exceed \$100.

- **Industrial Development District.** To address lack of infrastructure and utilization of the area among other marginal conditions, the Port of Douglas County may establish an Industrial Development District (IDD) through Chapter 53.25 RCW. The IDD will allow the Port to realize redevelopment and development through public investment in marginal lands such as assisting with land assembly and making infrastructure improvements in areas where there are multiple ownerships and difficulty in achieving economic development through the private market alone. The legislation allows levying and collecting assessments as well as acquiring land and improving land through infrastructure and service investments. Ports also have the authority to levy a property tax of up to \$0.45 per \$1,000 of assessed value for up to six years. The subarea plan has a mix of employment uses, including business park and wineries which may have production and distribution activities. The Port is allowed to exercise the power granted to it by general laws within the IDD, and thus the law may not strictly limit non-industrial uses. Among its powers, an IDD is allowed “to develop and improve the lands within such industrial development district to make the same suitable and available for industrial uses and purposes (RCW 53.25.100)”

### ***Evaluation***

Each of the potential funding sources is screened according to these criteria:

- **Feasibility/Eligibility.** Estimates how realistic each funding option is and identifies any unique features of eligibility, which would require particular stakeholder agency involvement.
- **Suitability.** Identifies the extent to which each funding source would generate funding timed to meet these infrastructure costs.
- **Order of Magnitude.** Estimates the order of magnitude of these funding options relative to the \$33 million funding need.
- **Maximize Partnerships/Leverage Existing Funding.** The funding source would support continued or new partnerships among local agencies serving the North End, or leverage existing funding sources in place.

Because Stakeholder Agencies intend to require mitigation to support a portion of these infrastructure needs and because area residents will benefit from development in the long term, criteria around alignment of each funding source payee to the appropriate beneficiary is not included.

There is an inherent tension between funding these projects and funding Stakeholder Agencies' existing, already heavily prioritized Capital and Transportation Improvement Projects. Many of these funding options could be used to fund those other existing projects. Stakeholder Agencies will want to coordinate to ensure all partners are levying funding options that allow them to contribute their fair share to this project.

**Exhibit 4.1-9. Funding Sources Evaluation**

Funding Source	Feasibility / Eligibility	Suitability	Order of Magnitude	Partnerships / Leverage Funding
<b>Existing Source</b>				
Additional sales tax generated by development	↑	↑	↑	↑
Additional property tax generated by development	↑	↑	↑	↑
Additional utility tax generated by development	↑	↑	↑	↑
Road Levy Funds	●	↑	●	↑
Increased Utility Rates	↓	↓	↓	●
Targeted Connection Fees	↑	↑	●	↑
Grant and Loan Programs	●	↑	●	↑
CERB Grants and Loans	↑	↑	●	↑
Legislative Allocation	↓	↑	●	↑
<b>New Source</b>				
Community Revitalization Financing	↓	↑	●	↑
Community Facility Districts	↓	↑	●	↑
Local Improvement Districts	↑	↑	●	↑
Late-comer Agreements	↑	↑	●	●
Impact Fee Rebate	↑	↑	●	●
Transportation Benefit District (TBD)	●	↑	↑	↑
Industrial Development District (IDD)	●	↑	↑	●

**Legend**

 Positive
  Neutral
  Negative

**Strategies and Recommendations**

Local governments must balance their budgets. Decreases in revenues must be offset with service cuts or increases in taxes. The limitation on property taxes in 2001 forced Washington State local

governments to embrace new models of fiscal sustainability. Over the last decade, revenue growth driven by construction, business activity and consumer spending has generally been insufficient to meet the growing demands on local government for services and infrastructure investment.

With a challenging local tax structure, cities and counties must define with their residents the elements of the “social contract”: balancing the community’s desire and/or need for public services and the tolerance for local tax burdens. In this environment, how local governments manage and promote growth and development will have a significant impact on how this balance might be achieved.

When new development happens, it generates both one-time and ongoing revenues. The new development may also result in new costs in the form of increased demands for municipal services. However, when there are opportunities to create high-value commercial and residential development that can add to the local tax base, there is the potential to bend the revenue curve in their favor. In these instances, the entire community will benefit from the new development as the incremental tax revenues help to offset some of the underlying fiscal sustainability challenges facing local jurisdictions.

The implication for elected officials and residents is that either a greater amount of public services can be supported -- since revenues are growing faster than costs -- or constituent tax burdens can be lowered without compromising services. In addition, lower effective tax burdens also allow residents to bear greater amounts of voted tax burdens for specific public benefits and infrastructure.

### ***Why Take Action?***

The Stakeholder Agencies face a wide range of important needs such as public safety, environmental health, social services, transportation, jobs, housing, and utilities, among others. The list of public investment needs always exceeds the limited financial and staff resources available to tackle these challenges.

The greater Wenatchee area is a significant commercial and recreational hub in the Chelan-Douglas region, whose built environment offers a crucial component of the region’s fiscal, economic, environmental, and social health. Identifying, managing and investing in growth opportunities will influence a number of important public priorities, including:

- **Economic Opportunity.** The range of employment opportunities and the real wage gains of employees.
- **Constituent Tax Burdens.** Efficient land use and public services and high-value development opportunities can keep tax burdens lower than they would otherwise be.
- **Productive and Efficient Returns on Infrastructure.** Infrastructure is by nature a capacity building asset. Effectively leveraging infrastructure capacity and targeting new investments to open up economic opportunities are integral to supporting private investment in the community.

### ***Strategy for Public Action***

The Stakeholder Agencies essentially have four basic tools available to influence development and grow the region’s tax base for the benefit of all residents. They can:

- Control, regulate, and tax land use,
- Invest in infrastructure (parks, transportation, utilities, etc.),
- Deliver essential public services (public safety, recreation, etc.), and
- Acquire and sell land for the purpose of promoting desirable development.

The North End Subarea provides a significant opportunity to invest in a high value location for the benefit of the entire community. However, bringing this area into a fully productive state will require substantial up-front investments in transportation and sewer capacity to make the property developable to its highest and best use.

As discussed previously, the general conclusion of the threshold land value analysis suggests that there is some ability for the property in the subarea to absorb at least a portion of the infrastructure costs necessary to make the area developable. The actual share that could be allocated to the land will depend entirely on the ultimate uses that are developed and how these uses are valued in the market at the time of development.

Given this uncertainty, it is proposed that a flexible and multi-pronged approach be taken to address funding for the infrastructure development plan. As with most large-scale infrastructure development plans, the key will be to bring a variety of funding mechanisms into play to avoid over reliance on any one source of funds, reasonably align funding responsibility with project beneficiaries and synch funding with timing of development.

The key to moving this program of infrastructure development is to work simultaneously on multiple fronts to put a diverse and equitable funding package together. There are major elements of this approach: (1) attracting non-local funding; (2) using value-capture mechanisms to tap some of the incremental value that will be added to the land in the subarea; and, (3) locally-generated capital funding. Each of these is briefly discussed below:

■ **State and/or federal funding.** Given the broad community and economic development benefits that will be generated by successful development in the subarea and the multi-jurisdictional nature of the project, there is a good case to be made for attracting some state and federal funding to the area. Funding from external sources, such as state and federal grant programs, is a dollar that does not need to be generated from the value of development or limited local capital funds. Currently there is only a small share of state funding assumed.

While these sources of funding are extremely competitive and, in many cases, program funding has been cut back, project stakeholders should still actively pursue state and federal funding. To maximize the potential for success, the following state and federal strategies should be pursued:

- **State and federal grants.** Identify and pursue grant funding opportunities, such as state TIB programs, where project elements are particularly competitive.
- **Infrastructure loan programs.** Loan programs, such as the state Public Works Trust Fund, can be a low cost alternative to leverage expected future increases in local tax revenues from development.
- **State transportation funding.** Continue to work with legislative representatives to try and attract state transportation funding for project elements that will benefit the overall state highway system in the US 2/97 and SR 28 corridors.
- **Economic development funding.** Pursue economic development funding such as Economic Opportunity Grants awarded through the federal Community Development Block Grant program and Community Economic Revitalization Board funding programs administered by the Washington State Department of Commerce.

- **State LRF funding.** There are very limited ways for local governments to use tax increment financing for infrastructure development in Washington. One mechanism that has been created to partially fill this void is the Local Revitalization Fund program which awards grants to eligible projects with demonstrable local and state economic development benefits. Since this program has not been funded for several years, the key challenge will be to work with state legislative representatives to create new award opportunities through the state budget process.
- **Mechanisms that tap value increase in subarea property.** The following are likely to be the most appropriate value-capture mechanisms available to support the infrastructure program.
- **LID/ULID.** The most direct mechanism to generate targeted capital funding would be to create an LID or ULID to fund some portion of the infrastructure through a special levy that is assessed based on the incremental value added to the land from the development of the infrastructure.
  - **Utility connection fees.** A special utility connection fee could be developed to partially fund the sewer extension costs. The connection fee would be assessed at the time of new development and would generate an income stream that could be used to repay revenue bonds issued to support the capital program. Based on sewer district evaluation of funding sources, increased general facility charge revenue is not favorably considered to repay debt, since the timing and amount of growth is uncertain and could vary.
  - **Impact or mitigation fees.** Through the Planned Action, future development could be assessed a mitigation fee for their share of certain infrastructure elements. The fees would be based on the relative contribution to the need for the infrastructure and designed to recover a portion of the overall funding.
- **Local infrastructure funding.** The third leg of the funding stool is locally-generated capital funding. As with the state and federal sources, local capital funding is limited and there are many competing needs; however, given the local tax benefits from successful development of the subarea, there is a clear local interest in supporting the infrastructure program. Successful development of the subarea will result in increased tax and fee revenues that can support future infrastructure funding. Stakeholder Agencies could consider the following sources of local capital funding:
- **County road levy.** A portion of the transportation improvements might be appropriately funded through the Douglas County road levy. As the property develops, the assessed value will increase, generating additional road levy revenues in the future.
  - **General utility funding.** General water, sewer, and stormwater infrastructure funding could be allocated to the subarea on the rationale that, once developed, the new uses in the area will become utility ratepayers and generate revenues that will benefit future infrastructure development and/or reduce the burden on existing ratepayers to fund ongoing utility operations.
  - **Real estate excise tax (REET).** The project will likely generate REET revenues over time, therefore a strategy to use REET funding to support the project will return some of those funds back to the REET account for future investment elsewhere in the region.

- **Transportation Benefit District (TBD).** The City-approved TBD applies to the East-Wenatchee city limits at this time. The TBD boundaries may not be changed without further public hearings. A TBD can include territory in another jurisdiction (e.g. county or port district) through an interlocal agreement. Douglas County may establish a TBD as described earlier in this chapter. Alternatively, the City may extend its TBD to the study by interlocal agreement with the County. Last, the City may extend it following a public hearing to the North End if annexed.
- **Industrial Development District.** Through Chapter 53.25 RCW the Port can levy and collect assessments as well as acquire and improve land through infrastructure and service investments. See prior discussion.

## 4.2 Planned Action Permitting and Standards

A Planned Action is a State Environmental Policy Act (SEPA) tool used by local governments throughout Washington State to coordinate development and impact analysis for a designated subarea. A planned action provides more detailed environmental analysis during an area-wide planning stage rather than at the permit review stage. Designating a planned action streamlines environmental review for development proposals consistent with an adopted Planned Action Ordinance and associated Environmental Impact Statement (EIS) mitigation measures. Planned actions would be allowed if they meet or exceed proposed land use and environmental performance standards. In sum, a Planned Action:

- Defines allowed types and amount of future development (e.g., housing units, vehicle trips) and analyzes potential impacts in an associated EIS.
- Shifts environmental review to the planning stages to streamline permit review.
- Means future proposals would not need additional SEPA review when consistent with the Planned Action EIS assumptions and mitigation measures. However, proposals still go through permit review.
- Can help facilitate private and public investment in the study area.

The Planned Action Process is summarized in Exhibit 4.2-1.

**Exhibit 4.2-1. Planned Action Process**



The North End EIS studies the application of a Planned Action to the North End. A proposed Planned Action Ordinance is included in the Appendix of this Final Master Site Plan. It would be adopted both by Douglas County and the City of East Wenatchee.

The Planned Action Ordinance (PAO) includes the following sections:

- Findings of fact

- Boundary of the planned action area – the North End
- Procedures and mitigation:
- Criteria for evaluating and determining projects as planned action projects
- Environmental thresholds
- Planned Action EIS mitigation measures that apply to new development
- Planned Action Final EIS (when completed)

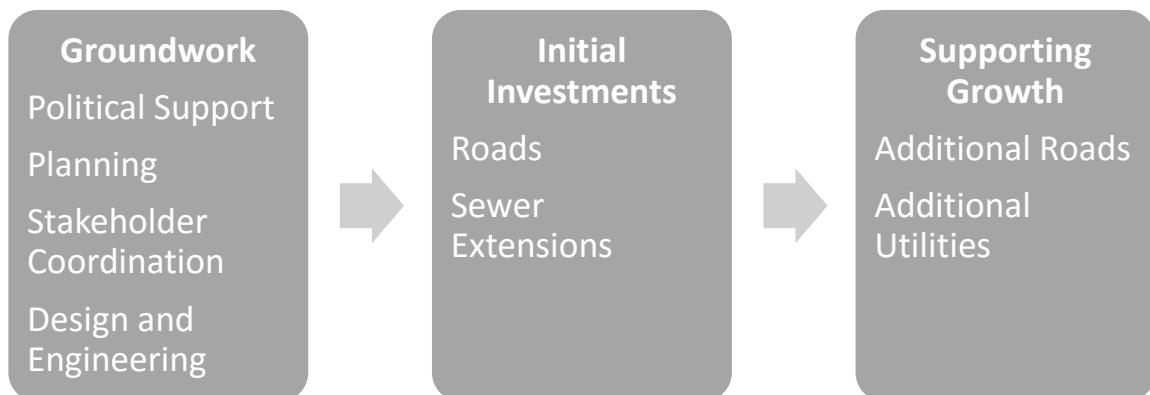
The EIS and Planned Action identify a reasonably conservative development level and associated mitigation to allow the agencies and developers to understand clearly the mitigation requirements at the studied growth levels. Provided the Planned Action mitigation requirements can be met and the conclusions of the EIS remain valid, it is possible that greater growth than the Full Intensity Alternative can be accomplished. The Planned Action Ordinance includes flexible thresholds to ensure that development can occur and fit within the environmental review – for example, using a trip bank and concurrency process plus sewer system capacity or other thresholds rather than solely relying on development square footages.

The Planned Action allows a facilitated SEPA process. If a developer wishes to go beyond the bounds of the analysis the Planned Action EIS and associated mitigation, the EIS may be partially used and supplemented.

### 4.3 Continued Organizational Cooperation

The 2014 North End Area Market Strategy included a Market Strategy and Implementation Plan promoting a coordinated stakeholder process to develop the infrastructure improvements to support the development of the study area. The Port of Douglas County has served as the facilitator and coordination of the multi-agency stakeholder process. Continued cooperation towards the vision of the North End Master Site Plan is necessary to ensure implementation. See the general stages that require sustained stakeholder involvement and support. This Master Site Plan is designed to fulfill a portion of the Groundwork stage through planning and stakeholder coordination, as well as conceptual design. The plan serves as a blueprint for initial and ongoing infrastructure investments.

**Exhibit 4.3-1. Framework for Stakeholder Action**



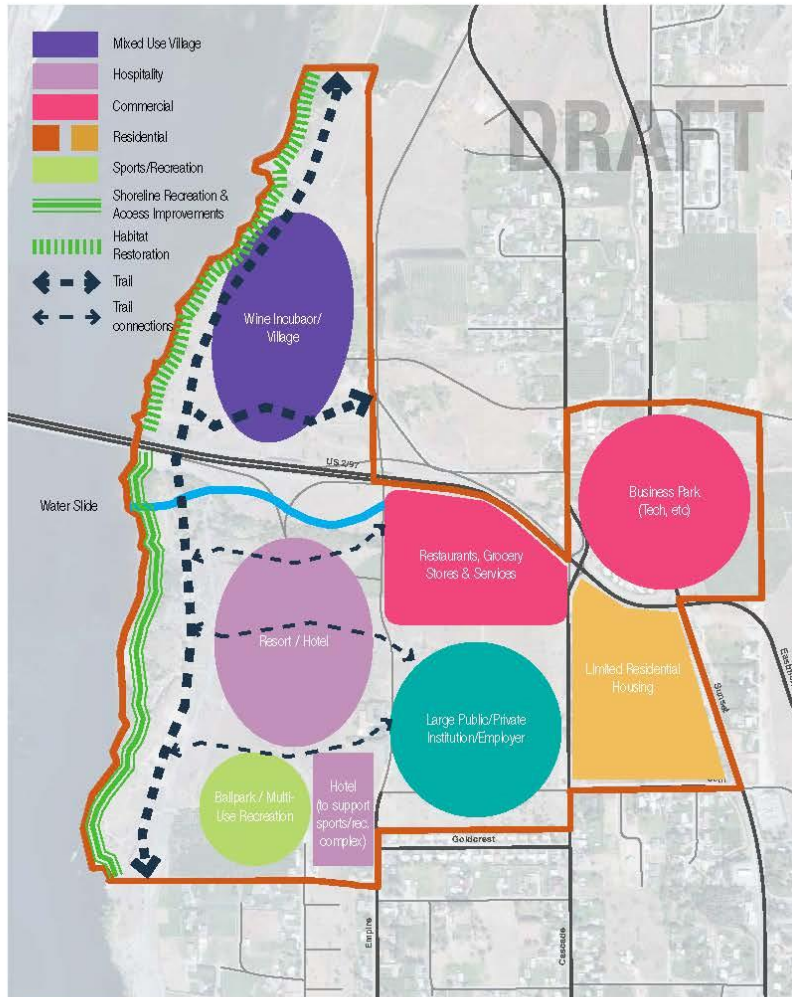
## 5.0 PROPERTY OWNER AND PUBLIC INVOLVEMENT

### 5.1 Workshops



In May 2015, an interactive design workshop was held with project stakeholders – property owners, utility service providers, County and City planners and engineers, and others. The purpose was to gather project stakeholders for a group discussion regarding potential future development and to identify a range of development options and assess the opportunities and constraints of each. Stakeholders broke up into small groups on alternatives to brainstorm visions for growth. Results of the three group exercises are illustrated below. The schemes were refined and integrated into the proposed land use plan included in Chapter 3.

## Exhibit 5.1-1. Healthy Lifestyle Business and Recreation Center



### Team/Facilitator(s)

Blue Scissors / Katy & Kyle

### Brand

Healthy Lifestyle Business and Recreation Center

### Development Direction(s)

Outdoor Recreation	Wine Incubator (Industry/Hospitality/Education)
Trail/Shoreline/Natural Environment	Food Service Industry
Sports	Healthcare Industry
Water park/slide	Draw for families and younger creatives
Family Entertainment	Local and regional attractor
Services (Grocery store, restaurants)	Housing should not be a focus

### Development Strategy

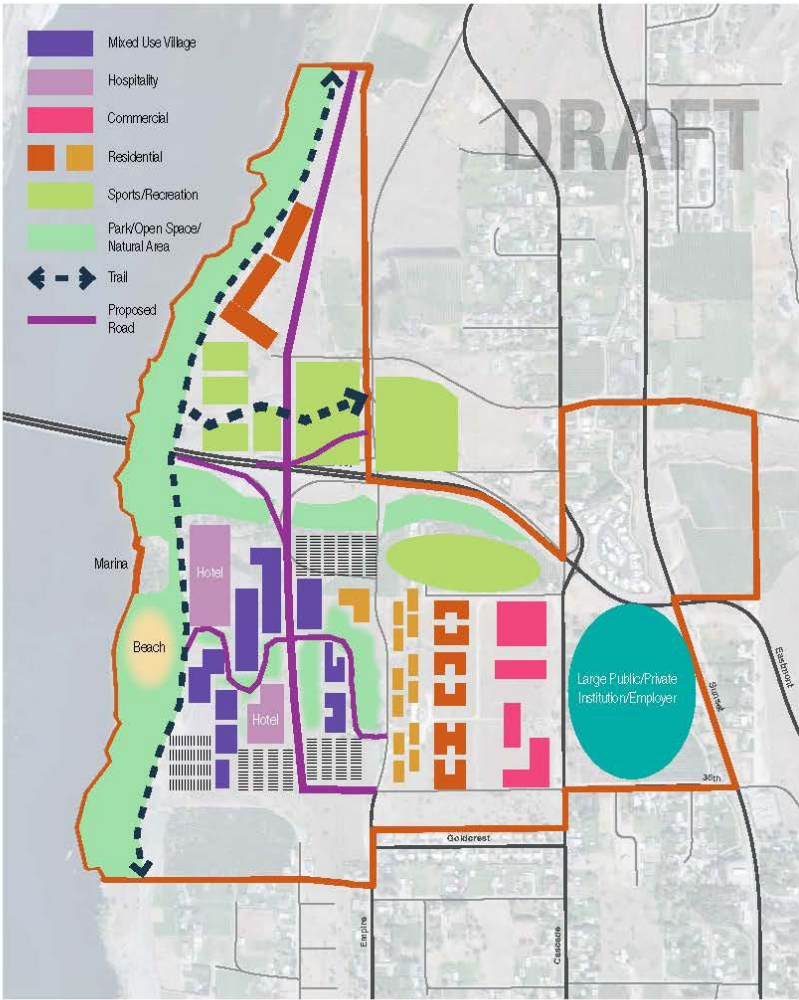
- What infrastructure is needed and when?
  - Close review of constraints of transportation infrastructure
  - More features along trail to attract and direct users to services in area
  - Stronger local transportation network to lower cost burden of transportation infrastructure
  - Sewer access and expansion will be easiest at the southern portion of the site
- What kinds of development must be attracted? How?
  - Restaurants/Grocery store services
  - Wine industry and/or Medical Industry and maybe some Tech
  - Sports and multi-use recreation facilities
  - Day-use parks and shoreline improvements (particularly at Party Beach, etc.)
  - Hospitality/Resort
  - Recreation along river and business/commercial to the east
- What other preparatory actions must be accomplished?
  - Planning with LINK bus system and other transit strategies
- What is the time frame for different actions?
  - Focus on Southern portion of site first
  - Balance development with development of transportation infrastructure
- What information is needed to refine a development strategy?

### Technical Review/Critique

- SW is the "Gem" while S Central is the "catalyst."
- Access to public/private institution needs to be clarified
- Conference hotel instead of lodge/resort?
- Another N-S connector to spread out transportation
- Should wine village and hotel switch locations? Which should be first phase?
- General lack of center with this scheme
- NW portion may be better for longer-term development (institutional/educational)
- Sewer access to NW is more costly, but possible.



Exhibit 5.1-2. Destination Shore Village



**Team/Facilitator(s)**

Go Getters / John

**Brand**

Destination Shore Village

**Development Direction(s)**

- |               |                                |
|---------------|--------------------------------|
| Marina        | Beverage (Wine)                |
| Box store     | Water and wine                 |
| Small stuff   | Maintain valley character      |
| Farm-to-table | Agriculture                    |
| Outlet        | Lawn/Open Space (Picnic, etc.) |
| Box Store     | Destination                    |
| Do it right   |                                |
| Activation    |                                |

**Development Strategy**

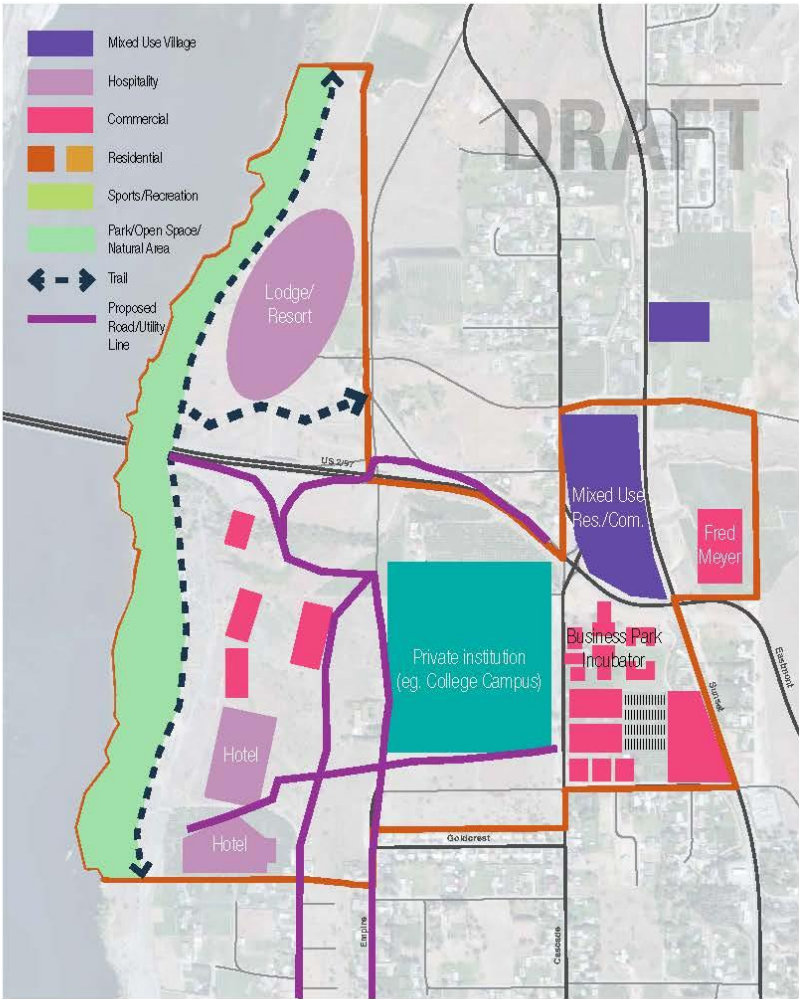
- What infrastructure is needed and when?  
Empire
- What kinds of development must be attracted? How?
- What other preparatory actions must be accomplished?
- What is the time frame for different actions?
- What information is needed to refine a development strategy?

**Technical Review/Critique**

- Need to know WSDOT interchange plans before moving ahead
- Marina may be a challenge - allowed by SMP, but currents are strong
- Extent of residential development shown is to justify waterfront investment



Exhibit 5.1-3. Wenatchi (Historic) Landing



**Team/Facilitator(s)**

Wenatchi Landing / Jennifer and Jeanne

**Brand**

Wenatchi (Historic) Landing

**Development Direction(s)**

- |  |                        |
|--|------------------------|
| River-front recreation accessible for all    | Business Park          |
| Attract both locals and tourists             | Wenatchi Landing       |
| Natural landscape character                  | Goals/Values           |
| Riverfront services (developed piers, docks) | - Natural look & views |
| Office and retail upland                     | - Recreation           |
| Civic institution (College, fire station)    | - Private businesses   |

**Development Strategy**

- What infrastructure is needed and when?
  - Sewers/utilities first
- What kinds of development must be attracted? How?
  - Tourism: Hotel/lodges/services/waterfront and recreation amenities
  - Retail: Fred Meyer, restaurants, bars
  - Business Park
  - Residential: Townhomes/condos on waterfront
- What other preparatory actions must be accomplished?
  - Sewers first!
  - Roads!
  - Establish the corridor; put utilities in with road
  - Development needs to coincide
- What is the time frame for different actions?
  - Hotels/recreation riverfront development first
  - Incrementally phase road build-out
- What information is needed to refine a development strategy?
  - What is WSDOT doing?



In fall 2015, the Port sent a stakeholder newsletter to share the results of the design workshop.

In December 2015, a joint meeting was held of the Douglas County and East Wenatchee Planning Commissions to present a preliminary land use concept and alternative growth estimates reflecting integration of the May 2015 workshop input and additional site planning work by the technical team. That same day, a stakeholder workshop was held to provide the same concepts for feedback.

#### Exhibit 5.1-4. Preliminary EIS Alternative Handout – December 2015

## North End Master Site Plan Preliminary EIS Alternatives



The Port of Douglas County is conducting a master site plan and planned action environmental impact statement (EIS) process for this area to facilitate private investment and development in the area consistent with County and City planning and zoning regulations. Our goal is to spur economic development and job growth while making the North End a premier destination in the region.

### What is an Environmental Impact Statement (EIS)?

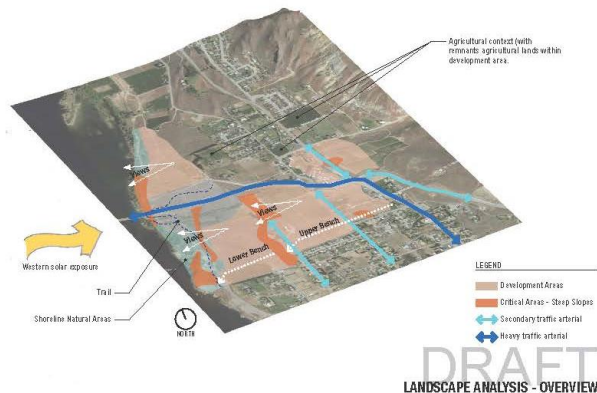
An Environmental Impact Statement (EIS) is a document prepared under the State Environmental Policy Act (SEPA) that provides City decision makers with information about the potential effects of a proposed action. The EIS also provides a way for residents, businesses, and other government agencies to comment on the proposal. An EIS describes:

- Proposed actions and alternatives;
- Existing conditions of the study area;
- Impacts that may occur if an alternative were implemented;
- Mitigation measures to reduce or eliminate impacts; and
- Impacts that are significant, unavoidable, and adverse.

### What is the Proposed Land Use Concept?

The Port's proposed land use concept for the North End study area would primarily consist of a mix of tourist, hospitality, and recreation uses, anchored by a major public or private institution, such as a hospital, medical research and development facility, or higher education campus. Tourism uses would include a wine village in the southern half of the study area and a resort in the portion of the study area north of the bridge.

Commercial recreation, such as a soccer complex or minor-league baseball park, would be located at the eastern gateway to the study area. Office uses would also be included to provide stable, high-paying employment.



December 2, 2015

1

Source: BERK Consulting and Makers 2015

Again in February 2016, the Port sponsored a meeting with stakeholders to discuss updated growth estimates and infrastructure and site development conditions.

Douglas County hosted a Community Meeting in July 2016 to share the draft plan. In accordance with SEPA, this meeting also presented the draft planned action ordinance intended to streamline the environmental review process for future development. Several dozen people attended the meeting, and attendees commented on bird species and lights, roads and traffic, compatibility with residential areas to the south, drainage, and other topics. The plan addresses buffers and transition standards. Road design will follow County and City standards, and the road network is intended to facilitate transportation within the North End and avoid pass through traffic on adjacent neighborhoods. Future road designs and alignments will be subject to public review. The Planned Action includes the mitigation measures to address natural environment, land use compatibility, transportation levels of service, and utilities standards.

**Exhibit 5.1-5. Community Meeting – July 2016**



Source: BERK Consulting 2016

Exhibit 5.1-6. Community Meeting Planned Action Handout

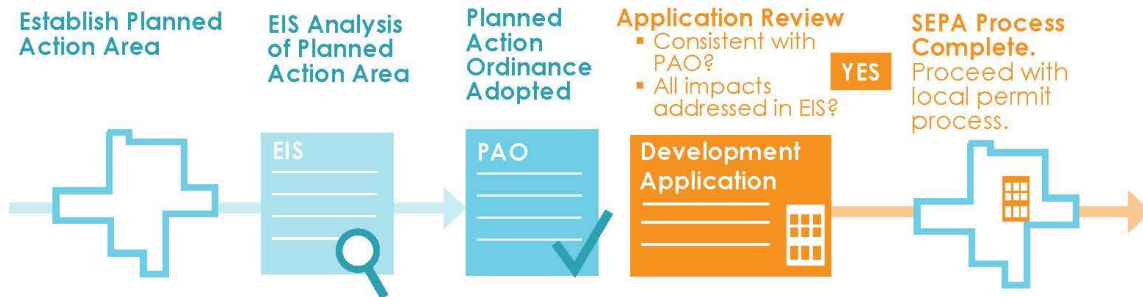
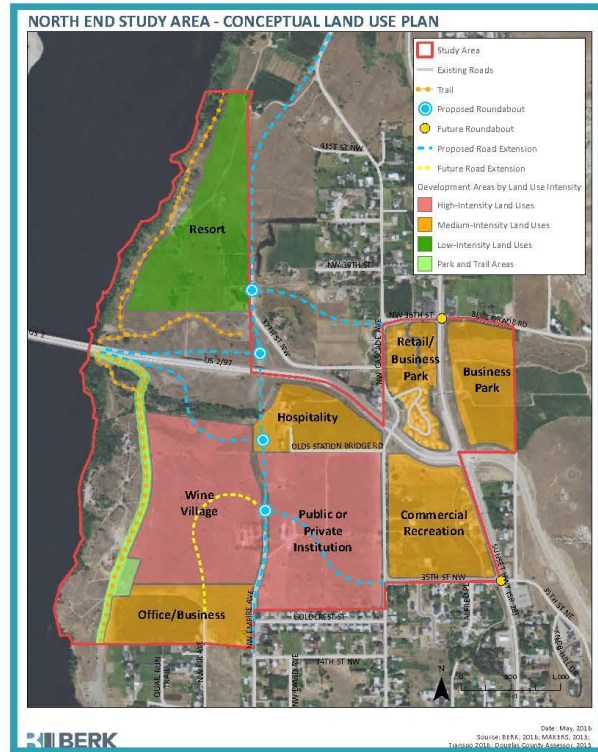
# North End Planned Action

## Planned Action Process

- 1 Prepare North End Master Site Plan & Planned Action EIS
- 2 Finalize & Adopt Planned Action Ordinance
- 3 Implement Planned Action Ordinance
  - Verify for each development project:
    - Is it within the Planned Action area?
    - Is the project within the scope of the Planned Action Ordinance?
    - Are environmental impacts within the scope of the Planned Action EIS?
    - Does it include mitigation measures in Planned Action Ordinance?
  - Yes?** Proceed with local Permit process.
  - No?** Additional Environmental Review Required.

## Planned Action Boundaries

Proposed boundary of the Planned Action area



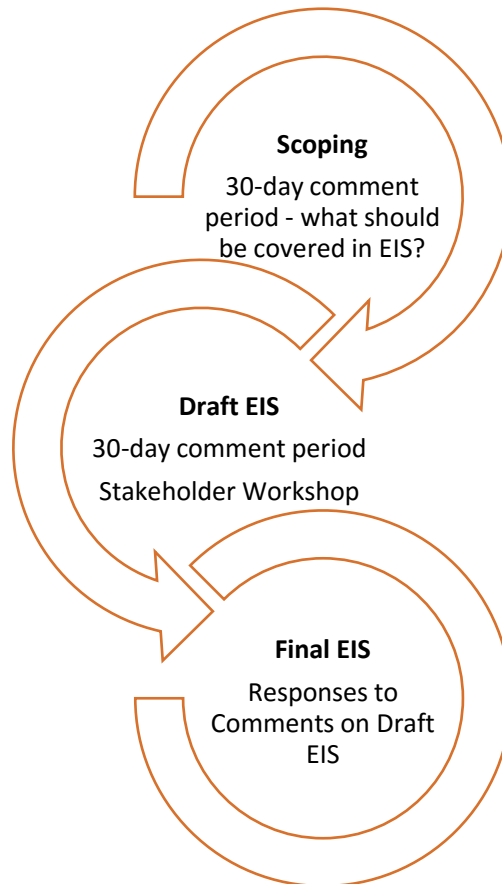
**For More Information**  
Contact Stephen Neuenschwander, Principal Planner  
Douglas County Department of Transportation & Land Services  
<http://www.douglascountywa.net/departments/tls/projects/nemp/>

Source: BERK Consulting 2016

## 5.2 Planned Action EIS Public Review

An EIS provides information and evaluation of alternative plans prior to local government action, such as the adoption of the subarea plan. An EIS is prepared in three steps, designed to gather public comments:

- Scoping period to request written comments on what topics or alternatives should be covered in the EIS;
- Draft EIS with a 30-day written comment period on the analysis; and
- Final EIS with responses to comments.



Douglas County issued a Determination of Significance and Scoping Notice on August 6, 2015. A 30-day scoping comment period closed on September 7, 2015. Comments primarily addressed cultural resources, and it was added as a topic in the EIS. Comments also expressed preferences for retaining the environmental character of the shoreline, and that alternatives avoid activities in the shoreline jurisdiction.

A Draft EIS was issued June 2, 2016 with a 30-day comment period concluding July 1, 2016. The September 2016 Final EIS includes responses to public comments received during the Draft EIS comment period.

## 5.3 Legislative Hearings

A Subarea Plan is an optional element under the Growth Management Act intended to clarify, supplement, or implement jurisdiction-wide comprehensive plan policies. The North End Master Site Plan is considered a Subarea Plan implementing the Greater East Wenatchee Area Comprehensive Plan. The North End Master Site Plan does not change the designated land use or zoning of Waterfront Mixed Use and General Commercial. Rather it provides a conceptual site plan and capital improvement strategy that give more direction to future development given the wide possibilities of uses in the current zones.

The approval process for the Subarea Plan and Planned Action includes:

- County and City Planning Commission Workshops
- County and City Planning Commission Hearing
- Board of County Commissioner/City Council Adoption

The meetings are scheduled through September 2016.

Project-related meetings and comment periods were advertised on the County and Port's project webpages:

- Douglas County: <http://www.douglascountywa.net/departments/tls/projects/nemp/>.
- Port of Douglas County: <http://www.portofdouglas.org/index.php/projects/north-end-master-plan-feasibility-study>

## 6.0 BACKGROUND

This section provides summary information on comparable areas and market studies.

### 6.1 Market Study

The North End Area Market Study completed in spring 2014 addressed the following components:

- **Regional Market Analysis.** An overview of the study area and then the strengths and weaknesses of the regional economy, compares the Wenatchee Valley's economic performance to other peer regions, and focuses on implications for land uses in the study area.
- **Land Use Competitive Assessment.** Assesses the competitiveness of five land use and development opportunities identified in the market analysis to determine the most feasible and realistic option(s) for developing the North End study area.

A summary of each component is presented below.

#### Regional Market Analysis

Overall, the region is in the midst of a long transition to an increasingly service based economy, as reflected in the growth of regional GDP. The implication of this for investment in new structures will be an increased demand for retail and office space over time. Development trends from the past decade bear this out as the region has seen significant investment in the construction of new retail space. In addition, it has also experienced the remodel and reuse of existing commercial buildings (likely geared toward industrial/manufacturing) to more service based orientations, which is reflected in the commercial building permit data. Other findings include:

- Agriculture is one of the region's primary economic strengths. This sector also supports the wholesale trade sector through the food production industry in the region. Agriculture represents a potential growth area through agriculture tourism and value added production, such as wineries.
- East Wenatchee and Wenatchee are a regional retail center, but it is leaking retail sales for certain retail categories to other areas. Overall, demand will likely continue to increase if the region's population continues to grow. Given the region's orientation towards tourism, there is an opportunity to capture more spending in experiential retail and other personal and food service options.
- Retail and commercial uses are shifting from Wenatchee to East Wenatchee where land is cheaper, more larger parcels are available, and sales taxes are lower.
- Tourism and recreation is an important, but not currently a sizable component of the local economy. Besides agriculture, it likely represents the best opportunity for bringing additional growth and investment to the region.
- Health care is a growing sector, and is likely a response to population increases, especially among seniors and retirees in the region. The Central Washington Hospital recently expanded its current facility and will likely not be looking for additional space in the near future.
- Commercial professional services are not currently a large source of demand for new construction, but do show growth potential as the region continues to shift to a more service based economy.
- Total residential building permits in the two counties in 2010 and 2011 were the lowest of any year since 1996. The vast majority of permits since 2009 have been for single-family housing.

- Manufacturing is not a large driver of the local economy.

Based on a review of peer regions and regional economic strengths, the assessment found that near term opportunities for the North End include tourism and recreation, retail, residential, and office. Longer-term opportunities include tourism/recreation in the form of a destination resort and commercial recreation with a regional sports facility, and educational institution, and live/work or business incubator space. See Exhibit 1.2-4 for a summary of use competitiveness and impact.

Some of the concepts in the Final North End Master Site Plan are based on these findings by promoting agri-tourism and hospitality such as the Wine Village and Resort. Components such as Office and Public and Private Institution address services. Business Park space can be flexible space for production (food, wine), office, or other businesses.

## Land Use Competitive Assessment

Sites within the study area are well positioned for development due to solid market fundamentals for the region. The area has many natural amenities including a riverfront location, access to recreational trails, and stunning views. The area is well served by regional transportation facilities and is easily visible via the western entrance to the region on US 2/97.

The site features many large properties under single ownerships. As a result, property assemblage should pose less of a hurdle to future development.

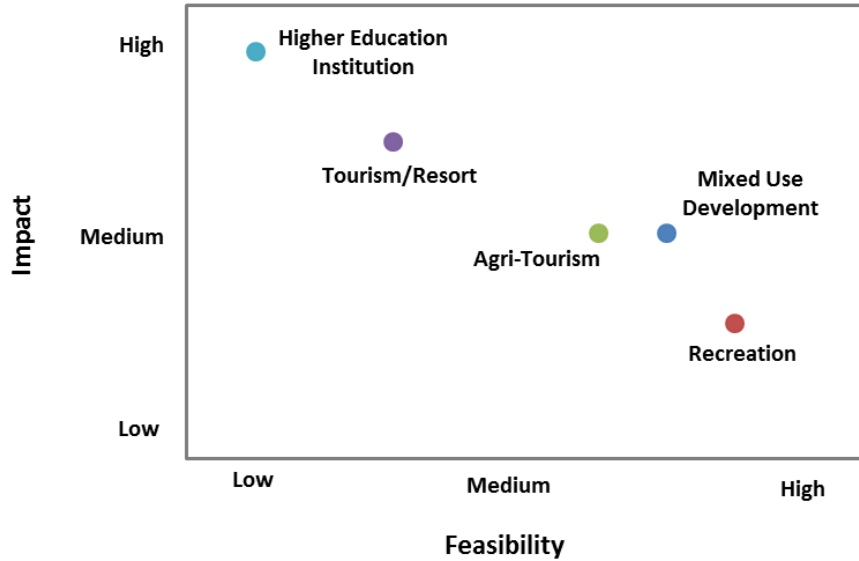
In addition, the Washington Department of Transportation owns a sizable portion of the west part of the study area that it will be surplus in the future. WSDOT has already transferred a 50-foot corridor around the Apple Capital Recreation Loop Trail to Douglas County and the City of East Wenatchee. WSDOT is still determining how it will surplus the rest of the property, which could be used for development.

Infrastructure issues notwithstanding, the area is mostly a greenfield opportunity and does not face challenges that infill development often faces.

The study area is large. Examination of the uses profiled in this section suggests that no one use can use all of the area. This places stronger emphasis on the need for a strong vision for the area that can be codified in a land use strategy in order to enhance complementary uses throughout the area. Certain uses will have strong site preferences on whether they want to orient to the water/views or towards access to the regional transportation facilities.

Water and/or shoreline access will be an important aspect for tourism and specialty uses. Some uses, particularly recreation and winery incubation, may require additional levels of public support. Exhibit 6.1-1 shows a comparison of each concept's competitiveness and economic development impact.

**Exhibit 6.1-1. Competitiveness and Impact Matrix**



Uses that are considered more highly feasible but with low to moderate impact in terms of jobs included recreation and mixed use development. Uses considered medium feasibility and impact in terms of jobs included agri-tourism. Uses that would have more challenges in terms of feasibility but high impact include tourism/resort and particularly an educational institution. See the Exhibit below for additional summary assessment. Summary findings for each concept are outlined below.

**Exhibit 6.1-2. Competitiveness and Economic Development Impact Matrix**

Concept	Summary
<b>Mixed Use Concept</b>	Over the long-term most of the uses would be feasible. Housing, some types of retail, and office may be feasible in the near-term. The job impact of the commercial uses is mixed and most would not generate new economic growth.
<b>Recreation Concept</b>	Overall, the recreation uses are probably feasible, but they would likely require public financial support, specifically the provision of land for the uses. Recreation facilities would not create many full-time, year-round jobs, and the potential to attract new visitor spending is uncertain.
<b>Tourism Concept</b>	A winery incubator or development of a winery cluster are fairly feasible, but likely would require public assistance. Both a winery incubator and winery cluster would support the region’s growing agri-tourism and its brand; job impacts these facilities would be modest, however. Destination resort would be challenging due to infrastructure and access issues, as well as the competitive landscape, regionally. A resort concept would have to distinguish itself regionally and statewide to be successful and attract visitors, but could build on many local tourism amenities and the region’s brand.
<b>Higher Education Institution Concept</b>	Four-year institutions in central and southeast Washington have more than enough planned capacity to meet the region’s bachelor degree production goals. Current State recommended expansion policies focus on growing existing facilities on clear demand and focusing growth of new facilities and branch campuses in under-served areas, which does not include Chelan or Douglas Counties.

Source: BERK Consulting 2016

Example developments referenced in the 2014 Market Study as well as others have been considered in the North End growth alternatives via the project design workshop in 2015 are shown in Exhibit 6.1-3.

**Exhibit 6.1-3. Reference Site Table**

RESORT/HOSPITALITY			
	<i>Reference Site</i>	<i>Location</i>	<i>Acreage (approx.)</i>
Resort/Lodge	Salish Lodge	Snoqualmie, WA	50
	Cave B	Quincy, WA	42
	Rosario Resort	Orcas Island, WA	8
	Willows Lodge	Lummi Island, WA	5
	Typical Urban Golf Course (18 hole)	NA	115
Golf Course <sup>1</sup>	Typical Resort Golf Course (18 hole)	NA	180
	Small/Medium Hotel	Typical/Average Hotelsize	NA
			2-3 (48,000SF for Building)
WINE VILLAGES/WINE CENTER			
	<i>Reference Site</i>	<i>Location</i>	<i>Acreage (approx.)</i>
Wine Village/ Wine Centers	Badger Mountain South	South Richland, WA	40
	Potential Mixed-Use Wine Village	East Wenatchee	37.5 <sup>2</sup>
	Woodinville Village	Woodinville, WA	24.2
	Red Mountain Wine Village.	Prosser, WA	21
	Shasta Wine Village	Redding, WA	10
INSTITUTIONAL			
	<i>Reference Site</i>	<i>Location</i>	<i>Acreage (approx.)</i>
Campus	Walla Walla Community College	Walla Walla, WA	100
	South Seattle CC	Seattle, WA	100
	Edmonds Community College	Edmonds, WA	50
	College Cellars at Walla Walla CC	Walla Walla, WA	6 of Vineyards (plus 15,000 SF Indoor facilities)
Medical <sup>3</sup>	Chelan Community Hospital	Chelan, WA	6
	Peace Health Medical Center	Vancouver, WA	14
ATHLETIC/RECREATION			
	<i>Reference Site</i>	<i>Location</i>	<i>Acreage (approx.)</i>
Professional Sports Facility	Apple Sox (desired facility)	NA	10 ac (for parking & stadium) <sup>4</sup>
Community/Family Recreation Facility	Slide Waters Water Park	Lake Chelan, WA	8 (includes parking)
	Kasch Park	Everett, WA	27 <sup>5</sup> (8 ac for (3) soccer fields and 19 ac for (6) baseball fields. Includes parking facilities.)
<p>General Note: Proposed development types not shown in table (Office park, hospitality, Light Industrial Business Park) have varying size requirements, not as specialized as those listed above.                      Golf Course data per www.golfsmith.com and www.asgca.org                      Potential development information per input from local stakeholder                      Sizes of regional examples provided as a general guide. However, medical centers and facilities can vary widely in size.                      Potential development information per input from stakeholder.                      Reference information for site in Everett, WA, pending more specific feedback from local stakeholder.</p>			

Source: BERK 2013, MAKERS Architecture and Urban Design 2016

## 6.2 Comparable Development Areas

This section places the North End Master Site Plan growth alternatives into perspective in terms of total growth, intensity, and share of regional hospitality uses.

### North End Growth Range and Example Areas

The North End Draft EIS tested a range of uses and square footages as shown below; the Final EIS identifies the Full Intensity Alternative as Preferred. The building area was based on early concept plans shown in Chapter 3, reference example developments described in the market studies in Section 6.1, as well as known development programs from the Wine Village property owners.

**Exhibit 6.2-1. North End Growth Alternatives**

Uses	Full Intensity – Preferred	Moderate Intensity
Dwellings	227	114
Dwelling Square Feet	327,522	163,761
Resort/Hospitality Rooms	544	272
Resort/Hospitality Square Feet	820,012	410,006
Business Park or Winery Square Feet	1,437,600	718,800
Office Square Feet	679,039	339,520
Institutional Square Feet	536,803	268,401
Retail Square Feet	269,782	134,891
Commercial Recreation	87,564	43,782
Under-building Parking	441,292	220,646
<b>Total Square Feet</b>	<b>4,599,614</b>	<b>2,299,807</b>

Source: Makers Architecture and Urban Design, BERK Consulting 2016

The North End Preferred Alternative is higher in terms of floor area ratio (FAR) than other example study areas in Chelan and Douglas Counties. It would be an ambitious development program. It exceeds Downtown Wenatchee’s FAR.

The North End Moderate Intensity alternative is about 0.25 FAR, slightly less than the Valley Mall area and Chelan’s Downtown/Highway Corridor, but twice as much as Olds Station.

**Exhibit 6.2-2. North End and Other Chelan-Douglas Areas and Floor Area Ratios (FAR)**

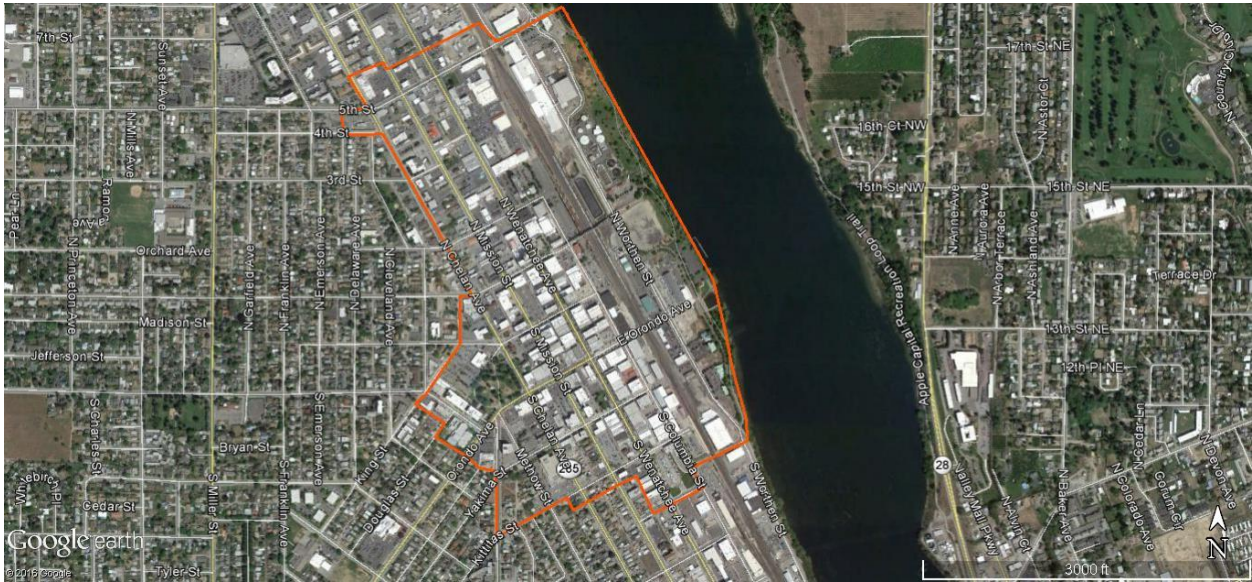
Area	Parcel Acres <sup>1</sup>	Building Square Feet	FAR
Chelan Downtown & Corridor	83.09	1,064,357	0.29
Downtown Wenatchee	164.88	2,808,683	0.39
Olds Station	258.24	1,345,806	0.12
Valley Mall Area	75.97	967,039	0.29
North End <sup>2</sup>	208.21	4,158,322	0.46

Notes: Based on County Assessor Data

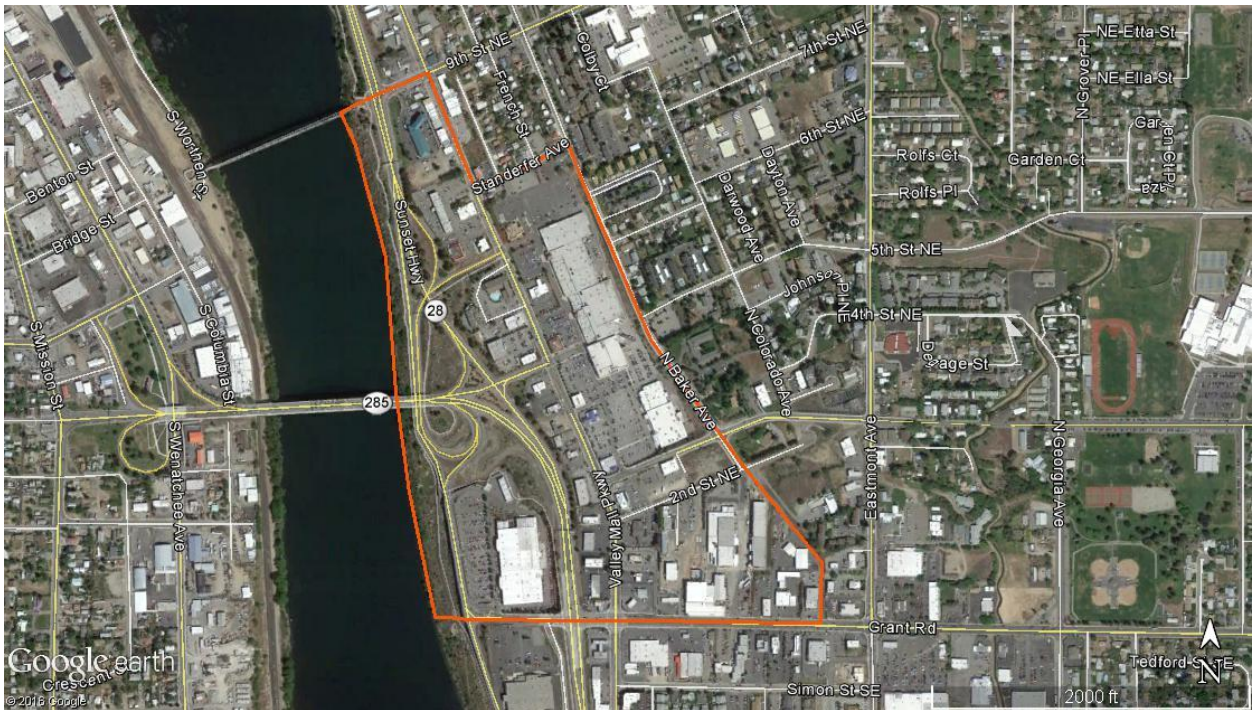
1 Excludes parks and undeveloped land as coded by Assessor. Excludes improved rights of way.

2 Based on Future Land Use Concept Map. Excludes under-building parking square feet in building area.





WENATCHEE DOWNTOWN



VALLEY MALL AREA

## Hospitality Rooms

One of the goals in the North End Master Site Plan is to achieve a tourist destination. Resort and hospitality rooms are proposed. The North End Preferred alternative would increase the current hotel rooms in Wenatchee and East Wenatchee by 40% and would be a significant contributor to the local supply of rooms.

**Exhibit 6.2-4. Hospitality Rooms – Wenatchee and East Wenatchee**

Name of Establishment	City & State	Rooms
Avenue Motel	Wenatchee, WA	38
Best Western Chieftain Inn	Wenatchee, WA	77
Coast Wenatchee Center Hotel	Wenatchee, WA	147
Comfort Inn Wenatchee	Wenatchee, WA	81
Comfort Suites Wenatchee	Wenatchee, WA	84
Econo Lodge Wenatchee	Wenatchee, WA	37
Economy Inn	Wenatchee, WA	42
Holiday Inn Express Wenatchee	Wenatchee, WA	90
La Quinta Inns & Suites Wenatchee	Wenatchee, WA	65
Lyles Motel	Wenatchee, WA	22
Motel 6 Wenatchee	Wenatchee, WA	58
Red Lion Hotel Wenatchee	Wenatchee, WA	149
Springhill Suites Wenatchee	Wenatchee, WA	109
Super 8 Wenatchee	Wenatchee, WA	104
Travelodge Wenatchee	Wenatchee, WA	48
Value Inn	Wenatchee, WA	34
Inn @ The River	East Wenatchee, WA	55
The Cedars Inn	East Wenatchee, WA	94
<b>Total</b>		<b>1,334</b>
<b>North End Proposed Full Intensity</b>		<b>544 (40%)</b>

Source: STR, Wenatchee Valley Chamber of Commerce, January 2016

## EXHIBIT C

*C-20 The General Commercial area designated on the upper bench area, east of Empire Street, west of State Route 28 (Sunset Highway) and north of 35th Street NE is intended to develop as a master planned project.*

*a) A total of 80 acres is designated for this general commercial district; ~~of which 60 acres would be specifically for commercial land uses. A 20-acre area, generally located a~~Along the southern perimeter of the site; ~~is identified as~~ a transition area ~~that~~ would incorporate landscaping and open space consistent with the North End Master Site (Subarea) Plan. The purpose of the transition area is to buffer this commercial area from the less intensive development surrounding the area.*

*b) Design features for the master plan for projects in this General Commercial area would include landscaping, transition buffer, linkages to the trail system, open space, design consistency between adjacent buildings, establishment of an interior road network, and orientation of buildings for access from the interior road system.*

*c) Direct access to the SR 28 by individual uses would be prohibited.*

BOARD OF COUNTY COMMISSIONERS  
DOUGLAS COUNTY, WASHINGTON

Ordinance TLS 16-09-37C

WHEREAS, the State Environmental Policy Act (SEPA) and its implementing regulations authorize counties and cities planning under the Growth Management Act (GMA) to designate planned actions that have had their significant impacts adequately addressed in an environmental impact statement (EIS) prepared in conjunction with a comprehensive plan, sub-area plan or a master planned development; and

WHEREAS, RCW 43.21C.440 and WAC 197-11-164, -168, and -172 allow and govern the application of a planned action designation; and

WHEREAS, the Port of Douglas County collaborated with Douglas County and the City of East Wenatchee to develop the North End Master Site Plan; and

WHEREAS, Douglas County and the City of East Wenatchee have adopted the Greater East Wenatchee Area Plan and North End Master Site Plan that envision an employment center and tourist destination; and

WHEREAS, designation of a project as a planned action streamlines subsequent review of the project by eliminating the need for preparation of a threshold determination or EIS; and

WHEREAS, environmental impacts of the planned action have been identified and adequately addressed in the North End Planned Action Final EIS adopted by Douglas County and the City of East Wenatchee on August 29, 2016, subject to project review under WAC 197-11-172; and

WHEREAS, adopting a SEPA planned action for the North End Subarea of the East Wenatchee Urban Growth Area (UGA) with appropriate standards and procedures will help achieve permit processing efficiency and promote environmental quality.

NOW, THEREFORE, THE BOARD OF COUNTY COMMISSIONERS DOES HEREBY ORDAIN AS FOLLOWS:

Section I. Purpose. The purpose of this ordinance is to:

- A. Combine environmental analysis with land use planning; and
- B. Set forth a procedure designating certain project actions in the North End Subarea of the East Wenatchee Urban Growth Area as "planned actions" consistent with state law including RCW 43.21C.440; and
- C. Streamline and expedite the land use permit review process by relying on completed and existing environmental analysis for the Planned Action Area.

Section II. Findings of Fact. The Douglas County Board of County Commissioners approves the findings in **Attachment A** – Findings of Fact.

Section III. Designated Planned Action Area. The Douglas County Board of County Commissioners designates the North End Subarea shown in **Attachment B** as a Planned Action Area for purposes of environmental review and permitting of designated Planned Action Projects pursuant RCW 43.21C.440.

Section IV. Procedures and Mitigation. The Douglas County Board of County Commissioners adopts the following planned action procedures and mitigation measures in order to approve a Planned Action Project within the Planned Action Area.

- A. Upon designation by the SEPA Responsible Official or designee that the development proposal within the planned action area qualifies as a planned action pursuant to this ordinance, RCW 43.21C.440, and WAC 197-11-172, the project shall not be subject to a SEPA threshold determination, an environmental impact statement (EIS), SEPA appeal or any other additional review under SEPA. **Attachment C** contains procedures and criteria for evaluating and determining projects as planned action projects.
- B. Thresholds shall be used to determine if a site-specific development proposed within the Planned Action Area was contemplated as a Planned Action Project and has had its environmental impacts evaluated in the Planned Action EIS consistent with **Attachment D** Environmental Thresholds.
- C. Planned Action Projects will not be subject to further procedural review under SEPA. However, in order to qualify as planned actions, these projects will have incorporated applicable mitigating measures identified and analyzed in **Attachment E** Final EIS Mitigation Measures. Additionally, projects will be subject to applicable local, state and federal regulatory requirements. The planned action designation shall not exempt a project from meeting the applicable City code requirements apart from the SEPA process.
- D. Land uses and activities described in the Planned Action EIS, contained in **Attachment F**, subject to the thresholds described in **Attachment D** of this Ordinance and the mitigation measures contained in **Attachment E** of this Ordinance, are designated "Planned Action Projects" pursuant to RCW 43.21C.440.

Section IV. Conflict. In the event of a conflict between this Ordinance or any mitigation measures imposed thereto, and any ordinance or regulation of the City, the provisions of this Ordinance shall control.

Section V. Severability. If any one or more sections, subsections, or sentences of this Ordinance are held to be unconstitutional or invalid such decision shall not affect the validity of the remaining portions of this Ordinance and the same shall remain in full force and effect.

Section VI. Copy of Ordinance. This ordinance will not be codified. A copy of the approved SEPA planned action for the North End Subarea of the East Wenatchee UGA shall be available to the public for inspection and copying at the Douglas County Transportation and Land Services office.

Section VII. Effective Date. This ordinance shall be effective immediately.

Dated this 10<sup>th</sup> day of October 2016 in East Wenatchee, Washington.

BOARD OF COUNTY COMMISSIONERS  
DOUGLAS COUNTY, WASHINGTON



Steven D. Jenkins, Chair



Dale Snyder, Vice Chair

**ABSENT**

Ken Stanton, Member



ATTEST:



Dayna Prewitt, Clerk of the Board

## Attachment A – Findings of Fact

1. The Recitals in the ordinance are adopted herein as Findings of the Board of County Commissioners.
2. The County is subject to the requirements of the Growth Management Act (GMA).
3. The County has adopted a Comprehensive Plan complying with the GMA and is amending the Comprehensive Plan and associated Greater East Wenatchee Area Plan with the addition of the North End Master Site Plan considered a Subarea Plan under GMA. The County is adopting design guidelines within the North End Master Site Plan to implement said Plans, including this Ordinance.
4. The North End Planned Action EIS, Attachment F, and the environmental thresholds in Attachment D identify the location, type, and amount of development that is contemplated by the Planned Action. The Planned Action EIS adequately identifies and addresses the probable significant environmental impacts associated with the type and amount of development planned to occur in the designated Planned Action Area designated in Attachment B.
5. The mitigation measures identified in the Planned Action EIS, attached to this Ordinance as Attachment E and incorporated herein by reference, together with adopted City development regulations are adequate to mitigate significant adverse impacts from development within the Planned Action Area.
6. Future projects that are implemented consistent with the Planned Action will protect the environment, benefit the public, and enhance economic development.
7. The County provided several opportunities for meaningful public involvement and review in the North End Master Site Plan and Planned Action EIS processes, including a community meeting consistent with RCW 43.21C.440; has considered all comments received; and, as appropriate, has modified the proposal or mitigation measures in response to comments.
8. Essential public facilities as defined in RCW 36.70A.200 are excluded from the Planned Action as designated herein and are not eligible for review or permitting as Planned Action Projects unless they are accessory to or part of a project that otherwise qualifies as a Planned Action Project.
9. The designated Planned Action Area is located entirely within a UGA.
10. Implementation of the mitigation measures identified in the Planned Action EIS and included in Attachment F will provide for adequate public services and facilities to serve the proposed Planned Action Area.

## Attachment B: Planned Action Designated

The North End “Planned Action” designation shall apply to the area shown in the map below.

### NORTH END STUDY AREA AND PLANNED ACTION AREA



## **Attachment C – Procedures and Criteria for Evaluating and Determining Projects as Planned Actions**

Applications submitted for qualification as a Planned Action Project shall be reviewed pursuant to the following process:

A. Planned Action Designation. The planned action designation shall apply to the North End Subarea of the City of East Wenatchee Urban Growth Area (UGA) depicted in Attachment B of this ordinance;

B. Environmental Document. A planned action designation for a site-specific application shall be based on the environmental analysis and required mitigation measures contained in the Final Environmental Impact Statement dated August 29, 2016, and enclosed as Attachment F.

C. Planned Action Qualifications.

1. The project is located within the Planned Action Area in Attachment B.
2. The planned action designation meets the environmental thresholds in Attachment D.
3. Elements of the Environment Analyzed in the Final EIS. A project that would result in a significant change in impacts to any of the elements of the environment identified in environmental document referenced in subsection B above would not qualify as a planned action.
4. Time Horizon. No time horizon has been identified for termination of the planned action designation. The provisions of the planned action shall apply until or unless Douglas County amends or repeals the provisions; or if environmental conditions significantly change from those analyzed in the Final EIS, the SEPA Responsible Official may determine that the planned action designation is no longer applicable unless additional, supplementary environmental review is conducted, regardless of the date.

D. Planned Action Review Criteria

1. Uses and activities described in Attachment D may be designated planned actions pursuant to RCW 43.21C.440.
2. The SEPA Responsible Official or designee is authorized to designate a project application as a Planned Action pursuant to RCW 43.21C.440, if the project meets all of the following conditions:
  - a. The project is not otherwise exempt from SEPA; and
  - b. The project is consistent with the Douglas County Countywide Comprehensive Plan, Greater East Wenatchee Area Plan, and the North End Master Site Plan, as applicable; and
  - c. The project falls within the planned action qualifications identified in Section C above; and
  - d. The SEPA Responsible Official or designee has determined that the project's adverse impacts are able to be mitigated through the application and/or inclusion

of mitigation measures identified in Attachment E based on the Final EIS as well as other applicable local, state or federal requirements and conditions which together constitute sufficient mitigation for the significant environmental impacts associated with the proposed project; and

e. The project complies with all applicable local, state and federal regulations.

E. Planned Action Permit Process. The Responsible SEPA Official or their designee shall review projects and determine whether they meet the criteria as planned actions under applicable local, state and federal laws, regulations, codes and ordinances. The review procedure shall consist, at a minimum of the following:

1. Development application will meet the requirements of the East Wenatchee Municipal Code and shall be made on forms provided by the County. At a minimum Planned Action Project Applicants shall submit a SEPA Checklist form and supporting documentation, provided on County required forms.
2. The Responsible SEPA Official or designee shall determine whether the application is complete as provided in DCC Chapter 14.08.030.
3. After the County receives and reviews a complete application, the SEPA Responsible Official or designee shall determine, utilizing the criteria and procedures contained in Section D above and WAC 197-11-172, whether the project qualifies as a planned action. If the project does qualify as a planned action, the Responsible SEPA Official or designee shall mail or otherwise verifiably deliver said determination to the applicant; the owner of the property as listed on the application; and federally recognized tribal governments and agencies with jurisdiction over the Planned Action Project, pursuant to RCW 43.21C.440. Following the determination, the project shall proceed in accordance with the appropriate permit procedures, except that no additional SEPA review, threshold determination or EIS will be required.
4. If a project is determined not to be a planned action, the Responsible SEPA Official or designee shall issue a "Determination of Inconsistency" and shall mail or otherwise verifiably deliver said determination to the applicant; the owner of the property as listed on the application; and federally recognized tribal governments and agencies with jurisdiction over the Planned Action Project, pursuant to RCW 43.21C.440. Based on the determination, the SEPA Responsible Official shall prescribe a SEPA review procedure consistent with County SEPA procedures and state law. The notice to the applicant shall describe the elements of the application that result in disqualification as a planned action.
5. Projects disqualified as a planned action may use or incorporate relevant elements of the environmental review analysis in the Final EIS prepared for the Planned Action, as well as other environmental review documents to assist in meeting SEPA requirements. The SEPA Responsible Official may choose to limit the scope of the SEPA review to those issues and environmental impacts not previously addressed in the EIS.
6. Public notice and review for qualified Planned Action Projects shall be tied to the underlying project permit(s).

## Attachment D – Environmental Thresholds

The following thresholds shall be used to determine if a site-specific development proposed within the Planned Action Area was contemplated as a Planned Action Project and has had its environmental impacts evaluated in the Planned Action EIS:

### A. QUALIFYING LAND USES.

1. Planned Action Categories: The following categories/types of land use are defined in the North End Master Site Plan and can qualify as Planned Actions, when:

- a. it is within the Planned Action Area as shown in Attachment B of this Ordinance; and
- b. it is within one or more of the land use categories in the Final EIS:
  - i. Resort/Hospitality
  - ii. Business Park
  - iii. Wine Village
  - iv. Office
  - v. Institutional
  - vi. Retail
  - vii. Commercial Recreation; and
- c. it is listed in development regulations applicable to the zoning classifications applied to properties within the Planned Action Area.

2. Stand-alone or Mixed Uses: A Planned Action Project may be a single Planned Action land use or a combination of Planned Action land uses together in a mixed-use development.

3. Accessory Uses: Planned Action land uses may include accessory uses.

4. Essential Public Facilities: A planned action must not include an essential public facility as defined by RCW 36.70A.200, unless the essential public facility is accessory to or part of a development that is designated as a Planned Action Project under this Ordinance.

5. A Planned Action Project is consistent with the general concept of the North End Master Site Plan land use plan and upland of shoreline jurisdiction.

### B. DEVELOPMENT THRESHOLDS:

1. Land Use: The following new land uses are contemplated by the Planned Action:

**Table D-1. Comparison of Alternative Growth Levels**

Uses	Preferred Alternative
<b>Dwellings</b>	227
<b>Dwelling Square Feet</b>	327,522
<b>Resort/Hospitality Rooms</b>	544
<b>Resort/Hospitality Square Feet</b>	820,012
<b>Business Park or Winery Square Feet</b>	1,437,600
<b>Office Square Feet</b>	679,039
<b>Institutional Square Feet</b>	536,803
<b>Retail Square Feet</b>	269,782
<b>Commercial Recreation</b>	87,564
<b>Under-building Parking</b>	441,292
<b>Total Square Feet</b>	4,599,614

Source: Makers Architecture and Urban Design, BERK Consulting 2016

2. Shifting development amounts between land uses identified in Subsection B.1 is permitted when the total build-out is less than the aggregate amount of development reviewed in the Planned Action EIS; the traffic trips and downstream sewer capacity thresholds are not exceeded; and, the development impacts identified in the Planned Action EIS are mitigated consistent with Attachment E.

3. Further environmental review may be required pursuant to Attachment C, if any individual Planned Action Project or combination of Planned Action Projects exceeds the development thresholds specified in this Ordinance and/or alter the assumptions and analysis in the Planned Action EIS.

**C. TRANSPORTATION THRESHOLDS:**

1. Trip Ranges & Thresholds. The number of new PM peak hour trips anticipated in the Planned Action Area and reviewed in the Planned Action EIS for 2035 is as follows:

**Table D-2. PM Peak Hour Trip Generation**

Alternative	Primary Project Trips <sup>1</sup>		
	In	Out	Total
<b>Full Intensity – Preferred</b>	1,748	3,116	4,486

Source: Transpo Group 2016

Notes: 1 Primary Trips include all project trips to the new land uses once pass-by trips have been eliminated.

2. Concurrency. All Planned Action Projects shall meet the transportation concurrency requirements and the Level of Service (LOS) thresholds established in *The Greater East Wenatchee Area Comprehensive Plan*, which requires that "... as specified in the Growth Management Act, new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Such improvements and strategies must be in place and or financially planned for within 6 years of development use." The comprehensive plan also states that the level of service threshold was set at LOS D, and that any intersection operating at LOS E or F would be deficient.

3. Traffic Mitigation Fees.

a. Traffic mitigation fees shall be paid consistent with Attachment E. Such fees shall be based on a PM peak hour per trip calculation consistent with Mitigation Measure 17 in in Attachment E and the manual identified Attachment D, Section C.5.a below. The mitigation fee shall be payable at the time of building permit issuance. For projects that require longer-term construction periods prior to occupancy and impacts to the transportation system, the County may allow for the mitigation fee to be paid prior to the issuance of occupancy permits subject to a construction schedule and supporting information provided to the satisfaction of the County.

b. Planned action project documentation shall be submitted as required in Attachment D, Section C.4 below. Such project documentation shall consider each development's direct impact on North End Master Site Plan transportation improvements.

c. The County shall earmark mitigation fee receipts and retain them in an interest-bearing account, expending them on projects identified in the North End Master Site Plan Exhibit 4.1 2. Conceptual Road Network Cost Estimates, 2016\$ and listed below in Table D-3.

**Table D-3. Conceptual Road Network Cost Estimates, 2016\$**

	Transportation Improvement Description	Estimated Cost (Douglas County 2016\$)	Secured Funds as of 2016	Proportion ate Share*	Study Area Costs
<b>1</b>	East Bound Off Ramp	\$8,319,700		80%	\$ 6,655,760
<b>2</b>	West Bound On Ramp	\$2,934,300		80%	\$ 2,347,440
<b>3</b>	RAB @ 35th Street	\$890,800		100%	\$ 890,800

4	RAB @ 38th Street	\$1,426,500		100%	\$1,426,500
5	RAB @ Off Ramp	\$1,056,900		80%	\$ 845,520
6	RAB @ On Ramp	\$979,900		80%	\$783,920
7	38th Street Extension	\$2,179,600		100%	\$2,179,600
8	35th Street Extension	\$1,939,800	\$1,172,075	96%	\$737,016
9	Empire Ave- Goldcrest -38th	\$5,697,300		90%	\$ 5,127,570
10	Empire Ave- 38th – Cascade	\$5,822,200		100%	\$5,822,200
11	RAB @ SR 28 & 35th	\$1,310,000		100%	\$1,310,000
12	RAB @ SR 28 & 38th	\$1,310,000		100%	\$1,310,000
<b>Total</b>		\$33,867,000	\$1,172,075		\$29,436,326

Note: \*Share of cost based on percentage of Project Area Trips, Available Funds, Regional Need. Other improvements such as internal circulation within the Wine Village and a roundabout at the intersection of 35th/NW Empire/Wine Village circulation road may be constructed as part of development requirements.

Legend: RAB = Roundabout

Source: Douglas County, Transpo Group, BERK Consulting 2016

d. The County shall provide a credit for the value of dedication or improvement to or new construction of any system improvements provided by the developer per subsection C.3.c above. The applicant shall be entitled to a credit for the value of the land or actual costs of capital facility construction against the fee that would be chargeable under the formula in Attachment E Mitigation Measure 17.

i. The dedication, improvement, or construction shall be conducted at suitable sites and constructed at acceptable quality as determined by the County. Such improvement or construction shall be completed, dedicated, or otherwise transferred to the County prior to the determination and award of a credit.

ii. The value of a credit for right of way and easements shall be established on a case-by-case basis by an appraiser selected by, or acceptable to the County. The appraiser must be licensed in good standing by the State of Washington for the category of the property appraised. The appraisal shall be in accord with the most recent version of the Uniform Standards of Professional Appraisal Practice and shall be subject to review and acceptance by County. The appraisal and review shall be at the expense of the applicant.

e. The current owner of property on which traffic mitigation fees have been paid may receive a refund of such fees if the mitigation fees have not been expended or encumbered within 10 years of receipt of mitigation fees, unless the County has made a written finding that extraordinary or compelling reasons exist to extend the time for expending or encumbering the mitigation fees.

4. The Responsible SEPA Official or their designee shall require documentation by Planned Action Project applicants demonstrating that the total trips identified in C.1 are not exceeded, that the project meets the concurrency and intersection standards C.2, and that the project has mitigated impacts consistent with Subsection C.3.

5. Discretion.

a. The Responsible SEPA Official or their designee shall have discretion to determine incremental and total trip generation, consistent with the Institute of Traffic Engineers (ITE) Trip Generation Manual (latest edition) as presented in Draft EIS Exhibit 3.4 7.Full Intensity North End Master Site Plan Parcel Breakdown or an alternative manual accepted by the County Engineer at his or her sole discretion, for each project permit application proposed under this Planned Action.

b. The Responsible SEPA Official or their designee shall have discretion to condition Planned Action Project applications to meet the provisions of this Planned Action Ordinance and the City development regulations.

c. The Responsible SEPA Official or their designee shall have the discretion to adjust the allocation of responsibility for required improvements between individual Planned Action Projects based upon their identified impacts.

#### D. UTILITIES AND SERVICES

1. Planned Action Project applicants shall demonstrate consistency with the utility plans of the North End Master Site Plan.

2. The following public services, infrastructure, and utilities can qualify as Planned Actions as determined by the Responsible SEPA Official or their designee: onsite roads, utilities, parks, trails, and similar facilities when developed consistent with the Planned Action EIS mitigation measures, County, City, and special district design standards, shoreline and critical area regulations, and the Douglas County Code and East Wenatchee Municipal Code as applicable.

3. Planned Action Projects do not include stormwater conveyances or in-water out falls to the Columbia River within the shoreline buffer.

4. Sewer: The downstream conveyance system has capacity for approximately 800 to 1,000 gallons per minute of peak hour flows, and shall not be exceeded individually or cumulatively by Planned Action Projects. Provided that an applicant may fund offsite improvements at the discretion of the service provider to mitigate impacts.

## Attachment E – Final EIS Mitigation Measures

The Planned Action EIS has identified significant beneficial and adverse impacts that are anticipated to occur with the future development of the Planned Action Area, together with a number of possible measures to mitigate those significant adverse impacts. Please see Final EIS Chapter 1 Summary for a description of impacts, mitigation measures, and significant unavoidable adverse impacts.

The mitigation measures in this Attachment shall apply to Planned Action Project applications that are consistent with the Alternative range reviewed in the Planned Action EIS and which are located within the Planned Action Area (see Attachment B).

Where a mitigation measure includes the words “shall” or “will,” inclusion of that measure in Planned Action Project application plans is mandatory in order to qualify as a Planned Action Project. Where “should” or “would” appear, the mitigation measure may be considered by the project applicant as a source of additional mitigation, as feasible or necessary, to ensure that a project qualifies as a Planned Action Project. Unless stated specifically otherwise, the mitigation measures that require preparation of plans, conduct of studies, construction of improvements, conduct of maintenance activities, etc., are the responsibility of the applicant or designee to fund and/or perform.

Any and all references to decisions to be made or actions to be taken by the County SEPA Responsible Official may also be performed by the County SEPA Responsible Official’s authorized designee.

**Table E-1. Matrix of Mitigation Measures**

#	Topic	Mitigation Measure
	Natural Environment	
1.	Wetlands, Waters of the United States, Shoreline, and Critical Areas	To be considered a planned action, proposed development shall leave intact the riparian corridor, Columbia River, and associated wetlands. Where properties overlap these critical areas and shorelines, such areas may be identified in a conservation covenant or other preservation mechanisms as part of subdivision or binding site plan approval. The unnamed tributary would likely be impacted from a new road extension. Once impacts for construction of the arterial streets and other infrastructure (i.e. utilities) are determined, the remaining riparian corridor may be identified in a conservation covenants or other preservation mechanisms to protect the area in perpetuity. In any case, The County or City shall apply shoreline and critical area standards to protect regulated environmental resources.

#	Topic	Mitigation Measure
2.	Plants	<p>Upland vegetation removed during construction shall be replaced to the extent feasible. Temporary fencing shall be installed around areas of wetland, intermittent drainage, and riparian habitat. Public landscaped areas, stormwater bio-swales, and other green space areas associated with the development shall generally be planted with native grasses, groundcovers, trees, and shrubs to the extent feasible to maximize wildlife habitat and minimize needed maintenance and excess water use.</p> <p>To avoid the introduction of noxious weeds to the project study area, no plants designated as “noxious weeds” by the Washington State Noxious Weed Control Board shall be used for landscaping. Additionally, no mulch with the potential to contain viable seeds from a designated noxious weed shall be used in the study area.</p>
3.	Animals	<p>Mitigation measures include the avoidance of critical areas and buffers to the greatest extent practicable. If feasible, vegetation removal activities shall occur outside of the nesting season (approximately March through September) for migratory birds. No active nests shall be disturbed without a permit or other authorization from the U.S. Fish and Wildlife Service (USFWS).</p> <p>Lighting shall optimize the use of downward directed low-pressure sodium lighting to minimize lighting effects on migratory birds. No strobe lights shall be used except as required by Federal Aviation Administration (FAA) regulation.</p> <p>If existing inactive migratory bird nests are removed during construction, future project applicants shall contact Douglas County and the Washington Department of Fish and Wildlife to determine if additional perch poles should be installed along the shoreline to replace lost nesting habitat.</p> <p>If bald eagles or golden eagles are observed in the immediate project area during the construction period, the future project applicants shall contact the USFWS and/or Washington Department of Fish and Wildlife (WDFW) to determine whether further consultation is necessary.</p>
4.	Water Resources	<p>When site disturbance is greater than 1-acre construction activities shall obtain a National Pollutant Discharge Elimination System (NPDES) General Construction permit from the State of</p>

#	Topic	Mitigation Measure
		<p>Washington Department of Ecology (Ecology). A stormwater pollution prevention plan (SWPPP), shall be prepared and approved by Ecology when site disturbance is greater than 1-acre. The SWPPP shall describe construction practices, stabilization techniques, and structural BMPs that are to be implemented to prevent erosion and minimize sediment transport as outlined above.</p> <p>In accordance with the NPDES General Construction permit, a sampling and monitoring program shall be developed and implemented to assess the quality of surface water entering and leaving the project study area during construction. At a minimum, sampling sites shall include a location above all proposed development and a location downstream of all development. Analysis shall include total suspended solids, oils, and greases.</p> <p>Permanent stormwater systems shall be designed and constructed in accordance with Douglas County Code and the Stormwater Manual for Eastern Washington. Stormwater shall be collected, treated, and managed on-site. Infiltration and other low impact development (LID) strategies and techniques for stormwater shall be implemented to the extent feasible. Native planting shall be required for disturbed soils within the study area to the extent feasible.</p>
	Land and Shoreline Use and Policies	
5.	Urban Design Principles	Planned Actions shall demonstrate consistency with the Greater East Wenatchee Urban Growth Area Design Standards & Guidelines in effect at the time of application and compatibility with the Master Site Plan Exhibit 3.2-1. Design Principles.
6.	General Commercial Buffer	<p>In the portions of the study area zoned General Commercial, future development under the subarea plan shall provide a 50-foot transition buffer along the southern boundary of the study area. The buffer area should include Type I landscaping screening along any property line that abuts residential zoning, consistent with Section 17.72.080 of the East Wenatchee Municipal Code. The landscaped area may be used for any of the following features:</p> <ul style="list-style-type: none"> <li>▪ Stormwater detention, infiltration, or conveyance ponds or swales;</li> </ul>

#	Topic	Mitigation Measure
		<ul style="list-style-type: none"> <li>▪ Bicycle and pedestrian trail features that form part of an on-site non-motorized circulation system;</li> <li>▪ Programmed open space, including lawn or park areas, gardens, and orchards; or</li> <li>▪ Passive open space, including native vegetation protection or habitat enhancement.</li> </ul>
7.	Transition Standards	<p>To reduce adverse visual effects where higher-intensity development abuts lower-intensity development, all development under the North End Master Site Plan located on property that abuts a residential zone, but which is not covered by the General Commercial buffer requirement established above, shall apply two or more of the following transition design standards.</p> <ul style="list-style-type: none"> <li>▪ Within 50 feet of residential zoning, limit building heights to 35 feet;</li> <li>▪ Provide a Type I landscaping buffer, as defined by Section 17.72.080 of the East Wenatchee Municipal Code, along any property boundary that abuts a residential zone;</li> <li>▪ Provide a decorative screening wall or fence, at least 6 feet in height, along any property boundary that abuts a residential zone;</li> <li>▪ Where a rear-yard setback abuts a residential zone, increase the standard setback distance to 50 feet; or</li> <li>▪ Where a property boundary that abuts a residential zone is characterized by significant mature native vegetation, preserve such vegetation and implement a building setback of at least 20 feet.</li> </ul>
8.	Environmental Health / Agricultural Use	<p>Douglas County or the City of East Wenatchee as appropriate shall require the following note on the face of plats or binding site plans on planned action properties with a history of agricultural use:</p> <p><i>“Based on historical agricultural use of this land, there is a possibility the soil contains residual concentrations of pesticides. The Washington State Department of Ecology recommends that the soils be sampled and analyzed for lead and arsenic and for organochlorine pesticides. If these contaminants are found at concentrations above the MTCA cleanup levels, the Washington State Department of Ecology recommends that potential buyers be notified of their occurrence.”</i></p> <p><i>This note shall not be required to be placed on the final plat or binding site plan, if the soils are sampled by a professional with adequate credentials to verify that the site does not contain lead and arsenic and</i></p>

#	Topic	Mitigation Measure
		<i>organochlorine pesticides at concentrations above the MTCA cleanup levels.</i>
	Cultural Resources	The following mitigation measures shall be implemented to help avoid and manage significant impacts to recorded and as-yet unrecorded cultural resources within the North End Study Area:
9.		Douglas County and the City of East Wenatchee, as appropriate, shall continue coordination of cultural resource avoidance and mitigation programs for future project-level development through formal government-to-government consultation with the Confederated Tribes of the Colville Reservation and the Confederated Tribes and Bands of the Yakama Nation. During scoping, responses to this proposal were received from representatives of both Tribes. The Confederated Tribes of the Colville Reservation commented that the undertaking was within the traditional territory of the Wenatchi Tribe, one of the twelve tribes of the Confederated Tribes of the Colville Reservation, and that a cultural resources survey inclusive of subsurface testing be undertaken and incorporated into the related EIS. The Confederated Tribes and Bands of the Yakama Nation commented that the study area is within lands ceded by the Yakama people and is in proximity to traditional food gathering area, hunting and fishing sites, villages, and burials. They also noted the antiquity of archaeology present in the East Wenatchee area and the presence of known archaeological sites within the development area. It was requested that investigation place emphasis on both archaeological sites and traditional cultural properties. Tribes often are able to provide additional information regarding cultural resources not documented in published literature which can help direct cultural resources investigations and support compliance assessments to ensure that cultural resources are not significantly impacted by development activities.
10.		Douglas County and the City of East Wenatchee, as appropriate, shall identify an approach to project specific actions to ensure that recorded and unrecorded cultural resources are not disturbed by the proposed project plans through the application of mitigation measures 11-14. The preliminary field investigations conducted in this study were based

#	Topic	Mitigation Measure
		on a conceptual design and provide a general history of the study area and limited insight into the subsurface conditions within tested areas proposed to be developed.
11.		To be considered a planned action, complete avoidance of archaeological site 45DO173 and the immediate adjacent area shall be accomplished due to the presence of human burials.
12.		Planned actions shall document and evaluate historical significance of structures within the study area that are over 50 years old prior to development actions consistent with the State of Washington Department of Archaeology and Historic Preservation.
13.		Douglas County or the City of East Wenatchee may consider partnering with existing businesses or agencies with a strong interest in history, and which likely maintain good historical records of the project location.
14.		<p>The following measures to avoid impacts to cultural resources will be required of North End planned actions by Douglas County or the City of East Wenatchee as appropriate.</p> <ol style="list-style-type: none"> <li>1. During the project permit review process, all project permit applications under the Planned Action shall be forwarded by the permitting jurisdiction to the Colville Confederated Tribes and the Confederated Tribes and Bands of the Yakama Nation for comment. If either tribe expresses concern regarding a permit application or requests further consultation, the local government shall initiate project-based consultation with the interested tribe to identify an appropriate level of effort to identify and avoid cultural resources.</li> <li>2. Observers from the Tribe and/or State shall be allowed to monitor development sites during clearing, grubbing, grading, and construction.</li> <li>3. Should any archaeological resources or human remains be inadvertently discovered during grading/construction, all work that would affect the discovered resources must be stopped until the proper authorities have been notified and appropriate steps taken to protect the resources. The Colville Confederated Tribes and the Confederated Tribes and Bands of the Yakama Nation shall also be immediately notified of the</li> </ol>

#	Topic	Mitigation Measure
		<p>discovery. Development applicants will comply with inadvertent discovery laws at RCWs 68.50.645, 27.44.055, and 68.60.055. Douglas County has adopted an inadvertent discovery protocol that outlines the measures to be implemented should an unanticipated discovery occur. (See Table E-2)</p> <p>4. Any archaeological or historic resources identified will be evaluated in consultation with the Colville Confederated Tribe, the Confederate Tribes and Bands of the Yakama Nation, and the Washington State Department of Archaeology and Historic Preservation standards (DAHP 2015 or as thereafter amended). If mitigation to cultural resources is required, specific mitigation steps will be developed through consultation with the aforementioned parties.</p> <p>5. In addition to the consultation that occurs with the Tribes during project permit review process, prior to any excavation, grading, or construction within the Master Site Plan area below a depth of 40 centimeters below surface in the area between Apple Capital Loop/Rocky Reach Trail and NW Empire, and below a depth of 80 centimeters below surface in the area east of NW Empire Ave, it shall be the responsibility of the developer to notify the Colville Confederated Tribes, Confederated Tribes and Bands of the Yakama Nation, and the State of Washington by certified mail. It is understood that no development is proposed west of the Apple Capital Loop/Rocky Reach Trail under the Planned Action, and the project will not physically impact recorded archaeology. It is also understood that archaeological site 45DO173 and the immediate adjacent area will be completely avoided under the Planned Action. State or Tribal personnel shall be afforded the opportunity to observe clearing and grubbing activities if deemed necessary per #2 above.</p> <p>6. The above required notifications shall be made 15 days prior to any construction and/or placement of utilities. Said notice shall indicate the type of infrastructure, location, amount of excavation, depth, and documentation on the manner in which consideration is being given to cultural resource discoveries.</p> <p>7. Prior to the issuance of a building permit for any approved operation on a development site, the</p>

#	Topic	Mitigation Measure						
		developer must submit a site plan indicating the location of all utilities, roads, and structures.						
	Transportation							
15.	Concurrency	<p><i>The Greater East Wenatchee Area Comprehensive Plan</i> requires that "... as specified in the Growth Management Act, new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Such improvements and strategies must be in place and or financially planned for within 6 years of development use." The Comprehensive Plan also states that the level of service threshold was set at LOS D, and that any intersection operating at LOS E or F would be deficient. Therefore, developers are responsible for roadway improvements that bring intersection operations within concurrency if their development would result in enough induced traffic to cause any intersection to operate above LOS D. All intersections analyzed in the study do not fall below a level of service D with noted improvements.</p>						
16.	Transportation Network	Transportation improvements identified in Master Site Plan Section 3.4 as necessary to support development of the North End at adopted level of service standards shall be in place at the time of development or within six years if improvements are included in a six-year capital facility plan and funding is secured.						
17.	Transportation Mitigation Fee	<p>Planned actions shall pay transportation trip mitigation fees in effect at the time of application to support implementation of the Master Site Plan transportation improvements consistent with Attachment D, subsection C.</p> <p>Unless amended, or replaced with a transportation impact fee, mitigation fees consistent with the proportionate share of costs excluding the interchange shall be applied to planned action applications:</p> <p><b>PM Peak Hour Trip Costs – Pending Balance of Public and Private Shares</b></p> <table border="1" data-bbox="678 1764 1414 1936"> <thead> <tr> <th data-bbox="678 1764 1062 1848">Scenario</th> <th data-bbox="1062 1764 1268 1848">Cost Basis</th> <th data-bbox="1268 1764 1414 1848">Per Trip</th> </tr> </thead> <tbody> <tr> <td data-bbox="678 1848 1062 1936">Study Area Share W/O ramps – 75%</td> <td data-bbox="1062 1848 1268 1936">\$14,102,765</td> <td data-bbox="1268 1848 1414 1936">\$3,144</td> </tr> </tbody> </table>	Scenario	Cost Basis	Per Trip	Study Area Share W/O ramps – 75%	\$14,102,765	\$3,144
Scenario	Cost Basis	Per Trip						
Study Area Share W/O ramps – 75%	\$14,102,765	\$3,144						

#	Topic	Mitigation Measure			
		<table border="1"> <tr> <td data-bbox="662 197 1060 285">Full Intensity Trips PM Peak Hour:</td> <td data-bbox="1060 197 1268 285">4,486</td> <td data-bbox="1268 197 1430 285"></td> </tr> </table> <p data-bbox="662 285 1430 443">Source: Douglas County, The Transpo Group, BERK Consulting 2016 (<b><i>Motion made to approve 75% mitigation share by project applicant - 10/10/16 DCBCC</i></b>)</p>	Full Intensity Trips PM Peak Hour:	4,486	
Full Intensity Trips PM Peak Hour:	4,486				
18.	Nonmotorized Connections	<p data-bbox="662 443 1430 667">All public streets shall be designed to incorporate sidewalks consistent with County and City street standards. Some street standards show a range of sidewalk widths. Where pedestrian activity is anticipated to be greatest, wider sidewalks should be implemented.</p> <p data-bbox="662 667 1430 821">Arterial or collector streets shall accommodate bicycles consistent with adopted County and City road standards and adopted bicycle regional guidelines.</p> <p data-bbox="662 821 1430 1010">Properties abutting the Apple Capital Loop Trail or Rocky Reach Trail or their spurs shall be consistent with the Douglas County Loop Trail Overlay including standards for fencing, trail access, landscaping, and setbacks from the trail.</p> <p data-bbox="662 1010 1430 1087">The following on-site pedestrian walkway standards shall be met by each development:</p> <ul data-bbox="662 1087 1430 1730" style="list-style-type: none"> <li data-bbox="662 1087 1430 1220">▪ A comprehensive system of pedestrian walkways shall link together all site entrances, building entries, parking facilities, and common outdoor spaces with the sidewalk system in the public right-of-way.</li> <li data-bbox="662 1220 1430 1373">▪ Pedestrian walkways shall be reinforced with pedestrian-scale lighting, bollard lighting, landscaping, accent lighting, signage, or a combination thereof to aid in pedestrian way-finding.</li> <li data-bbox="662 1373 1430 1730">▪ Each parcel shall provide pedestrian walkways that provide for connections from public rights of way through the subject property to the regional trail system that, when connected with other properties, will facilitate east-west travel to and from the regional trail system. For every 1,320 feet of street frontage, on average, a pathway to the regional trail system shall be provided. The walkway must connect with walkways located on other properties established in accordance with this condition. Distances may vary from exactly 1,320 feet to accommodate linking adjacent developments on a case-by-case basis.</li> </ul>			
	Public Services				
19.	Police Protection	<p data-bbox="662 1780 1430 1932">The County sheriff or City police department, as appropriate, shall continue to monitor police services and the Level of Service standard to ensure that staffing levels and equipment needs</p>			

#	Topic	Mitigation Measure
		align with changing demand. Existing Level of Service is based on residential population, but the North End site will have a significant amount of non-residential activity. The County sheriff or City policy department, as appropriate, shall be provided the opportunity to review planned action development applications and consider any specialized needs that may be generated by the proposed mix of uses.
20.	Fire Protection	Fire and emergency medical services shall be available concurrent with new development. Fire service providers shall continue to monitor fire protection services and the level of service standard to ensure that staffing levels and equipment needs align with the changing demand. In addition, the County and City shall provide opportunities for the fire district to review the proposed development plans and consider any anticipated specialized needs from the uses proposed.
21.	Schools	The School District shall monitor how the residential development of North End fits into the phasing plan and should keep track of future student enrollment that may be generated from development of the site. Capital planning by the District, as well as regular updates of the County and City Comprehensive Plans should allow for advanced planning prior to growth. If residential uses are proposed with a planned action, the County and City shall provide opportunities for the school district to review the proposed development plans and consider any anticipated specialized needs from the uses proposed.
22.	Parks	Planned actions shall be consistent with the Eastmont Metropolitan Parks and Recreation District Parks, Recreation and Open Space Plan and the County and City Comprehensive Plans regarding parks and recreation levels of service. On-site public common space is also required in the Greater East Wenatchee UGA Design Guidelines, applicable to commercial, mixed-use and multiple family development such as that proposed in Hospitality, Retail, and Wine Village Areas.
	Utilities	
23.		For all development activities payment of system development charges, and connection fees is considered mitigation for use of source/supply, and discharge capacities. Ongoing usage rates are

#	Topic	Mitigation Measure
		intended for the additional maintenance and operations costs associated with the extension of the utility and use of the distribution and conveyance systems. The SEPA Responsible Official may condition development to pay its proportionate share of utility costs identified in the North End Master Site Plan.
	Power, Gas and Telecommunications	
24.	Co-location and undergrounding of power and telecommunication utilities	Planned actions shall co-locate power and telecommunications facilities and underground such utilities. Subdivisions are required to have utilities underground per East Wenatchee Municipal Code (Chapter 12.16).
25.		Where it is not practical to underground telecommunication facilities, appropriate landscaping and stealth design shall be utilized by planned action projects to minimize their visual impacts on their surroundings.

**Table E-2. Cultural Resources Inadvertent Discovery Plan**

Description	Protocol
<b>Cultural Resources Inadvertent Discovery Protocol</b>	<p>Douglas County or the City of East Wenatchee shall condition planned actions to be compliant with the following inadvertent discovery protocols. In the event of the inadvertent discovery of any resource covered by the following protocols, the developer shall immediately notify the city or county with jurisdiction over the site, who shall then notify the Confederated Tribes and Bands of the Yakama Nation and the Confederated Tribes of the Colville Reservation as soon as possible.</p> <p>If non-human archaeological materials are discovered:</p> <ul style="list-style-type: none"> <li>▪ Construction activities that may further disturb the discovered material shall cease, and the area of the find will be secured.</li> <li>▪ The discovery shall be reported to the city or county with jurisdiction over the site and to the Department of Archaeology and Historic Preservation (DAHP) in the most expeditious manner possible. DAHP will then coordinate consultation with affected tribes regarding future preservation and excavation of the discovered materials.</li> </ul> <p>If human skeletal remains are discovered:</p> <ul style="list-style-type: none"> <li>▪ If ground disturbing activities encounter human skeletal remains during the course of construction, then all activity will cease that may cause further disturbance to those remains. The area of the find will be secured and protected from further disturbance.</li> </ul>

Description	Protocol
	<ul style="list-style-type: none"> <li>▪ The finding of human skeletal remains will be reported to the county medical examiner/coroner and local law enforcement in the most expeditious manner possible. The remains will not be touched, moved, or further disturbed.</li> <li>▪ The county medical examiner/coroner will assume jurisdiction over the human skeletal remains and make a determination of whether those remains are forensic or non-forensic.</li> <li>▪ If the county medical examiner/coroner determines the remains are non-forensic, then they will report that finding to the Department of Archaeology and Historic Preservation (DAHP) who will then take jurisdiction over the remains. The DAHP will notify any appropriate cemeteries and all affected tribes of the find. The State Physical Anthropologist will make a determination of whether the remains are Indian or Non-Indian and report that finding to any appropriate cemeteries and the affected tribes. The DAHP will then handle all consultation with the affected parties as to the future preservation, excavation, and disposition of the remains.</li> </ul>
<b>Contacts</b>	<p>Steven M. Clem, Douglas County Prosecuting Attorney/Coroner  Phone: (509) 745-8535  Fax: (509) 745-8670  Mailing Address:  P.O. Box 360  Waterville, WA 98858  Physical Address:  203 S. Rainier Street  Waterville, WA 98858  sclm@co.douglas.wa.us</p> <p>Douglas County Sheriff's Office  110 N.E. 2nd Street Suite 200  East Wenatchee, WA 98802  (509) 884-0941</p> <p>East Wenatchee Police Department  271 9th St. N.E.  East Wenatchee, WA 98802  (509) 884-9511</p> <p>Guy Tasa, State Physical Anthropologist, DAHP  (360) 586-3534  <a href="mailto:Guy.Tasa@dahp.wa.gov">Guy.Tasa@dahp.wa.gov</a></p>

## Attachment F – Final EIS