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**Flourishing  
Natural  
Environment**

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**Authentic Public  
Participation**

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**Arts & Cultural  
Awareness**

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**Healthy Community**

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**Innovation**

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**Welcome to All Ages**

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**Gateway to Sea,  
Gateway to Land**

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**Protect & Preserve the  
Natural Integrity**

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Draft Date: 11/25/2015

**DRAFT**



**CITY OF  
MUKILTEO**

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*Japanese Gulch Master Plan Draft*

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# Acknowledgments:

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*Special thanks to all those who have helped and participated in the Japanese Gulch Master Plan.*

## 2016 Elected Officials:

Mayor: Jennifer Gregerson  
City Council: Bob Champion, Council President  
Randy Lord, Council Vice President  
Christine Cook  
Steve Schmalz  
Richard Emery  
Ted Wheeler  
Scott Whelpley

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Carolyn (Dode) Carlson, Community Garden Representative  
Demaree Clay, Mukilteo Dog Park Representative  
Christine Cook, City Council Alternate  
John Costello, Evergreen Mountain Bike Alliance  
Richard Emery, Japanese Gulch Group  
Susan Gearheard, Avid Japanese Gulch Hiker  
Kristin Kohorst, Neighborhood Representative  
Thomas Little, Parks & Arts Commission Representative  
Randy Lord, City Council Representative  
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Tyler Thompson, Japanese Gulch Group  
Eli Klem, Mukilteo Youth Advisory Council Representative  
Dustin Weller, Citizen-at-Large

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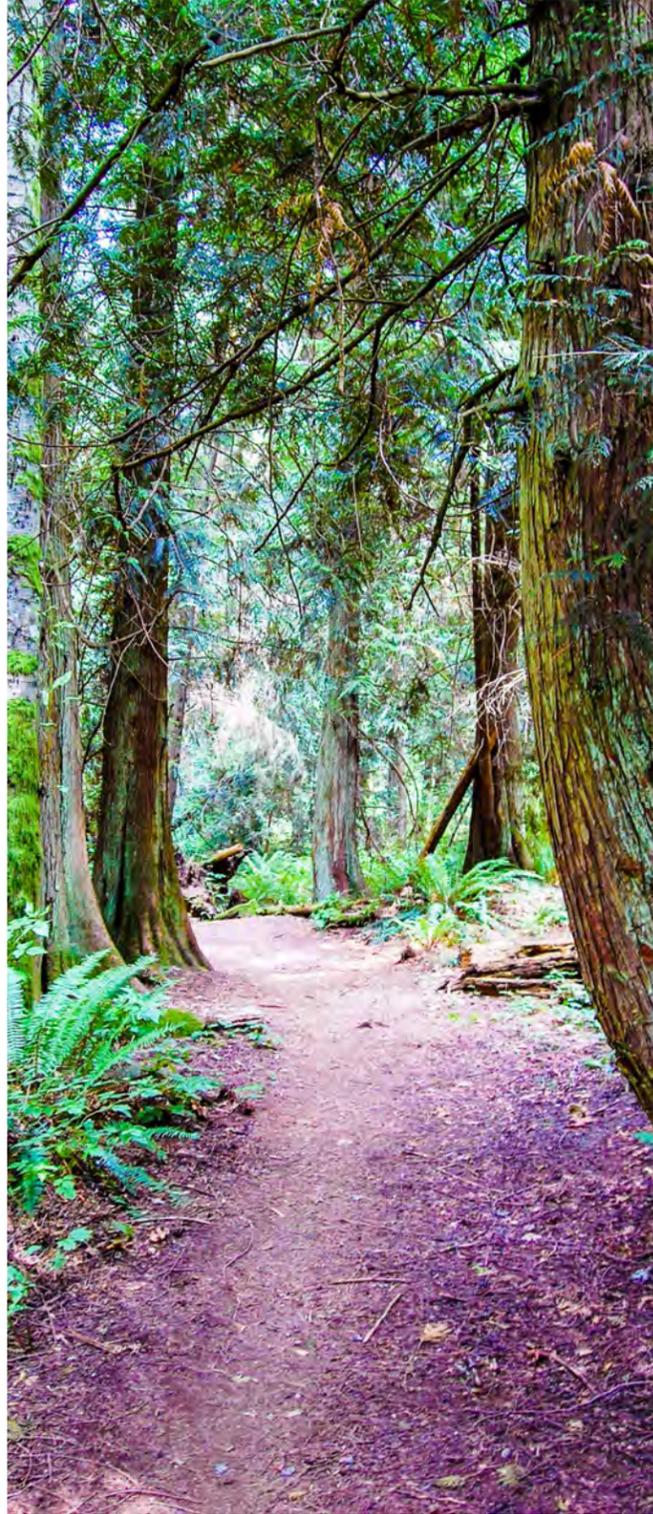
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## Note to Reader:

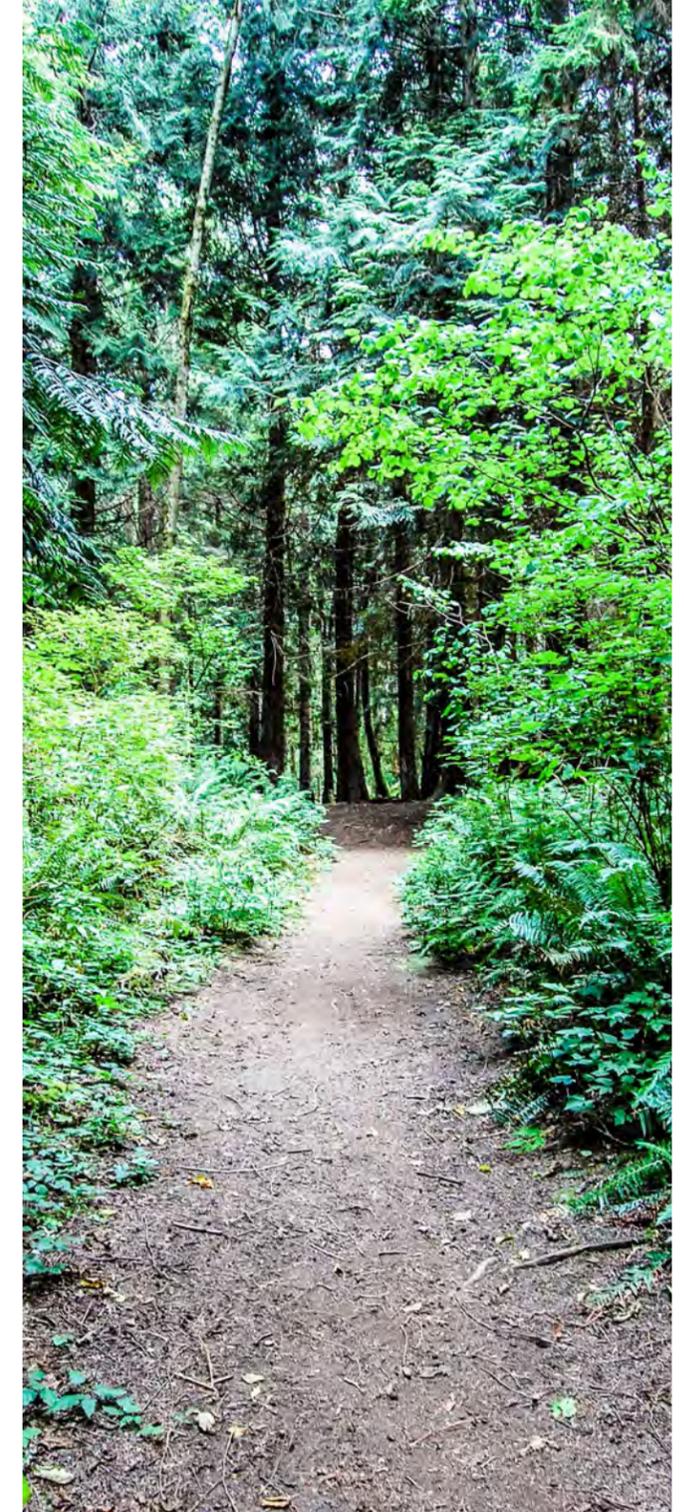
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This document is designed to provide readers with direct access to the years of hard work by residents, elected officials, city staff, and countless others to preserve Japanese Gulch. Divided into three elements, this document incorporates a park master plan, an implementation & volunteer plan, and an inventory of natural, physical, and public outreach data regarding Japanese Gulch within an appendix. The three elements provide future direction for implementation of the vision established in this process.

The Japanese Gulch Master Plan introduces the preferred alternative immediately within the Executive Summary of Part I located on page 2. The Executive Summary identifies page numbers to further explain the decision making within the subareas. Subarea planning is identified at the beginning of the master planning process to better visualize the variety of characteristics within niche areas of Japanese Gulch. The subareas include the following:

- Tank Farm/Japanese Gulch Creek pg. 14
- Lower Japanese Gulch pg. 15
- 5th Street pg. 16
- Dog Park pg. 17
- Upper Japanese Gulch pg. 18
- 76th Street Trailhead pg. 19
- Mukilteo School District Property pg. 20
- *Overall Trail Layout pg. 21 (Not a Subarea)*

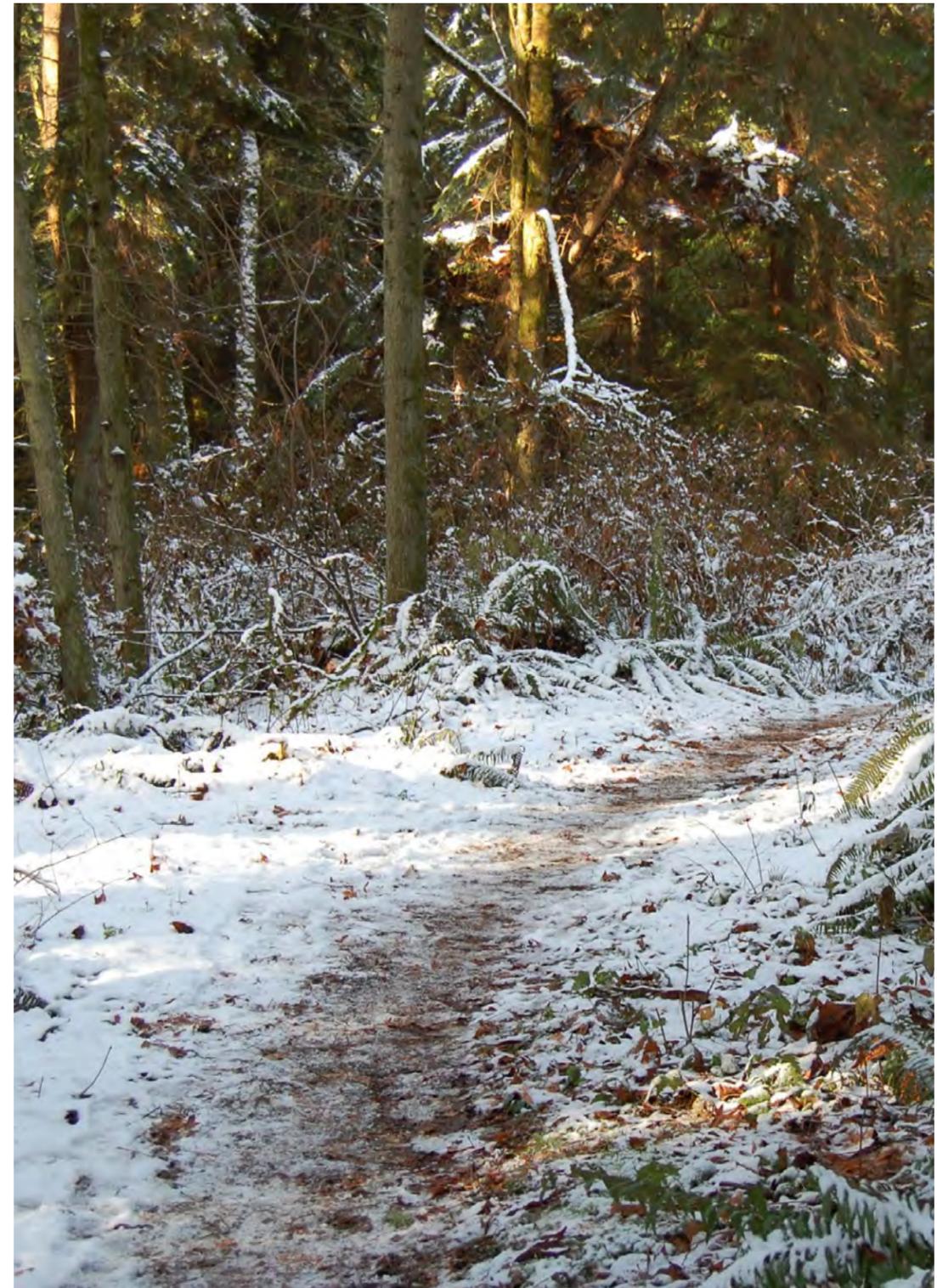
The subareas all tie together to form the area to be called Japanese Gulch Park. As the reader, you are able to tailor your reading of this master plan by focusing on the subareas that interest you most. Enjoy!



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“And as countless years went, Japanese Gulch became a wilderness of bushes and giant trees. However long we [Japanese Americans] had been gone from our birthplace, the Mukilteo spirit still lingered in our hearts and minds. Wherever we and our children settled down, we never found another environment as perfect as our childhood homes in Mukilteo.”

Mas Odoi, 1920’s Mukilteo Resident, WWII Veteran of the 442nd Regimental Combat Team



# PART ONE

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## Park Master Plan

- I. Executive Summary & Preferred Alternative
- II. Forward
- III. Master Planning Process
- IV. Design Alternatives
- V. Project Costs
- VI. Welcome to All Ages Summary

# I. EXECUTIVE SUMMARY

## TANK FARM PROPERTY/JAPANESE GULCH CREEK PARK: PAGE 14

1. Concurrency with Downtown Waterfront Master Plan;
2. Cultural recognition of the proverb 'Gateway to Sea, Gateway to Land';
3. Safe and clear path to Lower Japanese Gulch potentially through the use of wayfinding, artwork, and signage.
4. Cultural transition from a waterfront district to an area inspired by the Japanese immigrants of Mukilteo.

## LOWER JAPANESE GULCH PARK: PAGE 15

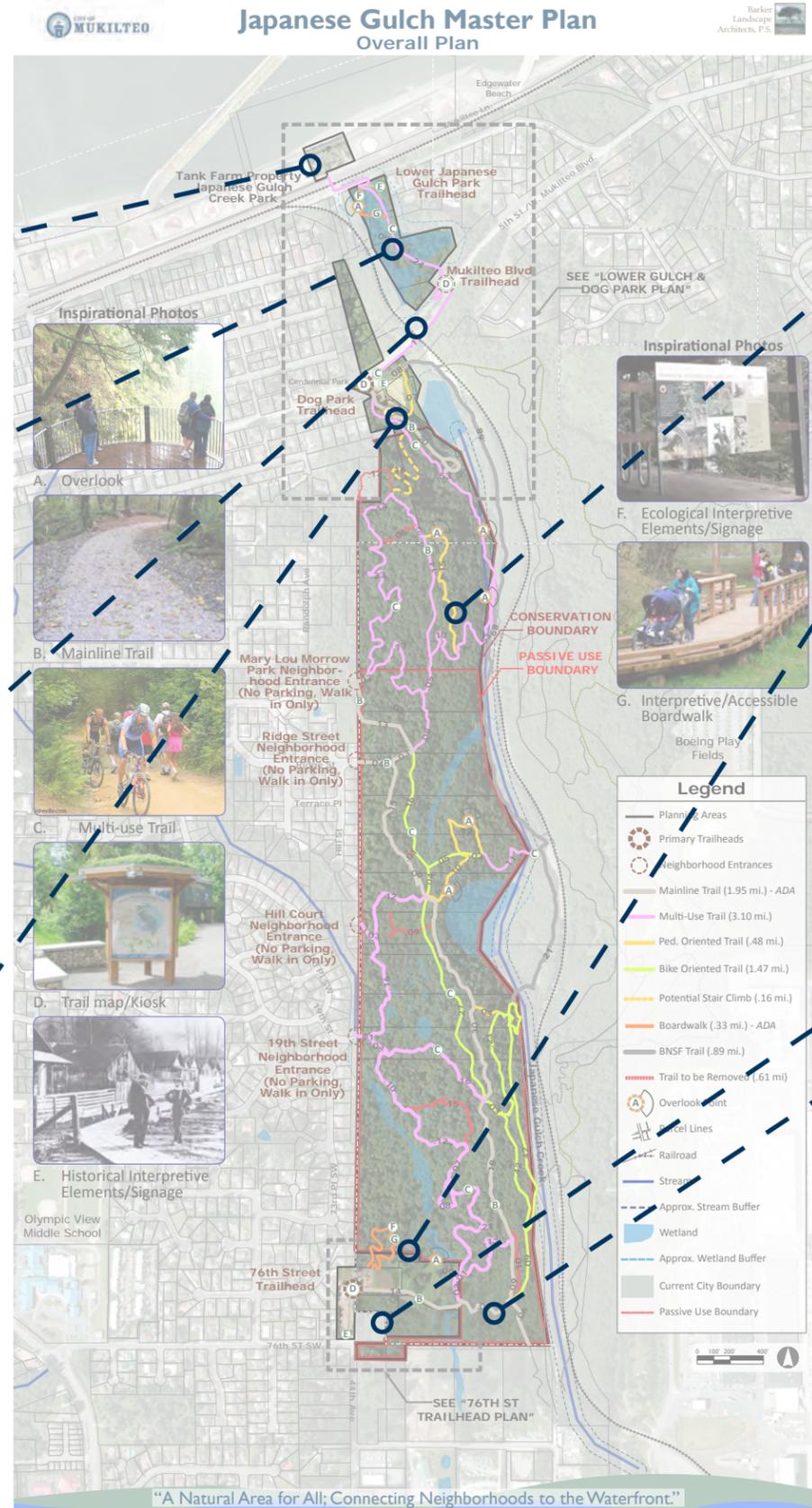
1. Cultural recognitions of the Japanese Immigrant History, but balanced within the natural beauty of the environment.
2. Trail design and layout must be highly accessible including a boardwalk loop trail connecting to the Fish Ladder.
3. Western Property shall be designated as 'Habitat Restoration' with access limited only for vegetation management and monitoring.
4. Lower Gulch will be Pedestrian-Oriented with allowances for bicyclists and encourage speed control.

## 5TH STREET: PAGE 16

1. Introduce Traffic Calming through a diverse range of techniques that may include bulb-outs, raised crosswalks, on-street parking, and artwork.
2. Provide cultural history of the 'Road to Everett', development of 5th Street Bridge, and railroad up to Boeing.
3. Improve safety through implementation of CPTED principles.
4. Reduce illegal usage of BNSF property and improve railroad safety.
5. Reduce speed limit to 25 MPH at Eastern City Boundaries.

## TAILS & TRAILS DOG PARK: PAGE 17

1. The Tails and Trails Dog Park should provide pragmatic architectural characteristics to embrace 'Everything Has a Purpose'.
2. A restroom facility should be located at the Dog Park with interim facilities until water and sewer services are available.
3. Parking facilities should be formalized and maximized in support as a Primary Trailhead.
4. Additional signage or branding should be installed to highlight the Dog Park and improve the location as a functional place of recognition.
5. The Dog Play Area renovations should include drainage amendments such as bioswale, and a shade structure(s) to encourage year round usage of the park.
6. A fenced linear dog run should be utilized within a maintenance path with a gate at both ends.



## UPPER JAPANESE GULCH PRESERVATION AREA: PAGE 18

1. Entire area of Upper Japanese Gulch should be referred to as the Upper Japanese Gulch Conservation Area and apply the same restrictions as the Conservation Easement.
2. Conservation, Preservation, and Passive Use should be inspiration for any permitted uses and design implementation.
3. Preservation, protection and the wetlands should be prioritized with site improvements and maintenance.

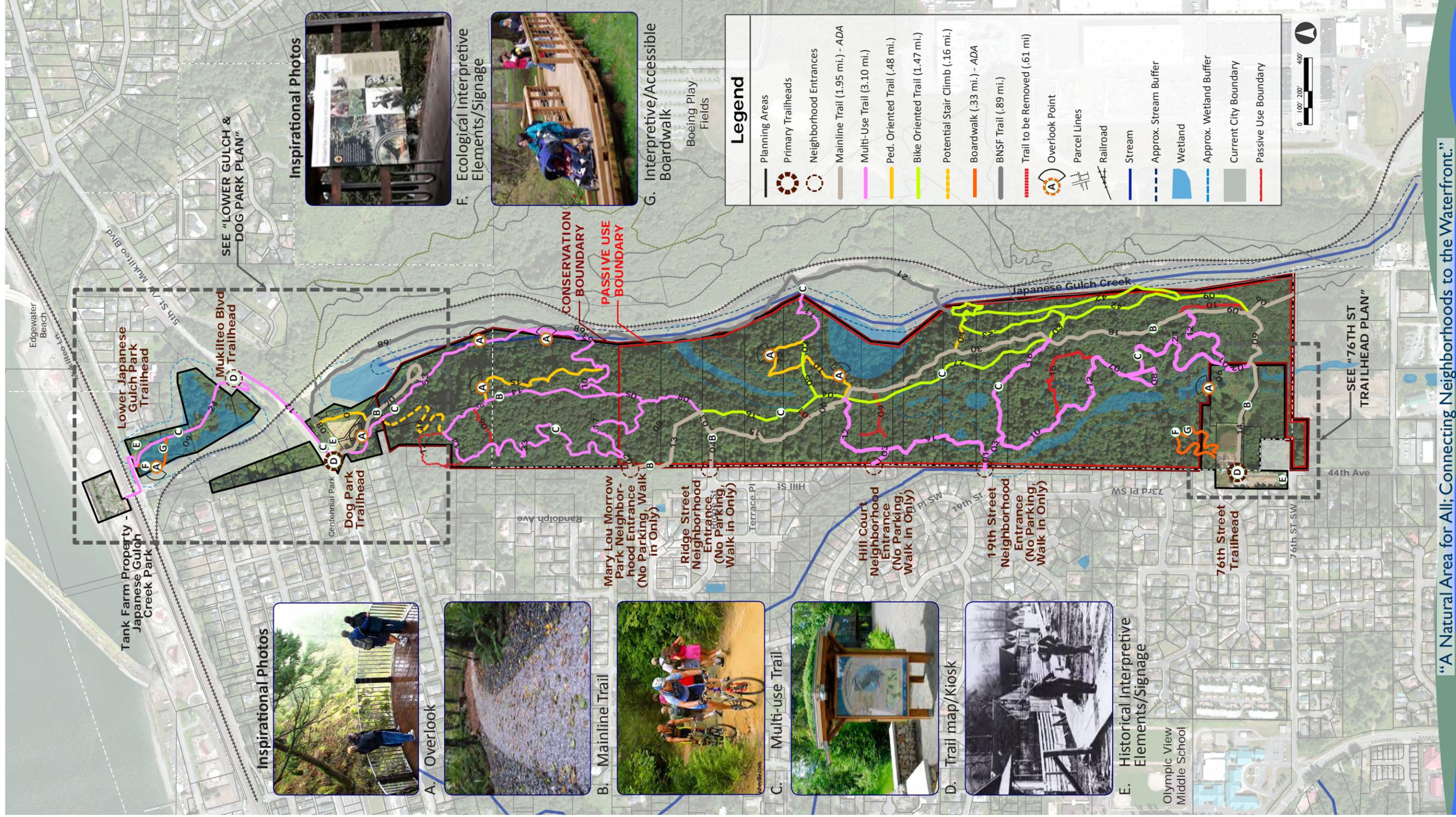
## 76TH STREET TRAILHEAD: PAGE 19

1. Culturally, the history of the site should be recognized as the orchard, community hall, cemetery, police station, and now the park. 76th Street Trailhead should be an area that expresses conservation within design elements.
2. Parking should be flexible and expanded based on demand.
3. The 76th Street Trailhead should require low maintenance with vegetation focused on native species.
4. The Community Garden is identified as a permanent use and should be expanded.
5. A permanent restroom facility with tool storage should be provided for daily users and park volunteers.
6. A Dirt Jump Bike Course should be included within the design at an area that is easily accessed from the parking lot.
7. Partnerships with neighboring properties include the Slavic Church and Mukilteo School District, should be further explored for mutual beneficial projects and collaboration.

## MUKILTEO SCHOOL DISTRICT PROPERTY - ARBORETUM: PAGE 20

## OVERALL TRAIL NETWORK: PAGE 21

1. Trailhead locations should be designated as Primary, Secondary/Neighborhood, and Tertiary to provide appropriate levels of access to limit adverse impacts to the surrounding area. The following designations of trailheads are as follows:
  - a. Primary Trailhead – 76th Street, Dog Park, and 5th Street to Lower Gulch.
  - b. Secondary/Neighborhood – 19th Street, Ridge Street
  - c. Tertiary – Hill Court, Mary Lou Morrow Park
2. Trail layout should maintain historical configuration in recognition of the volunteer effort to establish the trails.
3. Trail orientation should provide pedestrian, bicycle, and a multi-use/maintenance designation to provide adequate facilities for all user groups.
4. Trail improvements such as signage should be integrated into the landscape to maintain natural beauty while providing wayfinding.
5. Dog walking should be limited to on-leash only throughout the park.



Inspirational Photos



A. Overlook



B. Mainline Trail



C. Multi-use Trail



D. Trail map/Kiosk



E. Historical Interpretive Elements/Signage

Inspirational Photos



F. Ecological Interpretive Elements/Signage



G. Interpretive/Accessible Boardwalk

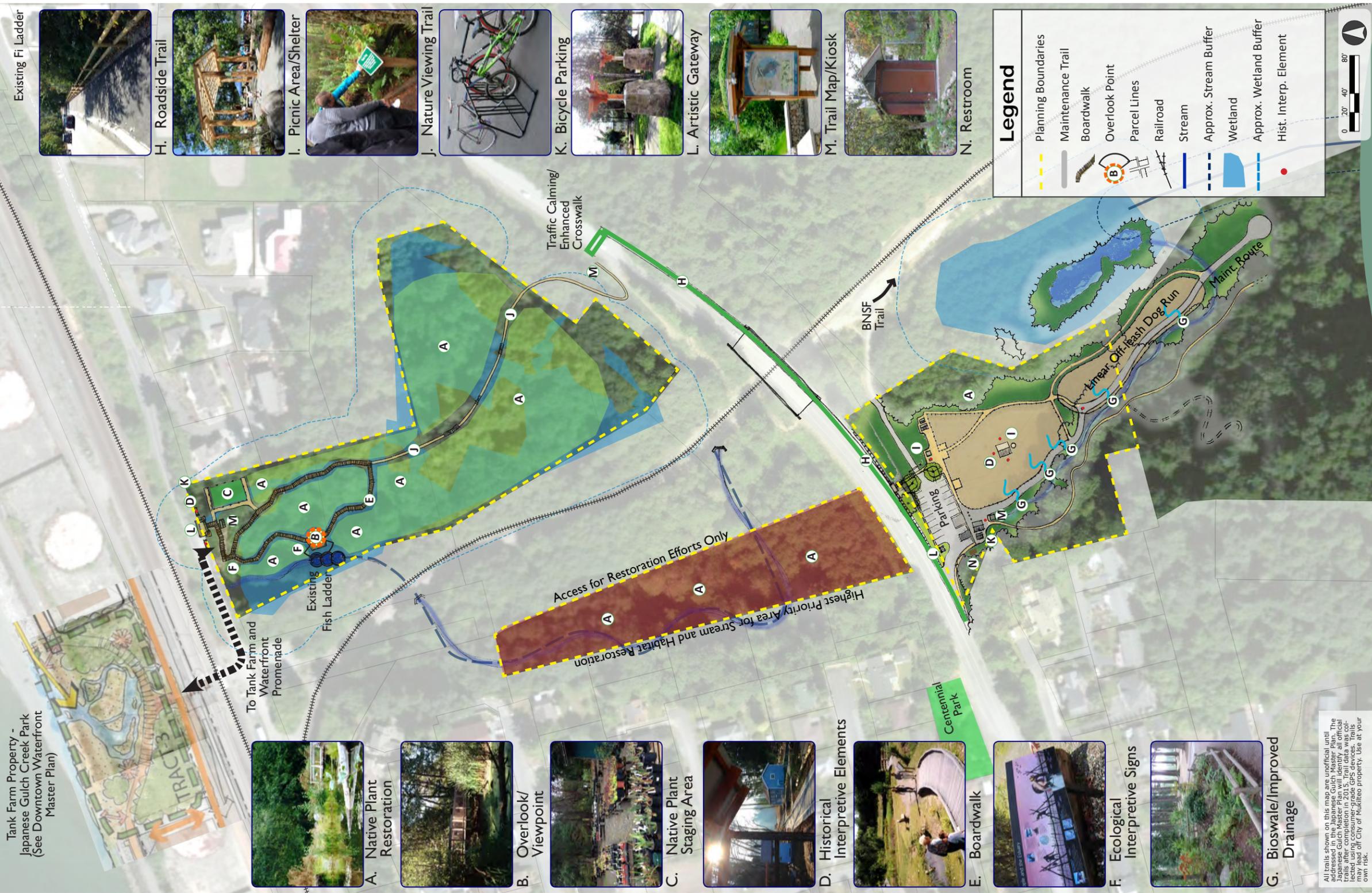
Legend	
[Solid black line]	Planning Areas
[Red dashed circle]	Primary Trailheads
[Blue dashed circle]	Neighborhood Entrances
[Thick brown line]	Mainline Trail (1.95 mi.) - ADA
[Thick pink line]	Multi-Use Trail (3.10 mi.)
[Thick yellow line]	Ped. Oriented Trail (48 mi.)
[Thick green line]	Bike Oriented Trail (1.47 mi.)
[Dotted yellow line]	Potential Stair Climb (.16 mi.)
[Thick orange line]	Boardwalk (.33 mi.) - ADA
[Thick grey line]	BNSF Trail (.89 mi.)
[Red dashed line]	Trail to be Removed (.61 mi)
[Circle with 'A']	Overlook Point
[Cross-hatch symbol]	Parcel Lines
[Black line with cross-ticks]	Railroad
[Blue line]	Stream
[Dashed blue line]	Approx. Stream Buffer
[Blue shaded area]	Wetland
[Dashed blue line]	Approx. Wetland Buffer
[Grey shaded area]	Current City Boundary
[Red dashed line]	Passive Use Boundary

“A Natural Area for All; Connecting Neighborhoods to the Waterfront.”



# Japanese Gulch Master Plan

## Lower Gulch & Dog Park Plan



Tank Farm Property - Japanese Gulch Creek Park (See Downtown Waterfront Master Plan)

Existing Fi Ladder



H. Roadside Trail



I. Picnic Area/Shelter



J. Nature Viewing Trail



K. Bicycle Parking



L. Artistic Gateway



M. Trail Map/Kiosk



N. Restroom



A. Native Plant Restoration



B. Overlook/Viewpoint



C. Native Plant Staging Area



D. Historical Interpretive Elements



E. Boardwalk



F. Ecological Interpretive Signs



G. Bioswale/Improved Drainage

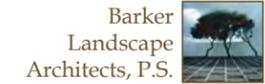
All trails shown on this map are unofficial until addressed in the Japanese Gulch Master Plan. The trail data was collected using consumer-grade GPS devices. Trails may not be used for liability purposes. Use at your own risk.

“A Natural Area for All; Connecting Neighborhoods to the Waterfront.”



# Japanese Gulch Master Plan

## 76th St Trailhead Plan



A. Trail Head



D. Habitat Screen



B. Parking with Bioswale



E. Picnic Area



C. Natural Meadow



F. Bike Dirt Jump Area



G. Outdoor Education/  
Gathering/



J. Arboretum Loop



H. Covered Bike Parking/  
Kiosk



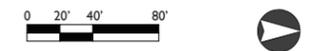
K. Wetland Interpretive  
Area



I. Expanded Community  
Garden/Native Plant  
Restoration Nursery



L. Restroom/Trail  
Equipment/Storage



All trails shown on this map are unofficial until addressed in the Japanese Gulch Master Plan. The Japanese Gulch Master Plan will identify all official trails after completion in 2015. Trail data was collected using consumer-grade GPS devices. Trails may lead off City of Mukilteo property. Use at your own risk.

“A Natural Area for All; Connecting Neighborhoods to the Waterfront.”

## II. FORWARD

### History of Japanese Gulch

#### PRE-EUROPEAN SETTLEMENT & LUMBER INDUSTRY

Prior to the European Settlement of Mukilteo, the area was recognized as an area rich with natural foods. With excellent fishing waters, and abundant forest life, Mukilteo was a concentrating place of intertribal conferences. As George Vancouver's Rose Point became the home to signing of the Point Elliot Treat of 1855, Mukilteo would see within 50 years a drastic change to the landscape and industry.

With the abundant forests and deep water shores, Mukilteo soon became home to lumber and milling operations. With demand high for workforce, the Crown Lumber Mill welcomed Japanese Immigrants to the Mukilteo area. Crown Lumber Mill built many houses for their workers including a village area for the Japanese workers. The immigrants embraced their home and built a community center, store, and athletic fields. The Japanese Town was nestled into the north portion of the gulch which led to the name Japan Gulch, now known as Japanese Gulch. The Japanese population of Mukilteo was welcomed into the schools, and many residents worked with the Japanese in reading, and writing. By 1905, Mukilteo saw a population of 200 whites, and approximately 150 Japanese. Eventually the timber within Japanese Gulch was harvested and shipped off.

While northern Mukilteo was developing for the milling and harbor operations, up the hill maintained rural farming characteristics. The site of the 76th Street Trailhead was no exception. At the top of the hill, residents built a Grange Hall on the Einar Enga Family farm to serve as a community center for the rural residents. At this point in history, Mukilteo had three community centers, the Grange Hall, Hawthorne Hall (on 2nd Street and became the Boys & Girls Club), , and the Japanese Community Center.

As the Great Depression hit, the Crown Lumber Mill was forced to shut down. Japan Town saw a mass exodus as many sought work elsewhere. Following this mass exodus, Japan Town deteriorated and was eventually reclaimed by nature.

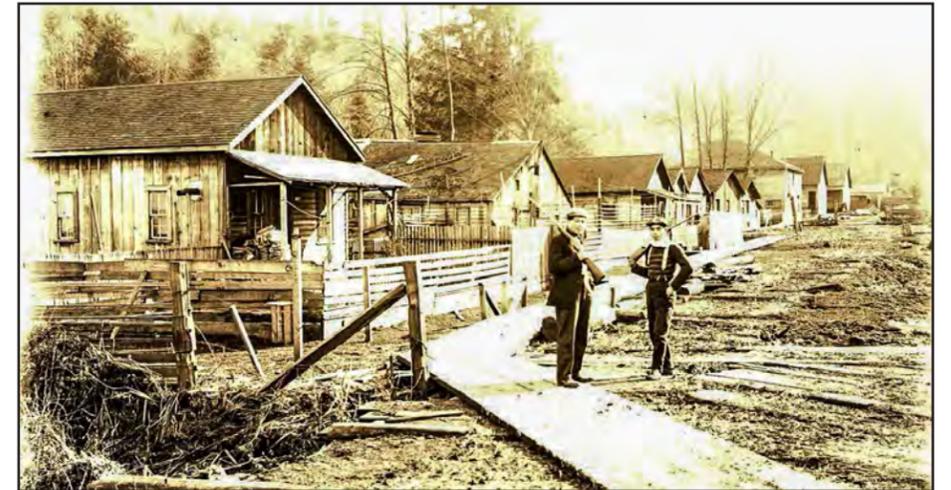
#### MILITARIZATION & EXTERNAL THREATS

The militarization of World War II included Paine Field and Japanese Gulch. Paine Field was a critical defense location to protect Bremerton Shipyards as well as the Boeing plant in Seattle. This militarization ultimately led to development of the U.S. Air Force Tank Farm in 1950 for the fighter squadron stationed at Paine Field during the Korean War. As Paine Field's role in militarization faded and Boeing developed, Japanese Gulch would see a significant change with construction of the railroad during the 1960's.

This railroad line continues to supply goods and materials to and from the Boeing factory. At nearly 4.8% grade, this railroad line is some of the steepest railroad in the country. Not only did the construction of Boeing lead to the construction of the railroad bisecting the gulch into two halves, stormwater revisions altered the direction and rate of flow of Japanese Gulch Stream. This redirection led to very recent salmon habitat improvements to occur in the Lower Japanese Gulch portion.

For many years, Japanese Gulch seemed destined to be used for an alternative bypass connection to the waterfront. Designed as a ferry access route, Japanese Gulch would have functioned as a highway for individuals traveling to and from the waterfront alleviating pressures of the constrained Mukilteo Speedway. The alignment connected SR 526 to a relocated ferry terminal. Identified for many years in Mukilteo Comprehensive Plan from 1970 through 2010, the policy was eventually abandoned December 12, 2011 with the adoption of the 2011 Comprehensive Plan Update.

While some property was privately owned and poised for industrial development, many individuals explored the area and created trails, bike routes, and recognized the area as a critical park for Mukilteo and the region. The last era of Japanese Gulch's fate was reached following a grassroots organization for the preservation of Japanese Gulch.



The image above showcases the linear village development with a wooden boardwalk providing easy passage.



The structures of the village utilized local materials, including most likely cedar roof milled at Shingle Mill Beach now known as Edgewater Beach.

## Japanese Gulch and City of Mukilteo

During the economic boom of the 2000s, an external threat of an industrial development sparked a grassroots movement to preserve Japanese Gulch. The City at the time only owned approximately 20 acres of Japanese Gulch. Over the course of five years, the City purchased an additional 123 acres to the current size today, 140 acres. The last purchase of 98 acres may be considered the most important purchase to date due to the connectivity provided and the land use easement placed on the property.

The purchase history of Japanese Gulch represents two distinctive possibilities for Japanese Gulch, the first being the development of the alternative ferry highway and the second being for recreation and preservation. The initial purchases prior to 2001 were strategic to leverage funding for the construction of the alternative ferry highway. These purchases were an attempt to demonstrate the City's commitment to this alternative access project.

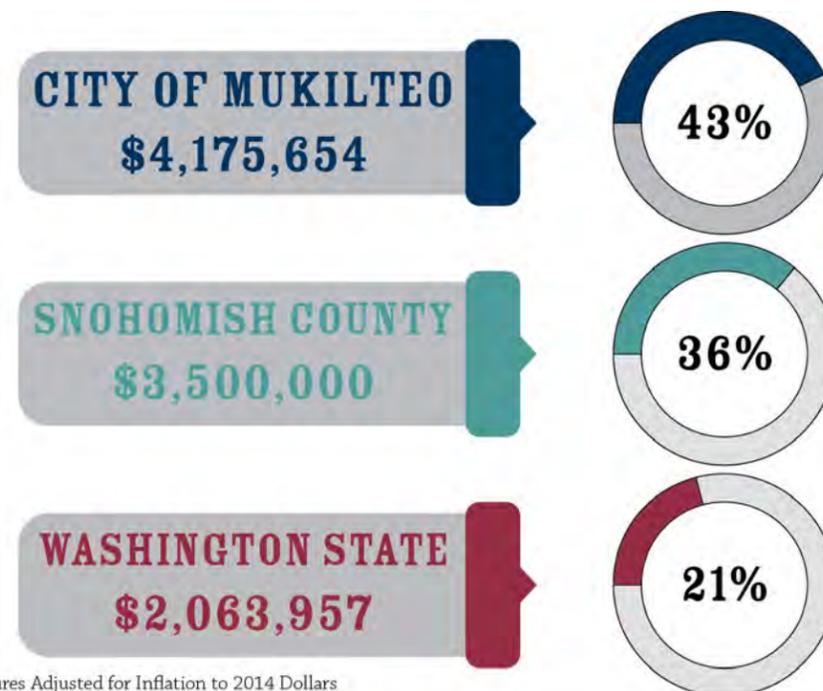
The next round of purchases began in 2009 with the purchase of the 'Precht' property or the 76th Street Trailhead. This property was purchased by the City in efforts of developing ball fields for improved organized recreation programming. Interestingly enough, this would be the second time that the City of Mukilteo would utilize this land. Following the closure of the Highland Memorial Park, the City's Police Department was located at the mortuary prior the Chennault Beach Station. Shortly after the purchase of the property, a group of avid gardeners petitioned the City to allow a Community Garden to be established. This was agreed to on a 'temporary' basis.

In 2012, the City was approach by another group of interested individuals to establish the Tails and Trails Dog Park located in the present day location at 5th Street. Unlike the Community Garden, this location was to remain a permanent location. During the initial conversation about the maintenance and operations, the volunteer group identified that it would be a volunteer park. Over the years, the volunteer group dwindled and the City took over the maintenance and operations of the park. This is an important historical note to consider as the Japanese Gulch area is focused on utilizing the support from volunteers.

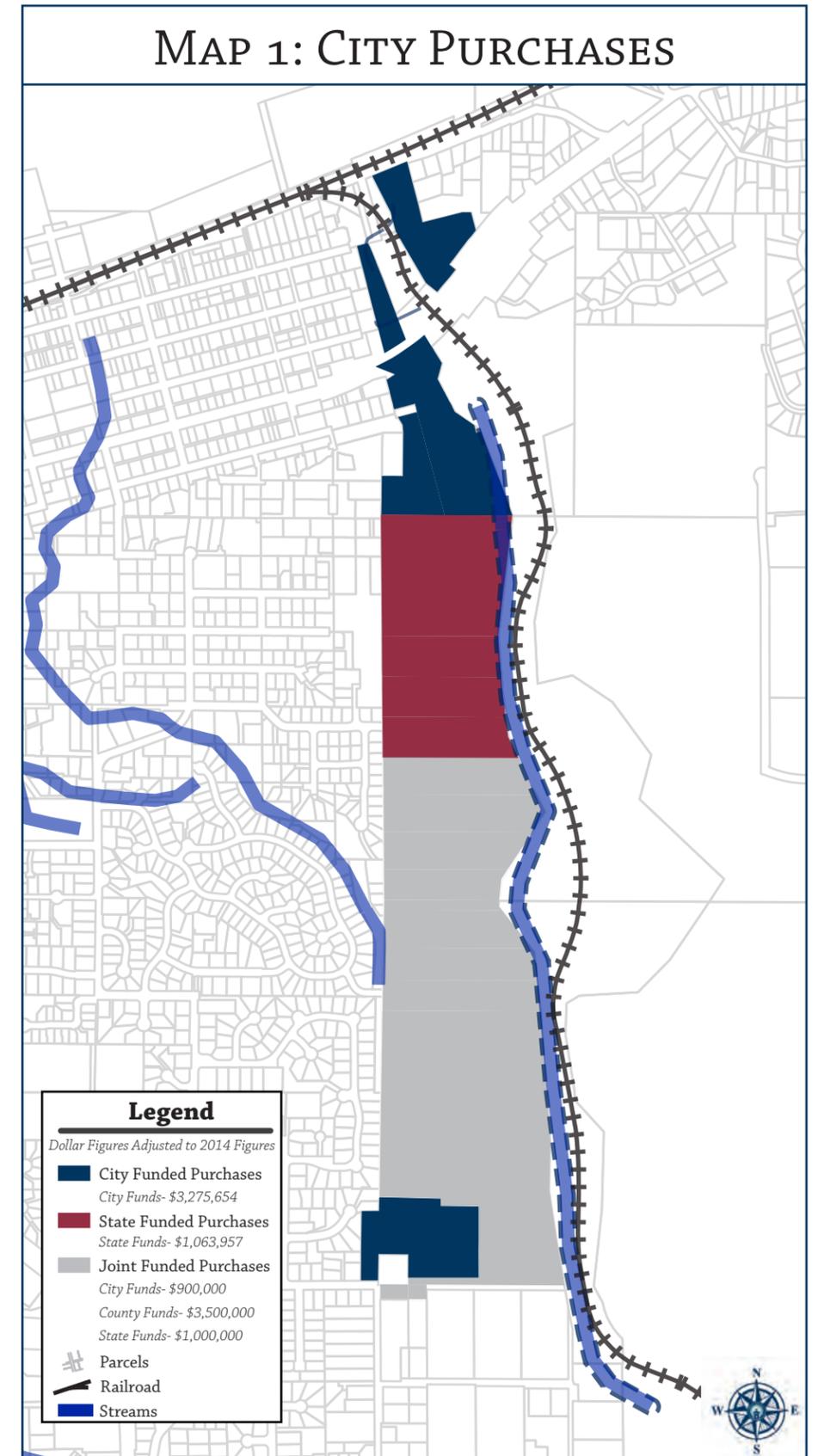
### PURCHASES & FINANCIAL

Japanese Gulch purchases were initially started as fully funded purchases by the City of Mukilteo. But as the direction of an alternative highway moved towards recreation and preservation, additional funding agencies contributed to assist in the preservation of this land. The last purchase of 98 acres created the continuous connection between the 76th Street Trailhead, and the 5th Street Area parcels. This last purchase was made possible by the Snohomish County Conservation Futures and Washington State. This contribution included a land use restriction designation be placed on the property ensuring it only be used for passive recreation uses only. This limitation is further discussed on page 18.

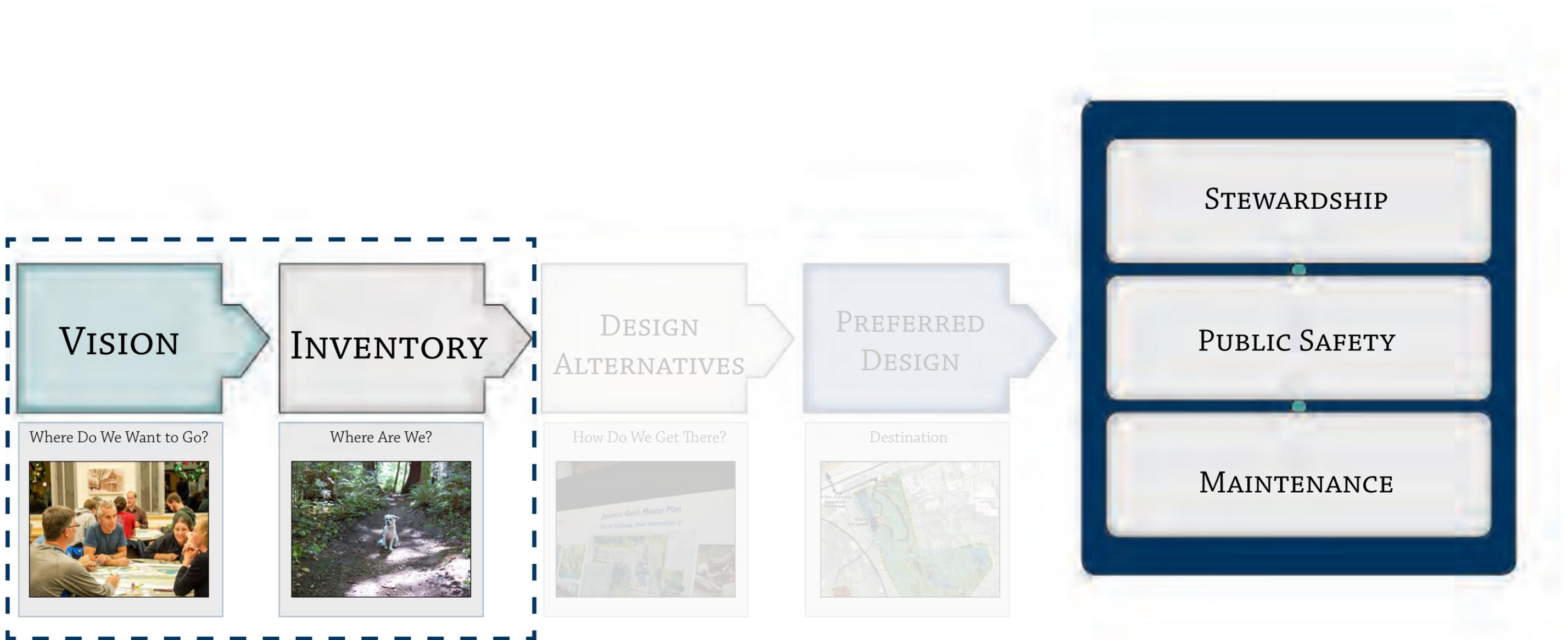
Below is a breakdown of the financial contributions from City, County, and State in 2014 inflation adjusted figures. This distribution of contributing funds is important to recognize that while Japanese Gulch is owned by the City of Mukilteo, there were many contributing tax payers beyond Mukilteo that made the purchases and preservation possible.



\*Figures Adjusted for Inflation to 2014 Dollars



# III. MASTER PLANNING PROCESS



## Master Planning Process & Vision

The process of developing a master plan is a holistic and comprehensive process. The Japanese Gulch Master Plan incorporates public outreach, vision, preferred alternatives, critical areas, design, historic significance, public safety, maintenance and operation costs, park uses, and parking into a cohesive document that is approved by City Council. Due to the difficulties and depth of information associated with this project, the City of Mukilteo contracted with Barker Landscape Architects of Seattle to provide assistance in drafting the Master Plan.

### WHY ARE WE HERE?

Japanese Gulch has very significant cultural ties to community. Ranging from the Japanese Town of the Crown Lumber Mill to the Community Grange Hall, Japanese Gulch provides an opportunity for our vibrant community to have an ‘urban escape’ and experience nature within minutes of the neighborhoods. In order to collectively reach a long-term vision with how the area should function in the future, the City of Mukilteo utilized a master plan process. This process included several key stages to reflect the community’s values that were identified through various forms of public outreach that included focus groups, surveys, community meetings, and many other forms of outreach.

### VISION

To establish a well-rounded demographic of the different user groups of Japanese Gulch, Mayor Gregerson appointed a Japanese Gulch Subcommittee to assist City Staff. The Subcommittee ensured the master plan was developed to reflect the community values as well as provide a depth of perspective regarding the plan development.

At the initial meeting, the Subcommittee identified that due to the lack of formalization of trails, many users found it easy to get lost within Japanese Gulch. Also, because these trails and bike facilities were constructed organically, there were portions that cut through critical areas. The Subcommittee also identified that Japanese Gulch must be an area preserved for sustainable use for generations to come.

The basis of sustainable use for future generations is reflective of the Japanese Gulch Master Plan Vision Statement that focused on the protection & preservation of Japanese Gulch while allowing human interaction with nature. By using a vision statement, the Subcommittee members were able to reflect and ensure that each decision was implementing the identified vision. This allowed the Subcommittee to rationalize decision making when two or more parties disagreed.

### JAPANESE GULCH MASTER PLAN VISION STATEMENT

**PROTECT & PRESERVE THE NATURAL INVENTORY OF JAPANESE GULCH;**

**FORMALIZE ACCESS AND USES WITHIN JAPANESE GULCH;**

**PROVIDE SAFE AND ENJOYABLE EXPERIENCE FOR THE PUBLIC;**

**PRODUCE A SUSTAINABLE DEVELOPMENT STRATEGY;**

**PROVIDE FOR A WIDE RANGE OF USERS; AND**

**ENCOURAGE STEWARDSHIP AND COLLABORATION BETWEEN ALL PARTIES**

While the vision statement provided a basis for the preliminary design, the preferred alternative must also be concurrent with the Goals to Achieve a Livable Mukilteo as identified in the 2015 Mukilteo Comprehensive Plan. Following the initial design phase, City Staff and Barker Landscape revisited the Vision Statement and introduced the Goals to Achieve a Livable Mukilteo to the Subcommittee which provided additional context to generate the Preferred Alternative. For a list of these Goals to Achieve a Livable Mukilteo, please see XV.



## Natural Inventory

The master planning process is predicated on understanding the nature of the environmental limitations and constraints. In order to understand these environmental limitations, a natural inventory was collected to establish a plan that maintains environmental suitability. Environmental suitability Such limitations and contributing factors include the identification of wetlands and waterways, vegetation habitats, topography. Through the identification of the environmental constraints and limitations that exist in Japanese Gulch, this master planning process identified where and how we can interact with nature in a sustainable fashion.

### WETLAND & HYDROLOGY

Japanese Gulch has several wetlands of both depressional and sloped. As evident within a macro-perspective, the wetlands within the Japanese Gulch provide clear linkage to the waterways downstream including Brewery Creek as well as Japanese Gulch Creek. While both of these waterways were significantly altered with the surrounding development, the wetlands within Japanese Gulch provide significant filtration and habitat for the environment.

As noted in the 2009 Wetland Report by Wetland Resources, these wetlands appear to be supplied by high groundwater in combination with precipitation and overland flow. Due to the organic development of the existing trails, some trails cut through portions of wetlands and/or wetland-buffers. Measures may be needed to ensure that the wetlands are protected. While some may see certain wetlands as a ‘mud hole’, wetlands protection was incorporated into the overall design to recognize the beauty of the habitat.

### HABITAT & VEGETATION

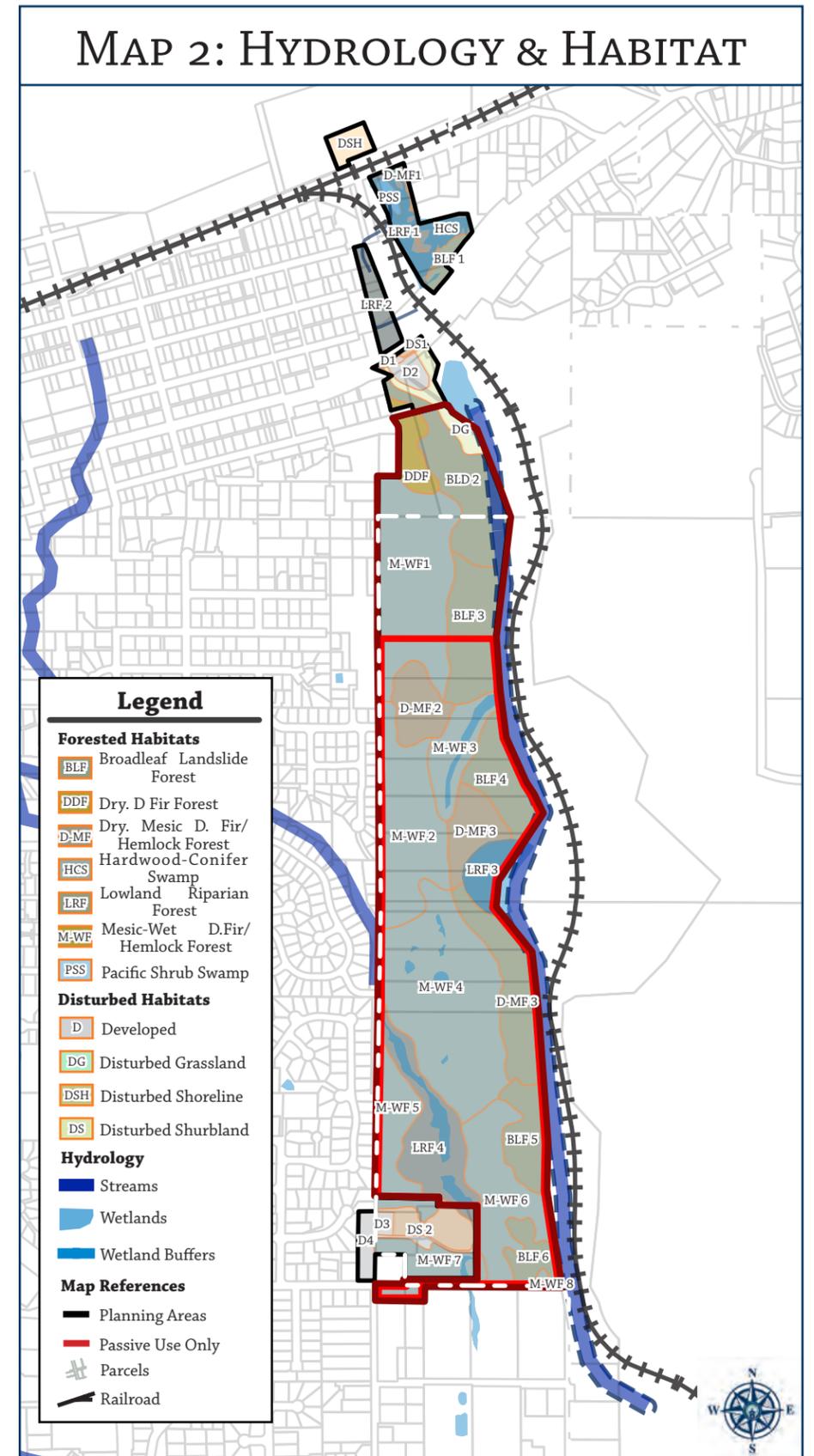
In October 2014, the City of Mukilteo contracted with EarthCorps to conduct a natural resource inventory. This report provides specific information regarding the current health, structure, and function of the forests and natural areas that make up the Japanese Gulch Property. This thorough understanding of the existing conditions provides the City with baseline information that can be used to track and monitor changes to the

area over time and provides information to help make informed decisions about the area. This report identified several important takeaways, but three key items stand out above all else:

1. JAPANESE GULCH GENERALLY REPRESENTS A VERY HEALTHY URBAN FORESTED SYSTEM.
2. THE BIGGEST THREAT TO THE HEALTHY AND FUNCTION OF THESE FORESTS IS THE CONTINUED SPREAD AND INTRODUCTION OF NON-NATIVE INVASIVE PLANT SPECIES.
3. WESTERN LOWER GULCH (LRF 2) SHOULD BE PRIORITIZED FOR RESTORATION AND MAINTENANCE.

The Natural Inventory identified the biggest threat to the health and function of the forest is the non-native invasive plant species. These areas are primarily located near the trailheads and within areas of disturbance as identified in map to the right. These areas of disturbance include the former Highland Memorial site and the Dog Park. Three main areas have significant concentration of invasive species the Dog Park, Lower Japanese Gulch, and the 76th Street Trailhead. Through mitigation efforts, these areas can limit the overall threat to rest of forest. One opportunity to eradicate the invasive species at the 76th Street Trailhead is to ‘redevelop’ the area of concentration of invasive species to support a park.

This report also identified habitat areas of slide activity that included the Broadleaf Landslide Forest (BLF) that encompasses much of the eastern slope of the upper gulch area. This area is less suitable for sustained trail development that would be consistent with the use of a Mt. Bike Oriented network. Through this habitat analysis, a separate area was identified as more stable, the Dry-Mesic Douglas Fir/Hemlock Forest area. This area can naturally support and is more suitable for a trail network oriented towards Mt. Biking. See Map 2: Hydrology & Habitat to the right, or the Natural Inventory in Part Three: Appendix XII.



## Trails & Topography

Japanese Gulch Users were exploring the area for many years, even as the property was privately held. The area began to see the development of trails that ultimately allowed users to connect down to 5th Street. The majority of these trails developed as a reaction to topography in the area, and this inventory recognized that the trail development and topography must be reviewed together. The inventory was completed by combining two different datasets from City Staff and from an avid hiker.

The topography of Western Japanese Gulch exhibits a large area of relatively flat portions within the Upper Japanese Gulch area that are bordered to the east by a steep slope portion. As many of the trails within this flat portion weave across the area, the 'ridge' trail borders the top of the slope. Towards the northern portion of this area, additional gullies and ravines exist that forced the trails to develop additional switch backs. The vast majority of the trails that provide access up and down the slope that ultimately connect across property lines at a BNSF Roadway. While the BNSF Roadway is on private property, many users continue to utilize this trail connection.

In general, the trails are composed of organic matter and some trails have altered the natural drainage flow of the site. Some trails act as 'the path of least resistance' and water flows on these trails during the rainy season. This led to some significant erosion, including one trail known as the 'Trough Trail' due to prolonged water-cutting. Naturally, users attempted to walk around mud puddles, and over time, these puddles expanded to encompass much large locations. Ultimately, long term trail maintenance will aid significantly in the reduction of erosion and provide locations for additional trails consistent with the topography.

In the middle of this page is a three-dimensional depiction of the existing trails utilizing Google Earth. This image illustrates the steep topography and the switchback trails that resulted through organic-exploration.

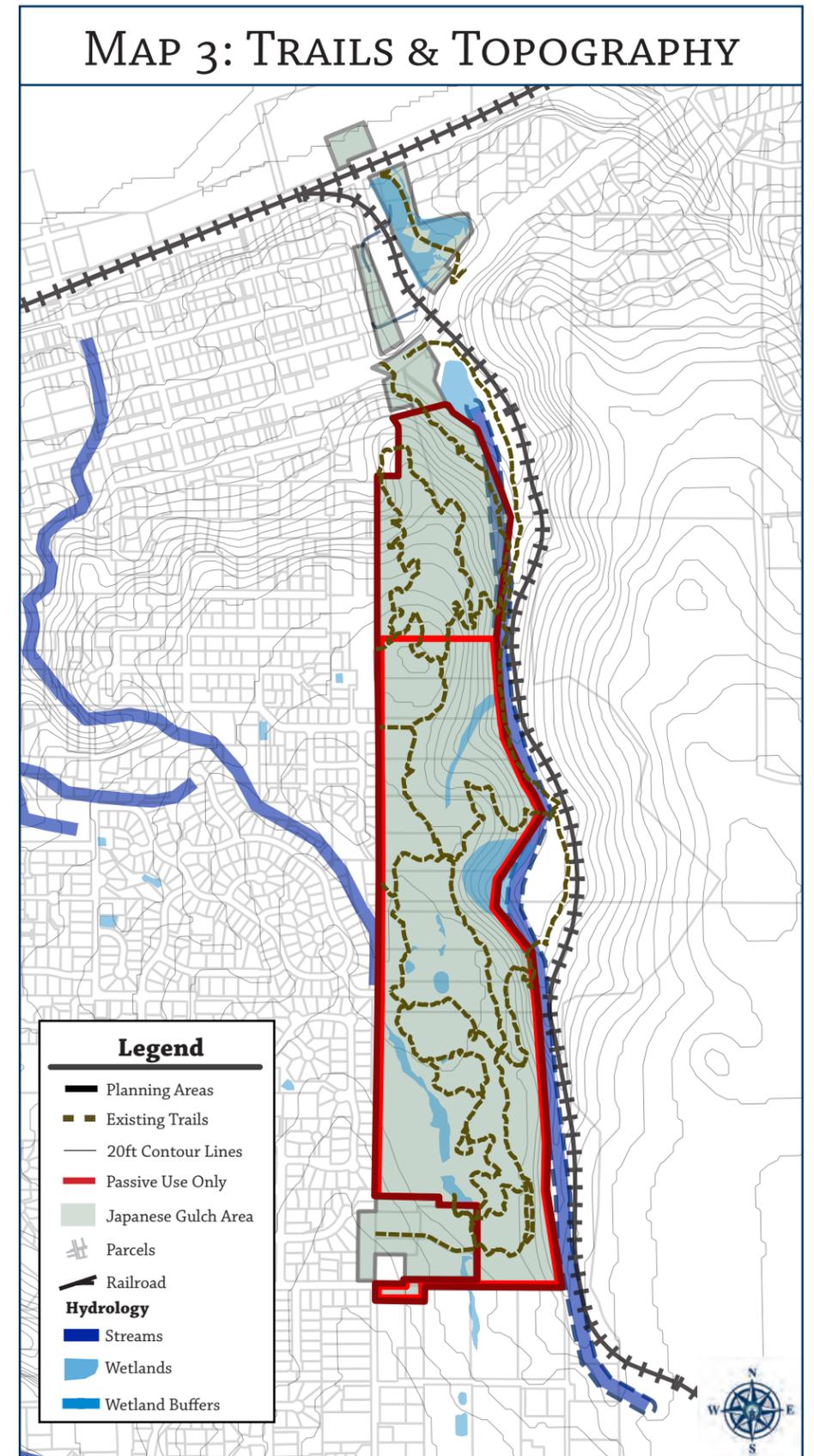
The right side of the page includes an existing trail map of Japanese Gulch with contour lines further illustrating the top of the steep slope.



The image above illustrates the extensive trails (pink) switchbacks that were created due to the steep slope of the gulch and that also lead off property (red).



The image above is of a trail of switch backs that is in relatively good shape. Constructing and maintaining trails on a hillside that experiences landslides is extremely challenging and must recognize design limitations.



# IV. DESIGN ALTERNATIVES



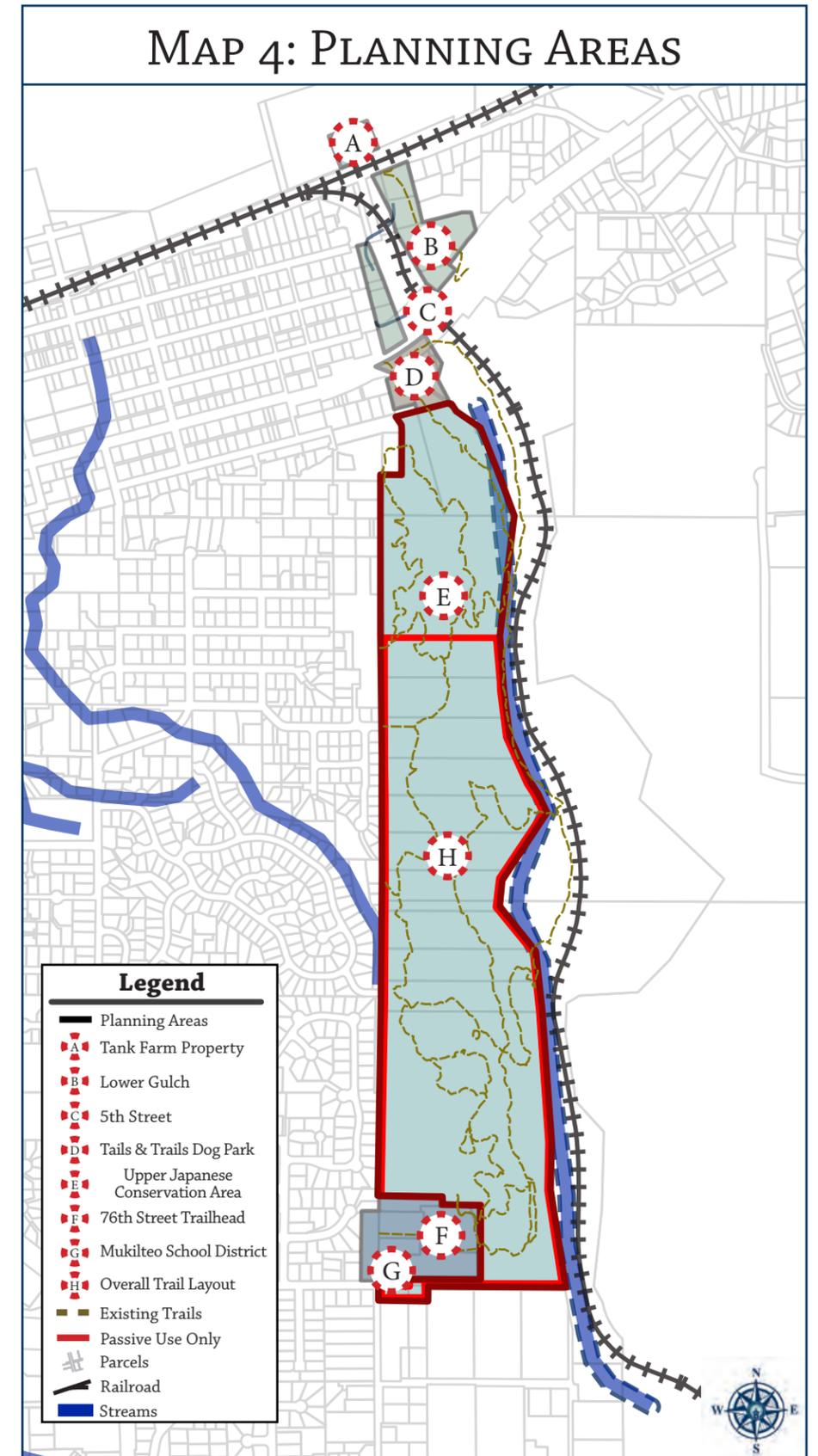
## Design Alternatives

One common practice in the planning process is to search for any and all alternatives and understand the community's reactions. In order to proceed with this process, Barker Landscape P.S. led the subcommittee through a design game that allowed the Subcommittee to identify what activities should be included in Japanese Gulch. The Subcommittee constructed collaborative plans with bridges, amphitheatres, community gardens, promenades, daylighting, and many other features. Following a reflection of the activity, the Subcommittee identified that some of the activities, such as Frisbee Golf, are not characteristic of gulch. The Design Game was repeated with the general public at the first Open House in December, 2014.

Concurrent with the first Open House, an online survey was conducted to further define the desired outcomes of the Japanese Gulch Master Plan. This online survey showcased that the majority of users were most interested in the trails for hiking and biking with most respondents concerned about mud and erosion (additional information on public outreach available in Appendix XI). Through the Design Game's results and online survey, two concepts were created for the 76th Street Trailhead with single concepts for Lower Gulch & Upper Gulch.

These design concepts were then tested in a second online survey where many respondents noted that the designs were 'too developed' at the 76th Street Trailhead. In order to ensure that the preferred alternative would correctly match the public opinion, an intensive set of work sessions were organized with the subcommittee. Over the course of five work sessions, the Subcommittee identified the project concepts that must be included within the preferred alternative. This section presents the findings of these work sessions as well as the survey responses from the public regarding the topics. The section elements include:

- A. Tank Farm Property - Japanese Gulch Creek Park
- B. Lower Japanese Gulch
- C. 5th Street
- D. Tails and Trails Dog Park
- E. Upper Japanese Gulch Conservation Area
- F. 76th Street Trailhead
- G. Mukilteo School District Property
- H. Overall Trail Layout



## Tank Farm Property - Japanese Gulch Creek Park

The adoption of the Downtown Waterfront Master Plan identified the Tank Farm Property and provides project concepts. The Japanese Gulch Master Plan recognizes that the connection to this area of the Tank Farm, or Japanese Gulch Creek Park, is a vital connection to the waterfront from Japanese Gulch. The adopted Downtown Waterfront Master Plan identified that the project concepts should include:

- 15' wide promenade with softer natural materials
- Beach Access
- Daylight Japanese Gulch Creek
- Cultural[ly] Themed Viewpoint
- Estuary
- Beach Enhancement[s]

### DECISION MAKING PROCESS

Through the Cultural Planning approach of Japanese Gulch Master Plan, the subcommittee identified that the Japanese Gulch Creek Park is consistent with the significance of 'Gateway to Sea, Gateway to Land' concept. This proverb correctly represents the historical significance of the location related to the Native Americans, logging industry, militarization, industrial manufacturing, and connecting neighborhoods to the waterfront. Perhaps the greatest representation of the gateway is the salmon traveling to and from this habitat for spawning.

To ensure that this gateway and path to and from the waterfront district is not inhibited by the barrier of the railroad, the preferred alternative for Japanese Gulch Master Plan must ensure a clear and safe pathway to the trailhead of Lower Japanese Gulch. This clear pathway may be complemented by integrated artwork or other simple wayfinding opportunities to provide users a safe route at the Mt. Baker railroad crossing.

The public opinion of the Tank Farm Property was addressed in the Downtown Waterfront Master Plan process and was confirmed through the clear desire of the daylighting of Japanese Gulch Creek in the Dot Exercise. Additional information on Public Outreach can be found in Appendix XI.

### PROJECT CONCEPTS

The Preferred Design Alternatives for the Tank Farm Property - Japanese Gulch Creek Park should include the following project concepts:

1. Concurrency with Downtown Waterfront Master Plan;
2. Cultural recognition of the proverb 'Gateway to Sea, Gateway to Land';
3. Safe and clear path to Lower Japanese Gulch potentially through the use of wayfinding, artwork, and signage.
4. Cultural transition from a waterfront district to an area inspired by the Japanese immigrants of Mukilteo.

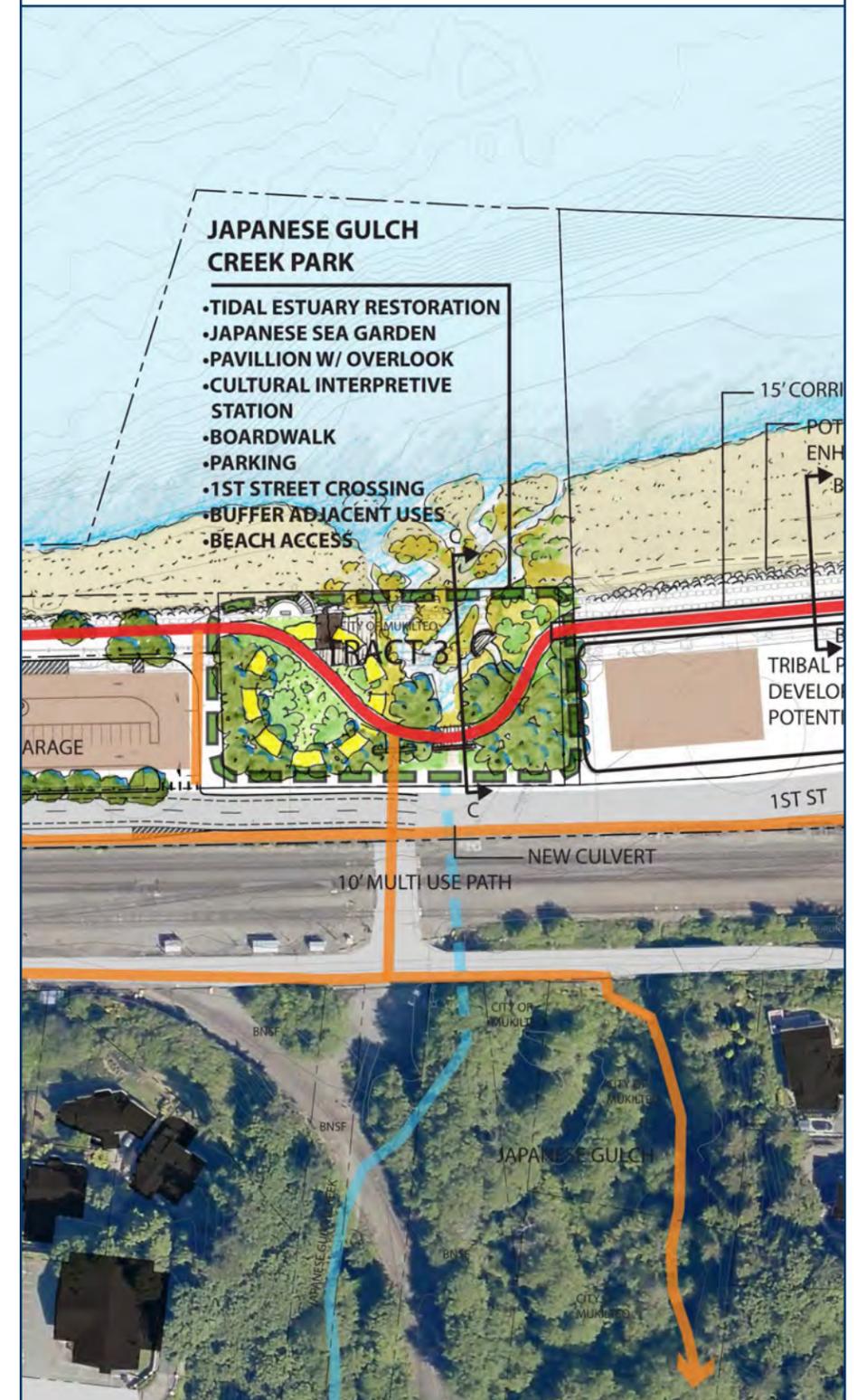


Japanese Gulch Creek Park as identified by Downtown Waterfront Master Plan and prepared by J.A. Brennan Associates PLLC



One opportunity of pathway definition & wayfinding.

## MAP 5: DOWNTOWN WATERFRONT MASTER PLAN



## Lower Japanese Gulch

The area known as Lower Japanese Gulch is an area of historical significance and has significant environmental critical areas. This area has some of the first properties purchased by the City with BNSF bisecting the area. The primary focus of proposed improvements is on the eastern portion of the property to provide connection from Japanese Gulch Creek Park & Mt. Baker Railroad Crossing to 5th Street. Culturally, this area provides opportunities for reflection of the Japanese Immigrants and the cultural importance of salmon within the Puget Sound.

### DECISION MAKING PROCESS

As Lower Japanese Gulch provides connection between the Japanese Gulch Creek Park and 5th Street, the Subcommittee determined that this area must be an area of 'high accessibility'. This determination was to ensure that the area is utilized by as many user groups as possible including those who have limited mobility. The Subcommittee confirmed that a long-term boardwalk project, to provide a loop to the existing Fish Ladder will provide a suitable walking path for several users as well as provide opportunity for educational outreach. The boardwalk concept received 65% 'Like It' with an additional 21% as 'Neutral' from the April, 2015 Online Survey.

One of the dichotomies that existed within the public opinion included the concept of mixed use trails and separate use trails. The differing opinion on this matter expanded into the Lower Gulch's trail where a larger variety of users may be present than in the Upper Gulch. The Subcommittee determined that this area should be a pedestrian-oriented area with bike allowances. This would include utilizing trail design to control speed. By utilizing the pedestrian-orientation concept, the trail would not restrict bicyclists from using the path, but provide environmental controls to mitigate user-conflict.

The Subcommittee was concerned with the possibility of over pronunciation of the Japanese Culture that could remove the natural beauty of the Lower Gulch. While the Subcommittee identified that this area must recognize the history, phony and fake integration must be avoided. The Subcommittee identified that the integration of the Japanese Immigrant history must be focused on minimal design for high impact such as branding within trail

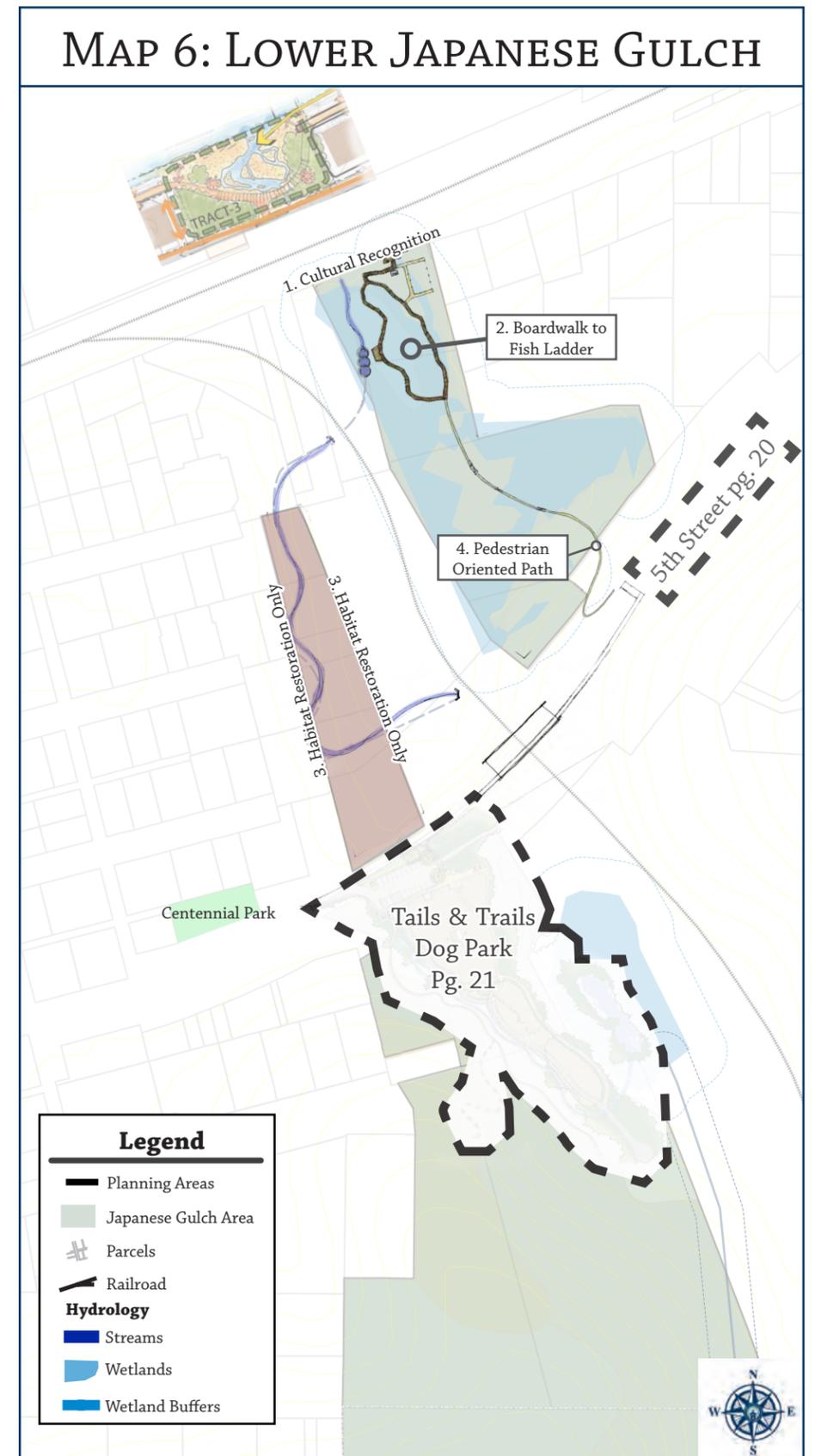
markers and similar 'touches' of character. When implementing the branding pieces and contributing elements of the Japanese Cultural, the boundaries of the interpretive work should extend beyond Lower Japanese Gulch, and include Japanese Gulch Creek Park.

The Western Property of Japanese Gulch is the area of the 'biggest bang for the buck' with regards to habitat restoration. The Natural Inventory Report, October 2014, identified that this area has some of the highest invasive species concentrations. "Because of the high value in-stream habitat, this area should be prioritized for restoration and maintenance in order to both increase and maintain the habitat but also to maximize the value of the recently completed restoration efforts" (EarthCorps, 2014). Additional considerations in the future may require some area for native plant restoration staging area in efforts of supporting the Western Property.

### PROJECT CONCEPTS

The Preferred Design Alternative for the Lower Japanese Gulch should include the following Project Concepts:

1. Cultural recognitions of the Japanese Immigrant History, but balanced within the natural beauty of the environment.
2. Trail design and layout must be highly accessible including a boardwalk loop trail connecting to the Fish Ladder.
3. Western Property shall be designated as 'Habitat Restoration' with access limited only for vegetation management and monitoring.
4. Lower Gulch will be Pedestrian-Oriented with allowances for bicyclists and encourage speed control.



## 5th Street

5th Street is a primary gateway into the City and connects the Tails and Trails Dog Park to Lower Japanese Gulch Park. Currently, the railroad appears to most users as the natural pathway to connect to the Lower Gulch which results in trespassing on the railroad property as well as putting users at risk. To provide a safe and long term connection away from the railroad, 5th Street must have pedestrian improvements to naturally encourage users away from the underpass. It is a vital link to ensure safety along our railways.

### DECISION-MAKING PROCESS

The intent of this Master Plan is not to design or evaluate the design of 5th Street, but rather support concepts that should be reviewed when the Transportation Plan or other roadway improvements are designed or reviewed. The outcomes necessary for the linkage between the Lower Gulch and Dog Park include:

1. Safe mid-block crossing to Lower Japanese Gulch and Centennial Park.
2. Provide traffic calming to naturally enforce a 25 MPH speed limit.
3. Introduce CPTED (Crime Prevention through Environmental Design) to increase safety and security.
4. Pathway improvements including potentially adding bike lanes, sidewalks, landscape buffers, and art.

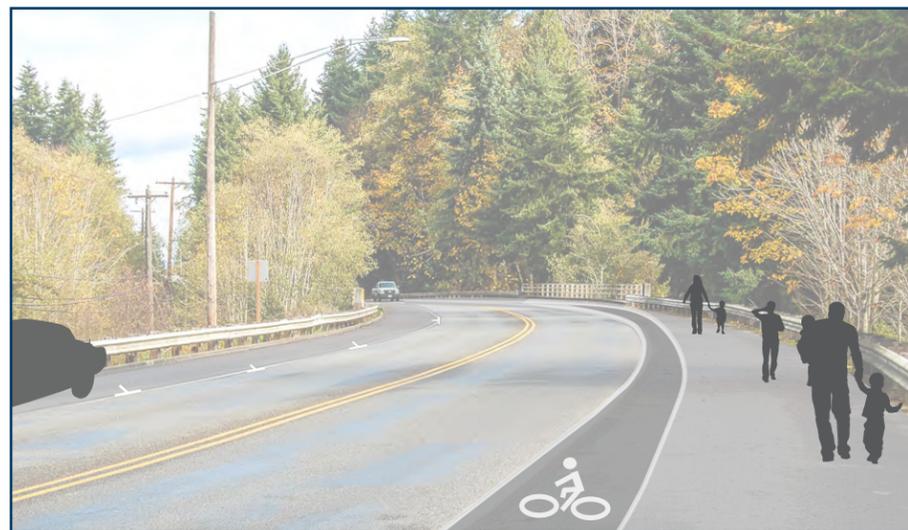
Several of the components listed above are interrelated and ultimately improve the safety of people traveling along 5th Street between the Lower Gulch and the Dog Park. Providing a mid-block crossing with blub-outs creates a visual constraint for drivers and can naturally slow drivers. CPTED principles of natural surveillance are achieved by creating on-street parking as well as sidewalks and pedestrian pathways. Other components the Subcommittee felt were important to provide additional traffic calming included the opportunity for roadside artwork that reflect the heritage of Old Mukilteo and the Lumber industry, and extend the 25 MPH speed zone to the Mukilteo City Limits. The public opinion of a roadside-trail was supported as 69% 'Like It' with an additional 19% 'Neutral' from the April, 2015 Survey.

5th Street may also have capacity for on-street parking that can provide traffic calming, and increase available parking opportunities for users of Lower Japanese Gulch, the Dog Park, and Upper Japanese Gulch. The roadway width and configuration provides many opportunities for traffic calming for little cost.

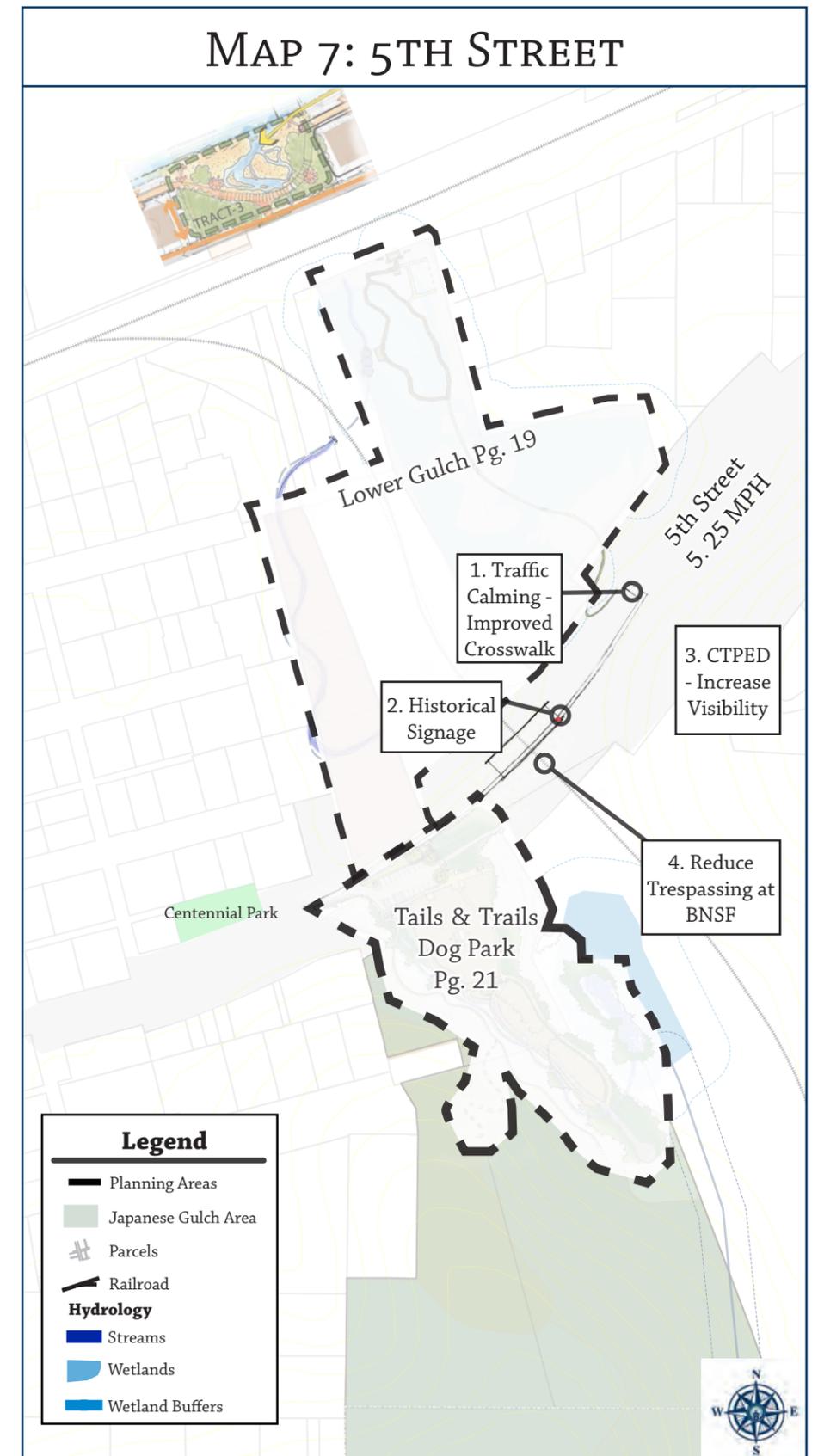
### PROJECT CONCEPTS:

The Preferred Design Alternative for the 5th Street Connection should include the following Project Concepts:

1. Introduce Traffic Calming through a diverse range of techniques that may include bulb-outs, raised crosswalks, on-street parking, and artwork.
2. Provide cultural history of the 'Road to Everett', development of 5th Street Bridge, and railroad up to Boeing.
3. Improve safety through implementation of CPTED principles
4. Reduce illegal usage of BNSF property and improve railroad safety.
5. Reduce speed limit to 25 MPH at Eastern City Boundaries



The image above includes a simple and inexpensive implementation of a bike-lane with on-street parking that provides connection to bike lanes within City of Everett while providing a buffer for pedestrians along 5th Street. Additional projects could include a raise walkway or landscape planters.



## Tails & Trails Dog Park

The Tails & Trails Dog Park is one of the two Primary Entrances to Japanese Gulch. This entrance provides access to the dog park, but also allows hikers and bikers to access the trails in the Upper Gulch portion. Located along 5th Street, this site has the opportunity and capabilities to buffer and transition higher impact park uses from the passive uses located in Upper Japanese Gulch.

### DECISION MAKING-PROCESS

As a primary entrance, the Dog Park design included practical and pragmatic elements such as parking, restrooms, and other park amenities to ensure the area can sustain year-round use. The practical and pragmatic design reflects the Japanese Culture and emulates the proverb 'Everything has a Purpose'. To demonstrate the Cultural Story of Japanese Gulch, the influences within the Dog Park should transition from a Japanese History of the Lower Japanese Gulch to the Lumber Industry culture. Such design aspects may include continuing heavy timber construction for architectural inspiration.

The Subcommittee identified that restroom facilities should be located at the Dog Park location and not at neighboring Centennial Park for visibility. While water and sewer facilities are limited at the site, the Subcommittee identified that other opportunities such as 'pump and dump', or compostable toilets should be pursued until water and sewer services are available. A restroom facility at this location, the 76th Street Trailhead, and Edgewater Beach will provide three restroom facilities over approximately 2 miles of distance.

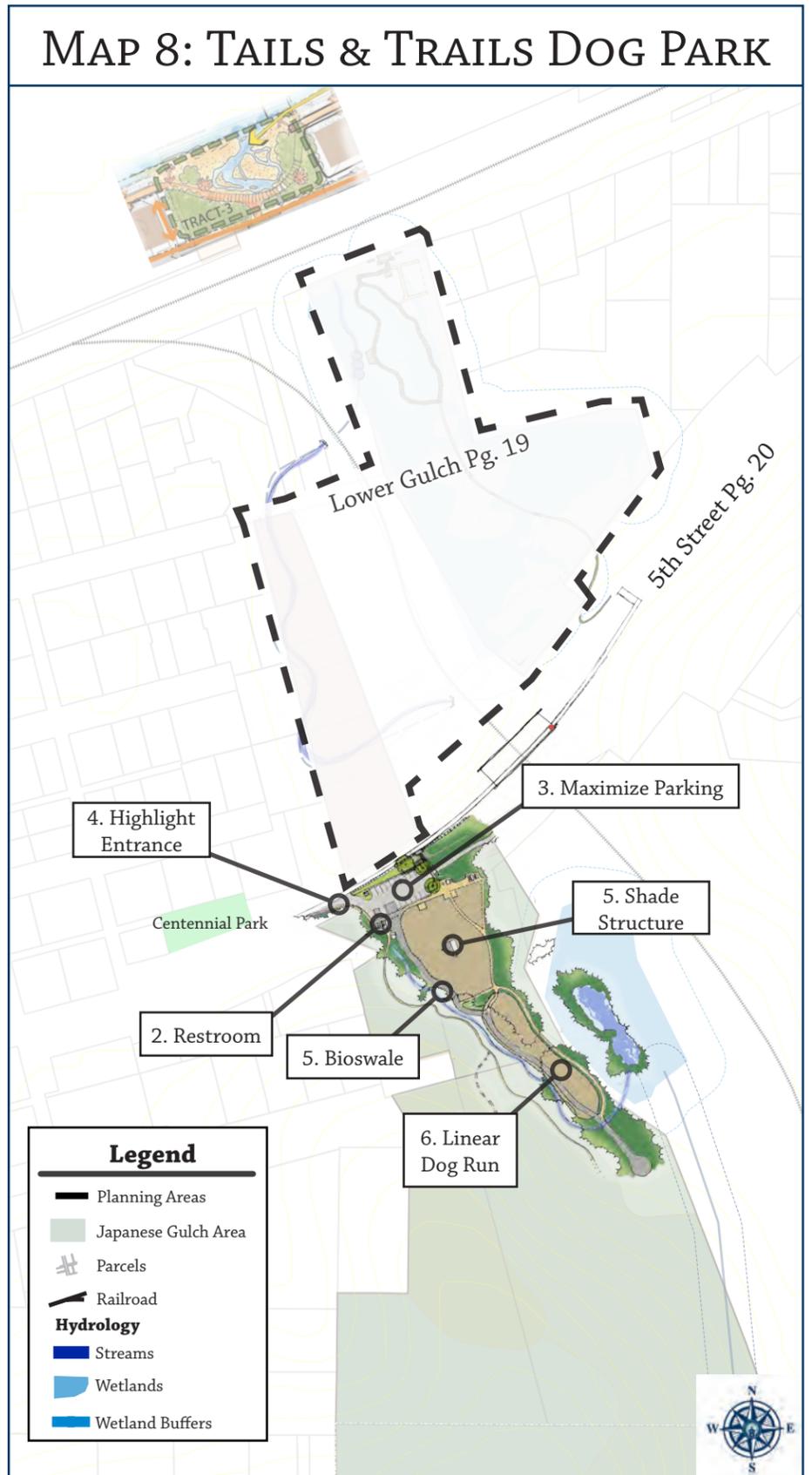
The major modifications of the Dog Park identified by the Subcommittee include the addition of a linear dog run and improved drainage to the dog play areas. The linear dog run will provide longer distances for throwing and fetching. Maintenance access to and from the linear dog run can be accomplished by gates at either end. Drainage amendments will help prevent the 'mud hole' that currently exists during the rainy season. The ultimate goal is to create the Tails & Trails Dog Park to be a year-round facility.

### PROJECT CONCEPTS:

1. The Tails and Trails Dog Park should provide pragmatic architectural characteristics to embrace 'Everything Has a Purpose'.
2. A restroom facility should be located at the Dog Park with interim facilities until water and sewer services are available.
3. Parking facilities should be formalized and maximized in support as a Primary Trailhead.
4. Additional signage or branding should be installed to highlight the Dog Park and improve the location as a functional place of recognition.
5. The Dog Play Area renovations should include drainage amendments such as bioswale, and a shade structure(s) to encourage year round usage of the park.
6. A fenced linear dog run should be utilized within a maintenance path with a gate at both ends.



The image above is a rendering of existing conditions with a paved parking lot. Additional projects include formalizing ADA parking, adding a Fire Truck Turnaround, and connection to a maintenance path.



## Upper Japanese Gulch Preservation Area

Upper Japanese Gulch is a literal name of the area up the hill from the Dog Park. The area is comprised of 125 acres with various terrains and abuts neighborhoods. Trails, wetlands, and steep slopes, make this area a destination for local hikers, bikers, and dog walkers. With the recent purchase of 98 acres, this area includes regulations that limit the uses of the site. Much of this area is restricted to 'Passive Uses' only and played a significant role in the vision of the Upper Japanese Gulch. Uses such as single track mountain biking, dog walking, running, hiking, and similar activities are considered 'Passive Uses'. Uses such as a BMX Pump Track, Frisbee Golf, or Ball Fields are not considered 'Passive Uses' and are prohibited in the 98 acre tract. This portion of the Master Plan is dedicated towards the Upper Japanese Gulch, but additional information on trails, trail uses, and off-leash dogs can be found under 'Overall Trail Plan'.

### DECISION MAKING PROCESS

The story of Japanese Gulch within the upper portion is mixed with the Native American, logging and Japanese Immigrant cultures. The appropriate implementation of the different cultures should be further researched, but could include some interpretive signage to explain the rich history of the area. The history of logging is an example of limited implementation as many existing stumps still show cuts for the spring boards used years ago to harvest the lumber.

Upper Japanese Gulch provides refuge from urban life and allows individuals to experience nature quickly and easily. This was one of the many reasons that funding from Snohomish County Conservation Futures was available and created the Conservation Easement establishing the 'Passive Use'. In order to continue this focus, the Subcommittee identified that this is the area of Japanese Gulch for solitude and preservation. It was agreed that the Upper Japanese Gulch should be an area where the restrictions of the conservation easement ('Passive Use') apply to the entire portion. This action maintains regulatory authority to prohibit park uses that may not promote conservation.

The uses in Upper Japanese Gulch provide pathways for users to bike, walk,

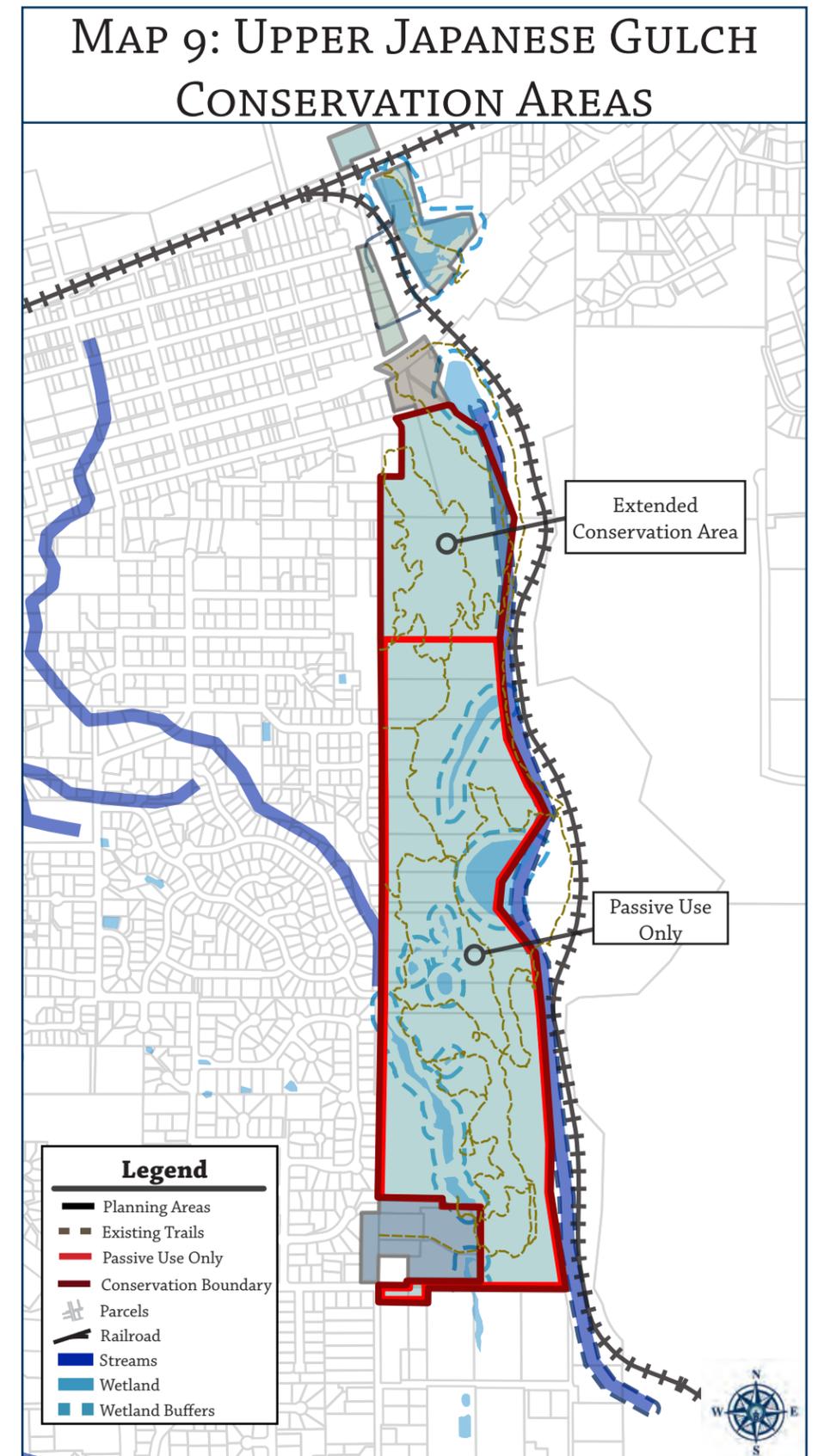
run, and hike to and from the waterfront. In order to further provide for greater accessibility, a regional trail for commuting purposes may be necessary. The Subcommittee identified the goal to have natural trail surfaces. These trails are explained within the trial layout on page 21. In Upper Japanese Gulch, certain uses are prohibited such as a BMX Pump Track. While a previous pump track existed in the Upper Gulch, no 'grandfathering' existed with regards to the establishment of the conservation easement. The previous location of this track was partially located within a wetland buffer, and restoration efforts have begun.

'Take Nothing but Photos, Leave Nothing but Footprints' is the best representative statement for users to embrace with this area.

### PROJECT CONCEPTS:

1. Entire area of Upper Japanese Gulch should be referred to as the Upper Japanese Gulch Conservation Area and apply the same restrictions as the Conservation Easement.
2. Conservation, Preservation, and Passive Use should be inspiration for any permitted uses and design implementation.
3. Preservation, protection and the wetlands should be prioritized with site improvements and maintenance.

*Additional Project Concepts Related to Trail Design & Maintenance located on page 29.*



## 76th Street Trailhead

The 76th Street Trailhead was originally purchased by the City of Mukilteo for the use of ball fields. A few years later with the latest purchase of the 98 acres, the 76th Street Trailhead became consolidated within the Japanese Gulch Master Plan as opposed to a separate park master plan. Through this consolidation and public outreach the vision of the 76th Street Trailhead transitioned from active ball fields to a transitional passive park. A transitional passive park will establish that the Japanese Gulch areas is a formal park with rules and regulations, and provide a buffering of uses between the urban area and the conservation area.

### DECISION MAKING PROCESS

This property witnessed some of the largest differences in public opinion. Some expressed that the property should remain untouched, whereas some viewed the property as a prime location for typical active city park development. Following the design game and the initial online survey of December, 2014, two design concepts were drafted in reflection of the various opinions. These two drafts were an attempt to hone in on a generally accepted vision. While providing subtle differences, both plans focused on the variety of community users including a community garden expansion, a basketball court, a dirt jump bike course, play area, an area of open space, and a multi-use center.

As these two plans were reviewed by the public, Parks & Arts Commission, and City Council, a third design concept was required to meet the public opinion. Uses such as the Amphitheater (35% Like It) and Basketball Court (24.5% Like It) scored low approval ratings and many decision makers believed that the site was not conducive of those uses. Another use that was determined to be inconsistent with the vision included a multi-use center or a senior center. The April Survey indicated a less than supportive opinion of a Senior Center (14% Like It) or a Multi-Use Center (24% Like It). While the Subcommittee determined that a Senior Center was not suitable at this site, the Subcommittee identified that alternative recreation options were and included an area for a dirt jump bike course.

Prior to purchase of the Upper Japanese Gulch portion of property, a pump track was built however upon purchase this would be in the designated area of the Conservation Easement. The pump track was removed and habitat restoration projects began to rehabilitate the area back to a natural state. The City Council, Parks & Arts Commission, as well as the Subcommittee stated that while the previous site was inappropriate for the pump track, the use was a value to the community. This was confirmed in the April Survey with the public opinion of 'Like It' ranging from 55% to 66% (average 60.5%) depending on the size of the course. The Subcommittee decided that the location of a dirt jump bike course in the south portion of the 76th Street Trailhead was appropriate. This location was based on the lack of conifer vegetation, slope, visibility and easy access to road for emergency response.

Consistent with providing opportunity for many forms of biking, the goal of this Master Plan is to engage users to arrive by foot or bike, not by car. But this area is a regional destination, and some users may drive to Japanese Gulch. Currently, the 76th Street Trailhead provides the highest volume of parking spaces and is conveniently accessible from SR 526. The Subcommittee identified that parking is necessary, but too much unused parking takes away from the beauty of the area. In order to ensure that parking demand is flexible, and available, the Subcommittee identified parking expansion opportunities should be identified as well as future partnerships with neighboring properties. Neighboring properties such as the Slavic Church could provide ample parking during non-church events with the construction of a connection trail. While this partnership requires additional vetting, the opportunity is an example of creative thinking to reduce the construction of parking spaces. The Subcommittee also identified that landscaping should not be prioritized over parking stalls.

To the right is an estimated parking demand based on the current improvements, and future improvements. Due to the lack of information related to certain uses, parking studies may be necessary to better understand the parking demand associated with individual park use.

CHART 1: 76TH STREET TRAILHEAD  
PARKING REQUIREMENTS

Project <i>Parking Requirement</i>	Low Implementation	Medium Implementation	Fully Implemented
Community Garden & Expansion <i>15 plots per Parking Space*</i>	7 Spaces	8 Spaces	10 Spaces
Trailhead Access <i>25 spaces per Primary Trailhead</i>	10 Spaces	25 Spaces	25 Spaces
76th Street Passive Area & Arboretum <i>1 Space for first two acres plus 1 space per acre following</i>	6 Spaces	5 Spaces	4 Spaces
Picnic Tables in Natural Meadow <i>1 Space per Table</i>	0 Spaces	2 Spaces	3 Spaces
Dirt Jump Bike Course <i>10 Spaces per Acre*</i>	0 Spaces	5 Spaces	10 Spaces
Total	23 Spaces	47 Spaces	52 Spaces

Sources: Parking demand calculations are based on adopted codes from City of Mukilteo, City of Houston, as well as park standards from the California Public Outdoor Recreation Plan. Standards for other uses not defined were identified by City Staff as estimates noted as "\*\*".



## 76th Street Trailhead Continued

The results of April’s Survey of the initial two design concepts provided the necessary feedback to create a third concept. This third concept, Concept C, represented a softer approach to the 76th Street Trailhead to better represent the conservation focus and low maintenance design. Concept C incorporates a Natural Play Area, Natural Meadow, Picnic Areas and an expansion of the Community Garden into a low maintenance park the exhibits conservation and preservation. This park area also acts as a buffer for park users to experience moving from an urban environment into a conservation area, Upper Japanese Gulch.

### PROJECT CONCEPTS:

The Preferred Design Alternative for the 76th Street Trailhead should include the following Project Concepts:

1. Culturally, the history of the site should be recognized as the orchard, community hall, cemetery, police station, and now the park. 76th Street Trailhead should be an area that expresses conservation within design elements.
2. Parking should be flexible and expanded based on demand.
3. The 76th Street Trailhead should require low maintenance with vegetation focused on native species.
4. The Community Garden is identified as a permanent use and should be expanded.
5. A permanent restroom facility with tool storage should be provided for daily users and park volunteers.
6. A Dirt Jump Bike Course should be included within the design at an area that is easily accessed from the parking lot.
7. Partnerships with neighboring properties include the Slavic Church and Mukilteo School District, should be further explored for mutual beneficial projects and collaboration.

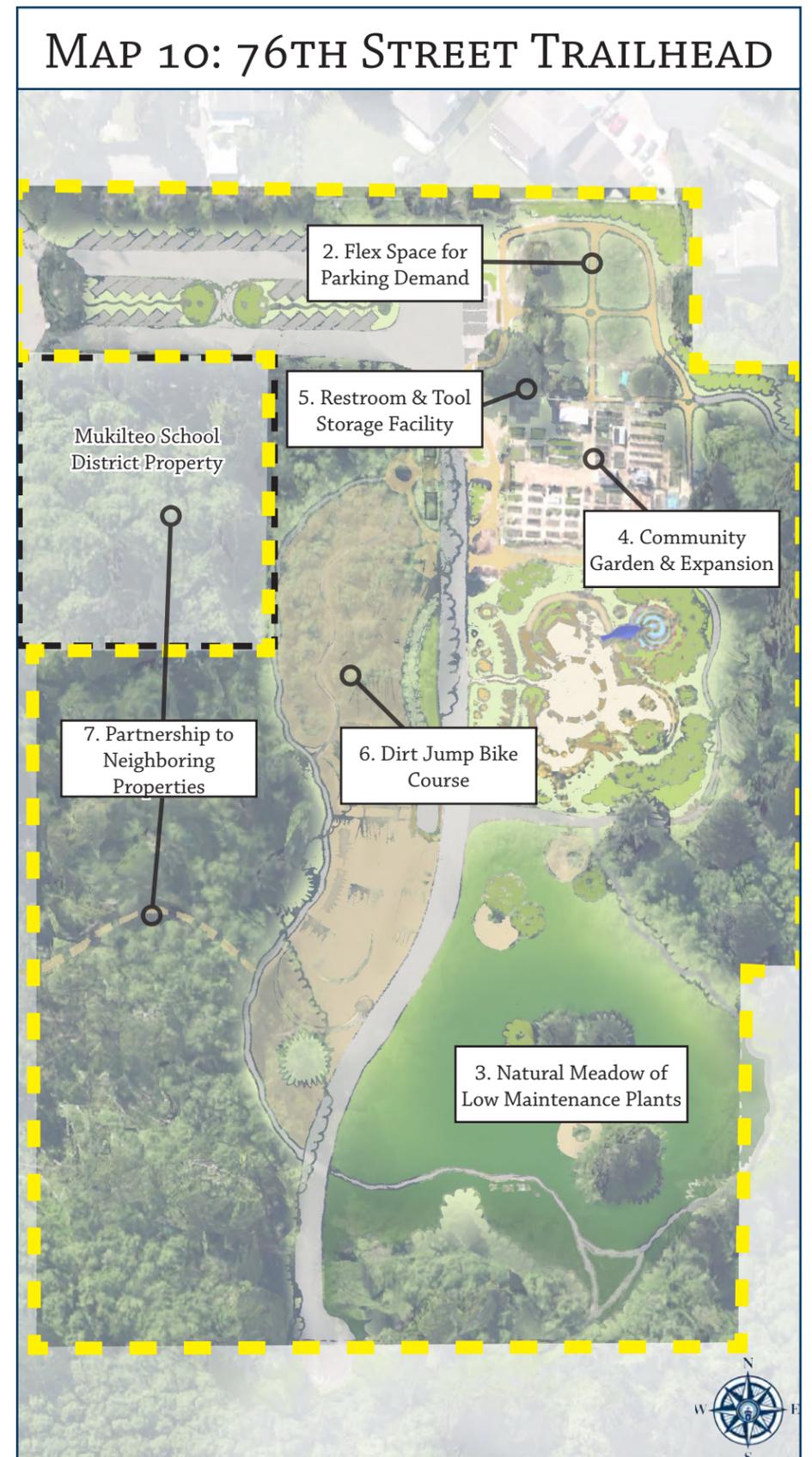
### MUKILTEO SCHOOL DISTRICT PROPERTY

The Japanese Gulch Master Plan recognizes that the Mukilteo School District property is not included within this plan, but due to the proximity and deed restrictions is important to note.

Dedicated to the Mukilteo School District, this 1.01 acre property is surrounded by the City of Mukilteo’s property at the 76th Street Trailhead. The terms of the dedication included that the property must be utilized as an arboretum and restricted the uses not to include a parking lot. Planning efforts of this property were not included as part of this Master Plan, but the Subcommittee recognized that this master plan must be flexible and take into account planning for the future arboretum. In general, the Mukilteo School District is a vital community partner with the long-term success of the 76th Street Trailhead and efforts to foster this partnership should be explored.



The image above is of a Natural Playground that includes opportunities for children to explore the natural environment through utilizing mud, dirt, sand, sticks, blocks, and other materials while maintaining the opportunity for direct supervision of adults.



## Overall Trail Network

The overall trail layout encompasses the vast majority of the Japanese Gulch Property. With the exception of the 'Western Portion of Preservation' located within the Lower Japanese Gulch, this layout controls the extent of conservation of the property. This section of decision making and design determined that the property should have formalized access points, wayfinding, trail standards, and also identified trail use orientation. For more information about trail maintenance and implementation see page 29.

### DECISION MAKING

The overall trail design and layout recognized that the trails location and configuration should remain relatively the same. The small changes made to certain trails were supported by the Subcommittee for situations such as conflicts with wetlands or protected areas. One addition to the existing layout is the creation of 'side'/bump out trails for mountain biking. These 'swoop' trails will provide for different grade of skill riding within the constraints of a passive use area.

The Subcommittee identified that the trails should be mixed use. This was reflected in comments during public meetings, and open commentary on the surveys including statements such as 'the system currently works'. The concept behind identifying the orientation (pedestrian, bicycle, mainline/maintenance) is to promote safe use between all users. This includes signage for user identification so that mountain bikers understand that the path they are on is primarily a pedestrian path and to use caution, and vice versa for pedestrians to know when they are on paths that are primarily for mountain biking. Additional information on the implementation of the trail orientation can be found on page 30.

Access to Japanese Gulch is an asset. Many neighborhoods back to the trails and have established accesses that provide residents quick easy access into the Gulch. While there are many accesses, the Subcommittee identified the need to limit the exposure of the 'neighborhood entrances' whereas entrances such as the 76th Street Trailhead and the Dog Park should be more formalized. This led to the creation of three different trailhead designations and where they should be located. These trailhead designations include primary

trailheads, secondary/neighborhood trailheads and tertiary trailheads. For more information on the design specifics of the trailheads please see page xx.

### PREFERRED DESIGN

The Preferred Design Alternative for the Overall Trail Layout should include the following Project Concepts:

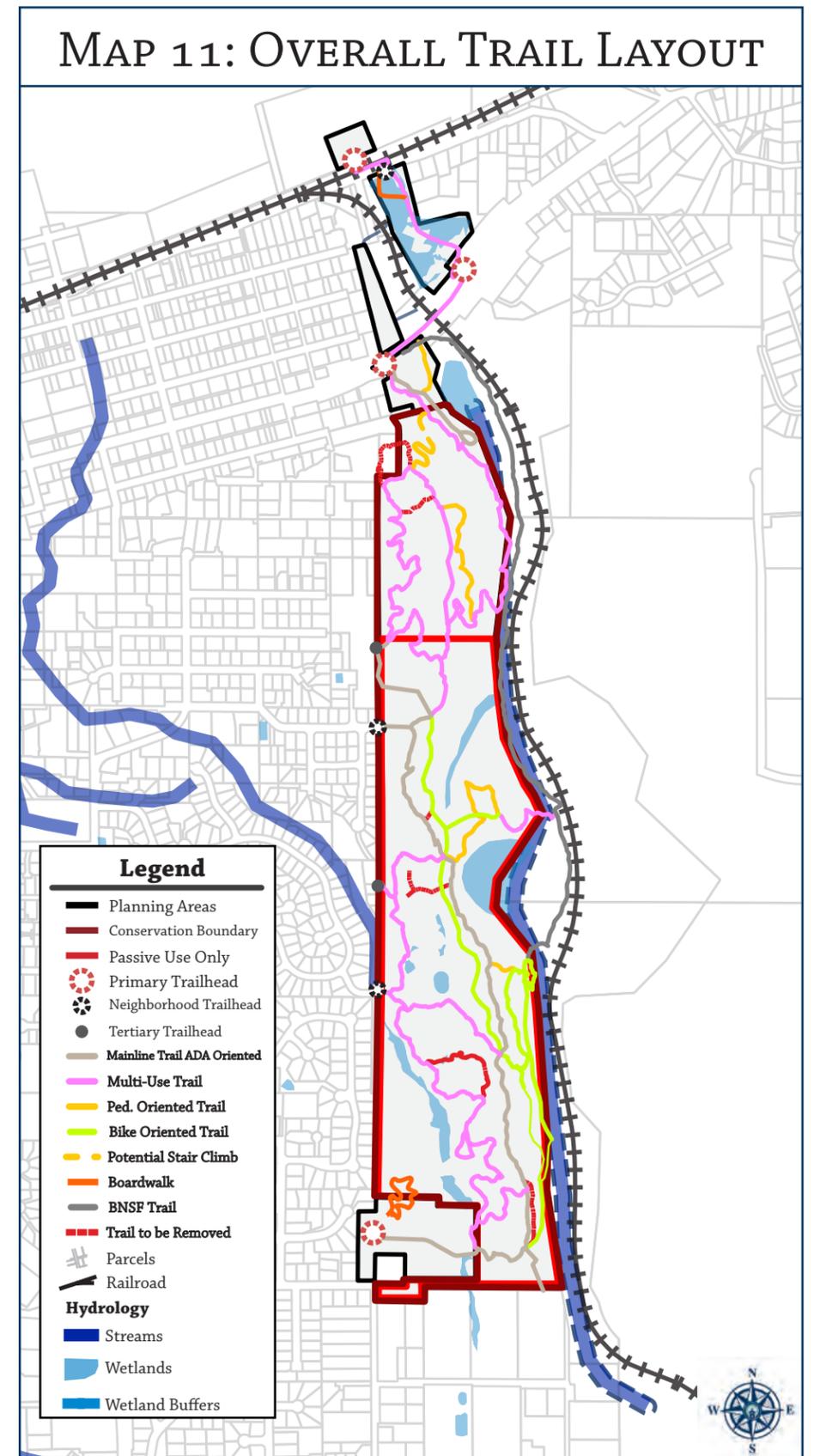
1. Trailhead locations should be designated as Primary, Secondary/Neighborhood, and Tertiary to provide appropriate levels of access to limit adverse impacts to the surrounding area. The following designations of trailheads are as follows:
  - A. Primary Trailhead – 76th Street, Dog Park, and 5th Street to Lower Gulch.
  - B. Secondary/Neighborhood – 19th Street, Ridge Street
  - C. Tertiary – Hill Court, Mary Lou Morrow Park
2. Trail layout should maintain historical configuration in recognition of the volunteer effort to establish the trails.
3. Trail orientation should provide pedestrian, bicycle, and a multi-use/maintenance designation to provide adequate facilities for all user groups.
4. Trail improvements such as signage should be integrated into the landscape to maintain natural beauty while providing wayfinding.
- 5A. Dog walking should be limited to on-leash only throughout the park.
- 5B. Off-leash dog walking should be limited to designated trails only.
- 5C. Off-leash dog walking should be permitted throughout Japanese Gulch on all trails.



Boardwalk designed for high accessibility located at the 76th Street Trailhead & Lower Gulch



Maintenance trail built for high accessibility and vehicle use



# V. PROJECT COSTS

The Summary Budget to the right represents the total costs of fully implementing the Japanese Gulch Park Master Plan. The important trait with these projections is to consider the multiplying effect that certain projects include. Projects such as Boardwalks include cost estimates based on value for mobilization, contractor overhead, sales tax, construction contingency, design, and city project management. These projections identify the material cost of \$ 344,750 for Boardwalks, but the total costs can reach over \$ 710,000 without permits or associated mitigation costs. Within this table, project descriptions are based on the following:

**MOBILIZATION:** 10% of Subtotal I with additional 3% for performance bonding as well as additional costs associated with traffic control, surveying and similar pre-development requirements.

**DEMOLITION & CLEARING:** Costs of clearing and grubbing sites.

**DRAINAGE & STORMWATER:** Costs of implementing required stormwater controls.

**GRADING & EROSION CONTROL:** Costs associated with preparing a site for paving and enhanced trail development.

**PARK AMENITIES & ARCHITECTURE:** Common features within a park.

**PATHS:** Construction of pathways including staircases and basic trail development.

**BOARDWALKS:** Boardwalks located at the 76th Street Trailhead & Lower Gulch.

**PAVING:** Paving of formal parking areas.

**PLANTING & RESTORATION:** Landscape planting including the Natural Meadow as well as additional restoration within wetland buffers.

**SIGNAGE:** Trail signage including wayfinding and map development.

**UTILITIES:** Water, sewer, and electrical connections for restrooms and necessary lighting.

*Additional information on the subarea budgets can be found in Appendix XIII.*

## CHART 2: SUMMARY BUDGET

DESCRIPTION	CONTRACTED WORK	VOLUNTEER
Mobilization	\$ 269,700	
Demolition & Clearing	\$ 411,186	\$ 40,619
Drainage & Stormwater	\$ 135,300	\$ 14,400
Grading & Erosion Control	\$ 166,157	\$ 8,000
Park Amenities & Architecture	\$ 277,990	\$ 119,400
Paths	\$ 145,525	
Boardwalks	\$ 782,250	
Paving	\$ 71,530	\$ 3,440
Planting & Restoration	\$ 38,800	\$ 228,350
Signage	\$ 6,200	
Utilities	\$ 148,300	
Subtotal I	\$ 2,454,938	\$ 414,209
Volunteer Subtotal II	\$ 414,209	
Contractor Overhead- 15%	\$ 368,241	
Sales Tax - 9.5%	\$ 267,202	
Construction Contingency- 15%	\$ 463,707	
Subtotal III	\$ 1,100,150	
Design/Engineering/Testing/Inspections 20%	\$ 711,018	
Permits	\$ 34,000	
City Project Management 5%	\$ 177,754	
Subtotal IV	\$ 922,772	
<b>Total Project Cost:</b>	<b>\$ 4,892,069</b>	
<i>Total by Subarea</i>		
Tank Farm Property/Japanese Gulch Creek		Downtown Waterfront Master Plan
Lower Gulch		\$872,093
5th Street Improvements		Active Transportation Plan
Dog Park		\$620,476
Upper Gulch		\$1,502,472
76th Street Park		\$1,897,027
Mukilteo School District - Arboretum		Private Property
<b>Total by Subarea:</b>	<b>\$ 4,892,069</b>	

# VI. WELCOME TO ALL AGES SUMMARY

## Community Health & Social Equity

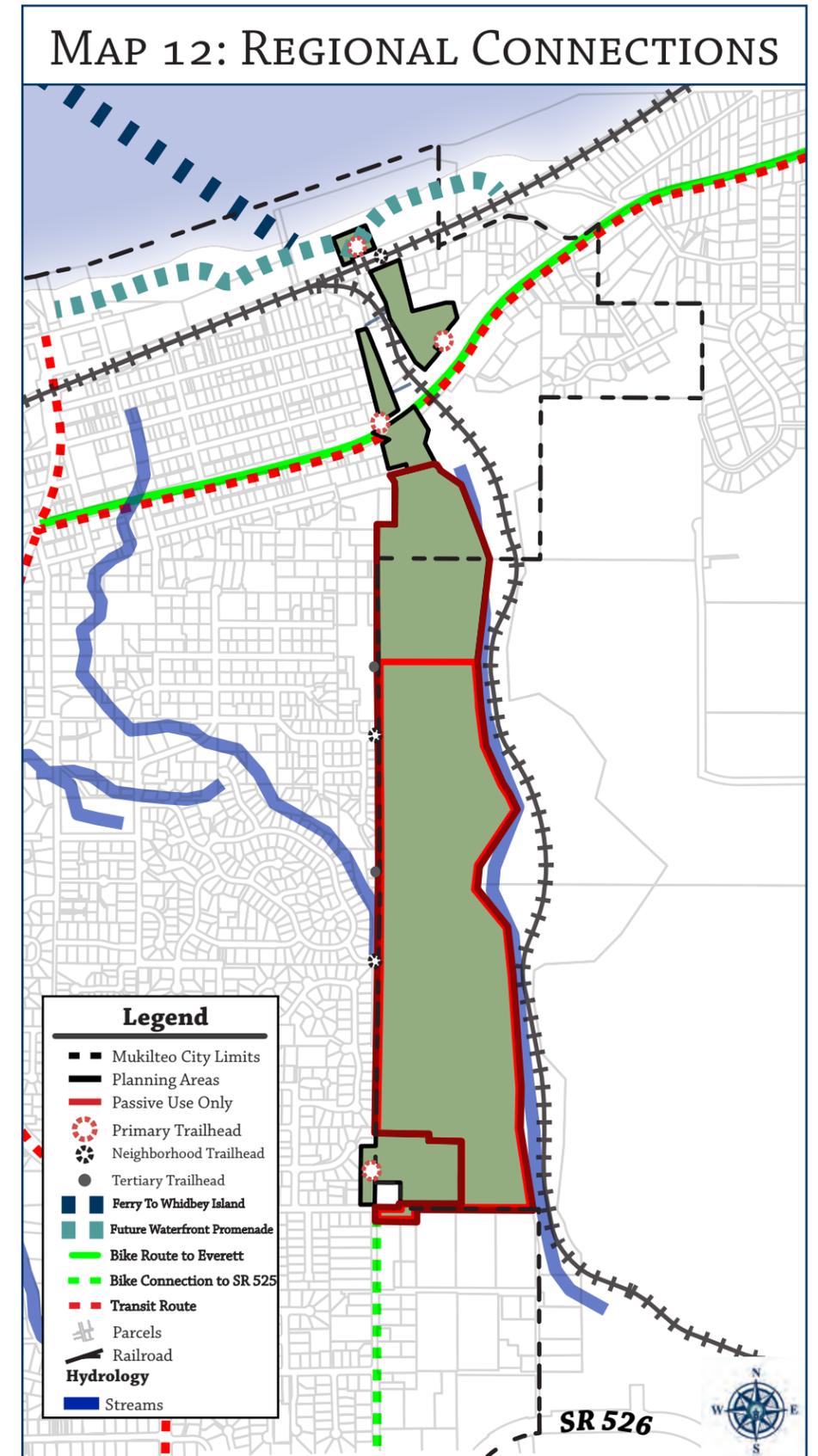
“Welcome to All Ages” as listed on the cover page is one of the themes within designing providing a park for all users. As Mukilteo and Snohomish County continue to see the changing demographics of the Baby-Boomer Generation, our parks must be adaptive to ensure that all ages and abilities have opportunities to recreate within the community. When the lumber industry drew the Japanese Immigrants into our economy, they were also welcomed into our schools and our community. Japanese Gulch Park must be equally accessible and available to all people regardless of income level, ethnicity, gender, ability or age.

Japanese Gulch Park is a true gem to the community. The park currently offers a variety of recreational opportunities such as gardening, hiking, biking, jogging, running and hiking for many age groups and abilities. Through the Master Plan process improvements have been identified that will improve the accessibility with the implementation of boardwalks, wayfinding signs, maps, trail orientation and picnicking facilities. Additionally Japanese Gulch Park has the necessary regional connections to the future Multi-Modal Center on the Mukilteo Waterfront and easy access from major roadways to provide greater access beyond the Mukilteo Community.

The benefits of community health, social equity, universal access to public parks, and trails are some of the many assets that and Japanese Gulch Park incorporates into the preferred alternative, including:

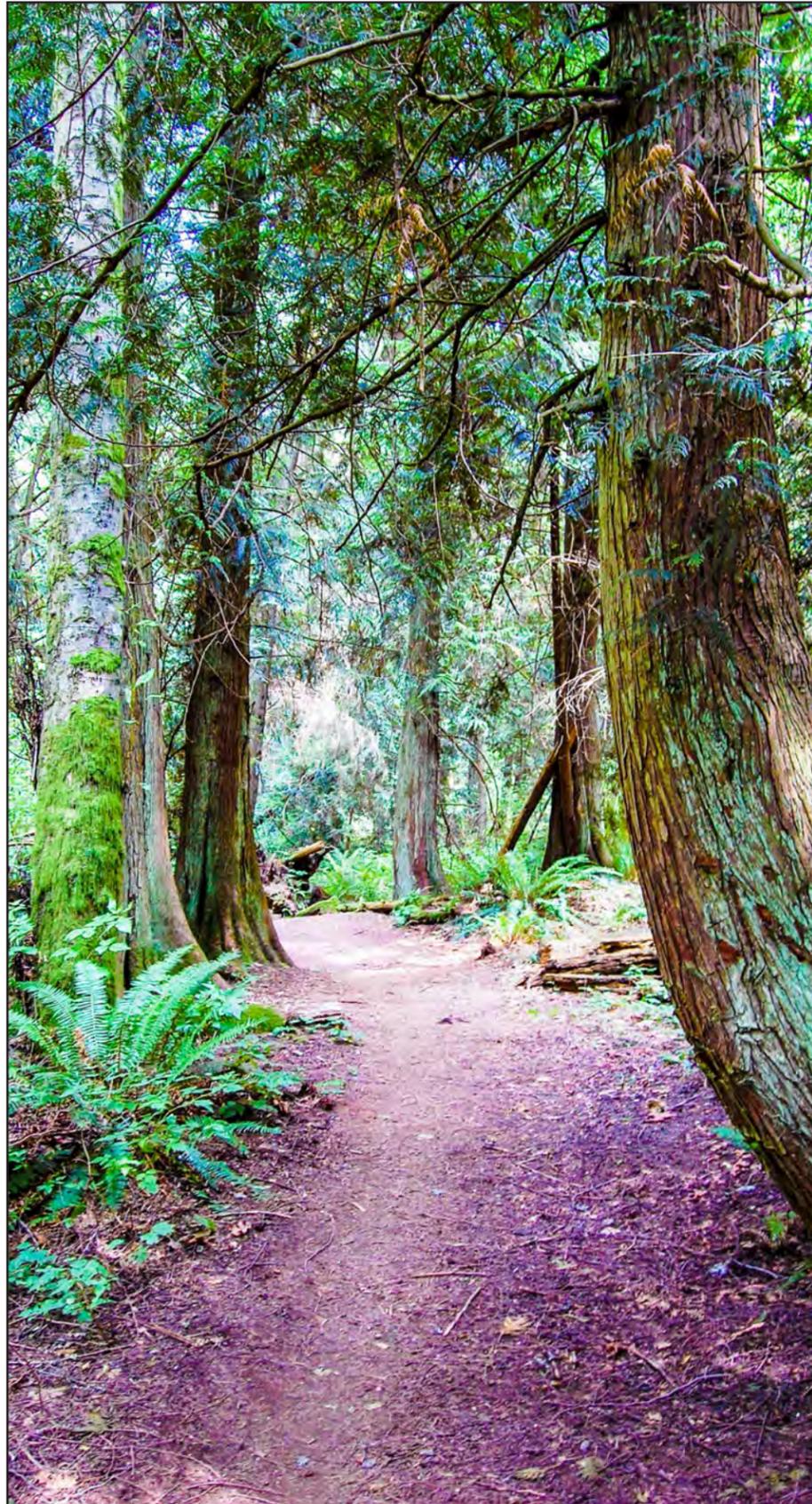
- Quality recreation time with family and friends. Enjoying quality time, relaxation, and fun among family members and friends, strengthens social bonds that provide balance and satisfaction in life.
- Improvement of mental and physical health. Parks and recreation can reduce the impacts of chronic diseases, impacting populations such as children, seniors, and the underserved.
- Measurable decreases in rates of crime and other detrimental activities. Communities are safer as a result of a wholesome atmosphere created by well-managed parks and recreation services in communities through healthy activities and programming for all people.

As Mukilteo, Snohomish County, and Washington State continue to improve the equitable recreational opportunities, it is critical to continue our joint contributions. Japanese Gulch Park represents a variety of recreational opportunities for anyone regardless of age, income, race, or ability and these opportunities should not change based on residency. While Japanese Gulch Park is a City of Mukilteo Park, without the funding from Snohomish County, Washington State, and the countless hours of volunteers advocating for the preservation, Japanese Gulch Park would not exist today.



# PART TWO - VOLUNTEER & IMPLEMENTATION PLAN





# PART TWO

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## Volunteer & Implementation Plan

- VII. Stewardship Program
- VIII. Public Safety
- IX. Maintenance & Operations
- X. Trail Design & Maintenance

# VII. STEWARDSHIP PROGRAM

The Japanese Gulch Master Plan is the result of years of grassroots volunteerism to preserve an area that was once destined for development. To ensure this effort is continued, a stewardship program will be established to offer experiences in parks that create an appreciation for our natural and cultural resources. The Park Stewardship Program is designed to connect individuals with nature through volunteering, safe and healthy parks, and education. The stewardship program is intended to be a resource, provide training opportunities, organize work parties, and assist in project implementation. Not only will this stewardship program provide organized volunteerism in Japanese Gulch, but it will extend to other parks in Mukilteo.

The Park Stewardship program will recruit members from the Japanese Gulch Subcommittee which is a representative group of broad interests in Japanese Gulch; biking, hiking, abutting neighborhood resident, community gardening and dog park user. The City will connect with other organized groups such as the Japanese Gulch Group, Scout Troops and Evergreen Mountain Bike Alliance to recruit members for the new stewardship program.

To assist the City with the development of a Park Stewardship Program additional professional support from an organization such as EarthCorps will be sought to set up the framework and help maintain the stewardship program. This type of leadership includes knowledge on volunteer leadership training, recruitment, best management practices for trail building and maintaining and invasive species removal. The long term success of Japanese Gulch will be based on the continued support of volunteers to monitor the site, aid in habitat restoration, assist in trail maintenance, and help implement projects. Together with the City of Mukilteo, Japanese Gulch can continue to be our sustained urban forest.

The City Park Rangers, a branch of the Mukilteo Police Department, will assist with patrolling Japanese Gulch and other City parks and educate the public through environmental programming in order to make our parks safe and healthy for the community. It is important to educate the public and park users about the importance of sustaining the Japanese Gulch ecosystem where plants, animals and waterways interact and depend on each other for survival. Just like people, animals need a place to live that provides shelter,

food, water and a place to raise their young. Teaching the community about the environment, park rules and how to be good stewards of the land helps keep park property safe and clean for everyone to enjoy.

### STEWARDSHIP NEXT STEPS:

1. Identify Staff Liaison for Stewardship Program – Recreation & Cultural Services, Planning, Police Department (Rangers)
2. Contract with a professional organization to initiate efforts in creating a local stewardship program.
3. Develop the framework for a City Stewardship Program to include policies and procedures, a training manual, volunteer contract, recruitment and implementation.
4. Advertise, recruit and train Park Stewards
5. Identify volunteer projects for a variety of volunteer groups such as youth, large groups and small groups.
6. Set dates and advertise work parties; recruit volunteers from schools, churches, businesses, park users and citizens.



The Police Department's Community Service Officer - Rangers are a great opportunity to pair public outreach and education with the Stewards for positive partnerships and consistent communication.

### VOLUNTEER PROJECTS TIMELINE: DRAFT HOLDER

DRAFT

Year 1:

- Wayfinding Signage & Kiosk Maps
- Invasive Species Removal
- Trail Decommissioning & Replanting
- Drainage Improvements on Mainline Trail
- Initial Parking Improvements @ 76th Street & Dog Park

Year 2:

- Mileage Markers & Additional Wayfinding
- Invasive Species Removal
- Mainline Trail Expansion ~500 Ft
- Parallel Bike Trail Development
- Trail Decommissioning & Replanting

Year 3:

- Formalize Ridge Street Trailhead as Secondary/Neighborhood Trailhead
- Invasive Species Removal
- Initial Design & Trail Establishment for 76th Street Boardwalk



# VIII. PUBLIC SAFETY

One of the concerns discussed in the Japanese Gulch Master Planning Process was not only how do we design for safety, but how will our emergency services respond. In every response situation, the efficiency of our services comes down to equipment, access, mapping, coordination, and most importantly public education.

**EQUIPMENT** for mobility within Japanese Gulch is different than many of the other parks. Due to the restricted trail widths, the City may require some additional equipment or specialized replacement equipment. Below is a list of equipment that will provide emergency services and public works quick response to situations in Japanese Gulch.

<i>Equipment</i>	<i>Departments</i>	<i>Cost Estimate</i>	<i>Funding Sources</i>	<i>Benefits</i>
Gator/ATV	Fire & Public Works	\$15,000	Grants, General Fund, Early Replacement of Existing Equip.	Decrease Emergency Response Time, Multi-Purpose Tool
Brush Truck	Fire Department	\$45,000	General Fund; Fire Prevention Grants	Fire Suppression
Police/Ranger Bikes	Police Department	\$800 each	General Fund; Crime Prevention Grants	Response Time, Patrolling Efficiency

**ACCESS** into Japanese Gulch is constrained by the limited width of many trails. Having vehicle access throughout the entire area defeats the purpose of preserving the gulch which is the intent of the identification of a multi-use/maintenance trail. While this trail may not be built to 10-foot widths throughout, this trail could provide one-way access for emergency response..

This should include a minimum of a 12-foot clearance for a brush truck (typically a one-ton pick-up truck with an in-bed apparatus) to suppress a brush fire. The clearance area is an area free of tree limbs, but not necessarily a 12-foot wide trail. This will accept that in times of emergency, some vegetation damage may occur..

**MAPPING AND WAYFINDING SIGNS** are the next important step to ensure public safety. Not only do you need to have the equipment to perform a rescue, have access to the site, but first responders must know where the site is located. Through the master plan inventory process, the trails were mapped, but they are unnamed and lack reference points. The City will institute a grid system within the trail map and identify coordinates within the grid for referencing. The grid system will also increase the efficiency of a missing persons search with search areas and parameters pre-instituted.

Due to the vast area of the entire Japanese Gulch, emergency responders must also be prepared to respond to the eastern portion of Japanese Gulch. In order to provide these additional services when needed, the city will be coordinating with the Everett & Paine Field Police & Fire Departments. To further assist the first responders the City's goal is to develop an additional mapping grid of the eastern portion of Japanese Gulch. Another key component to public safety within Japanese Gulch is public education which can include workshops, recreational activities, social media outreach, and proper signage. The City's Ranger positions will play a key role in defining the public education element to reach all users and age groups. Another opportunity for the City to pursue is to intertwine a public education component related to park safety with the park stewardship program. These types of activities and outreach will increase the public visibility of the area and will limit adverse park users from vandalizing or committing other illegal activities.

### **PUBLIC SAFETY & SUPPORT NEXT STEPS:**

1. Produce park maps with City GIS in coordination with emergency responders to determine mapping grid and wayfinding sign locations.
2. Determine trail names and color coding for trails.
3. Install park maps at designated Trailheads and key locations in Japanese Gulch.
4. Prioritize and schedule phases of implementation for the Mainline Trail with volunteer organizations.
5. Draft timeline and thresholds of major equipment purchases and identify additional external funding sources.
6. Organize Public Education Program in coordination with Police/Rangers, Fire, Recreation & Cultural Services, Planning, and the Stewardship Program for continued outreach regarding safety within Japanese Gulch and other parks.



The image above is a small trail sign that provides wayfinding within park areas. Signage like this can be installed through volunteer projects including Eagle Scouts, but must be placed and designed to be integrated into the landscape and not detract from the natural beauty.

# IX. MAINTENANCE & OPERATIONS

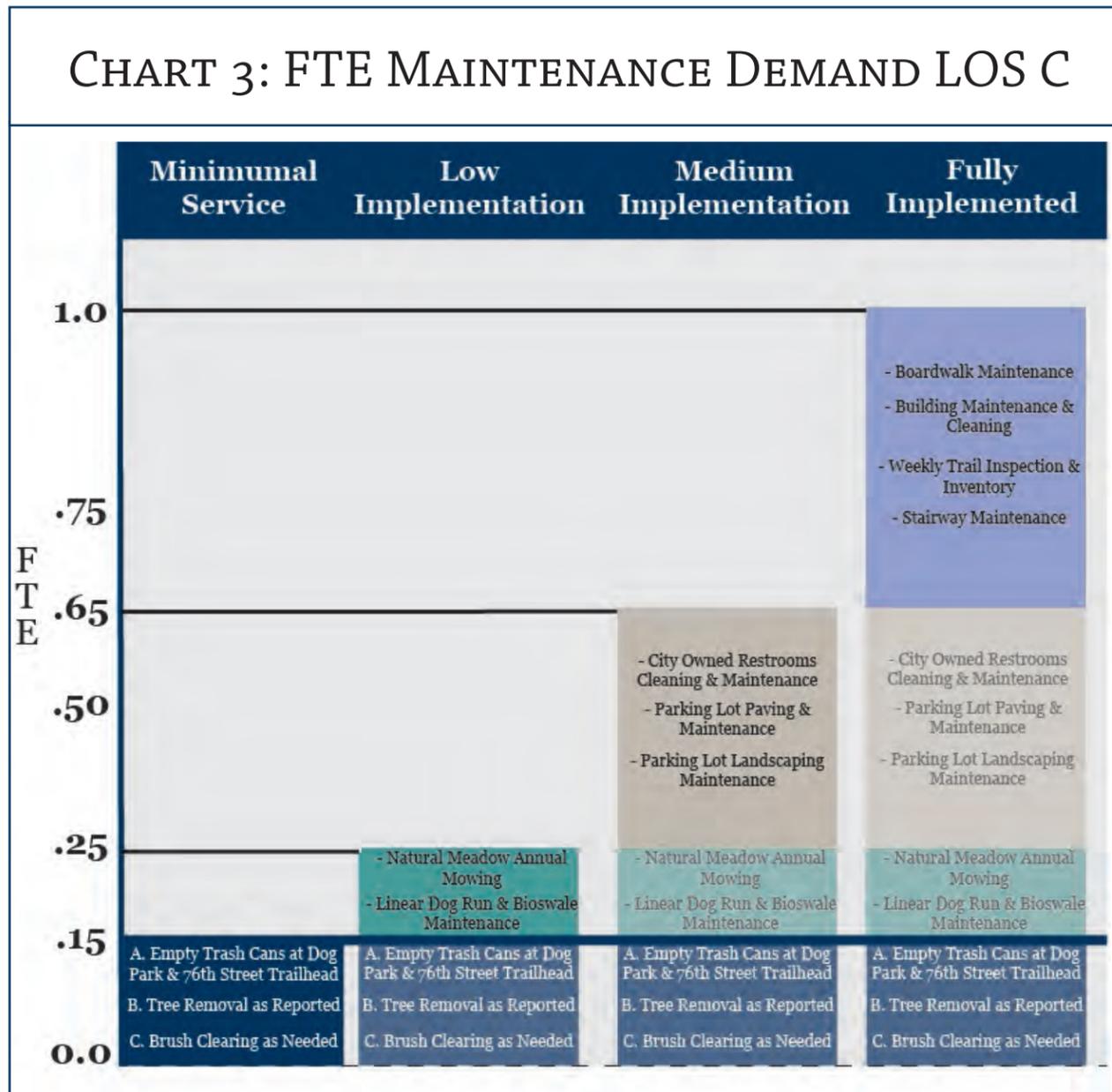
A critical element of ensuring a safe and financially sustainable park is to determine the level-of-service (LOS) for different areas within the park. An identified level-of-service is a controlling agent for time spent within project maintenance as well as provides a gauge for the required full-time equivalent employees to maintain an area at the agreed upon standards. After reviewing the City's current levels of service for park maintenance located in Appendix: XIV, the desired level for Japanese Gulch currently is Level-Of-Service C (LOS C).

LOS C provides day to day basic maintenance, while performing higher levels of maintenance on an as needed basis and will ensure that there is adequate staff time to identify and perform preventable maintenance. While LOS C is the desired level-of-service, as further development occurs, this level-of-service should be revisited when design features are added to the Dog Park and 76th Street Trailhead. Certain improvements may trigger a greater need for a higher LOS which will also have an increased demand on staff time. LOS C is a sustainable level of service provided that the stewardship program is successful. If the stewardship program and volunteerism declines, then the level of service in Japanese Gulch Park may be required to be reduced below LOS C to ensure that the other parks and city facilities are maintained.

To the right is an illustration of project groups based on a low to medium to full implementation of the master plan at LOS C. This graphic illustrates that as projects are completed an increased level of staffing is required to maintain the improvements. It is important to note that certain projects not labeled within Chart X are because those projects would be 100% volunteer supported. If a project such as a Dirt Jump Bike Course is no longer maintained by volunteers, the Dirt Jump Bike Course will either require additional FTEs or cease to exist.

### PUBLIC WORKS NEXT STEPS:

1. Maintain the partnership in transition and formation of the stewardship group.
2. Continue communication within City Staff regarding development of Japanese Gulch related to the desired Level of Service C and the availability of existing staff time to prevent a service deficiency.



Boardwalks may be completed by volunteers, but annual maintenance may still fall to the Public Works Department.



Currently the Public Works Crews remove fallen trees on an as needed basis. This work should only be completed by Public Works due to the equipment required



Trash cans are important to keep the trails clean, but adding trash cans at certain locations require additional staff time to empty them on a consistent basis.

# X. TRAIL DESIGN & MAINTENANCE

## Trailheads

The overall trail layout encompasses the vast majority of the Japanese Gulch Property. With the exception of the 'Western Portion of Preservation' located within the Lower Japanese Gulch, this layout controls the extent of the park usage. This section focuses on providing design considerations for trailhead design, trail design, and other considerations.

### TRAILHEADS

Access to Japanese Gulch is an advantage to the park users. Many neighborhoods back to the trails and have established accesses that provide residents with quick easy entry points into the Gulch. While there are many accesses, the Subcommittee identified the need to limit the exposure of the 'neighborhood entrances' whereas entrances such as the 76th Street Trailhead should be more formalized. This led to the creation of three different trailhead designations and where they should be located.

**PRIMARY TRAILHEADS** should be located at the Dog Park & 76th Street Trailhead. These locations provide the opportunity for parking and a higher level of development such as a gateway structure to provide the transition from the urban area into a conservation area. These entrances are the 'general public' entrances and should be publicized. Kiosks should be considered for displaying park maps and safety information.

**SECONDARY TRAILHEADS/NEIGHBORHOOD ENTRANCES** should be located at Ridge Street and 19th Street. These locations will serve those living in the nearby vicinity and should have a structure defining the start of the trail. These are not advertised or publicized locations to reduce any future parking congestions within the neighborhoods.

**TERTIARY TRAILHEADS** should be located at Mary Lou Morrow Park and Hill Court. These entrances are intended for the residents living the immediate vicinity, and are purposefully the least known access entrances. The purpose of formalizing these entrances is to protect the area. These locations should have a wayfinding bollard but no formal entrance structure.



Image above is a Primary Trailhead structure that is complete with a metal roof and reflects the heavy timber construction patterns of early Mukilteo.



Image above is a Secondary Trailhead completed by Eagle Scouts utilizing the pulled log style. Addition considerations for kiosks should be considered.



Image above is a larger three-sided kiosk that would be accustomed at the Primary Trailheads. Kiosk design is flexible and should be designed for the neighboring space and audience.

## Trail Design & Orientation

The Subcommittee identified that the trails should be ‘multi-use’ with use orientation identified. This was reflected in comments brought to Staff either during public meetings, or open commentary on the surveys including statements such as ‘the system currently works’. The concept behind identifying the orientation (pedestrian, bicycle, multi-use, mainline/maintenance) is to promote safe use between all users. In addition to the orientation, trail challenge should be labeled as well similar to a ski run with green, blue, and black symbology.

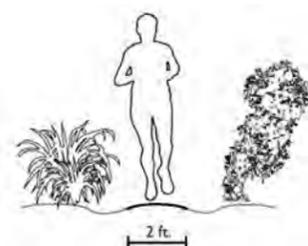
**PEDESTRIAN ORIENTED** trails included two different classes of pathways such as the Highly Accessible and the Limited Pathway.

- Highly Accessible Trails are most reasonably constructed to meet ADA principles. This identifies that not all trails sections may meet ADA standards due to site limitations, but these paths should be constructed as the most reasonable alternative to ADA standards. These trail sections include limited slope change, solid surfaces (hard packed gravel, boardwalk, or similar), width of at least 3-feet, and other principles to provide for a variety of users including wheelchair users, people with strollers, and similar. The Map to the right illustrates ADA Access points within the Japanese Gulch Park and the Highly Accessible Trails.
- Limited Pathway Trails may range in width from 2’-5’, composed primarily of organic materials except when gravel is necessary. These trails are not suitable for sustained bike use as preferred route, other bike routes should be identified as alternative pathways. The intent of these Limited Pathway Trails is to provide access to areas that otherwise would be inaccessible without these trails.

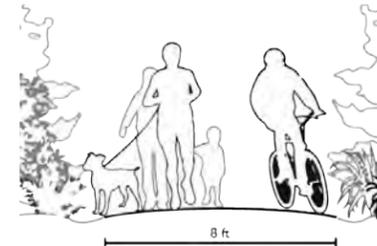
**BIKE ORIENTED** trails may include varied widths, minor signage for speed control, and some low-impact skill facilities such as skinnies, and gravel as needed for erosion control. Bike Oriented Trails may also require areas for walking users to step aside as bike users pass through. Additional education on sustainable riding techniques may be needed either through signage, public outreach or recreational programs.

**MULTI-USE** trails are a combination of user groups to ensure a safe interaction between bikers, hikers, runners, and dog walkers. These trails may require limited speeds and signage to promote safety, but also provides for high user group access. Additional information on signage can be found on page 27.

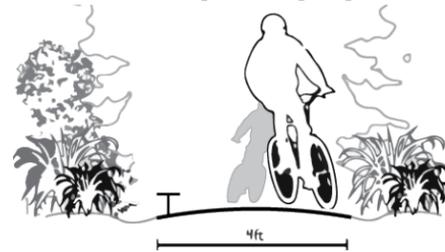
**MAINLINE/MAINTENANCE ORIENTED** trails may include a wide 6’-10’ pathway suitable for a utility vehicle such as a ‘gator’ to provide the access for Public Works and Volunteers to move materials, tools, and other necessities quickly and easily. Not only will this pathway be an ADA Oriented Trail, but this pathway also may be used in emergency situations including missing persons, medical emergency, or brush fire. While this trail may not be built to 10-foot widths throughout, this trail could provide one-way access for a fire access. This should include a minimum of a 12-foot clearance for brush truck (typically a one-ton pick-up truck with an in-bed apparatus) to attack a brush fire. The clearance area is an area free of tree limbs, but not necessary a 12-foot wide trail. This will accept that in times of dire emergency, some vegetation damage may occur in order to stop a much larger threat. This pathway may require gravel or a hard surface, though alternatives that are visually abrasive such as asphalt should be avoided.



Limited Pathways may range from a 2’-5’ and are not suitable as a preferred bike route due. This provides opportunity for additional access up the steep slopes.



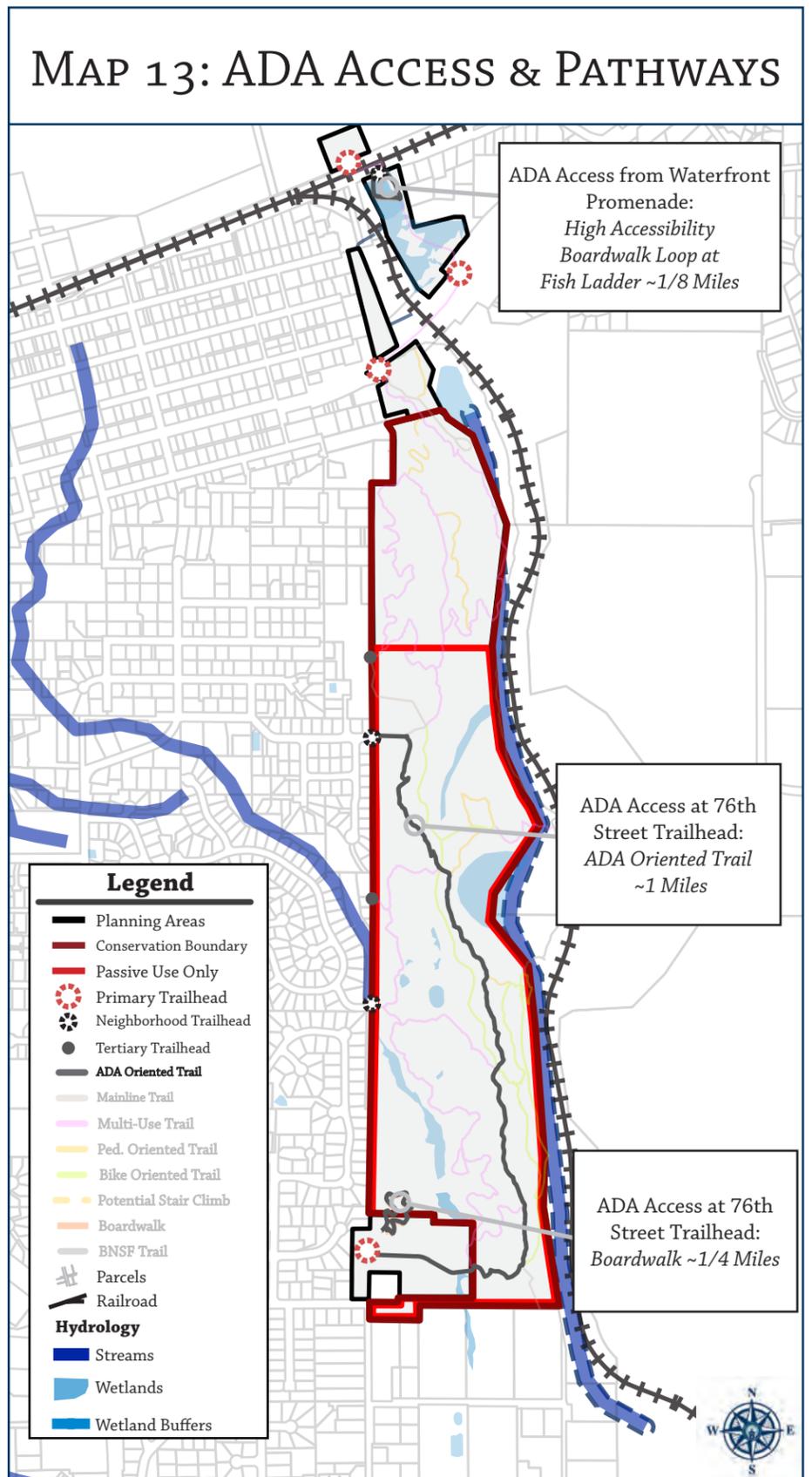
Multi-Use Trails is a combination of both pedestrian and biking with adequate width for passing and safe walking buffers



Bike Oriented trails may range in width but should be a minimum of 4ft clearance area. This image illustrates the inclusion of a skinny in the path.



Maintenance Oriented trail that provides an area of High Accessibility for Pedestrians.



## Trail Usage & Maintenance

### TRAIL USAGE & ETIQUETTE

The original intent of moving towards segregated trail usage was to promote safety between the multiple user groups. This intent was unfavorable from some of the public and the Subcommittee. While there are some respondents of the surveys that identified keeping bicyclists separately, ultimately the Subcommittee decided that the current system of mixed use provides a level of trail etiquette needed within the gulch. Maintaining this current system recognizes the historical mix of users, as well as provides the most amount of trails to all users. In order to ensure that trail etiquette is observed to maintain a safe area for all users, graphical education will be required to bolster and continue the current trail courtesy system including such phrases as ‘Call Your Pass’, and ‘Announce Yourself’. These phrases along with a diagram displaying the right-of-way, can provide a cohesive mix of users within the shared space.

### TRAIL CONFIGURATION & MAINTENANCE:

In addition to the recognition of the historical mix of users in Japanese Gulch, the Subcommittee also identified that the area should utilize the current trail configuration as much as possible. Some additional trail opportunities include the addition of ‘trail swoops’ to add a mixture of mountain biking skills within the current trails. This integration is to prevent ‘rogue development’ by establishing bike challenges, such as ‘skinnies’ that are integrated into the landscape. Any such improvement should maintain consistency with the focus of conservation and passive design.

The Subcommittee clarified and understands that some areas of original trails are no longer sustainable, or were routed through wetland areas. Therefore some additional rerouting may be required and some criteria for the decisions to reroute trails are shown below:

Good trail planning starts with research and a sustainable design to minimize future maintenance, suitable trails mean creating and maintaining trails that won't erode away by water and use, won't effect water quality, meet the needs of intended users, and provide a positive user experience.

### MUD & NATURAL DRAINAGE FLOW

Existing trails should be modified to ensure that drainage is occurring through proper dispersion and not through pooling or ‘mud pits’. The dispersion methods must review the natural drainage course of the site to ensure that no water is being diverted from existing wetlands and downstream impacts of the drainage path are not being impacted.

Trails should be constructed to avoid altering the natural drainage flow of an area such as wetlands or streams. If a trail must cross natural drainage flow, improvements should be made to cross the drainage path in the most sensitive manner by minimize the distance and/or the width of the crossing. At times, the current trails have become the new the path of least resistance and now acts as a drainage path. Trails such as the ‘trough trail’ should be examined by trail professionals for a sustainable design or if the trail should be relocated with a new trail cut.

### RETAINING WALLS & SHORING

Due to the natural constraints of the steep slopes, significant trail project implementation may be required in order to create a sustainable trail in some locations. The Mainline Trail appears to be in good condition in relationship to the stability and limited slope erosion, however some of the hillside trails or switchbacks are experiencing some significant trail erosion. Some trails may be repairable with retaining walls or trail shoring. These projects should be conducted under review of the City with appropriate geological engineering review. Some trail configurations however may require trail abandonment due to the natural constraints.

### ABANDONING TRAILS

Some trails may require abandoning the pathway due to specific considerations such as redundancy, and sensitive areas. To abandon a trail, the new pathway should be well researched and so it is easier to travel and more convenient. The abandoned trail should be fenced, replanted, and marked to provide public outreach and allow the environment to reconstruct the area.



Image above is a bridge built on the Aurora Trail in Bellingham. While this bridge is specific for streams, it is an great example of keep park users from disturbing the natural waterway.

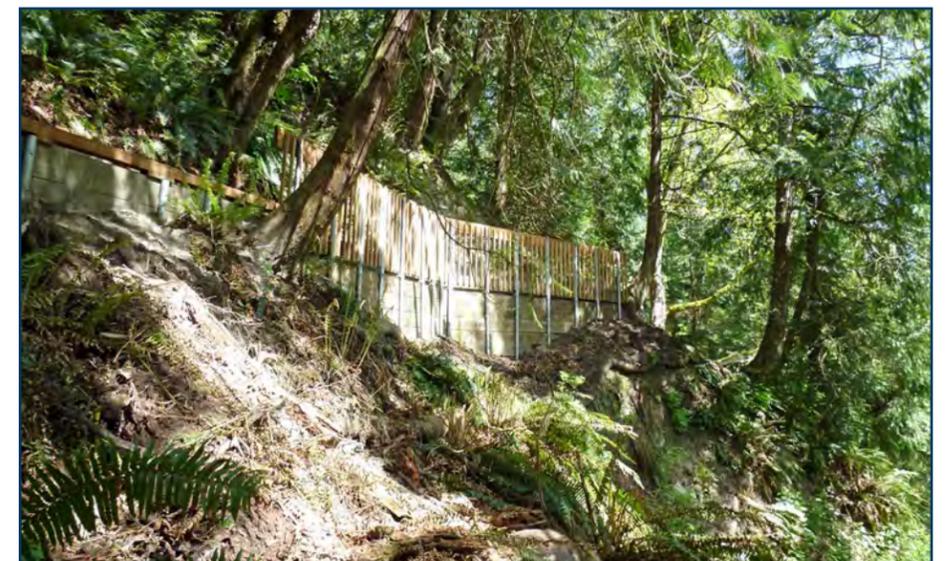
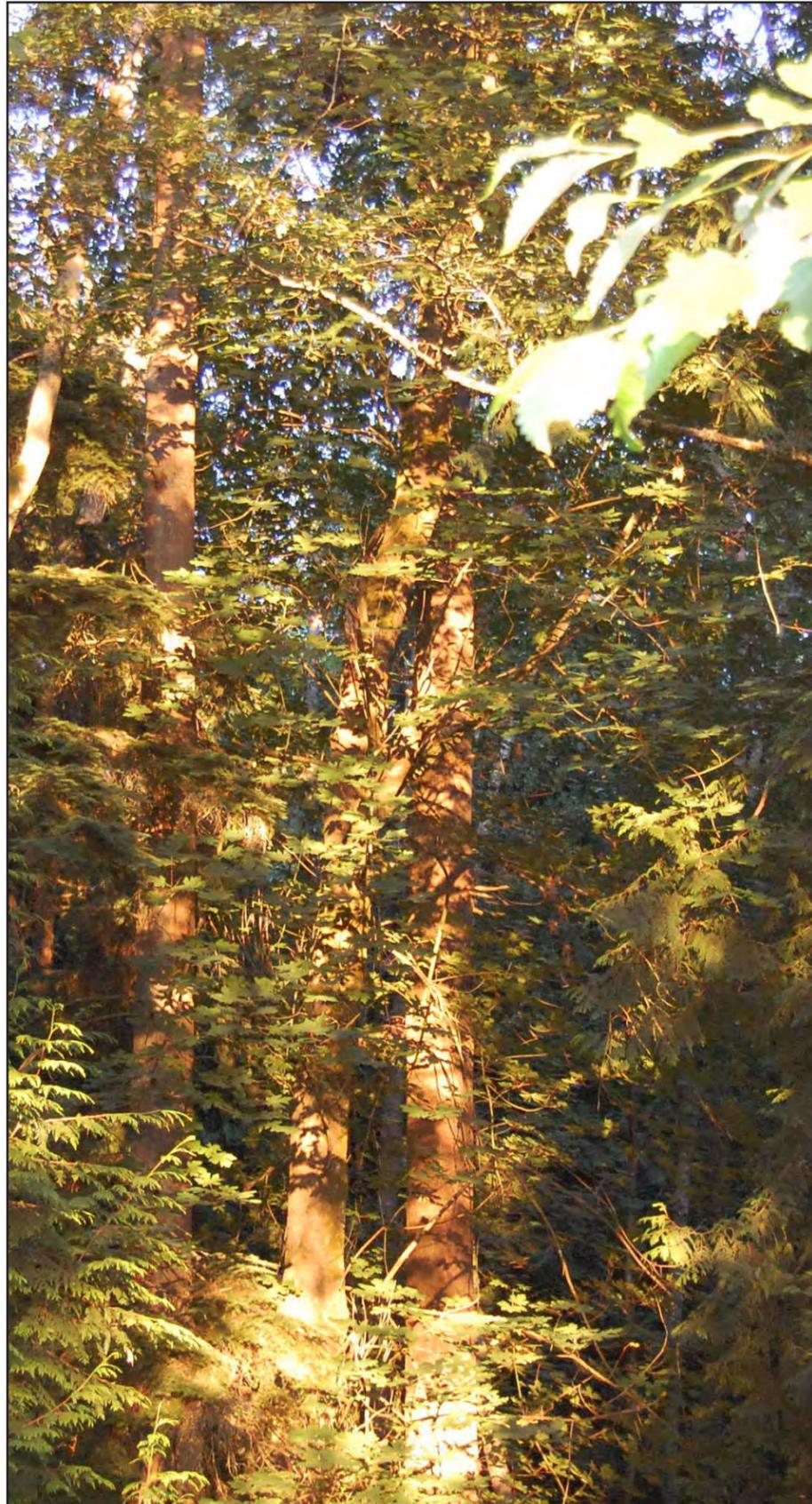


Image above is the largest retaining wall in Big Gulch. This project was completed through the use of RCO Grant funding. Trail design specifics are still available at City Hall and are a valuable reference to the design of the Japanese Gulch Park Trails.

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# PART THREE

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## Appendix

- XI. Public Outreach Workbook
- XII. Natural Inventory
- XIII. Subarea Budget
- XIV. Level of Service Standards