



City of Cashmere

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CASHMERE CITY PLANNING COMMISSION
MONDAY FEBRUARY 6, 2023
6:00 P.M.

AGENDA

THE PUBLIC CAN ATTEND IN PERSON, CALL-IN OR LOG-IN TO ZOOM TO PARTICIPATE IN THE PLANNING COMMISSION MEETING. PLEASE CALL-IN OR LOGIN 5 MINUTES PRIOR TO MEETING.

To Join the Meeting Go To: <https://zoom.us>
Meeting ID: 882 719 9871 Passcode: 788276
Audio Only: PH# 1-(253)-215-8782

CALL TO ORDER:

ATTENDANCE:

APPROVAL OF MINUTES:

Approval of November 7, 2022 and January 3, 2023 meetings minutes.

CORRESPONDENCE:

ANNOUNCEMENTS & INFORMATION:

BUSINESS ITEMS:

1. Economic Development Plan for the Former Lagoon Property
2. Joint City Council and Planning Commission topics

ADJOURNMENT:

TO ADDRESS THE COUNCIL, PLEASE BE RECOGNIZED BY THE MAYOR AND STATE YOUR NAME WHEN YOU BEGIN YOUR COMMENTS
Americans with Disabilities Act (ADA) accommodations provided upon request (48-hour notice required)

MINUTES OF THE CASHMERE PLANNING COMMISSION MEETING
Monday November 7, 2022 6:00 PM

OPENING

The meeting began at 6:01 PM and Croci recorded the meeting minutes.

ATTENDANCE

Board:	<u>Present</u>	<u>Not Present</u>
	Paul Kinser - Chair	Matthew Walgren
	Kirk Esmond – Vice Chair	Maureen Lewison
	Zak Steigmeyer	
	Paul Nelson	

Staff: Director of Operations, Steve Croci

APPROVAL OF MINUTES Minutes from the September 6 and October 10, 2022 meeting were approved 4-0, Nelson motioned and Steigmeyer seconded motion.

CORRESPONDENCE Nothing new to report.

ANNOUNCEMENT & INFORMATION

Chelan County owns a few random pieces of property adjacent to Riverfront Drive, the sidewalk through Cottage Avenue Park and a small triangle northwest of the Vale School tennis courts. All parcels are small or odd shaped and not developable and will be given to the city.

AGENDA ITEMS

1. Public Hearing PROS Plan

At the public hearing Kalyn Fraser spoke to support the PROS Plan and offered some suggestions. She supported more river access, improved playground equipment that incorporate risk, and additional bathrooms. She opposed vending machines and is concerned about dealing with vandalism particularly of bathrooms.

Written comments received were discussed. Some of the points made in the letters included a pickle ball court at River Street Park, instead of a beach volleyball court; removing the vending machines from the plan; improved river access; coordinate with the school district; and a birding trail at Shotwell Ditch. All comments were noted and did not fundamentally change anything in the plan as it is only a guiding document.

Steigmeyer motioned, Nelson seconded and the commission approved (4-0) Cashmere’s 2023 – 2028 Parks, Recreation and Open Spaces Plan (PROS). The Pros Plan will be forwarded to the City Council and a public hearing will be held at the City Council meeting on December 12th.

MINUTES OF THE CASHMERE PLANNING COMMISSION MEETING
TUESDAY JANUARY 3, 2023 6:00 PM

OPENING

The meeting began at 5:05 PM and Croci recorded the meeting minutes.

ATTENDANCE

Board:	<u>Present</u>	<u>Not Present</u>
	Paul Kinser - Chair	Matthew Walgren
	Kirk Esmond – Vice Chair	Maureen Lewison
	Zak Steigmeyer	Paul Nelson

Staff: Director of Operations, Steve Croci

APPROVAL OF MINUTES No minutes were presented or approved.

CORRESPONDENCE Nothing new to report.

ANNOUNCEMENT & INFORMATION

The PROS Plan was approved by City Council.

Croci noted the Complete the Loop Coalition is soliciting grant applications for projects that maintain, improve or extend paved trails, and suggested applying for funding to repair root-damaged sections of the Riverfront Trail. Croci also talked with Chelan County to partner on an application that would provide funding for the planning of a bike trail between Monitor and Cashmere. Commissioner Steigmeyer suggested improvements to Riverfront Drive which create or designate a pathway connecting the former lagoon to the Riverside Trail. Wollman reminded all that one of the actions listed in the Parks Recreation and Open Spaces (PROS) Plan is to develop a trails committee.

A Community Forum is scheduled for March 6th at the Riverside Center. Some of the main topics will be funding options for the PROS plan, lagoon development, the library's move to the Riverside Center and potentially selling some of the city's properties.

AGENDA ITEMS

1. Joint City Council and Planning Commission topics.

A joint meeting of the Planning Commission and the City Council will be held February 13th at 6:00 PM. Croci suggested topics include identifying ways to improve or accommodate residential or economic development. Steigmeyer recommended that the current parking requirement for new businesses be a topic of discussion. Commissioner Kirk Esmond suggested that the direction of future growth be a topic for the upcoming meeting. All members supported topics that managed and supported residential growth including increasing multifamily zones along transits routes.

2. Comments on the Economic Development Plan for the Former Lagoon Property.

A brief discussion on lagoon development occurred. No comments on the draft plan were received. Commission members indicated managing weeds, creating a parking area at the east end and recycling any old material are activities that could happen now.

DRAFT

Economic Development Plan for Cashmere's Former Lagoon Property



December 23, 2022



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Appendix A – Department of Ecology Clean Up Confirmation Letter

CHAPTER 1: INTRODUCTION

1.1 Purpose

The purpose of this plan is to identify and evaluate economic development options for the former wastewater lagoons. After serving as wastewater lagoons for several decades, the property was cleared for other uses in 2020 after the City removed the remaining biosolids from the former lagoons. As the City of Cashmere continues to expand and grow so does the need to capitalize on utilizing this riverfront property for parks, recreation, tourism, or development. Determining the preferred alternative for the former lagoon property will be accomplished through seeking public input, review, and comment and analyzing the market potential of the property for various land uses.

This project was funded by a grant from the Chelan Douglas Regional Port Authority. The purpose of the grant was to develop an economic development plan for the former lagoons property, to determine what type of uses are supported by the public the best uses for the site.

CHAPTER 2: SITE ASSESSMENT AND COMMUNITY GOALS

2.1 Property History

The former lagoons are located along 3,000 feet of Wenatchee River frontage on the south end of Riverfront Drive. The 20-acre property contained three settling ponds that provided wastewater treatment. Exhibit 2.1 shows the old wastewater treatment facility prior to reconstruction. Although lagoon treatment is effective, the Cashmere lagoons were not lined properly which caused excessive nutrients to be leached into the Wenatchee River, causing environmental concerns.

In 2014, the City completed the construction of the new wastewater treatment plant, which lies where Lagoon #2 (the center parcel) once was, dividing the property into two areas. The new treatment plant utilizes updated technology, operates more effectively, meets discharge permit requirements, and occupies less space. In 2019, the City began cleaning up Lagoon #1 and #3 to remove the remaining biosolids. The City completed this process in 2020 and the Washington State Department of Ecology declared the sites clear for other uses. The letter from the Department of Ecology can be found in Appendix A.

2.2 Property Characteristics

The former lagoon property's river frontage makes it a desirable location for river access and outdoor recreation. The property currently has the capacity to be transformed into a variety of different spaces that would benefit the community. These possibilities include a passive- or active-use park, or residential, commercial, or industrial development.

The former lagoon property is currently in three parcels. The center parcel contains the new wastewater treatment plant. The remaining two parcels on either side of the treatment facility are relatively flat, barren land, and provide easy access to the river. The surrounding adjacent properties are primarily utilized for agriculture and residential purposes. A steep hillside slopes up to the south of the property.

In addition to the former lagoon property, the City owns two vacant hillside parcels on the south side of the railroad tracks, totaling about 43 acres. City representatives and stakeholders have had ongoing discussions

regarding future uses of this property, including creating hiking or mountain biking trails. Although not part of the former lagoon development, the future use of this hillside could tie into the preferred alternative for the former lagoon property development.



Exhibit 2.1. Former Wastewater Treatment Lagoons.

2.3 Community Profile

The City of Cashmere is the geographic center of Washington State on the eastern side of the Cascade Mountains. Cashmere is located along the lower Wenatchee River and experiences native vegetation of typical dry climates, consisting mainly of grasses and shrubs. Although the city lies between 800 and 1,000 feet in elevation, the mountains to the south of Cashmere rise to over 2,000 feet in elevation and extend into the Wenatchee Mountains and Mission Ridge.

Cashmere is known for its abundant apple and pear production, fruit packing and processing, and historical museum. The City benefited greatly during the construction of the Great Northern Railroad in 1892, where farmers could finally transport their produce to markets, leading to today's vast agricultural production.

Currently, residential properties comprise approximately 58% of the total land area within the City limits and UGA. Commercial areas lie in the downtown business district, and mixed commercial and light industrial areas are in east Cashmere and along the Sunset Highway. There are a variety of small businesses located within the City, as well as large fruit packing operations.

Exhibit 2.3 represents the distribution of land uses within Cashmere during the last Comprehensive Plan update in

2019. This information from the land capacity analysis conducted by Chelan County indicates that single-family units comprise the majority of the City of Cashmere and the UGA. The second largest land use is commercial uses. According to the 2020 United States Census Bureau, Cashmere has 3,148 residents. By 2037 the City of Cashmere is expected to increase to a population of 4,137 people.

Exhibit 2.3. Distribution of Land Uses.

Classifications	City of Cashmere		Cashmere UGA	
	Acres	Percent	Acres	Percent
Single-Family Units	263	44.8%	254	71.3%
Multi-Unit and Mobile Home Parks	19	3.2%	16	4.5%
Residential Condos	1	0.2%	2	0.6%
Industrial	71	12.1%	4	1.1%
Commercial/Retail, Professional, Government, etc.	168	28.5%	50	14.0%
Agricultural	65	11.0%	28	7.9%
Undeveloped	0	0.0%	2	0.6%
Totals	589	100%	356	100%

Source: Cashmere Comprehensive Plan

Cashmere is primarily a residential community, with a large percentage of the population commuting to Wenatchee for employment. Almost one-third of Cashmere’s population is Hispanic or Latino. The median household income is \$54,554, which is almost \$20,000 less than the state average.

CHAPTER 3: OPPORTUNITIES AND CONSTRAINTS

3.1 Environmental

Floodplain

As shown in Exhibit 3.1.1, the proposed project area is located in the 0.2% annual chance flood hazard zone (500-year floodplain). A small portion of the property along the shoreline is within the 1% annual chance floodplain (100-year floodplain). The 0.2% flood zone is not regulatory and will not affect future development.

The former lagoon property and the railroad tracks are protected from the river by a levee constructed in the 1950s; however, the levee is in an unacceptable condition according to the US Army Corps of Engineers. During their last inspection in 2011, they identified a number of maintenance issues, including too much vegetation that prevents thorough inspection and maintenance, missing sod cover, erosion, and a lack of rip rap on the on the riverward slopes, leaving the levee vulnerable to erosive river forces. Because of the unacceptable rating, the levee is not eligible for rehabilitation support which can provide emergency response if the levee becomes damage during flooding.

In its current state the levee is inadequate to support development. In 2018, the City and Chelan County prepared a levee management plan. The plan identified the preferred alternative for repairing the levee is to construct a new setback levee and leave the existing levee in place. To repair the levee, vegetation growing along the shoreline would have to be removed, which will adversely affect the riparian habitat provided by the vegetation. A setback levee will allow the established riparian habitat to remain and create a levee that is easier to maintain. Additionally, new river access points could be constructed where the existing levee is currently located.

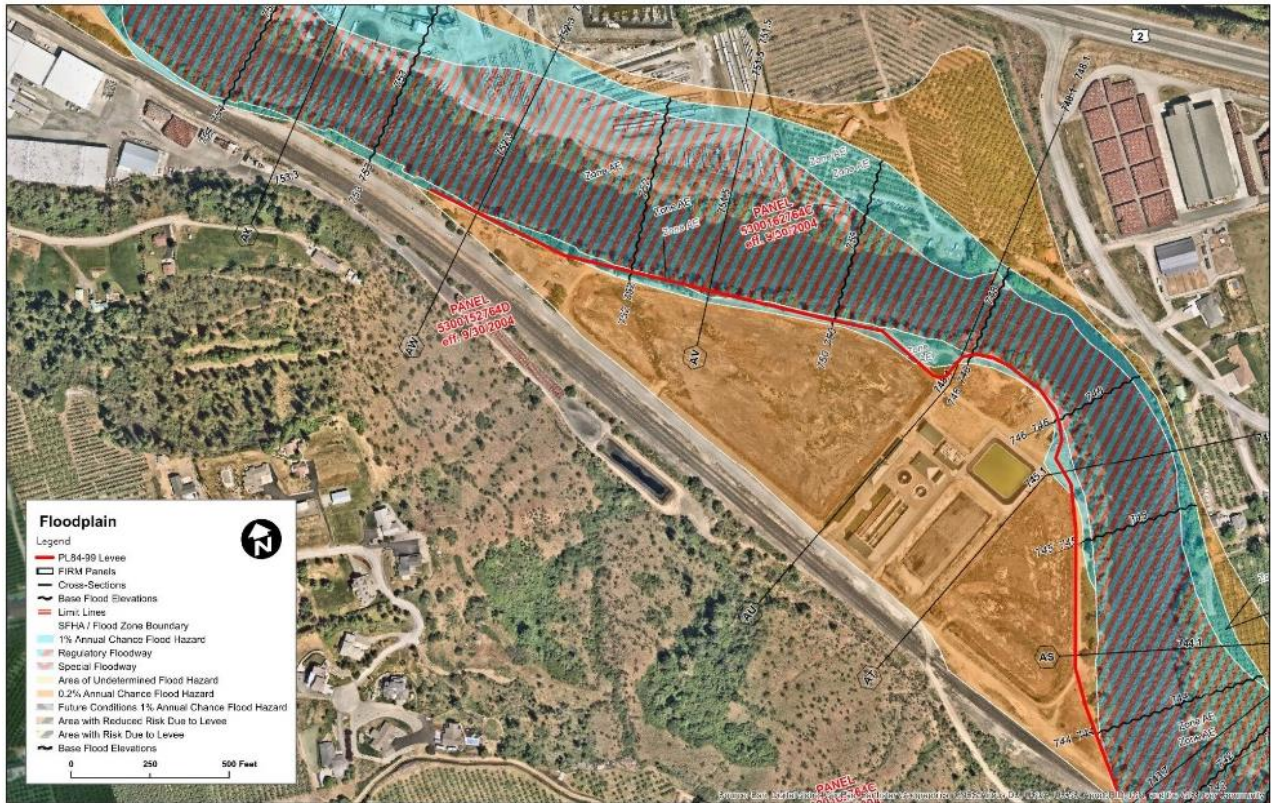


Exhibit 3.1.1. Floodplain Designation.

Wetlands

Wetlands are regulated according to the Cashmere Municipal Code 18.10B. Exhibit 3.1.2 demonstrates the wetland classification for the former lagoon property. The National Wetland Inventory (NWI) classifies the ponds as a palustrine wetland because they were ponds at the time the NWI designated wetlands in the area. The ponds now and in the past do not meet the criteria to be considered a regulatory wetland. It is assumed that the absence of regulatory wetlands was addressed when the new treatment plant was permitted, and can be addressed again, if necessary, in an updated critical areas report at the time the property is developed. The wetland designation is not expected to be a limiting factor to development.

Geologic Hazards

There are no known geologic hazards on the site that may limit site development. The site is within a moderate to high liquefaction zone, but any effects related to that hazard can be mitigated through site design.



Exhibit 3.1.2. Wetland Designation.

3.2 Shoreline Master Program

The City's Shoreline Master Program (SMP) regulates development and use of the shoreline. The SMP includes goals for Economic Development, Public Access, Recreation, Circulation, Shoreline Use, Conservation, Historic, Cultural, Scientific, and Educational Elements, and Flood Hazard Prevention regarding the shorelines in the City of Cashmere. These goals, objectives, and policies are vital to consider when determining the best course of action for the economic development of the former lagoon property. The regulatory shoreline is 200-feet from the ordinary high water mark (OHWM), plus the floodway and associated wetlands that extend beyond 200-feet from the OHWM. Exhibit 3.2 demonstrates that the City's shoreline designation map classifies almost the entire former lagoon property as being within the regulatory shoreline, due to the wetlands associated with the former lagoons. If a wetlands evaluation determines the former lagoons are not wetlands, the shoreline jurisdiction will be adjusted to only incorporate the first 200-feet from the OHWM.

As Exhibit 3.2 shows, the former lagoon property falls under two shoreline designations. The first 30-feet from the OHWM is designated as Shoreline Park/Public. The remainder of the shoreline is designated as High Intensity. All development within the shoreline jurisdiction requires shoreline permitting and must demonstrate consistency with the SMP. When considering developing the former lagoon property, it is imperative to consider the various regulations and policies set forth by the SMP.

The SMP allows many uses in the Shoreline Park/Public and High Intensity designation. The Shoreline Park/Public allows boat launches, commercial uses, certain types of industrial uses, recreational uses, shoreline enhancement, and transportation and utility uses. The High Intensity designation allows the same uses as the Shoreline Park/Public, as well as all types of industrial uses and residential uses.

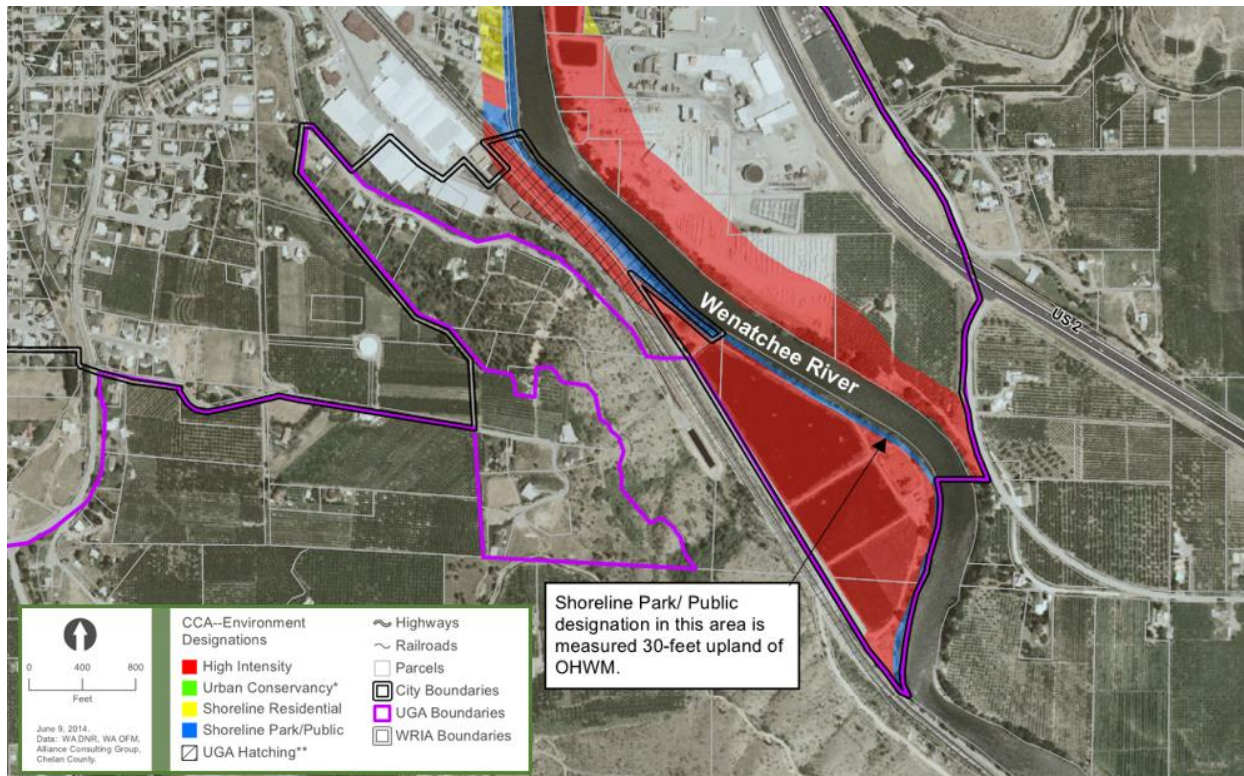


Exhibit 3.2. Shoreline Designation.

3.3 Supporting Infrastructure

3.3.1 Road Access

The site is accessed by Riverfront Drive, a City maintained roadway. A portion of the road is very narrow (about 15 feet wide) as it is located between the river and railroad, shown in Figure 3.3.1. The road does not meet minimum access standards set by the International Fire Code or by Cashmere design standards. Widening the road would require significant effort, cost, and environmental permitting as it would require expansion towards the river. The roadway is also located on the outside bend in the river and is subject to erosive forces and is at risk of damage from future flooding. In its current condition, the road is not adequate to support higher intensity traffic.

The site can also be accessed from the south by a primitive county road, Kelly Road. Exhibit 3.3.2 shows Kelly Road at the railroad crossing and heading up the hillside. Accessing the site from Kelly Road is a 6+ mile route from downtown Cashmere along paved, gravel, dirt, and primitive County roads. Portions of Kelly Road are very narrow with a very steep drop off. The route passes through Monitor and onto US 2. A slightly shorter route requires crossing the river using the West Monitor Bridge, which has stringent weight and speed limits.

If intensive development occurs, a secondary access meeting current standards should be established in order to ensure the safety of visitors; however, due to the location and site constraints, an alternative route that meets current standards is not likely to be established due to high cost.



Exhibit 3.3.1. Narrow Area Along Riverfront Drive.



Exhibit 3.3.2. Kelly Road.

3.3.2 Non-Motorized Access

The former lagoon property does not have any officially established non-motorized access. Although the road on top of the levee is open to the public as a multi-use trail, access to the site is along existing roads, which is currently acceptable due to the current low volume of traffic. Due to the site constriction discussed previously, creating a dedicated non-motorized route along the roadway, such as a sidewalk or trail, would be difficult and expensive.

In their recent trails planning effort, Chelan County identified the former lagoon property as an important trail connection between Leavenworth and Wenatchee so that bicyclists would no longer need to ride on the highway. Two of the three options for the Cashmere area focused on the former lagoon property. The options included constructing a pedestrian bridge over the river or constructing a new trail that connects Kelly Road to the Old Monitor Road. A third option was to construct a trail closer to US 2.

3.3.3 Utilities

Although the park is adjacent to the City's wastewater treatment plant, direct service to the facility may not be possible. The treatment plant is served by two pressurized sewer mains that begin near Parkhill Street. Connection into the sewer mains is expected to require a new pressurized system on-site that would either connect directly into the sewer mains passing through the former lagoon property, or a new system that would connect to the beginning of the pressurized line near Parkhill Street. Further evaluation is necessary to determine what will be required to manage waste water produced by the site.

The site is served by two water lines that would provide sufficient water for any type of future use.

Power and other utilities are available at the site or nearby.

3.4 Cultural Resources

An evaluation of information on file with the Washington State Department of Historic Preservation did not identify any known cultural resources on this site. Even though it has been heavily disturbed in the past, future development will need to consider the potential for cultural resource discovery.

3.5 Land Use

The former lagoon property is currently zoned "Public." The purpose of the public district is to provide for adequate land for public and recreational needs. The public district allows for many uses that focus on the community, such as parks, playfields, farmer's market, museum, community centers, schools, libraries, and utilities. The zone does not allow for any type of residential uses and very limited commercial and industrial uses. A rezone and comprehensive plan land use map amendment may be required to allow more intensive uses on the site.

The center parcel is currently utilized as a wastewater treatment plant. The treatment facility utilizes new technology and mitigates the previous concern of leakage into the river. The new system does not require solids to be dredged from the bottom of the former lagoons, instead, it removes moisture from solids, allowing them to be pressed and packed into a dump truck to be moved elsewhere. Although this system is environmentally sound, the treatment plant does create an odor. The public has noted concern about the odor that the treatment plant produces and how it may impact new uses including tourism and recreation in the area.

3.6 Market Potential

The 3,000 feet of Wenatchee River frontage make this a desirable piece of property. The easy access to the river and panoramic views increase the value of these parcels. However, the wastewater treatment facility located in the middle of the former lagoon property could decrease the desirability for adjacent development, depending on the proposed uses.

Residential

Even though there is river frontage, the proximity to the treatment plant would reduce the desirability for residential development. There would likely be concerns and reservations due to the odors emitted from the plant. The City of Cashmere Comprehensive Plan identifies that 40% of renters pay 30% or more of their income for housing costs, demonstrating a need for affordable rentals or affordable housing for low to moderate income populations (2019). However, due to the proximity to the sewer treatment facility, the old former lagoon property is not an ideal location to build affordable housing. It is also unlikely that higher cost residential uses would be desirable in this location. In addition, the Comprehensive Plan Land Use Element demonstrates there is sufficient land available for residential development within city limits and the Urban Growth Area to meet future housing needs. The plan identifies a need for at least 124 new housing units to accommodate the projected population increase over the next twenty years. The 2019 Land Capacity Analysis conducted by Chelan County found that there are 39 vacant acres in the City and 62.2 vacant acres in the UGA, providing for additional housing for over 290 units.

Commercial and Industrial

The City of Cashmere Comprehensive Plan does not show a need to designate additional land for commercial or industrial development to support future growth. Presently, there are multiple warehouses and locations within the City that are vacant that could be utilized for commercial and industrial uses. These areas are located near the highway and along streets that are capable of supporting heavy traffic and with better visibility.

Parks and Open Space

Turning the former lagoon property into a park or open space may positively impact the economy and surrounding property values. According to Conservation Tools, research has shown that proximity to parks leads to increased property value and revenue from property taxes. The presence of city parks raises the standard of living, the desirability of the area, and can promote the economy.

Cashmere recently updated the City's Parks, Recreation, and Open Space Plan. An evaluation of existing park accessibility found that more parks are needed in the City, especially near the Urban Growth Areas. The results were based on an evaluation of which residents are within a 10-minute walk of a high-quality park. The evaluation found that the neighborhoods closest to the former lagoons are within a 10-minute walk of other high-quality city parks. Therefore, the secluded nature of the former lagoon property does not help the city increase accessibility to parks. The former lagoon property is about a half mile from the nearest residential neighborhood, and about a mile from downtown Cashmere. Because the former lagoons are so disconnected from the city, most park users would likely arrive by car or, during the fair weather months, by bike.

The Wenatchee River supports threatened and endangered fish species, including Upper Columbia River spring-run Chinook salmon, steelhead trout, and bull trout. Efforts are underway to protect, restore, and improve the habitat and function of the Wenatchee River. This property could potentially provide opportunity for shoreline restoration, placing a very high ecological value on the property.

CHAPTER 4: PREFERRED ALTERNATIVE SELECTION PROCESS

4.1 Public Engagement and Visioning

One of the essential aspects of selecting a preferred alternative for the former lagoon property is creating a process that engages the public through a variety of forums, tools, and mediums. By determining the community's vision for the former lagoon property and the needs of the public, the City can select a preferred alternative that adequately meets the needs of the City of Cashmere.

4.1.1 Public Outreach Process

The City of Cashmere began their public outreach process by engaging in a community forum in 2019. Immediately after this forum, COVID restrictions went into place and the engagement was put on hold due to a desire to have in-person engagement. On March 21, 2022 the City hosted a second forum that covered a variety of recreation topics, including the Parks, Recreation, and Open Space Plan, Chelan County Multi-Use Pathways Plan, Cashmere Library, and the former lagoon Property. The forum was well attended.

The City created an interactive story map, where community members could virtually tour parks, review the PROS plan, learn about the history and restoration of the former lagoon property, and contribute their ideas for the future of former lagoon property in survey format. In addition, there is an aerial video that demonstrates the various features and history of the property.

Through this outreach process, community members were able to develop an understanding of the different types of land uses and potential alternatives for the former lagoon property, as well as express their preferences for future development.



Exhibit 4.1.1 Community Forum on March 21, 2022.



Exhibit 4.1.2 Community Forum on March 21, 2022.

4.1.2 Community Forum Outreach Boards

At the public outreach event held on March 21, 2022, at the Cashmere Riverside Center, community members were able to engage in showing their vision for the former lagoon property. Each participant was given five stickers to place on activities that are part of their vision for the redevelopment of the former lagoon property. It is important to note that participants could place more than one sticker on their preferred activity, as this may cause results to appear biased.

Exhibit 4.1 shows the results of this activity, the clear preference being to create multi-use trails, wildlife/nature viewing, natural area restoration, kayak park, and river access. All these activities would fall under a passive use city park. Commercial/industrial development only received three stickers and residential development received zero.

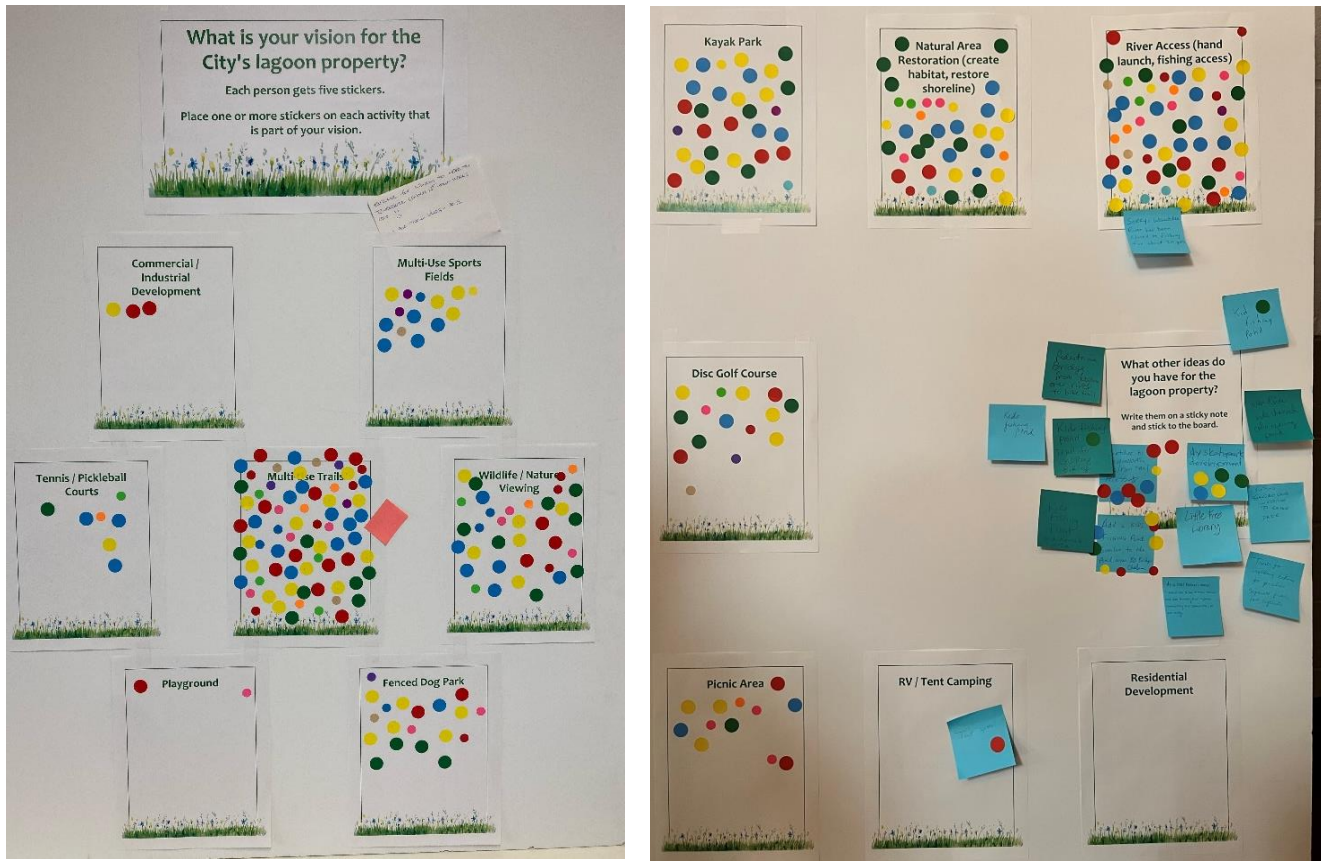
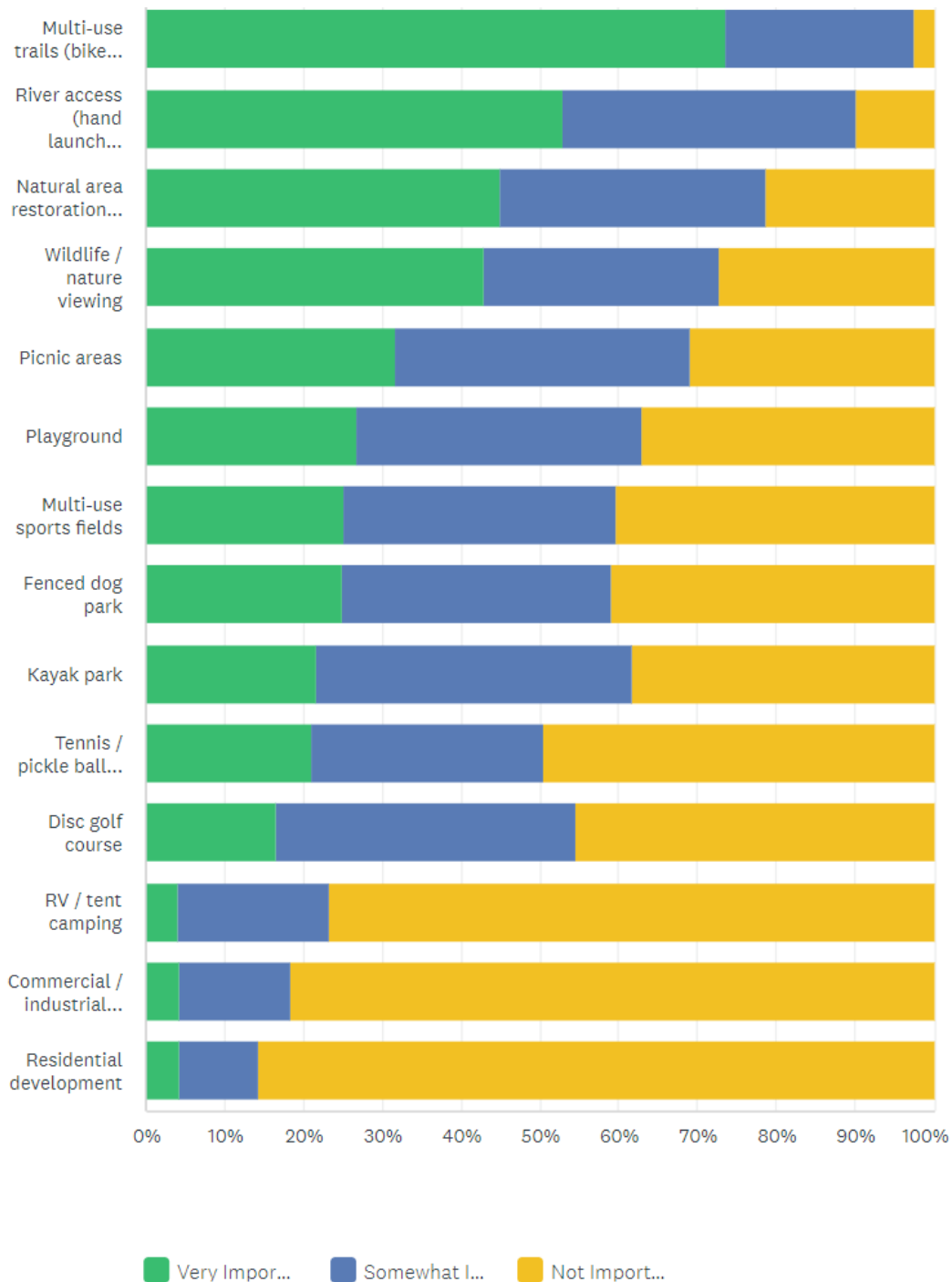


Exhibit 4.1.3 Community Outreach Boards.

4.1.3 Survey Results

The online survey conducted between February and June 2022 was an important method of gathering information and ideas from the public. The survey consisted of 14 questions regarding the existing city parks, 2 questions regarding the former lagoon property, and 3 questions on demographics. A total of 124 surveys were submitted, with 83% of respondents identifying themselves as Caucasian and 60% in the age demographic of 35-64 years old. Below are the results from the two questions regarding the former lagoon property.

Question 10: At a community meeting in 2019, community members identified possible uses for the City's riverfront former lagoon property (around the Wastewater Treatment Plant). How important are the following uses to you if the site is redeveloped?



122 participants responded to this question. The majority (74%) stated that multi-use trails (bike, walk run) were very important to them. On the contrary, only 4% of individuals stated the commercial/ industrial development and residential development were very important.

5.1 Alternatives Descriptions

5.1.1 City Park/Open Space

Based on the Chelan County's Urban Growth Area analysis, the City of Cashmere will use approximately 25% of land for public infrastructure (streets, water and wastewater treatment facilities, maintenance, and administration facilities), including parks and open spaces. As communities grow, the need for preserving and promoting outdoor recreation becomes paramount. Parks are critical infrastructure vital to a community's health and prosperity. The two primary models of City Parks are active and passive use. Each alternative park system is discussed separately below.

From the survey results, it is evident that community members of Cashmere desire more outdoor spaces to recreate, whether it is playing a game of pickleball, skateboarding, or walking on established trails. The former lagoon property provides a great point of access for the community to utilize the Wenatchee River and participate in active outdoor activities.

Developing the site as a park would meet the criteria for the Public Use Access Element Objective 1.5 of the SMP which states, "Assure that public access improvements do not result in a net loss of shoreline ecological functions." By limiting environmental impacts, a park could provide community members and visitors access to the Wenatchee River while protecting the integrity of the area. In addition, a park would fulfill the Recreation Element Goal 1 of the SMP, "Promote diverse, convenient, and adequate recreational opportunities along public shorelines for residents and visitors."

Active Use Park

An active use city park may include a sports field, playground, river access, multi-use trails, and other active features. Due to the layout of the former lagoon property, passive features may be added into an active use park, including habitat restoration, birdwatching, and picnic areas. Depending on the uses at the park, there would be infrastructure requirements such as parking facilities, stormwater management, restrooms, power, water, and sewer.

Passive Use City Park or Open Space

A natural area or passive use city park can provide open spaces along with fish and wildlife habitat and public access. This type of area may still provide space for trails, birdwatching, picnic areas, duck ponds, a river launch, and other passive features. The goal of a passive use park is to focus on restoration and limiting the impacts of construction and development. If selected, a passive use park would focus on improvements through replanting vegetation, engaging in habitat restoration, and adding other non-invasive features for the public to utilize. A passive use park would require less public infrastructure than an active use park, but would still require some, such as a parking area.

5.1.2 Development

The second alternative is commercial, residential, or industrial development. Throughout the process, development was discussed as an option, but no specific details were given. The alternatives evaluation is based upon the following assumptions.

Residential

Residential development includes multi-family development, such as apartments, condos, or townhomes, ranging from affordable to luxury housing. If zoned as multi-family, the site could support approximately 300 residential

units. The site could be developed as a planned development and include commercial uses, such as restaurants and shopping. City code limits lot coverage to 50%, with a minimum of 15% open space.

Commercial-Industrial

If zoned as mixed commercial-light industrial, the site could support a broad range of commercial and light industrial uses. Development could cover up to 80% of the site.

5.2 Alternatives Evaluations

5.2.1 Community Support

City Park/Open Space

Based on the community outreach that occurred in March and June of 2022, the majority of Cashmere residents support developing the former lagoon property into a city park. The community forum held on March 21, 2022 revealed that most participants desired to see the former lagoon property turned into a passive use city park with features for nature/wildlife viewing, river access and multi-use trails.

The survey that was completed in June of 2022 showed that 74% of survey respondents stated that access to multi-use trails including walking, biking and running is very important to them. Following closely behind were the options of river access (53%), natural area restoration (45%) and wildlife/nature viewing (43%). Of the survey respondents, 25% ranked access to a multi-use sports field as very important and 21% stated that they would like to have tennis/pickle ball courts at the former lagoon property.

Based on the survey results and community outreach the community's preference is to transform the former lagoon property into a park that incorporates both active and passive use features.

Development

Developing the former lagoon property for residential, commercial, or industrial use lacks community support. At the community forum held in March of 2022, only three stickers were placed on the commercial/industrial development option as part of their vision for the former lagoon property and zero people selected residential development.

The June survey revealed that only 4% of community members ranked commercial, industrial, or residential development as a very important in the proposed alternatives for the former lagoon property. In the survey, there was an open-ended question that allowed community members to express their own ideas for the redevelopment of the former lagoon property. There were several comments that directly stated they do not want to see development in the area and others who expressed their concern for developing the area due to the odor emitted from the wastewater treatment facility.

5.2.2 Supporting Infrastructure

City Park/Open Space

The primary point of access to the property, Riverfront Drive, which runs along the Wenatchee River, is extremely narrow and at risk of erosion. Improving the road to meet current standards would have a high cost. Therefore, a passive use City Park would best support the community's needs and the infrastructure in place. A passive use park would be able to provide access to the river and outdoor opportunities to community members without inundating the road with heavy traffic that it is unable to support or require expensive improvements.

There is a level of concern with developing the former lagoon property into an active use park due to the lack of adequate supporting infrastructure. If sports fields and courts are developed, the road may be unable to safely support the level of vehicular traffic that would result from the practices and games that are held on the property. The road would become less safe for non-motorized users.

Neither park type would require significant utilities. However, an active use park would attract more users and require larger bathroom facilities. While water is available at the site, connecting into the sewer system may be a challenge. It is possible a park could be served by portable toilets during the warmer months, when the park will be used the most.

A park requires less flood protection than more intense uses. Developing the site as a park would support the ability to set back the levee when funding becomes available.

Development

The infrastructure serving the former lagoon property is a large limiting factor for the development of the area. As stated previously, Riverfront Drive is unable to support heavy traffic flow that would likely result from commercial, industrial, or residential development. Costly improvements may be required. The alternative access along Kelly Road does not support the development of the area since Kelly Road is a primitive county road. Non-motorized traffic would be required to share the narrow road with more intense traffic, which would reduce safety.

Any type of development will require connection to City water and sewer. While water is available at the site, connection to the sewer system may require costly improvements, such as a new lift station.

Developing the site may also require improvement to the existing levee, or constructing a setback levee that reduces the amount of developable land. The cost of either of these improvements is unknown, but expected to be a significant cost.

5.2.3 River Access

City Park/Open Space

Developing the former lagoon property into a City Park would provide community members with access to the Wenatchee River and to other outdoor opportunities. A passive use park would create a place where community members could engage with nature and contribute to preserving the integrity of the land while also enjoying multi-use trails and nature-watching.

An active use park would not only provide the community with access to the river but with areas to recreate on sports field and courts, further developing a sense of pride and unity within the community.

Development

All development would be required to preserve public access to the river to be compliant with the SMP. The goals and policies associated with public access would require amenities such as a trail, natural area buffer, or boat launch area be reserved along the shoreline to provide public access. Commercial development may include restaurants and other businesses that could provide access to a riverfront view.

5.2.4 Documented Need

City Park/Open Space

Developing the former lagoon property into a city park with trails and a pedestrian bridge to Old Monitor Road could close the trail gap between Leavenworth and Wenatchee, allowing bicyclists to avoid riding on the highway. These need for pedestrian trails is outlined in the City of Cashmere's Comprehensive Plan.

In addition, the plan states that the City's goal is to "encourage the retention of open-space and development of recreational opportunities." Through developing the former lagoon property into a city park, the City would be able to fulfill their goal of retaining open-space through passive features of the park and also developing recreational opportunities through active features.

Development

Based on the 2019 Chelan County Land Capacity Analysis, the City of Cashmere will increase by 330 residents by the year 2037. With an average of 2.66 persons per household, the City and UGA will need to provide an additional 124 dwellings. It is presently assumed that there is no expected or known changes to economic conditions that would impact the housing supply/demand. Although the City will need to provide additional dwellings, there is land available for residential development within the City and the Urban Growth Area to provide the required housing for new residents. No additional residential land is identified as a need to support future growth.

The City currently includes a large warehouse and several locations within the industrial/warehouse zoning district which are currently vacant and have roads and utilities available at the site. 2019 Chelan County Land Capacity Analysis found that there is not presently a need for more commercial or industrial land for development.

5.2.5 Health and Safety

City Park/Open Space

Developing the former lagoon property into a city park may positively impact the health and safety of Cashmere residents. The National Recreation and Park Association found that parks build a sense of place and improve the community's quality of life (NRPA, 2022). Providing the community with another area to explore nature through walking and biking trails and access to the river could greatly improve the mental and physical health of residents. In addition, a study released by The Trust for Public Land found that there was a decrease in medical costs in areas where city park systems are in place, due to increased exercise (Harnik, 2009).

Developing the former lagoon property into a city park could not only improve the health of residents but could promote a safer community, lessen crime, and provide adolescents with safe activities to engage in. A case study led by the Project on Human Development in Chicago Neighborhoods found that community involvement in neighborhood parks is associated with lower levels of crime and vandalism, further promoting a safer community (NRPA, 2022).

Furthermore, if the city park connected the trails between Leavenworth and Wenatchee, bicyclists would no longer have to ride on the highway. This would lessen the risk of traffic accidents and increase the health and welfare of bicyclists, pedestrians, and motorized traffic.

Because of its isolated location some security features such as parking lot lights and park closed after dark signs could be included to improve safety of the park.

Development

There are a variety of health and safety concerns surrounding the development of the former lagoon property. Residential, commercial, and industrial development bring forward concerns regarding the unstable levee and whether the poor road access into the site can support increased traffic. If the levee were to fail or the road were to erode and residential development was in the area, this could cause great financial and physical harm to residents. In addition, if residential development were to occur, there would be concern regarding the living conditions due to the proximity to the wastewater treatment facility. The odors emitted from the facility could cause a decline in mental well-being as residents would have to endure the smells, which are greatest during the summer when residents want to enjoy the outdoors.

Although there are concerns surrounding the health and safety of development in the area, there are also potential benefits. Through commercial or industrial development, there would be an increase in local jobs, which would benefit the economy and raise the standard of living in Cashmere, positively contributing to the mental and physical health of residents.

5.2.6 Consistency with Comprehensive Plan

City Park/Open Space

Developing the former lagoon property into a park or open space aligns with three of the main, overarching goals of the 2019 Comprehensive Land Use Plan. These goals are:

Goal 1: “Encourage the most appropriate use of land throughout the community.” Through transforming the former lagoon property into a city park, the City of Cashmere would be appropriately using the land in terms of its natural state and the desires of the community at large.

Goal 2: “Lessen traffic congestion and accidents.” Due to the layout of the property and the infrastructure surrounding it, a passive use city park would be the most effective to lessen traffic accidents that could occur along Riverfront Drive, if development were to occur in the area. However, an active use park may bring in a level of traffic that is not sustainable for the infrastructure in place.

Goal 6: “Conserve and protect and restore natural beauty and other natural resources.” A city park or open space would conserve the natural resources presently at the former lagoon property while also restoring natural beauty through the replanting of native vegetation and other types of restoration projects.

In addition, developing the former lagoon property into a park aligns with Public Use goals, Critical Areas goals, and Parks and Recreation goals.

Public Use Goal 1 states: “Ensure adequate land for public purposes.” Through transforming the former lagoon property into a city park, residents would be able to enjoy and access the entirety of the property.

Critical Areas General Goal 1 states: “Preserve and protect the quality of the area’s natural features and maintain a harmonious relationship between the man-made community and the natural environment.” A passive use city park aligns with the goal, as passive features of the park merge into environment and prioritize preserving natural features. An active use park may diverge from this goal as more invasive features are added, such as sports courts.

Parks and Recreation Goal 1 states: “Encourage the retention of open-space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop

parks.” Both a passive and active use city park can accomplish all of these goals through careful planning and utilizing best management practices during construction.

Development

Commercial and industrial development of the former lagoon property is not consistent with the goals or needs expressed in the Comprehensive Plan.

Industrial Goal 1 states: “Promote industrial development that contributes to the economic diversification, growth and stability of the community, to be in areas where utilities, roads, and public services are available with capacity to adequately serve intensive activity.” As discussed, the former lagoons are secluded and accessible only by a narrow roadway that does not have capacity for heavy industrial traffic.

Citywide Goal 2 states: “Encourage development in areas where adequate City utilities and services exist or can be provided in a cost-efficient manner.” The utility and road improvements required to serve development may not be cost-efficient.

Commercial Goal 1 states: “Maintain and enhance a strong commercial core by encouraging commercial activities to develop in existing commercial locations where public roads/facilities and services have capacity to accommodate high volumes of traffic, parking, and other public needs.” The former lagoon property is secluded and not near other commercial activities and does not have road access that can support high volumes of traffic. Allowing commercial activities to occur at the former lagoon property may affect the downtown area.

Conversion of the land into developable land would help to meet goals to ensure there is sufficient industrial, commercial, and residential land available to develop. In addition, one of the overarching goals for the Comprehensive Land Use Plan is to “encourage the formation of neighborhood or community units.” Although developing the former lagoon property to include housing would follow this goal, it would not reduce the conversion of undeveloped land into sprawling, low density development.

5.2.7 Environment

City Park/Open Space

Parks, open spaces, and protected public lands are proven to improve water quality, protect groundwater, prevent flooding, improve the quality of the air we breathe, provide vegetative buffers to development, produce habitat for wildlife, and provide a place for children and families to connect with nature and recreate outdoors together.

If development of an active use park were to occur, construction efforts would limit environmental concerns during the construction of courts and fields by following the guidelines and regulations that reflect the best-known practices. There would likely be in-water work for the construction of a boat launch or swimming area. Although in-water construction raises environmental concerns for fish, wildlife and riparian habitat there will likely be in-water construction for any of the alternatives, including commercial, residential, or industrial development. Therefore, this is not considered a limiting factor.

Creating a passive use city park could help restore the vegetation and habitat of the former lagoon property while placing limited pressure on animals and the environment through walking, biking, and running trails. A passive use park would prioritize using and expanding native plants, designating separate areas to preserve habitat, and keeping as much existing landscaping as possible.

Reconnecting the Wenatchee River to this former floodplain would provide great benefit to the aquatic ecosystem and could help with flood control/management/mitigation.

Development

Due to the layout of the former lagoon property there are limiting factors for development. The proximity to the Wenatchee River presents a wide variety of environmental concerns over large scale development near the shoreline and the potential for leaching materials and pollution. In addition, due to the shoreline designation as Public/Park, even with industrial, commercial, or residential development, there would need to be access to the shoreline provided to the public. It is highly likely that in-water work would occur through the construction of a boat launch or swimming area.

If the site were to be developed for commercial, residential, or industrial use, the land would not be able to be restored to a more natural state and could further encroach on wildlife habitat. Furthermore, the development of homes, businesses, or warehouses would require a large amount of excavation and changing the existing landscape, causing further damage to habitat.

5.2.8 Economic Impact

City Park/Open Space

City parks have many economic benefits in communities. Depending on the size and amenities, parks can draw visitors to the area, providing revenue to local restaurants, hotels, and stores. In addition, buyers prefer homes near parks or open spaces. According to a report produced by The Trust for Public Land, research has shown that there is a 5% increase in property values for homes within 500-feet of a park (Harnik, 2009).

In addition, an open-space, passive park tends to require fewer municipal services than residential development. However, new parks create a financial burden to the City due to an increased need for maintenance personnel to manage roads, lawns, courts, and equipment. This can be reduced by leaving more of the park in a natural condition that does not require frequent maintenance, such as more fields with native vegetation than grass sports fields and lawns.

Development

Commercial or industrial development could benefit the economy through the creation of jobs and increased tax revenue. The increase in jobs within Cashmere could provide residents with an opportunity to work locally, instead of commuting to Wenatchee. In turn, this could lead to an increase in patronage at local stores since residents would not be commuting to Wenatchee daily, and more residents would live in Cashmere.

Residential and commercial development near the Wenatchee River could potentially draw more people to Cashmere, increasing the value of real estate and the patronage of local stores. A riverfront restaurant and shopping area could bring in tourism and benefit the economy. However, due to the remote location of the former lagoon property, these businesses would compete with downtown Cashmere. The promotion of downtown patronage and business growth is prioritized in the Comprehensive Plan Land Use goals.

5.2.9 Summary

Based on the findings in Section 5.2 Alternatives Evaluations, each alternative received a rating of High, Medium, or Low for the evaluation criteria. A high rating demonstrates the alternative meets the criteria successfully and is worth 5 points. A medium rating meets some of the criteria but there is room for improvement and is worth 3 points. A low rating meets little to no criteria and is worth 1 point. Through assigning a numerical value to each

rating, it becomes possible to quantify the support and benefits of each alternative. Exhibit 5.1 demonstrates the summary findings.

Overall, a passive use park received the highest rating of 32/40. A passive use park ranked high in Community Support, River Access, Health and Safety, and Environment. One area a passive use park ranked as medium/low is in the Economic Benefit; due to the isolated location of the property it is unlikely the development of the park would reap significant economic benefits to adjacent properties.

An active use park followed closely behind, receiving a score of 28/40. An active use park ranked high in River Access and medium in Community Support, Documented Need, Consistency with the Comprehensive Plan, and Environment. An active use park received a rating of medium/low for Supporting Infrastructure due to the concern that an active use park may draw in more traffic due to sports fields/courts than the road can presently support.

Development of the former lagoon property for commercial, residential, or industrial uses received a rating of 10/40. Commercial, residential, or industrial development received a low for Community Support, Supporting Infrastructure, Health and Safety, Documented Need, Consistency with the Comprehensive Plan, and Environment.

Exhibit 5.1. Summary Findings.

Criteria	Alternative		
	Passive Use Park	Active Use Park	Development
Community Support	High	Medium	Low
Supporting Infrastructure	Medium	Medium/Low	Low
River Access	High	High	Medium/Low
Documented Need	Medium	Medium	Low
Health and Safety	High	High/Medium	Low
Consistency with the Comprehensive Plan	High	Medium	Low
Environment	High	Medium	Low
Economic Benefit	Medium/Low	Medium/Low	Medium/Low
Total Score¹	32/40	28/40	10/40

¹Low-1 Medium-3 High-5

5.3 Preferred Alternative

Based on public input and through evaluating community support, infrastructure, access, documented need, health and safety, consistency with the Comprehensive Plan, environmental concerns and economic benefit it is clear that the preferred alternative is developing the former lagoon property into a city park.

Although there are benefits to developing the property commercially, residentially, or industrially, these alternatives lack community support and have several infrastructure challenges that must be overcome.

Restoring the former lagoon property in Cashmere to a natural space and park will benefit the community economically, socially, and environmentally. Proximity to parks leads to an increase in property value and revenue from property taxes for adjacent houses, businesses, and lots. Parks increase the standard of living and provide a more aesthetically appealing space, which leads to pride in the community and increased tourism.

The location of the former lagoon property makes it an ideal fit to draw in commerce from tourism. Situated along the Wenatchee River, this location will not only provide locals with an opportunity to access the rivers but visitors to experience the beauty of the community and in turn, to patronage local stores and businesses, providing great economic benefit to Cashmere.

The greatest benefit of restoring the former lagoon property is the sense of connection that parks bring. Parks lead to overall health and well-being that is accessible to persons of all ages and abilities. Having a safe place to recreate will lead to a decrease in juvenile delinquency and a sense of place and pride in the Cashmere community.

CHAPTER 6: ACTIONS AND IMPLEMENTATION

6.1 Funding Sources

Possible funding sources for the redevelopment of the lagoon property as a park or open space are the same sources provided in the 2023-2028 Parks, Recreation, and Open Space Plan.

The following sources may help supplement locally derived revenues for parks, recreation, and open space facilities. Each source is coupled with funding programs, and each program will have specific application and qualification requirements that the City will need to meet prior to receiving available grants or loans.

Washington Wildlife and Recreation Coalition Plan – A special fund created by a coalition of recreation wildlife groups with the intent of preserving wildlife habitats and open space and developing recreation areas. Local agencies must match the grant amount on a 50-50 basis.

City General Fund – General City funds allocated to the Park and Recreation budget.

Park Impact Fees – Development fees imposed by the City for parkland acquisition and development. Fees charged to the developer are based on a set amount per residential unit.

Short Term Special Levy – A property tax for construction and or operation levied for a set number of years. It is usually 1-3 years. A special levy requires a 60% voter approval.

Real Estate Excise Tax – A percentage of the tax associated with the sale of real estate within the City may be allocated for park acquisition and development purposes.

General Obligation Bond – Property tax for the sale of construction bonds. The tax assessment can be levied up to 30 years. This requires a 60% majority approval of 40% of the voters who voted at the last election.

Revenue Bonds – Revenue from the operation of the facility pays for the capital and cost debt services. This does not require a vote of the people unless required by local ordinance.

Councilmatic Bonds – Bonds that can be issued by the City Council. Does not require a vote of the people but must be paid out of the City's annual operating budget.

Metropolitan Park District – A junior taxing district formed for the purpose of providing permanent dedicated parks, recreation, and open space funding. May be within the City or also include areas outside the City. A 50%

voter approval is required.

Conservation Futures Levy – Counties can levy up to \$.065 per \$1,000 assessed valuation for the acquisition of shoreline and open space areas. The money cannot be used for development or maintenance. Cities can apply for a share of this money through the County.

Transfer of Development Rights – A process wherein the development rights of a specific parcel of desired open space land is transferred to a second parcel of land more suitable for development. The second parcel is then permitted a higher level of development. If the two parcels are owned by two different landowners, the increased value of the second parcel is given to the owner of the first parcel.

Volunteer Efforts and Donations – Volunteers can be quite effective in terms of contributing cash, materials and labor.

Certificates of Participation – A lease purchase approach in which the City sells Certificates of Participation (COPS) to a lending institution. The City then pays the loan off from revenue produced by the facility or from its general operating budget. The lending institution holds the title to the property until the COPS are repaid. This procedure does not require a vote of the public.

State Bicycle Funds – Money from a portion of state gas taxes is distributed to each city for bicycle trail development. The amount is usually small and often used to help finance trails along existing streets.

Aquatic Land Enhancement Fund – This program funded by the State Department of Natural Resources will finance up to \$80,000 for acquisition and development of waterfront parks, public access sites and environmentally sensitive areas.

Park Revenue – Revenue from park rental fees or concession agreements operations can be used to pay for capital improvements.

Land and Water Conservation Fund – Grants distributed from the Federal Land and Water Conservation Fund. Grants pay 50% of the cost of acquisition and development.

DNR Community Forestry Program Grant – The Department of Natural Resources offers a competitive grant program to assist in the establishment of a variety of aspects involved in a community forestry program.

6.2 Actions and Priorities

Based on public outreach, forums, survey results, and thorough evaluation of the alternatives, the City of Cashmere developed action items for the redevelopment of the former lagoon property.

Project Name and Description				
Priority	Cost	Start Year	Funding Sources	Responsible Agency/Department
Develop park funding and partnership plan. Identify partners who may be interested in supporting restoration or design of the park.				
High	Medium	2023	City / Grant	City of Cashmere
Develop park design. Confirm park features and uses, develop design, and secure construction funding.				
Medium	High	2024	City / Grant	City of Cashmere
Construct park improvements.				
Low	High	2025	Grant	City of Cashmere

Sources

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City of Cashmere, 2022. *Cashmere Municipal Code*. Accessed at: <https://www.codepublishing.com/WA/Cashmere/>. Accessed December 2022.

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Harnik, Peter. Welle, Ben, 2009. *Measuring the Economic Value of a City Park System*. The Trust for Public Land, 2009. [Measuring_the_Economic_Value_of_a_City_Park_System.pdf \(conservationtools-production.s3.amazonaws.com\)](#)

National Recreation and Park Association (NRPA), 2022. *The Economic Impact of Local Parks*. [2022economicimpactreport.pdf \(nrpa.org\)](#)

Appendix A

Department of Ecology Clean Up Confirmation Letter

From: Director of Operations <steve@cityofcashmere.org>
Sent: Thursday, December 15, 2022 8:47 AM
To: Christina Wollman
Subject: FW: Approval: Lagoon 1 cleanout

The message below from Department of Ecology certifies the former lagoon property is sufficiently cleaned and is ready for redevelopment.

Steve Croci
Director of Operations
City of Cashmere
101 Woodring Street
Cashmere, WA 98815

steve@cityofcashmere.org
Office: 509-782-3513
Mobile: 509-433-2072
FAX: 509-782-2840

From: Severtson, Peter (ECY) <PSER461@ECY.WA.GOV>
Sent: Thursday, April 2, 2020 3:35 PM
To: Director of Operations <steve@cityofcashmere.org>
Subject: Approval: Lagoon 1 cleanout

[External Email]

Mr. Croci,

Thanks for meeting with me today to review the final biosolids removal from Lagoon 1. After walking the site, the removal of all old sludge from lagoon-1 looked good. The City has now met all its obligations under your permit coverage for cleaning up all three lagoons. The lagoon areas may now be used for other purposes.

Thanks for completing the cleanup.

*Peter Severtson
CPSS
Department of Ecology
1250 West Alder
Union Gap, WA 98902
(509) 379-4737*