

August 4, 2005

**Item E-7 : South Cle Elum Trailhead Proposed Land and Facility Uses—  
Iron Horse State Park—Requested Action**

**EXECUTIVE SUMMARY:** This item requests the Commission approve land uses described in *The Strategic Plan for the South Cle Elum Railyard* and adopt the plan as the basis for development of the property. This item complies with the Centennial 2013 Plan element, “Our Commitment – Partnerships” and “Your Legacy-Cherished Resources.”

**SIGNIFICANT BACKGROUND INFORMATION:** The railyard at South Cle Elum is part of Iron Horse State Park, with a portion of the John Wayne Pioneer Trail running through it (Appendix 1.) Located on about 12.5 acres of land, the site contains a newly rehabilitated depot building, the railroad electrical substation and building remnants (e.g., roundhouse foundation.) The railyard is part of a national historic district that is partially in private ownership, including several buildings.

The Commission adopted the Iron Horse State Park Master Plan at its July 1999 meeting. The plan designates the railyard as a trailhead and a place for enterprise and interpretation. Because of its historical significance, the Commission classified the railyard as a “Heritage Area.”

In October 2004, the Commission approved a 20-year cooperative agreement with the Cascade Rail Foundation (formerly the Friends of the South Cle Elum Depot) for operation of the State Parks portion of the railyard. Recently, the Cascade Rail Foundation initiated a planning process for the further development of the railyard; State Parks staff participated in the process. As was reported to the Commission at the June 2005 meeting, *The Strategic Plan for the South Cle Elum Railyard* (Strategic Plan) was the result.

The Strategic Plan describes five phases for development. A summary of the phases and a site plan from the Strategic Plan are included as Appendix 2.

Staff asks for the Commission’s review of the Strategic Plan for four reasons:

1. The “Heritage Area” classification means that certain land uses described in the Strategic Plan are conditional and require the Commission’s approval. Specifically, the railyard will be a major interpretive center supported by developed exhibits and a new interpretive center building.

2. There are aspects of the Strategic Plan that have implications for the Commission's Cultural Resources Policy. The new building will house locomotives and provide a separate interpretive center. The new building is larger than all the other buildings and will affect the cultural landscape (Appendix 4.)
3. Completion of all five phases is anticipated to cost between \$8.3 and \$9.5 million. Most of the cost (around \$5 million) comes in phase five when the new building would be constructed.
4. According to the consultants, this undertaking will be a difficult proposition for the Cascade Rail Foundation. The Foundation will need to transition from a volunteer-based organization to one with professional staff and a board of directors capable of major fund raising. The projected earned income statements also indicate that the depot café, bike shop and store will operate at a loss for at least the first year.

Both State Parks and the Cascade Rail Foundation want to develop a facility that is financially sustainable and that protects the archaeological and historic resources within the railyard. The Commission has a particular interest in the railyard because of the Centennial 2013 Plan<sup>1</sup> and is sensitive to the public service and local economic development benefits of the project.

If the Commission chooses to adopt *The Strategic Plan for the South Cle Elum Railyard* as the basis for development of the facility, the 20-year cooperative agreement with the Foundation should allow appropriate oversight.

The agreement contains terms and conditions that will allow development to proceed in an iterative process. Specifically, plans for development are subject to staff review to ensure compliance with Commission policies. In addition, the Strategic Plan includes certain organizational development steps that staff and the Cascade Rail Foundation can use to judge whether moving to the next phase is prudent.

Staff recommends that the Commission adopt the entire Strategic Plan and all five phases. If the Commission approves the requested action, then the Cascade Rail Foundation and staff would proceed to implement the Strategic Plan with the following understandings:

- Nothing in the *Strategic Plan for the South Cle Elum Railyard* or any other document shall take precedence over the cooperative agreement between the Commission and the Cascade Rail Foundation that commenced on November 1, 2004, and ends on October 31, 2024.
- The Cascade Rail Foundation is encouraged to use fundraising to pay for planned developments and additional acquisitions within the South Cle Elum Railyard or adjacent properties, and also to pursue endowments so that those developments and acquisitions will be maintained in perpetuity.
- Involvement by State Parks staff will be according to agency priorities and available resources.

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<sup>1</sup> YOUR LEGACY, Cherished resources: "New life for historic buildings – Saint Edward State Park Seminary, Fort Simcoe, Olmstead Place and Iron Horse/South Cle Elum railyard"

- Approval of the various phases described in the Strategic Plan should be subject to adequate assurances by the Cascade Rail Foundation to State Parks that the Foundation has achieved the necessary organizational capacity to complete its planned development and that those developments will be sustainable and not burdensome to State Parks.
- State Parks and the Cascade Rail Foundation will ensure that artifacts essential to permanent exhibits will remain part of the exhibits as long as they are needed..
- The Cascade Rail Foundation must make adequate assurances (e.g., performance bonds or endowments) so that the Commission will not be held monetarily liable for moving or caring for railroad “rolling stock,” or other exhibits placed at the South Cle Elum Railyard.
- The Cascade Rail Foundation will separately request review and approval from the appropriate agencies within the local, state and federal governments for any permits needed to develop and operate the railyard.

#### **SUPPORTING INFORMATION:**

- Appendix 1: Vicinity Map of the South Cle Elum Railyard
- Appendix 2: Summary of the five phases of development and a site plan from the Strategic Plan
- Appendix 3: Budget for five phases of development from the Strategic Plan
- Appendix 4: Diagram comparing the sizes of new and existing buildings
- Appendix 5: Statutory Authority for Action

#### **REQUESTED ACTION OF COMMISSION:**

*That the Washington State Parks and Recreation Commission:*

1. Officially thank the Cascade Rail Foundation for the following:
  - Help with the rehabilitation of the South Cle Elum Depot
  - Contributions leading to the establishment of a National Historic District at the railyard
  - Donation of a historic structures report for the substation building
  - Donation of the professional services of Interpretive Solutions, West Chester, Pennsylvania and its consulting team for the Strategic Planning process, and for including staff in a true spirit of cooperation.
2. Receive staff's "Determination of Non-Significance" that the proposed action is minor and the environmental effects are not significant.
3. Consider the data, views or arguments submitted by any person on the proposed *Strategic Plan for the South Cle Elum Railyard* and further, that those views be considered part of the SEPA record.
4. Affirm that Rehabilitation<sup>2</sup> is the proper historic treatment for the South Cle Elum Railyard.
5. Adopt the *Strategic Plan for the South Cle Elum Railyard* and all phases as the basis for development and operation of the Commission's property at the South Cle Elum Railyard.
6. Affirm that nothing in the *Strategic Plan for the South Cle Elum Railyard* shall take precedence over the cooperative agreement between the Commission and the Cascade Rail Foundation that commenced on November 1, 2004 and ends on October 31, 2024.

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<sup>2</sup> Rehabilitation is a particular treatment explained in the “Secretary of the Interior’s Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings.” Rehabilitation allows for changes to historic properties in order to meet continuing or new uses while preserving those features that are important in defining its significance.

7. Delegate to the Director or his designee authority to approve or withhold approval for developments proposed in the Cascade Rail Foundation's *Strategic Plan for the South Cle Elum Railyard*, recognizing that site-specific information and long-term experience with management of the railyard may change specific elements of the plan.

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**Reviewer(s):**

**SEPA REVIEW:** Following review, staff prepared an environmental checklist and "threshold determination" on June 29, 2005 for the preliminary staff recommendation findings that the action proposed by the Commission staff was minor and the environmental effects not significant.

Copies of these documents have been provided to members of the Commission, and will be made available to other interested parties upon request.

**Larry Fairleigh, Parks Development Service Center Assistant Director**

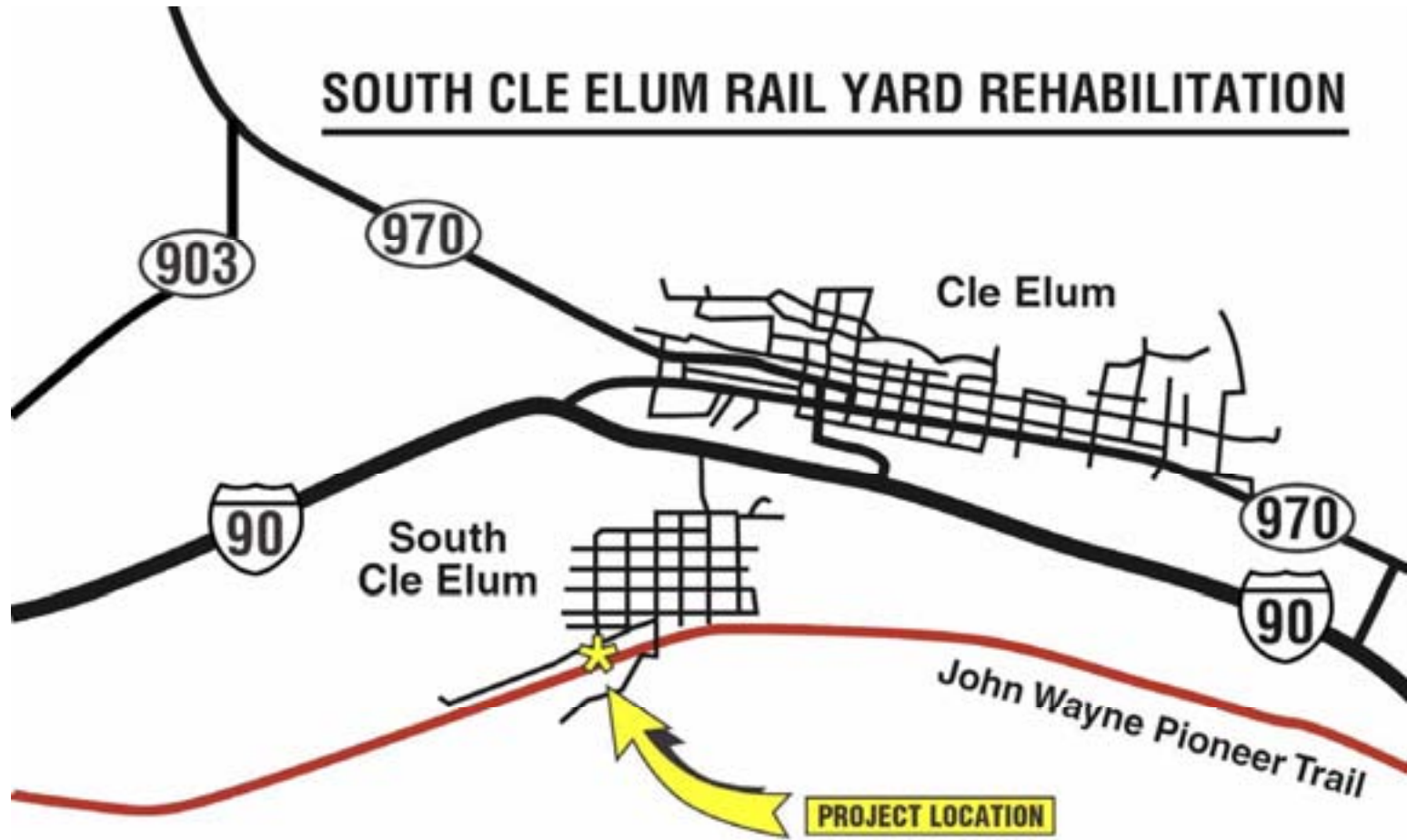
**Judy Johnson, Acting Deputy Director:** \_\_\_\_\_

**Approved for Transmittal to Commission**

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**Rex Derr, Director**

**Appendix 1: Vicinity Map of the South Cle Elum Railyard**



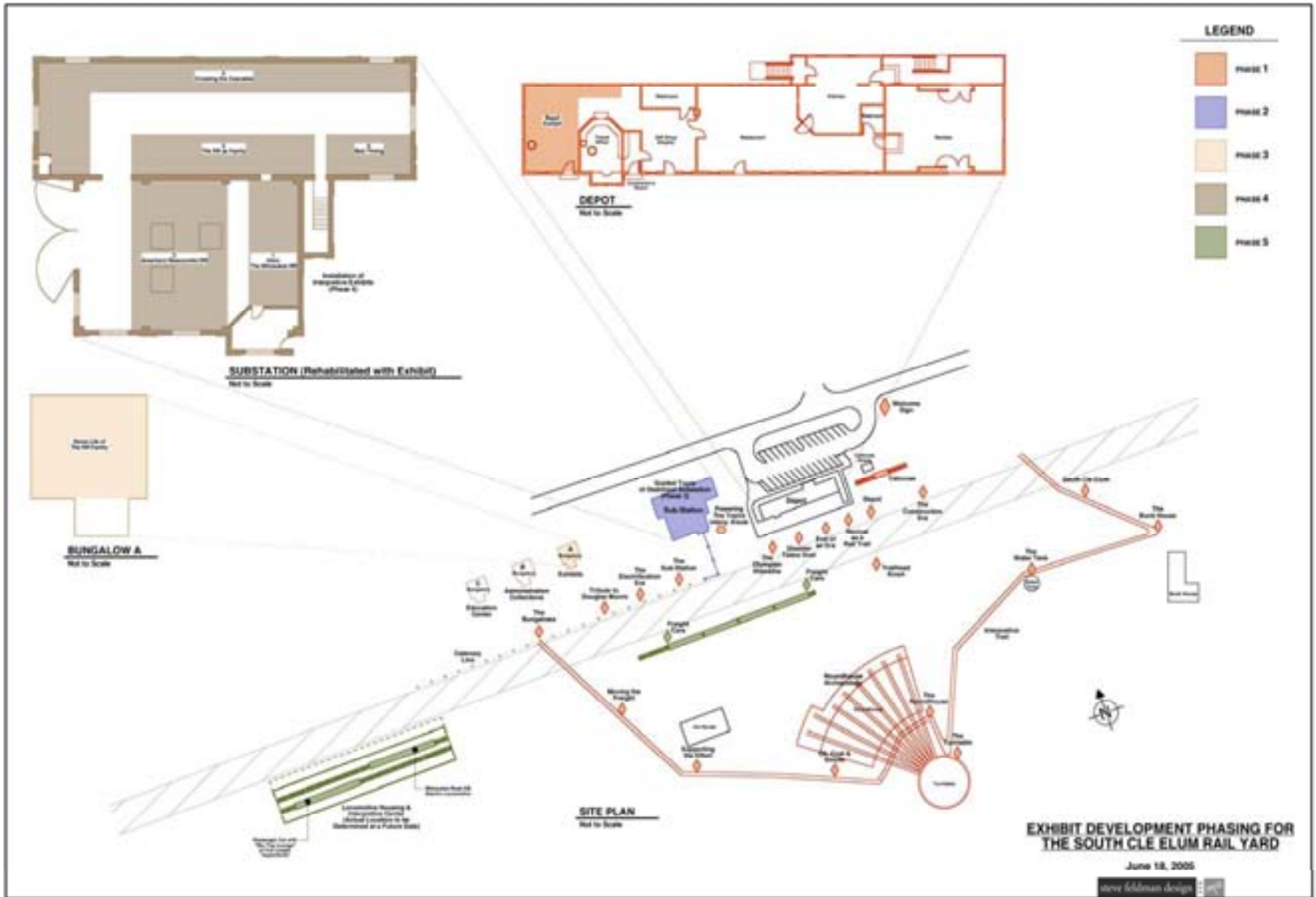
## Appendix 2: Summary of Development Phases

Phase	Phase description	Order of magnitude cost range	Target date
One	Open the newly rehabilitated depot and install interpretive exhibits, complete the interpretive trail and install a caboose railroad car with tracks installed. Much of phase one is already underway.	\$103 - \$221 thousand	Summer 2007
Two	The electric substation would be cleaned up and stabilized so that some public access could be permitted. In this phase some limited catenary <sup>3</sup> wiring exhibits would be established.	\$929 thousand	Summer 2008
Three	The Cascade Rail Foundation would acquire one or more of the former railroad bungalows <sup>4</sup> from a private owner to create additional exhibits or for administrative space.	\$370 - \$405 thousand	Winter 2009
Four	Rehabilitate and install exhibits within the electrical substation. Catenary wiring would be extended.	\$1.65 – \$2.52 million	Summer 2013
Five	A new building would be constructed to house a locomotive and Sky Top passenger car and provide an interpretive center. Exhibits would be developed for the interpretive center and catenary wiring would be extended to the new building.	\$5.2 - \$5.5 million	Fall 2020

<sup>3</sup> Wiring used to power locomotives.

<sup>4</sup> Residence for railroad workers at South Cle Elum

### Appendix 2: Site Plan Showing Five Phases of Development



## Appendix 3: Budget for Five Phases of Development From the Strategic Plan

### SOUTH CLE ELUM RAIL YARD ROUGH ORDER-OF MAGNITUDE PROJECTION OF COSTS BY PHASE

ITEM	Est. Building Costs	Allowance for SCERY Improve.	EST. BUDGET COSTS-EXHIBIT PRODUCTION (\$)*				PHASE TOTAL (including exhibits)	
			Basic exhibit	Low range exhibit	Mid range exhibit	Upper range exhibit	Low	High
<b>PHASE 1: Depot Restoration &amp; Rail Yard Develop</b>								
A. Directional signage and CRP identity pylons/locons		25,500					25,500	25,500
B. Depot Exhibit (425 SF)			63,750	106,250	148,750	181,250	63,750	181,250
C. Site archaeology and other site interp units		14,000					14,000	14,000
<b>TOTAL - Phase 1</b>		<b>39,500</b>	<b>63,750</b>	<b>106,250</b>	<b>148,750</b>	<b>181,250</b>	<b>103,250</b>	<b>220,750</b>
<b>PHASE 2: Expanded Rail Yard &amp; Substation Interpretation</b>								
A. Stabilize substation / upgrade for tours	922,000						922,000	922,000
B. Develop limited cabenary exhibit at Substation		2,000					2,000	2,000
C. Special event - model rail road show at Substation		5,500					5,500	5,500
<b>TOTAL - Phase 2</b>	<b>922,000</b>	<b>7,500</b>					<b>929,500</b>	<b>929,500</b>
<b>PHASE 3: Bungalow "A" Acquisition and Exhibit</b>								
A. Acquire/improve bungalow "A" for "Home Life" Exhibit	200,000						200,000	200,000
B. Develop and produce Home Life Exhibit (900 SF)			169,750	225,000	315,000	405,000	169,750	405,000
<b>TOTAL - Phase 3</b>	<b>200,000</b>		<b>169,750</b>	<b>225,000</b>	<b>315,000</b>	<b>405,000</b>	<b>369,750</b>	<b>405,000</b>
<b>PHASE 4: Cascade Rail Experience Museum</b>								
A. Substation rehabilitation	565,000						565,000	565,000
B. Exhibit development, design & fabr. (3,473 SF)			520,950	1,085,312	1,519,437	1,953,562	1,085,312	1,953,562
<b>TOTAL - Phase 4</b>	<b>565,000</b>		<b>520,950</b>	<b>1,085,312</b>	<b>1,519,437</b>	<b>1,953,562</b>	<b>1,650,312</b>	<b>2,518,562</b>
<b>PHASE 5: Locomotive Housing &amp; Interpretive Center</b>								
A. Design and build Locomotive Housing & Interpretive Ctr	3,515,000	1,305,000					4,820,000	4,820,000
B. Interpretive Center Exhibits (2,000 SF)			375,000	625,000	700,000	900,000	375,000	625,000
C. Freight car exhibit (outdoor rotting stock - 4 cars)		7,000					7,000	7,000
<b>TOTAL - Phase 5</b>	<b>3,515,000</b>	<b>1,312,000</b>	<b>375,000</b>	<b>625,000</b>	<b>700,000</b>	<b>900,000</b>	<b>5,202,000</b>	<b>5,452,000</b>
<b>GRAND TOTAL - SCE development plan - 5 phases</b>	<b>5,202,000</b>	<b>1,359,000</b>	<b>1,129,450</b>	<b>2,041,562</b>	<b>2,683,187</b>	<b>3,439,812</b>	<b>8,254,812</b>	<b>9,525,812</b>

**\* NOTES: Definition of Exhibit Fabrication Budget Options**

The budget costs indicated in this table represent typical 2005 industry rates used to calculate exhibit fabrication and installation in 2005. Improvements may be delivered at lower costs by CRP than shown here through combined contributed services and materials. The rates assume professional grade installations of exhibits.

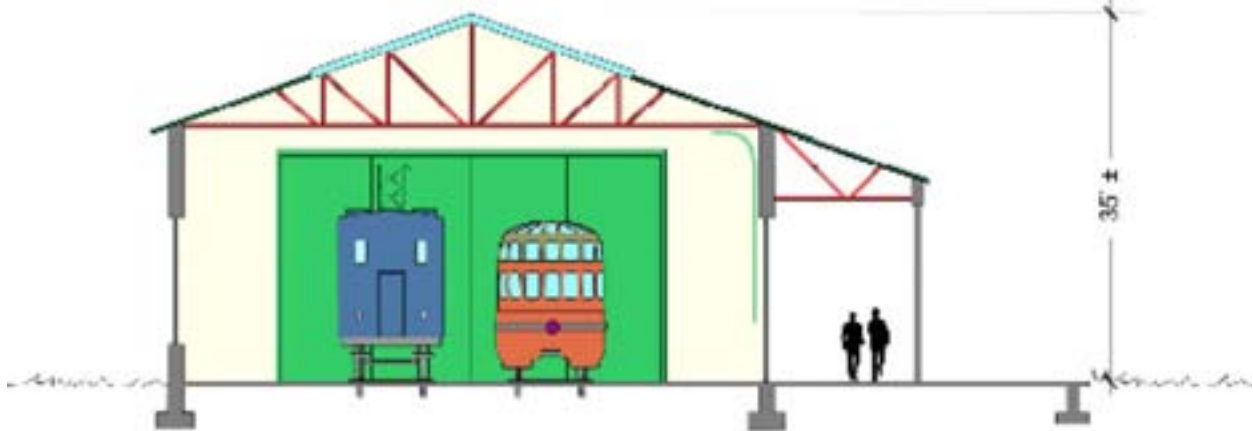
**Basic Exhibit:** Exhibits use extensive use of graphic treatments, some case work and limited use of interactives. (assumes \$150/SF)

**Lower Range Budget:** Exhibits primarily use graphic treatments to communicate message along with low-tech interactives and modest case work for artifacts. (assumes \$250/SF)

**Middle Range Budget:** In addition to graphics and low-tech interactives, exhibits include electronic interactives, some audio-visual media, small immersive environments or settings and higher quality case work. (assumes \$350/SF)

**Upper Range Budget:** Extensive use is made of interactive opportunities (including electronics) large-scale graphics, audio-visual media, immersive environments or settings, and highest quality casework. (assumes \$450/SF)

**Appendix 4(a): Diagram Comparing the Sizes of New and Existing Buildings**



**Locomotive Housing & Interpretive Center**

*Conceptual Design (actual dimensions and overall footprint will vary)*

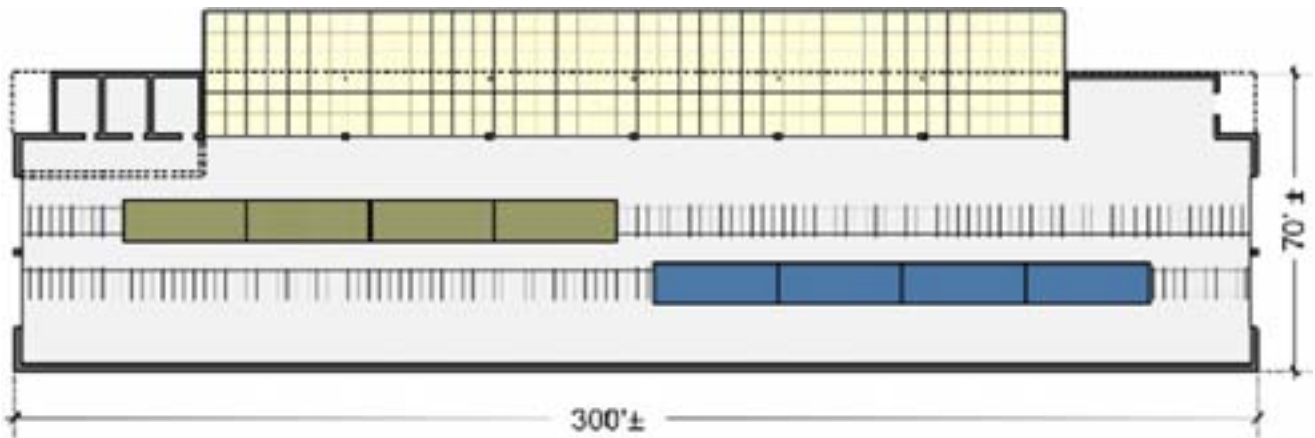


**Substation East Elevation**



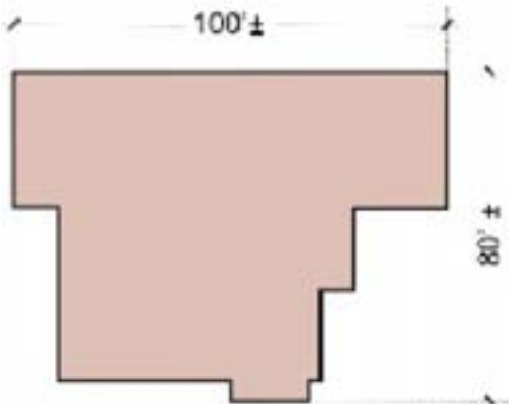
**Depot East Elevation**

### Appendix 4(b): Diagram Comparing the Sizes of New and Existing Buildings

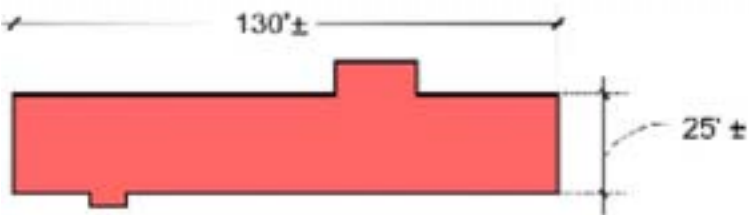


#### Locomotive Housing & Interpretive Center

*Conceptual Design (actual dimensions and overall footprint will vary)*



#### Substation



#### Depot

## Appendix 5: Statutory Authority for Commission's Action

RCW 79A.05.030(1:)

*The commission shall:*

*Have the care, charge, control, and supervision of all parks and parkways acquired or set aside by the state for park or parkway purposes.*

RCW 79A.05.140:

*The state parks and recreation commission may grant permits to individuals, groups, churches, charities, organizations, agencies, clubs, or associations to improve any state park or parkway, or any lands belonging to the state and withdrawn from sale under the provisions of this chapter. These improvements shall not interfere with access to or use of such public lands or facilities by the general public and shall benefit the public in terms of safety, recreation, aesthetics, or wildlife or natural area preservation. These improvements on public lands and facilities shall be for the use of all members of the general public.*