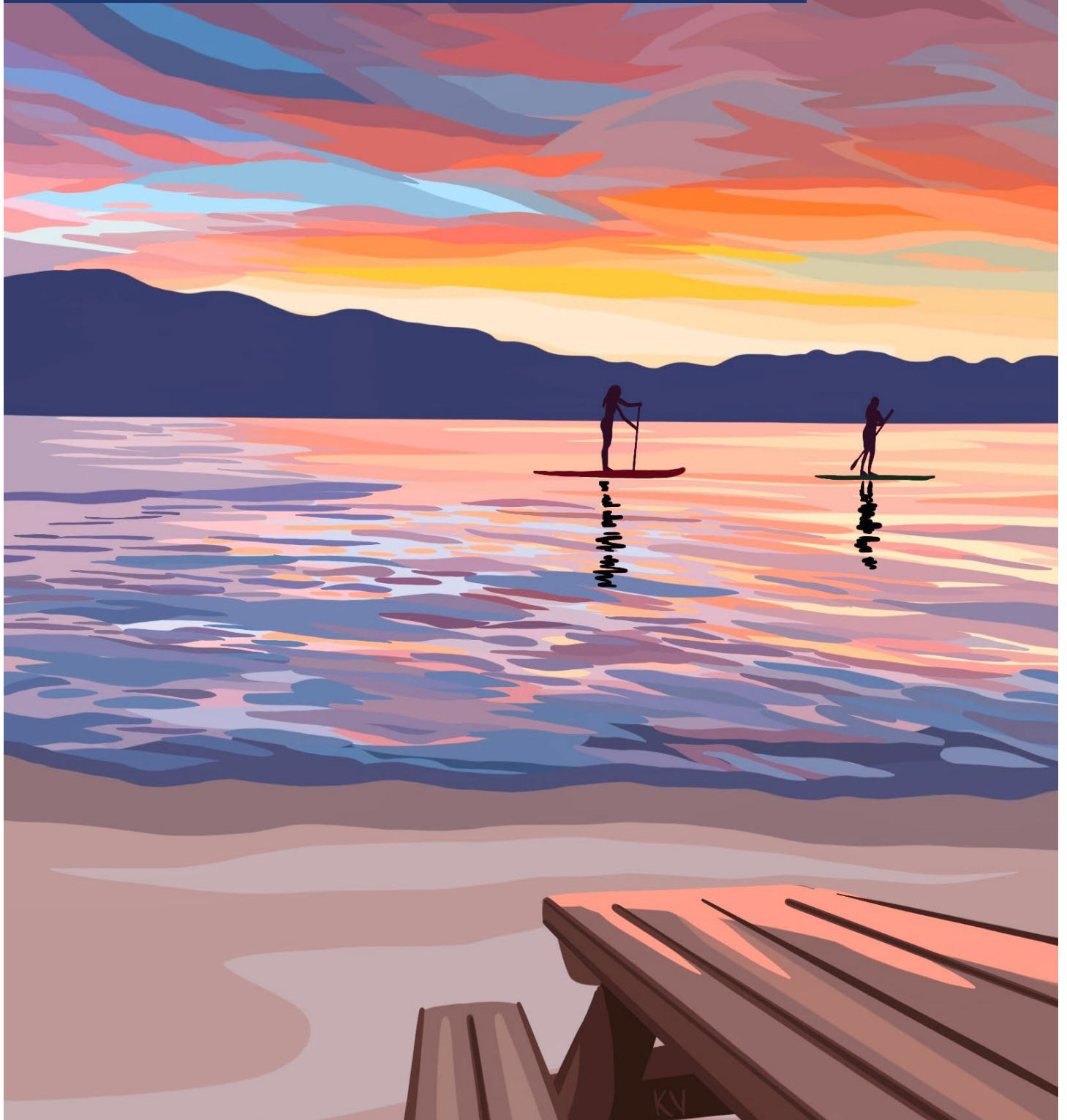


# Chapter 3. Planning Review



## 3.

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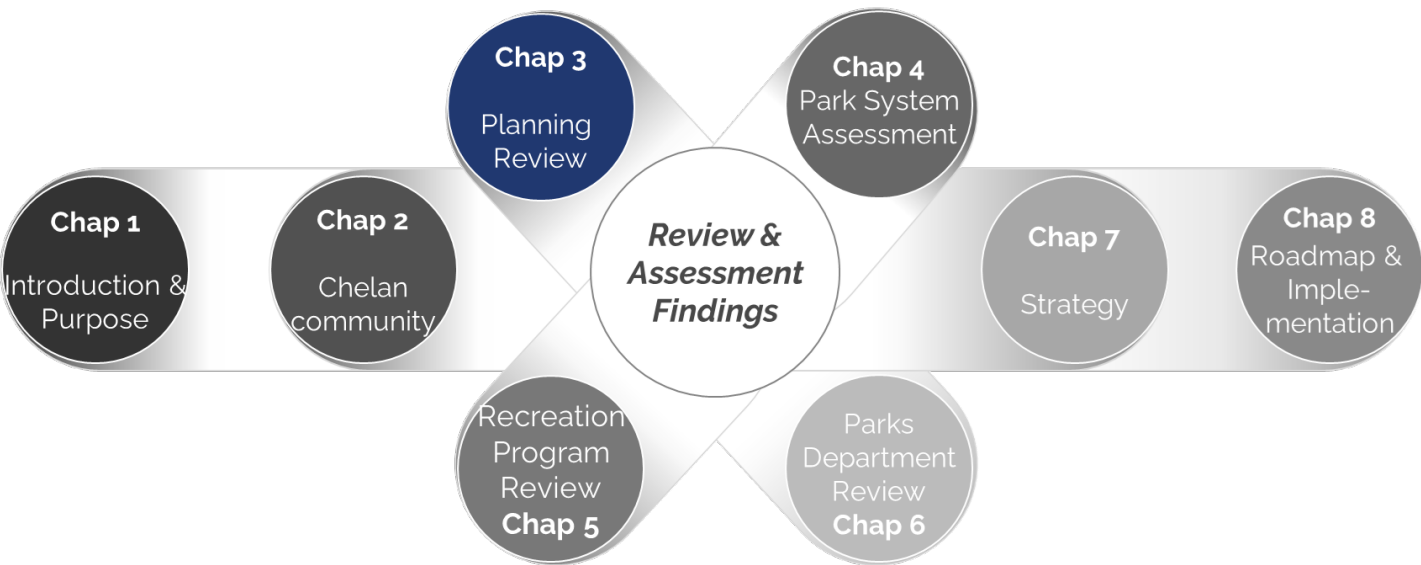
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Introduction

In this Chapter we will review the various plans that provide context to this 2024 PROS Plan. These plans are of two natures: some provide context, others are adopted and hence more binding. For that reason, after we go through a cursory review of the context setting group of Plans (Section 3.2), we will spend particular focus on the 2016 Parks, Recreation, and Open Space Plan (Section 3.3), and the 2017 City of Chelan Comprehensive Plan. The review of the 2016 PROS Plan is in the spirit of a retrospective: of the priorities and strategies adopted then, which ones were implemented and to what effect? The review of the 2017 Comprehensive Plans lends itself more to the discussion of alignment or tension between various planning elements. But first, the discipline of Parks planning is strongly anchored in the framework laid out by the Growth Management Act, which will start us off in this chapter.

3.1 Growth Management Act

3.1.1. Overview

Of the 15 GMA priorities listed below, eight are in the scope of Chelan’s Parks and Recreation Department and grouped in the right column below. Because 65% of Chelan’s retail sales are generated by visitors, ensuring Chelan has attractive parks fosters Chelan’s economic development goal.

The GMA aims to create a coordinated and sustainable approach to growth management, balancing the needs for development, environmental protection, and quality of life for Washington’s residents. It provides a comprehensive framework designed to guide and coordinate land use planning and development across the state.

**Figure 0-1 GMA Overview** <sup>1</sup>

The Growth Management Act (GMA) is a series of state statutes, first adopted in 1990, that require fast-growing cities and counties to develop a comprehensive plan to manage their population growth. establishes a series of 13 goals that should act as the basis of all comprehensive plans. The GMA specifically notes in the statute that the goals "are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations." The legislature added the goals and policies of the Shoreline Management in 1995. The list of goals is now 15 with climate change and resiliency & shoreline management added.

- **Urban growth.** Encourage development in urban areas.
- **Reduce Sprawl.** Reduce the inappropriate conversion of undeveloped land.
- **Transportation.** Encourage efficient multimodal transportation systems.
- **Housing.** Plan for and accommodate housing affordable to all economic segments.
- **Property rights.** Private property shall not be taken for public use without just compensation having been made.
- **Permits.** Applications should be processed in a timely and fair manner.
- **Natural resource industries.** Maintain and enhance natural resource-based industries.
- **Shoreline management**
- **Open space and recreation.** Retain open space, enhance recreational opportunities.
- **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **Citizen participation and coordination.** Encourage the involvement of citizens.
- **Public facilities and services.** Ensure that those public facilities and services necessary to support development shall be adequate.
- **Historic preservation.** Identify and encourage preservation.
- **Climate change and resiliency.** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies adapt to and mitigate the effects of a changing climate.
- **Economic development.** Encourage economic development throughout the state.

**Comprehensive Plans:** Counties and cities required to plan under the GMA must develop comprehensive plans. These plans are long-term, covering at least a 20-year horizon, and must include the following elements:

- Land Use
- Housing
- Capital Facilities Plan
- Utilities
- Rural Development (counties only)
- Transportation
- Climate Change and Resiliency (2023 addition)
- Ports (depending on annual maritime port revenues)
- *Optional (WAC 365-196-400)*
- Parks and Recreation
- Economic Development
- Conservation
- Solar Energy
- Recreation
- Subarea Plans (neighborhoods, rural villages, urban growth areas, tribal areas, etc.)
- Shoreline Management (for jurisdictions with shorelines)

**Development Regulations:** Local governments must adopt development regulations that implement the policies & goals of their comp plans. These regulations include zoning codes, subdivision ordinances, & critical area ordinances.

**Urban Growth Areas (UGAs):** Counties must designate UGAs within which urban growth is encouraged and outside of which growth can occur only if it is not urban in nature. This helps focus development in areas where services and infrastructure are more readily available.

**Critical Areas:** The GMA requires the protection of critical areas such as wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas. Local governments must adopt regulations to protect these areas.

**Public Participation:** The GMA emphasizes the importance of public participation in the planning process. Local governments must ensure opportunities for public input and provide notice of planning activities.

**Concurrency:** The GMA includes a concurrency requirement, which means that adequate public facilities and services must be in place or planned for before development can proceed. This typically applies to transportation, ensuring that infrastructure keeps pace with growth.

**State Assistance and Oversight:** The Washington State Department of Commerce provides technical assistance, grants, and oversight to ensure local governments comply with GMA requirements. The Growth Management Hearings Board resolves disputes related to GMA compliance.

**Periodic Updates:** Local governments must periodically update their comp. plans & development regulations to reflect new information, changes in law, & shifts in community needs and priorities. These updates typically occur every 8 years.

<sup>1</sup> Growth Management Act entry from MRSC Empowering Local Government, retrieved from <https://mrsc.org/explore-topics/planning/gma/growth-management-act>

### 3.1.1. Specific Elements

RCW 36.70A.070 further describes the mandatory elements of comprehensive plans.

#### **Parks and Recreation** quoting section 8:

(8) A park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include:

- (a) Estimates of park and recreation demand for at least a ten-year period;
- (b) an evaluation of facilities and service needs;
- (c) an evaluation of tree canopy coverage within the urban growth area; and
- (d) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

The City of Chelan will update its 2017 Comprehensive Plan next year in 2025. This 2024 PROS Plan covers much of the content required for the Parks and Recreation element of the Comp. Plan.

#### **Capital facilities plans** quoting section 3:

(3) A capital facilities plan element consisting of:

- (a) An inventory of existing capital facilities owned by public entities, including green infrastructure, showing the locations and capacities of the capital facilities;
- (b) a forecast of the future needs for such capital facilities;
- (c) the proposed locations and capacities of expanded or new capital facilities;
- (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and
- (e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element.

### **Shorelines and shorelands**

Lake Chelan is covered by the definition from RCW 90.58.030 for Shorelines of statewide significance

(d) **"Shorelands" or "shoreland areas"** means those lands extending landward for two hundred feet in all directions as measured on a horizontal plane from the ordinary high water mark; floodways and contiguous floodplain areas landward two hundred feet from such floodways; and all wetlands and river deltas associated with the streams, lakes, and tidal waters which are subject to the provisions of this chapter; the same to be designated as to location by the department of ecology.

(f) **"Shorelines of statewide significance"** means the following shorelines of the state: (...) (iv) Those lakes, whether natural, artificial, or a combination thereof, with a surface acreage of one thousand acres or more measured at the ordinary high water mark; (...) (vi) Those shorelands associated with (f)(i), (ii), (iv), and (v) of this subsection (2);

(g) **"Shorelines of the state"** are the total of all "shorelines" and "shorelines of statewide significance" within the state;



## 3.2 Context – Applicable Plans Review

### 3.1.1. Applicable Plans

These documents are reviewed for relevant goals and objectives that will inform the needs assessment in Chapters 4 and 5 for Parks System and Recreation Programming respectively. Appendix B includes a compilation of all goals and policies from these plans that are relevant to Parks and Recreation.

In this section, key excerpts relevant to Chelan's Parks and Recreation are identified and quoted verbatim.

**Figure 0-2 List of Plans Reviewed**

|   |                           |      |
|---|---------------------------|------|
| Multimodal Pathways Plan                            | Chelan County             | 2021 |
| Shoreline Master Program                            | Chelan County             | 2021 |
| Lake Chelan Community Open Space Vision             | The Trust for Public Land | 2018 |
| Comprehensive Plan<br>Includes Downtown Master Plan | City of Chelan            | 2017 |
| Comprehensive Plan                                  | Chelan County             | 2017 |
| Parks, Recreation, and Open Space Plan              | City of Chelan            | 2016 |
| Shoreline Master Program                            | City of Chelan            | 2016 |
| Downtown Master Plan                                | City of Chelan            | 2010 |

### 3.1.2. Chelan County Multimodal Pathways Plan (Chelan County, 2021)

The Chelan County Multimodal Pathways Plan will guide investments for inter-urban trail types and related facilities to better connect communities and destinations through active transportation – supporting economic development, health, and overall quality of life.

Survey mapping results indicated there is significant latent demand for specific pathway corridors and segments. Based on the community mapped priority areas, a narrowed focus area was established from which seven priority corridor connections emerged:

1. Leavenworth to Lake Wenatchee -West
2. Leavenworth to Lake Wenatchee -East
3. Icicle & Leavenworth Roads
4. Leavenworth to Wenatchee
5. South of Wenatchee
6. **Wenatchee to Lake Chelan**
7. **Shore of Lake Chelan**

**Map 3-1 Chelan County 7 Focus Corridors Identified**



This corridor provides opportunities for new, safe access to multiple destinations along the shore of Lake Chelan. The public survey showed a moderate level of demand for connections around the lake between Twenty-Five Mile Creek State Park and Manson. The existing conditions of narrow roads with moderate traffic also make improvements in this corridor very important. This is another popular tourist destination in the county as well, providing plenty of opportunities along this corridor for economic development and recreation.

Segments

- 7.A SR 97A & South Lakeshore Road to City of Chelan
- 7.B City of Chelan to Manson
- 7.C S Lakeshore Rd US 97A to Lake Chelan State Park
- 7.D Lake Chelan State Park to Twenty-Five Mile Creek State Park

Map 3-2 Corridor 7 | Shore of Lake Chelan

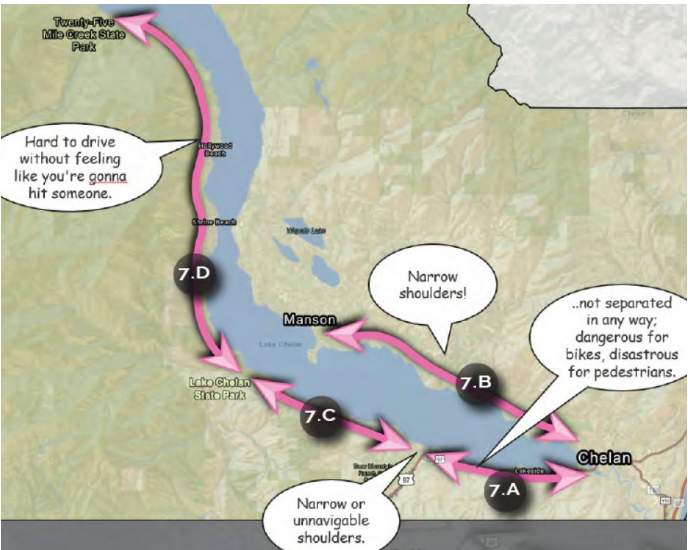


Figure 0-3 Assessment of Improvement to the Shore of Lake Chelan Corridor

| GOALS                             | OBJECTIVES   |   |
|-----------------------------------|--|---|
| Connectivity for All              | 1.1 Connectivity   | 1.2 Equity  |
|                                   | Significantly Meets Objective  | Highly Meets Objective  |
|                                   | This route connects Chelan with popular recreation and tourist destinations, with potential for further connectivity all the way around the lake.  | The social vulnerability through most of this corridor is in the high range. Expanding access to pathways would create new transportation and recreational opportunities for vulnerable populations.  |
| Recognizing Opportunities         | 2.1 Economic Development   | 2.2 Opportunities & Partnerships  |
|                                   | Highly Meets Objective   | Highly Meets Objective  |
|                                   | This corridor has major potential to be a big economic draw, attracting tourists and local outdoor recreation enthusiasts.   | There are plentiful opportunities for partnerships and development through this corridor including connections to the City of Chelan's trail system, Washington State Parks, WSDOT, and local recreation-based businesses.  |
| Improving Health & Safety for All | 3.1 Safety   | 3.2 Health  |
|                                   | Highly Meets Objective   | Highly Meets Objective  |
|                                   | Improvements to this corridor could provide substantial additional safety for non-motorized users. Current conditions require non-motorized users to use the busy roadways at times. There are a number of road sections without shoulders and with steep terrain or shoreline on either side. | The rate of physical inactivity is in the high range through most of this corridor, indicating that almost one in four people are not getting a healthy amount of physical activity. New pathways could have a significant impact to public health by providing additional places to walk, jog, or bicycle. |

### 3.1.3. Lake Chelan Community Open Space Vision (The Trust for Public Land, 2018)

#### Introduction



The Lake Chelan Community Open Space Vision was prepared by the Trust for Public Land in partnership with the City of Chelan, Chelan-Douglas Land Trust, and Lake Chelan Trails Alliance. The Community Open Space vision is primarily focused on identifying opportunities for voluntary conservation of private land. These strategies may include voluntary purchase of private land that could be converted to a public park; voluntary creation of conservation easements on private land that protect working lands or sensitive areas without providing public access; voluntary creation of conservation easements on private land that allow some public access; or voluntary creation of trail easements through private land. Through the community engagement process, a vision and mission for this plan were established.

Figure 0-4 Open Space Benefits



Figure 0-5 Lake Chelan Conservation Survey Respondents Top Priorities





**Figure o-6 Lake Chelan Community Open Space Vision Implementation Ideas**

| <b>TABLE 8. LAKE CHELAN COMMUNITY OPEN SPACE VISION: IMPLEMENTATION IDEAS</b>   |   |
|---|---|
| <b>A. PROTECT HIGHEST-PRIORITY LOCAL LANDS AND RESOURCES</b>  |   |
| <b>A.1 MAP HIGHEST-PRIORITY AREAS FOR CONSERVATION BASED ON BEST SCIENTIFIC DATA AND COMMUNITY INPUT</b>  |   |
|   | <ul style="list-style-type: none"> <li>Develop a web-based story map to communicate the results of the Community Open Space Vision process</li> </ul>   |
| <b>A.2 WORK WITH WILLING LANDOWNERS TO VOLUNTARILY PROTECT KEY PRIORITY AREAS AND CREATE LAKE AND TRAIL ACCESS</b>  |   |
|   | <ul style="list-style-type: none"> <li>Identify "low-hanging fruit" to build momentum.</li> <li>Create materials that highlight the overlap between conservation benefits and landowner benefits; and the benefits of lake access to the community</li> </ul>   |
| <b>A.3 BUILD ON CITY OF CHELAN'S PROS (PARKS, RECREATION, AND OPEN SPACE) PLAN AND THE OPEN SPACE VISION TO PRIORITIZE PARK IMPROVEMENTS AND PARK EXPANSION</b>           |   |
|   | <ul style="list-style-type: none"> <li>Improve pedestrian and bike access in local parks and between Chelan and Manson</li> <li>Improve facilities in existing parks-including possible year-round recreation center or <b>amphitheater</b></li> </ul>  |
| <b>A.4 USE THE OPEN SPACE VISION TO INFORM DEVELOPMENT OF NEW TRAILS TO IMPROVE ACCESS TO THE FOOTHILLS</b>   |   |
|   | <ul style="list-style-type: none"> <li>Work with local health providers to develop a prescription trails program</li> </ul>   |
| <b>A.5 EXPLORE NONACQUISITION STRATEGIES TO ACHIEVE COMMUNITY GOALS</b>   |   |
|   | <ul style="list-style-type: none"> <li>Use the Open Space Vision as a starting point to work with landowners and land managers on best management practices</li> <li>Promote Low Impact Development (LID) in areas where development is appropriate</li> <li>Work to expand green infrastructure</li> </ul>   |
| <b>A.6 DEVELOP EDUCATION PROGRAMS TO PROMOTE STEWARDSHIP OF LOCAL NATURAL RESOURCES AND OPEN SPACE</b>  |   |
|   | <ul style="list-style-type: none"> <li>Develop signage about good stewardship in outdoor areas that people are already visiting</li> <li>Develop an outreach program and encourage an open space guardian program for local schools</li> <li>Assemble materials and train volunteers to do outreach at local schools with a focus on youth engagement</li> <li>Host programs and presentations at local church groups and schools to engage diverse audiences</li> <li>Focus on how implementing the plan can improve community health Host a "Water Quality Education Night" for how each household and landowner can keep the lake clean</li> <li>Provide educational materials at boat launch areas, boat stores, and boating events to promote milfoil control</li> </ul> |
| <b>A.8 SUPPORT WATER QUALITY MONITORING FOR THE LAKE</b>  |   |
|   | <ul style="list-style-type: none"> <li>Ensure regular water quality monitoring</li> <li>Make water quality data easily accessible to the public</li> <li>Use water quality data to inform local policies that affect potential contaminants Encourage developers to monitor water quality impacts</li> <li>Work with USDA/NRCS to get funding for monitoring of agricultural drainage and runoff Increase monitoring of milfoil and other aquatic invasive species</li> </ul>   |
| <b>A.9 PROMOTE STRATEGIES TO REDUCE LAKE POLLUTION</b>  |   |
|   | <ul style="list-style-type: none"> <li>Require use of oil/water separators and bilge socks</li> <li>Give away sewage dye tablets at boat launches and pump stations Encourage testing of old septic systems</li> </ul>  |
| <b>B. CREATE STRUCTURE AND EXPECTATIONS FOR ONGOING IMPLEMENTATION OF OPEN SPACE VISION</b>   |   |
| <b>B.1 CREATE A CORE TEAM TO LEAD AND TRACK IMPLEMENTATION OF THE OPEN SPACE VISION</b>   |   |
|   | <ul style="list-style-type: none"> <li>Hold quarterly meetings to strategize and track implementation.</li> <li>Continue to engage local non-profits and agencies in developing strategies to protect highest priority areas Involve ag students at local colleges to get involved in the project planning and implementation</li> </ul>  |
| <b>B.2 UPDATE OPEN SPACE VISION DATA ANNUALLY FOR TWO YEARS AFTER PROJECT COMPLETION</b>  |   |
|   | <ul style="list-style-type: none"> <li>Ensure that information about data sources is thorough and easily available to facilitate updates</li> </ul>   |
| <b>C. IDENTIFY &amp; PURSUE TRADITIONAL &amp; NON-TRADITIONAL FUNDING SOURCES OR ACTIONS TO IMPLEMENT THE OPEN SPACE VISION</b>   |   |
| <b>c.1 WORK WITH LOCAL, STATE, AND FEDERAL AGENCIES TO PURSUE GRANT FUNDING FOR PRIORITY ACQUISITIONS (AND STEWARDSHIP) AND TO INVESTIGATE LOCAL FINANCING STRATEGIES</b> |   |
| <b>c.2 IDENTIFY POTENTIAL INCENTIVES TO ASSIST LANDOWNERS WITH VOLUNTARY CONSERVATION</b>   |   |
| <b>c.3 CREATE A SUB-COMMITTEE THAT WILL BE DEDICATED TO FINDING FUNDING OPPORTUNITIES AND WRITING GRANTS</b>  |   |

## Funding for Open Space Protection - City of Chelan Options

**Property Tax.** The City of Chelan could ask voters to increase the regular property tax via a levy lid lift, which requires majority approval of voters in the city at a general or special election. For example, a 0.1 percent increase in the property tax levy in the City of Chelan would generate approximately \$85,400 annually at a cost of \$38 per year to the average homeowner in the city.

**General Bonds.** The City of Chelan could issue general obligation bonds for parks, trails, and open space and levy property taxes to pay the debt service on the bonds. With a relatively small tax base, the city could only issue about \$1 million in bonds payable over 20 years at an average annual cost to the typical homeowner of \$33. For general obligation bonds for the protection of open space, 60 percent of the electorate must approve issuance of the bonds (which must be validated by a voter turnout of at least 40 percent of those who voted in the last general election). Also, bond proceeds are limited to capital projects and may not be used for operations and maintenance purposes. Similarly, Chelan County could issue general obligation bonds and levy property taxes to pay the debt service on the bonds. A \$15 million general obligation bond, payable over 20 years, would cost the average homeowner approximately \$32 annually.

**Special District.** The jurisdictions in the study area could seek to create a special district such as a Metropolitan Park District. For example, a district that follows the combined Manson and Lake Chelan School Districts could impose a \$0.10 per \$1,000 levy that would generate approximately \$256,000 annually at a cost of \$34 for the average homeowner in the area. The new district may be proposed by resolution or citizen petition and requires majority approval of voters in the district at a general or special election.

## Conclusion

With population growth and increasing tourism come pressure on local resources—and potential threats to the unique places that make the area so desirable in the first place.

Residents and visitors told us loud and clear that protecting the lake and expanding shoreline access are top priorities. [We also heard that the communal gathering spaces provided by existing local parks are central to local quality of life.](#) Because there is already so much pressure on existing parks, Chelan and Manson need to find creative ways to expand parks and other opportunities for open space access.

This plan serves as a road map for balancing growth and open space protection. By trying to steer new development away from the highest-priority areas, communities will have the opportunity to foster economic development, while protecting the special places that reflect Lake Chelan's history and are critical to its future.

### 3.1.4. Comprehensive Plan (Chelan County, 2017)

#### Parks and Recreation Element – Public Engagement (p12)

Key parks issues derived from community participation include (in no particular order):

- [More year-round parks and recreation facilities are needed.](#)
- There is one county park, and land prices are increasing, making it difficult to acquire additional land.
- Frustration regarding lack of priority given to residents for Enchantment Permit Area lotteries.
- Many entities provide parks and recreation opportunities, but there is no overall guidance on what is needed.

- There is a definite lack of collaboration between agencies within to the County.
- Lower density residential development has less demand per acre than higher density residential areas.
- Lower density areas do not always have an opportunity for organized sports.
- Critical areas (RCW 36.70A.170) are not identified for parks planning.
- Patrolling for illegal activities on state owned lands is difficult because there is a lack of funding for additional law enforcement.
- The County needs more inter-connectivity for trails in the area, especially near urban areas.
- More education is needed to reduce user conflicts in recreation areas.
- Funding is not currently available for maintenance or acquisition of County owned park land
- There is a lack of publicly accessible trails near Chelan.
- The region is growing quickly, reducing or limiting access and connectivity to traditional routes and connections.
- There is not enough communication among agencies and stakeholders.
- There is no public multi-sport complex/recreation center with indoor pool in the County.
- Not enough developed public access to the County's lake and river shorelines.
- More opportunities needed to walk dogs off leash near urban areas.
- Lower density development threatens open space and the ability to provide access to recreational areas.

### Assessment (p27)

There are many opportunities for recreation within the county, but there are no measurements for the quality or location of those parks and recreation opportunities. Based on public participation for this plan and other planning events throughout the region, there are indications that the County should focus its parks and recreation on creating connectivity to existing opportunities, developing partnerships, and coordinating the process at the regional scale for the many planning activities that are cross jurisdictional. Access and connections to the many federally owned lands are a vital aspect of the overall park and recreation system.

### Implementation (p36)

The number one dissatisfaction discussed at the community workshops held in Chelan and Cashmere in December 2016 was the lack of coordination between agencies. The public sees a major gap in the type of collaboration that will need to occur to allow for the type of trail connectivity that is a high priority for recreation development in Chelan County.

Leadership is a vital aspect of cohesively implementing a parks and recreation plan. Chelan County is the best entity to fill this leadership role. The parks and recreation plan identifies three key areas for leadership including:

- coordinating the process at the regional scale,
- creating connectivity with existing opportunities,
- developing partnerships.

Among many potential projects identified, of possible relevance to the City of Chelan:

**Dog Park Feasibility Study-** Participants noted the lack of off-leash dog parks outside of Wenatchee. Having an area to legally walk dogs off-leash in the Foothills was also mentioned as a need in the community. Malaga Community



**Disc Golf Course-** Participants discussed the potential for a disc golf course in the County. Proponents of disc golf courses tout the relative lack of expense in developing and maintaining a course. These courses can often utilize an area of land that is unsuitable for other sports development.

### Capital Improvement Plan (p40)

The estimated costs are rated rather than assigned a dollar amount, as cost estimates can change over time. The cost rating is as follows: Low = Under \$50,000; Medium = \$50,000-\$500,000; and High = Over \$500,000. Long-term maintenance must also be considered when assessing the financial impact of the following recreation concepts. The estimated costs are outlined with the year, if known, for financing as required. Year 1 is 2018, and Year 6 is 2023, covering the 6-year span of this plan. The following projects are illustrative of projects expressed by the community as important to parks and recreation improvements in Chelan County.

| Tier 1 Projects from Chelan County Comprehensive Plan Parks & Recreation Element |                      |                     |               |      |                        |
|--|----------------------|---------------------|---------------|------|------------------------|
| Project Name   | Project Category     | Facility Type       | Cost Category | Year | Potential Funding      |
| No. 2 Canyon Road Improvement and Trail System                                   | Trail/Path           | TB, TP, ORV         | Medium        | 1-3  | RCO, EMBA, USFS, Local |
| Wenatchee Valley Scenic Bikeway  | Trail/Path           | TB                  | High          | 3-6  | County, WSDOT, Local   |
| Chelan Lakeside Trail  | Trail/Path           | TP, EQ, WF          | Medium        | 1-2  | RCO, USFS, Local       |
| Leavenworth-Plain Bike Path  | Trail/Path           | TB                  | Medium        | 2-3  | WSDOT, Local           |
| Indoor Pool/Rec Center Leavenworth   | Infrastructure       | SI, BB              | High          | 3-4  | County, City           |
| Boat/Tube Launch Facilities Leavenworth  | Infrastructure       | WF, B               | Medium        | 1-2  | County, City, RCO      |
| Whitewater Park Feasibility Study  | Planning/Feasibility | B, WF               | Medium        | 1-2  | RCO, Local             |
| Regional Trails Organization   | Planning/Feasibility | TP, TB, EQ, ORV, OS | Medium        | 1-6  | Local, RCO             |
| Wenatchee-Leavenworth Non-Motorized Path   | Planning/Feasibility | TB, TP              | Medium        | 1-2  | County, City, Local    |



## Funding Strategy (p42-43)

|  |  |
|--|--|
| <b>Capital Improvement Fund</b>                        | Money allocated from the County's General Fund to finance major capital projects.  |
| <b>Certificates of Participation</b>                   | A lease-purchase approach in which the County sells Certificates of Participation (COPs) to a lending institution. The County then pays the loan off from revenue produced by the facility or from its general operating budget. The lending institution holds title to the property until the COPs are repaid. This procedure does not require a vote of the public.  |
| <b>Conservation Futures Levy</b>                       | The County can levy, by resolution, up to \$.0625 per \$1,000 assessed valuation for the acquisition of open space land, farm and agricultural land, and timber land (RCW 84.34). This money may only be used for acquiring rights and interests (easements) in real property.   |
| <b>Fee in Lieu of Parks and Open Space</b>             | A voluntary option for developers (RCW 82.02.020)  |
| <b>General Fund</b>                                    | General funds allocated to the Park and Recreation Budget.   |
| <b>General Obligation Bond</b>                         | <p>Property tax for the sale of construction bonds.</p> <ul style="list-style-type: none"> <li>Unlimited - The tax assessment can be levied up to 30 years with a bound council hired. Requires a 60% majority approval of 40% of the voters who voted at the last election.</li> <li>Limited Tax (Councilmanic) Bonds - Bonds that can be issued by the County Commissioners. Does not require a vote of the people but must be paid out of the annual operating budget.</li> </ul>   |
| <b>Park Impact Fees</b>                                | Development fees imposed on new development based on a set share of the impact.  |
| <b>Park and Recreation Districts and Service Areas</b> | With citizen interest, the County could explore the possibility of creating more Parks and Recreation Districts/Service Areas for park needs. Districts are independently managed and could meet some of the need for urban facilities.  |
| <b>Park Revenue</b>                                    | Revenue from park operations used to pay for capital improvements  |
| <b>Real Estate Excise Tax (REET) RCW 82.46</b>         | <p>Levied on all real estate sales measured by the full selling price, including the amount of any liens, mortgages, and other debts given to secure the purchase.</p> <ul style="list-style-type: none"> <li>First 0.25 percent of projects identified in the capital facilities element and housing relocation assistance.</li> <li>Second 0.25 percent REET 2 - An additional excise tax on each sale of real property at a rate not exceeding 0.25 percent of the selling price restricted to projects in a capital facilities plan.</li> <li>0.50 Percent REET <i>in lieu</i> of Optional Sales Tax - the County may use this for any governmental purpose in unincorporated areas.</li> <li>1.0 percent REET-The County may submit a ballot proposition to the voters for an added REET on each sale of real property at a rate not to exceed 1 percent of the selling price for acquisition and maintenance of Conservation Areas.</li> </ul> |
| <b>Revenue Bonds</b>                                   | Revenue from the operation of the facility pays for the capital cost and debt service. Does not require a vote of people unless required by local ordinance.   |
| <b>Special Levy</b>                                    | A property tax for construction and/or operation levied for a set number of years. It is usually short term, 1-3 years. A special levy requires a 60% voter approval   |

### 3.1.5. Downtown Master Plan (City of Chelan, 2010)

*"In simplest terms, the strategy consists of protecting and enhancing Chelan's existing strengths, **connecting assets such as parks, trails and amenities for greater impact**, addressing key issues such as parking and traffic movement that constrain economic opportunities and **reinforcing Chelan's identity as a recreational destination** and a great place to live."*

The Don Morse Park beach restoration was part of the Downtown Plan's implementation and was planned and built in 2010-2011.

## 6. Implementation

|  |   |  |      |  |
|--|---|--|------|--|
| C7 Implement the Don Morse Park Master Plan. | Immediate:<br>Design Plan<br>Phase I:<br>Construction |  | City |  |
|--|---|--|------|--|

Map 3-3 Downtown Parks and Amenities Conceptual Design from 2010

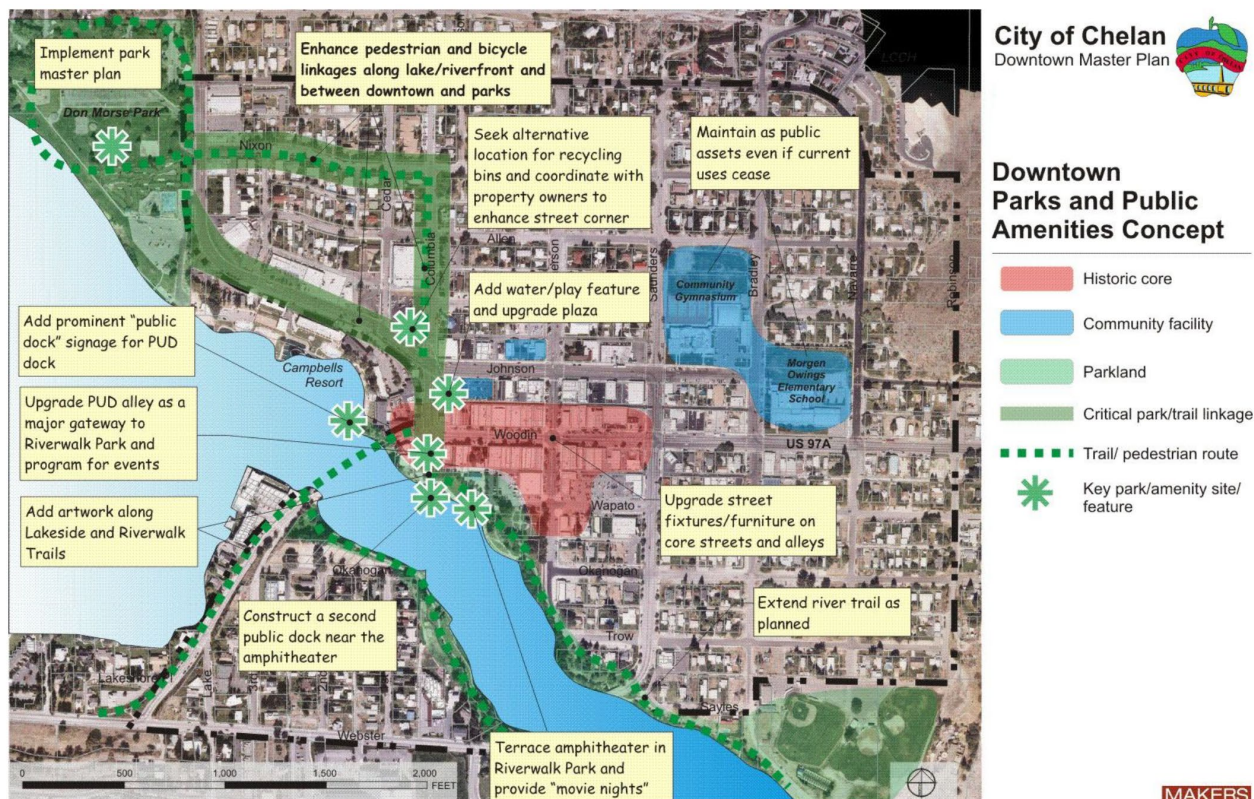


Figure 88. Summary of recommended park and amenity actions.

### 3.1.6. Shoreline Master Program (Chelan County, 2021)

The Shoreline Master Programs, whether from County in 2021, or from the City of Chelan in 2016, are more technical in nature than strategic, laying out the codes and standards applicable to all identified Shoreline areas. For that reason, we will break the chronological order of our review, and cover these two documents in sequence.

#### Introduction

Chelan County and its Cities developed and adopted Shoreline Master Programs (SMPs) in 1975 for the purpose of "focusing comprehensive, coordinated planning attention at the critical land-water interface". That SMP was developed over 40 years ago and since then much has changed along Chelan County shorelines. In addition, knowledge of best development and conservation practices has evolved. There have also been changes in State laws and rules.

#### Use Preferences for Shorelines of Statewide Significance (p28)

In accordance with RCW 90.58.020, the following management and administrative policies are hereby adopted for all shorelines of statewide significance in Chelan County, as defined in RCW 90.58.030(2)(e) and listed in Section 3.4.1 of this SMP. Consistent with the policy contained in RCW 90.58.020, preference shall be given to the uses in the following order of preference that are consistent with the statewide interest in such shorelines. These are uses that:

- (1) Recognize and protect the statewide interest over local interest;
- (2) Preserve the natural character of the shoreline;
- (3) Result in long term over short term benefit;
- (4) Protect the resources and ecology of the shoreline;
- (5) Increase public access to publicly owned areas of the shorelines;
- (6) Increase recreational opportunities for the public in the shoreline;
- (7) Provide for any other element as defined in RCW 90.58.100 [County's Shoreline Master Program] deemed appropriate or necessary. (WAC 173-26-251(2))

#### Restoration Plan – Additional City Efforts – City of Chelan (p 351)

The City of Chelan is undergoing Shoreline Restoration and Beach Enhancement planning at Don Morse Park. This project's key goals are to stabilize the shoreline, expand sandy beach areas, enhance water-based recreational opportunities, improve views and access to the Lake, increase opportunities for tourism and economic development, address existing safety and accessibility issues, and restore shoreline areas. Plan details can be found online:

<http://www.cityofchelan.us/parks/pdfdocs/donmorseparkmasterplanexecsummary.pdf>. The City also recently received a grant from the Washington Department of Ecology to revegetate with native plants a 4,300-square-foot area on the steep bank area up-lake of the Don Morse Park marina. This native planting area will improve habitat for birds, fish and other aquatic species.

### 3.1.1. Shoreline Master Program (City of Chelan, 2016)

#### Public Access Element (p 1-3)

Goal PA-1. Ensure public access to shorelines:

- Is safe, convenient and diversified;
- Makes provisions for public access to publicly owned shoreline jurisdiction areas;
- Avoids endangering life or adverse effects on property or fragile natural features;
- Minimizes conflicts between the public and private property;
- Enables the public to enjoy the physical and aesthetic qualities of natural shorelines of the state which shall be preserved to the greatest extent feasible consistent with the overall best interest of the state and the people generally;

- Is designed for persons with disabilities, where feasible, consistent with federal standards; and
- That alters the natural conditions of the shorelines of the state, in those limited instances when development provides an opportunity for substantial numbers of people to enjoy the shorelines of the state.

## 3.2 Focus - 2016 PROS Retrospective

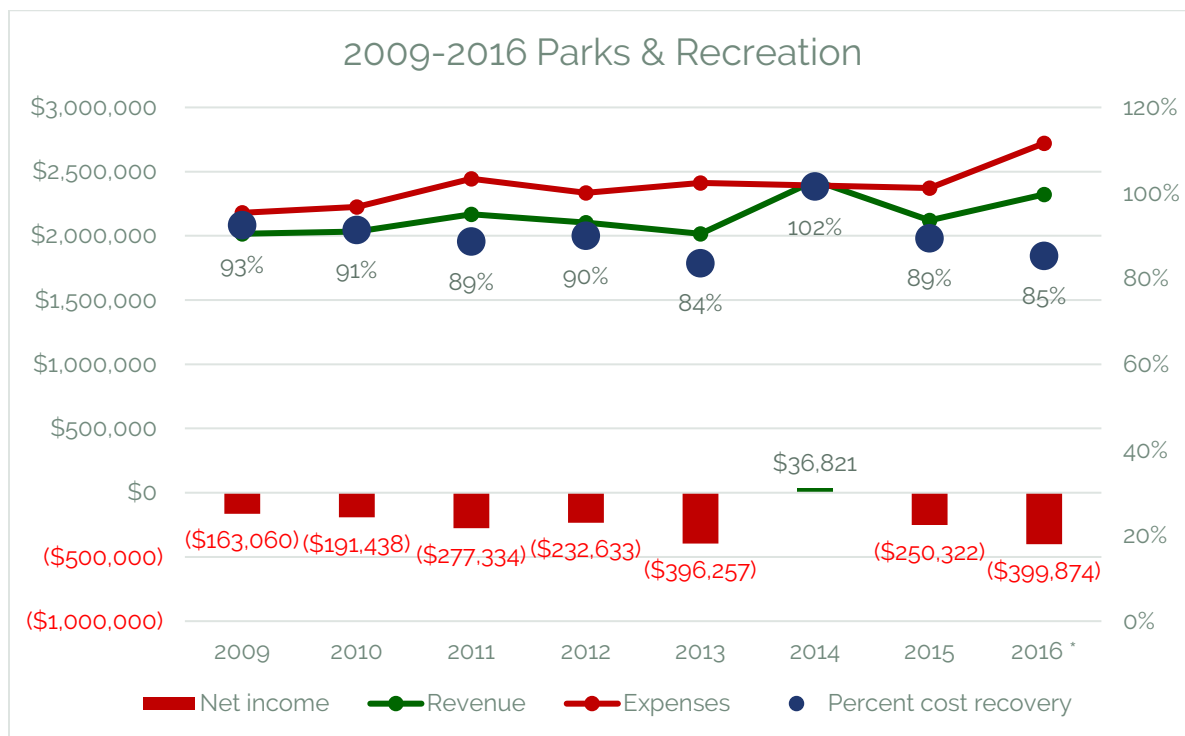
This review will cover the financial performance of the Parks System from 2009 to 2016. We'll look back at the Proposed Capital Improvements and the suggested Actions to see how things turned out.

### 3.2.1. 2009-2016 Parks System Economic Performance

#### 2009 – 2016 Operations

Other than 2014, the Parks System, despite having the Golf and the RV enterprise parks in its scope, had been running losses which had been widening over time from ~\$150k in 2009 to \$400k in 2016 (2016 numbers were budgeted numbers). Still, these numbers exceeded the mean national cost recovery of around 25% cost recovery.

We will review in detail in chapter 6 the financial picture from 2009 to 2025 of the Parks System as a whole and from the individual revenue generating activities and how the financial picture has drastically changed, now regularly running in the positive. RV and Golf Course are now profitable and the traditional Parks, now charging for Parking, sustain half of their costs. The Parks System as a whole operates today at 105-110% cost recovery.



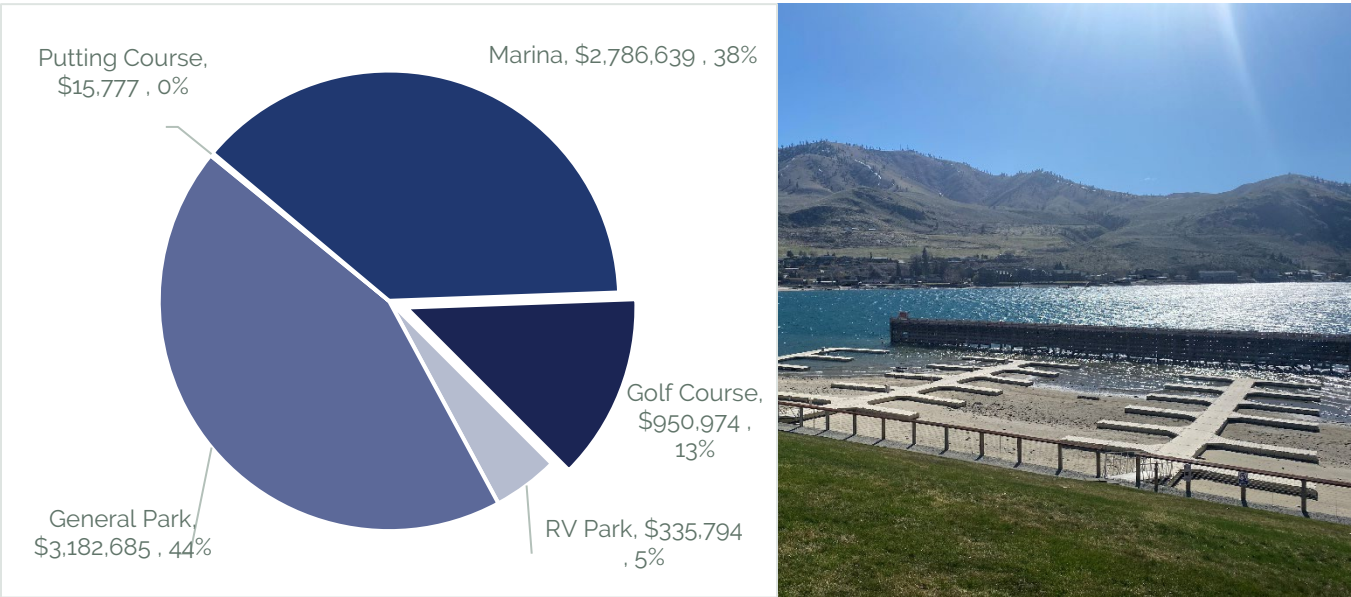


2009-2016 Capital Improvement Fund

Figure 0-7 2009-2016 Parks & Recreation Capital Funding Sources



Figure 0-8 2009-2016 Parks & Recreation Capital Expenditures



**Table 3-1 2009-2016 Annual Parks & Recreation Capital Expenditures**

|                | 2009             | 2010             | 2011             | 2012               | 2013*              | 2014             | 2015             | 2016*            | Total              | %              |
|----------------|------------------|------------------|------------------|--------------------|--------------------|------------------|------------------|------------------|--------------------|----------------|
| RV Park        | \$6,172          | \$4,055          | \$7,432          | \$66,173           | \$1,200            | \$2,395          | \$3,367          | \$245,000        | \$335,794          | 4.60%          |
| Recreation     | \$0              | \$0              | \$0              | \$0                | \$0                | \$0              | \$0              | \$0              | \$0                | 0.00%          |
| General Park   | \$70,256         | \$114,119        | \$105,014        | \$1,847,468        | \$169,822          | \$94,958         | \$313,148        | \$467,900        | \$3,182,685        | 43.80%         |
| Putting Course | \$0              | \$0              | \$0              | \$1,784            | \$0                | \$0              | \$13,993         | \$0              | \$15,777           | 0.20%          |
| Marina         | \$6,480          | \$15,333         | \$1,073          | \$1,191,725        | \$1,494,297        | \$795            | \$51,936         | \$25,000         | \$2,786,639        | 38.30%         |
| Golf Course    | \$79,250         | \$155,197        | \$74,460         | \$89,862           | \$40,000           | \$95,046         | \$171,559        | \$245,600        | \$950,974          | 13.1%          |
| <b>Total</b>   | <b>\$162,158</b> | <b>\$288,704</b> | <b>\$187,979</b> | <b>\$3,197,012</b> | <b>\$1,705,319</b> | <b>\$193,194</b> | <b>\$554,003</b> | <b>\$983,500</b> | <b>\$7,271,869</b> | <b>100.00%</b> |

2012 and 2013 saw beach restoration at Don Morse Park and the Marina while 2016 saw the replacement of the Parks Office.

**Table 3-2 2009-2016 Annual Parks and Recreation Capital Funding Sources**

| CIP funds source                        | 2009             | 2010             | 2011             | 2012               | 2013*            | 2014             | 2015             | 2016*              | Total              | %           |
|---|------------------|------------------|------------------|--------------------|------------------|------------------|------------------|--------------------|--------------------|-------------|
| REET                                    | \$121,239        | \$171,285        | \$132,462        | \$180,431          | \$102,000        | \$257,175        | \$383,778        | \$201,000          | \$1,549,370        | 19.7%       |
| Park general contribution               | \$30,000         | \$30,000         | \$30,000         |                    |                  |                  |                  |                    | \$90,000           | 1.1%        |
| Stadium Fund general contribution       |                  | \$88,524         | \$52,668         | \$50,000           | \$50,000         | \$50,000         | \$130,000        | \$300,000          | \$721,192          | 9.2%        |
| Transfer from CIP                       |                  |                  |                  |                    |                  |                  |                  | \$400,000          | \$400,000          | 5.1%        |
| Transfer from General Fund              |                  |                  |                  |                    |                  |                  |                  | \$425,000          | \$425,000          | 5.4%        |
| Private contributions                   | \$0              | \$15,159         | \$5,674          | \$0                |                  | 350              |                  |                    | \$21,183           | 0.3%        |
| Investment interest                     | \$8,138          | \$5,763          | \$2,196          | \$1,922            |                  | 463              | 561              | 200                | \$19,243           | 0.2%        |
| ALEA - marina pump station              |                  |                  |                  | \$668              |                  |                  |                  |                    | \$668              | 0.0%        |
| IAC - recreation ctr planning           |                  |                  | \$19,071         |                    |                  |                  |                  |                    | \$19,071           | 0.2%        |
| Interlocal - recreation center planning |                  |                  | \$3,643          |                    |                  |                  |                  |                    | \$3,643            | 0.0%        |
| Interfund loan                          |                  |                  |                  | \$881,000          |                  |                  |                  |                    | \$881,000          | 11.2%       |
| Proceeds of GO debt                     |                  |                  |                  | \$1,719,476        |                  |                  |                  |                    | \$1,719,476        | 21.9%       |
| Chelan PUD grant - marina               |                  |                  | \$80,000         | \$80,000           |                  |                  |                  |                    | \$160,000          | 2.0%        |
| State grant                             |                  |                  |                  | \$385,433          | \$614,567        | \$124,290        | \$162,013        |                    | \$1,286,303        | 16.4%       |
| State grant                             |                  |                  |                  | \$395,303          | \$104,697        | \$48,673         |                  |                    | \$548,673          | 7.0%        |
| State grant-DOE debris                  |                  | \$14,976         |                  |                    |                  |                  |                  |                    | \$14,976           | 0.2%        |
| <b>Total</b>                            | <b>\$159,377</b> | <b>\$325,707</b> | <b>\$325,714</b> | <b>\$3,694,233</b> | <b>\$871,264</b> | <b>\$480,951</b> | <b>\$676,352</b> | <b>\$1,326,200</b> | <b>\$7,859,798</b> | <b>100%</b> |

Capital funding from 2009-2016 was primarily from general obligation bond debt, then REET, then state grants.

## Capital Improvement Projects

| 2016 Capital Facilities Plan |   |                |             | Retrospective |          |  |
|------------------------------|---|----------------|-------------|---------------|----------|--|
| Year                         | Project   | Source         | Amount      | Status        | Cost     | Comment  |
| 2017                         | Lakeshore RV Park Electrical Upgrade Installation- 2nd Phase Conversion | G General Fund | \$200,000   | ✗             | \$1.5M   | 1 of 3 loops was upgraded other 2 are still a priority                         |
| 2017                         | New Maintenance Building  | G General Fund | \$200,000   | ✓             | \$3.350M | Done 2023. \$2.5M loan funding.  |
| 2017+                        | Water Splash Park   | G General Fund | \$375,000   | ✗             | \$500K   | Not current priority   |
| 2017+                        | Golf Course Irrigation  | G General Fund | \$1,200,000 | ✗             | \$2.7M   | Irrigation System Assessment Complete, costs refined, Listed in 2023 CIP plan. |
| 2017+                        | Golf Course Cart Path Overlay   | G General Fund | \$80,000    | ✗             | \$120K   | Escalation costs estimate only   |
| 2017+                        | Lakeshore RV Park-Asphalt Overlay Program six loops                     | G General Fund | \$210,000   | ✗             | \$300K   | Recent crack seal and sealcoat will serve for ~3 years.                        |
| 2018                         | Lakeshore RV Park New Restrooms and showers                             | G General Fund | \$250,000   | ✓             | \$640K   | Completed in 2020  |
|                              |   | TOTAL          | \$2,515,000 |               | \$9.1M   | 2024 price tag, \$4M built   |

### 3.2.2. Proposed LOS Standards

Quoting 2017 Comprehensive Plan, Appendix A, p32-33:

The LOS standards shown below are recommended in Chelan's Park, Recreation & Open Space (PROS) Plan, 2016, in a technical appendix. The plan does not formally adopt a level of service by policy, but identifies important elements to consider in the City's level of service (LOS).

*12.3.1: Define existing and proposed land and facility levels-of service (ELOS/PLOS) standards that differentiate requirements due to population growth impacts, improved facility standards, and regional and local nexus of benefits. Differentiate Chelan standards compared to composite standards that include the city, county, school district, state, and other public and private provider agency efforts to effectively plan and program open space, trails, parks, and recreation needs in the city.*

The PROS Plan Appendix D emphasizes a distributional LOS. The PROS Plan LOS guidelines in Appendix D is quantitative in some cases, but cannot be numerically determined for some standards described qualitatively. The PROS Plan describes distributional LOS as setting standards "based on the distribution of facilities in relation to natural features such as mile or linear feet of shoreline in an urban area; or in the distance to the number of children, persons, or employees within an urban area." Other qualitative distributional LOS guidelines are provided for several indoor and outdoor recreational facilities in Appendix D. PROS Plan Appendix E considers a per capita investment metric for a potential future impact fee should the City desire that funding source.

To create a measurable LOS policy for parks and recreation that is based on the PROS Plan, this CFP proposes a Base or minimum LOS and a Target LOS should funding be available, as follows.



**Figure 0-9 Proposed Parks LOS (2017 Comprehensive Plan, Appendix A, p32-33)**

| Standard Type         | LOS Measure  | Basis  | Base LOS   | Target LOS   |
|-----------------------|--|--|--|--|
| Land Space City Open  | 0.3 acres per 100 people of city classified parks.   | PROS Plan, Appendix D, Distributional LOS Guidelines   | 0.3 acres per 100 people for City classified parks.  | 2.24 acres per 100 people for all city parks including golf course.                                    |
| Land Access Shoreline | Acquire or develop at least 1 public access point, a minimum of 40 feet wide, for every 1 accessible or connected mile of urban shoreline. | PROS Plan, Appendix D, Distributional LOS Guidelines Shoreline Master Program (SMP) Public Access Plan | 1 improved site in gap areas identified in PROS Plan or SMP Public Access Plan                         | 2 improved sites in gap areas identified in PROS Plan or SMP Public Access Plan                        |
| Trails and Pathways   | 0.3 lineal feet per person. Distributed based on adopted trail and non-motorized plans.  | Current improved City owned trail and current seasonal population                                      | 30 linear feet per person  | Consistent with Non-motorized and Trails Plans   |
| Facility Improvements | Invest in park and recreation facilities based on PROS Plan identified needs on a per capita basis for each new person.                    | PROS Plan Chapter 5 and Appendix D PROS Plan Appendix E-1.   | \$1,700 per person (~58% of 2009- 2016 major capital budget, per capita permanent and seasonal growth) | \$2,900 per person (~100% of 2009-2016 major capital budget, per capita permanent and seasonal growth) |

### 3.2.3. 2016 PROS Action Plan Retrospective

The procedural steps of adopting and publicizing the plan have been achieved (Goal 6.1). The Recreation programming has been downsized if anything (see Chapter 5 – Recreation Programming) (Goal 6.2). Goal 6.3 of adopting project financing strategies was not met, which naturally lead to goal 6.4 of initiating the Parks projects to not be met. Goal 6.5 of following up did not happen either.

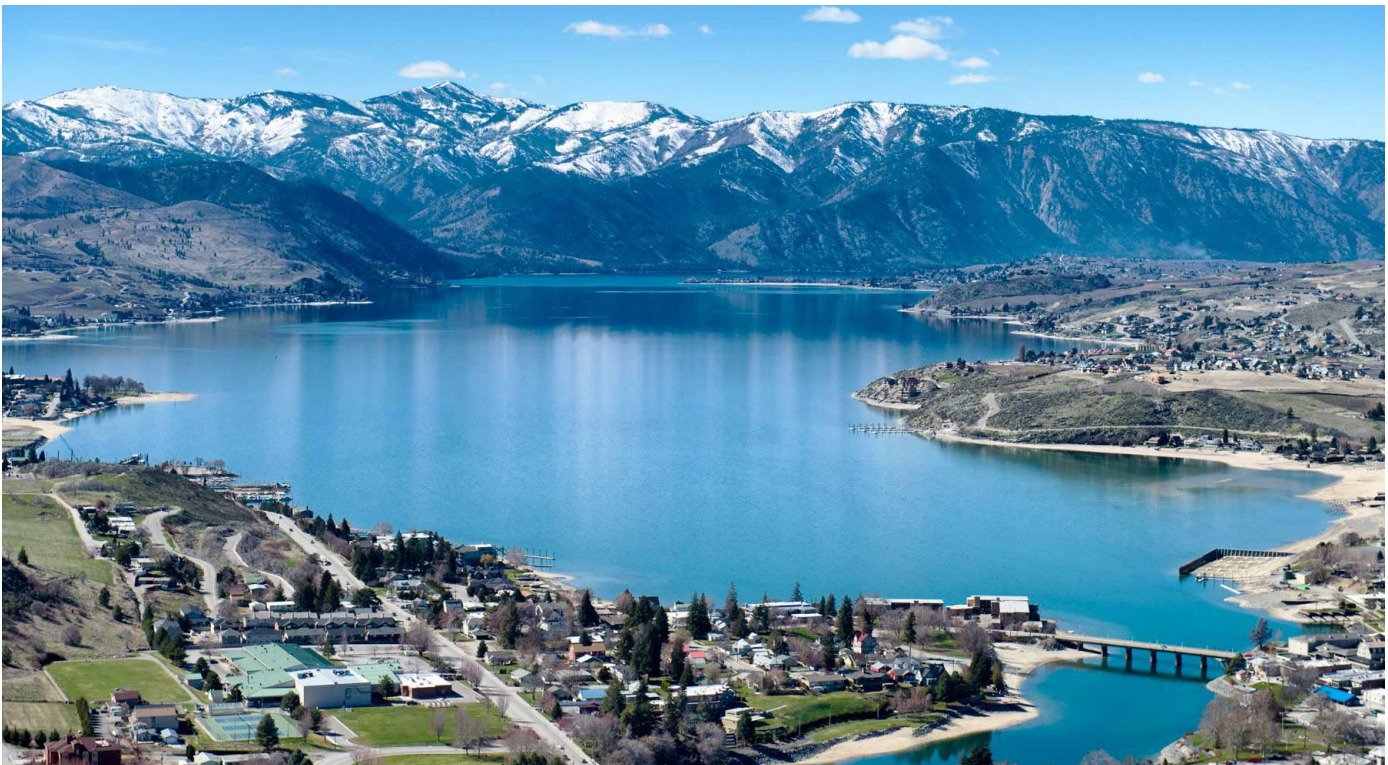




Figure 0-10 2016 PROS Action Plan Retrospective

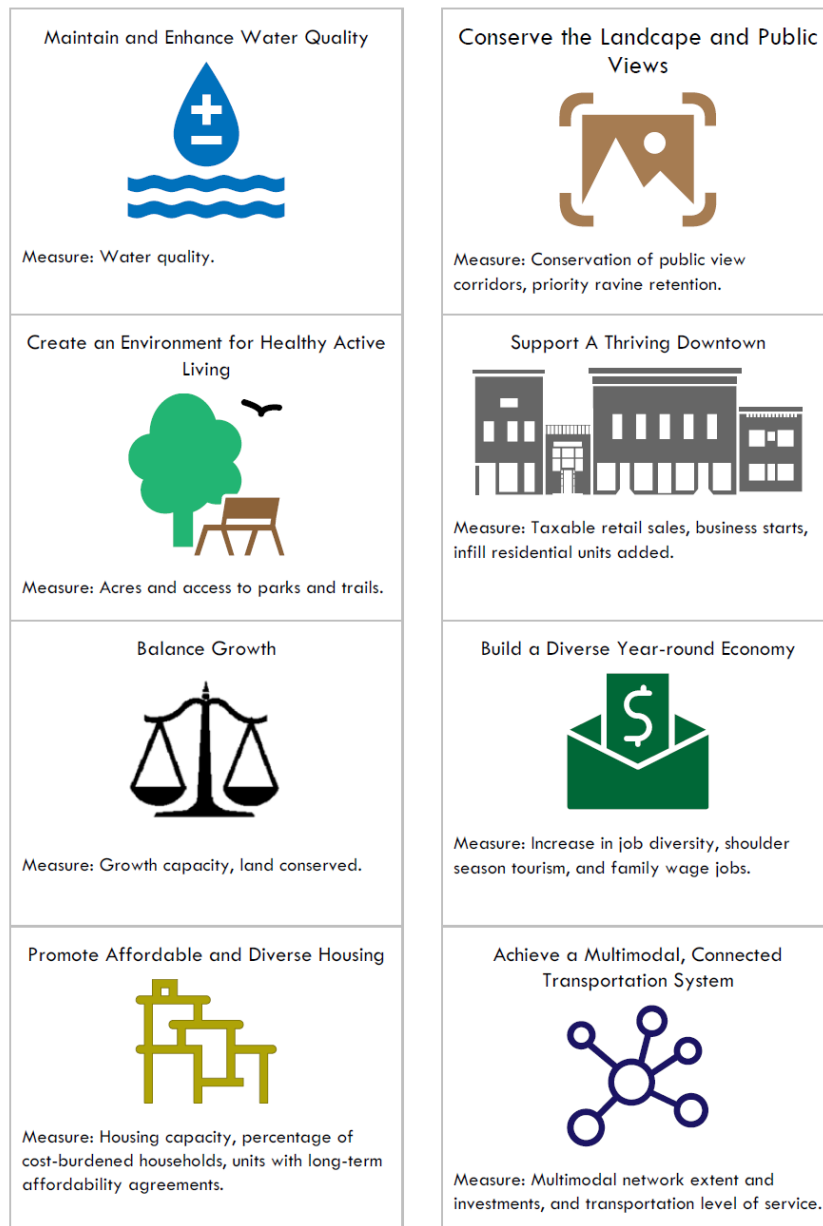
| Goal  | 2016 PROS Implementation Objective  | Actions  | Status | 2024 Retrospective |   |
|---|---|--|--------|--------------------|---|
|   |   |  |        |                    | Comments  |
| 6.1 Adopt plan  | 1. Adopt Chelan PROS Plan as Chelan GMA element   | Make Chelan PROS Plan available on Chelan website  | ●      |                    |   |
|   |   | Chelan Planning Commission reviews Chelan PROS Plan  | ●      |                    |   |
|   |   | Chelan adopts Chelan PROS Plan   | ●      |                    |   |
|   |   | Chelan adopts the Capital Improvement Plan (CIP) integrating the PROS Plan   | ●      |                    | Adopted but not carried out (See Chapter 6.1 Maintenance section and related CIP retrospective)   |
| 6.2 Implement (recreation) program financing strategies | 2. Expand clearinghouse function  | Continue to operate a Chelan clearinghouse website   | ●      |                    | Has not expanded - was not serving a clearinghouse function in 2019   |
|   | 3. Monitor user fee schedules   | Monitor user fee schedules to maintain a benefits scale for recreation activities  | ●      |                    | - about to switch recreation management software  |
|   | 4. Recruit program vendors  | Work in conjunction with other sponsors and vendors  | ●      |                    | No pricing tiers, just one tier of very affordable pricing. Not using a cost recovery pyramid to guide level of subsidies.  |
|   | 5. Allocate capital facility funds as specified in the Capital Improvements Program (CIP) | Designating monies from Chelan property tax levy, Chelan Real Estate Excise Taxes (REET), and RCO grants. Allocate a proportional amount from existing park, recreation, open space, and trail-oriented revenue programs to fund the acquisition of PROS Plan projects | ●      |                    | Skyhawks (a private outsourced vendor) provided some sports programming, volunteer coaches  |
| 6.3 Adopt project financing strategies                  |   |  | ●      |                    | * RCO grants, yes, when bandwidth to apply and won  |
|   |   |  | ●      |                    | * Property tax levy and REET: no - no guaranteed funding source in that area  |
|   |   |  | ●      |                    | * \$60k going to Parks recreation annually  |
|   |   |  | ●      |                    | * Additional Lodging tax monies vary per year, depending on City's priorities and Parks improvement projects slated for a given year  |
| 6.4 Initiate park, recreation, and open space projects  |   |  | ●      |                    | * Not used for trail system, but for capital improvement of existing facilities - a greenway to the Lookout was constructed   |
|   |   |  | ●      |                    | Did not get approved. Appears that process was started  |
|   |   |  | ●      |                    | Was not pursued, but the strategy remains highly appropriate  |
|   |   |  | ●      |                    | * Acquired Spader Bay in 2020   |
| 6.5 Follow-up assessments                               |   |  | ●      |                    | * Funds have been set aside for possible Butte acquisition.   |
|   |   |  | ●      |                    | This PROS Plan all about Maintenance and Development of existing Parks, since 2016 a large portion of maintenance has been deferred, and development has been limited - related to the funding limitations from implementing Actions #5, #6 and #7 above.   |
|   |   |  | ●      |                    | 8 years later, Trails Northshore and Southshore trails have initial design plans (~30%), Southshore trail is funded (TBC) - driven by the Planning then Public Works departments  |
|   |   |  | ●      |                    | In eight years, added a sculptural bike rack in Don Morse Park  |
| 6.6 Implement (recreation) program financing strategies |   |  | ●      |                    | Happening through private foundation, revenue generating offices and private gym opening in 2024 to help further funding, recreational programs portion to open for operations once funding for later phases is secured and building is completed - see Chapter 1 Figure 1-13 including the discussion of alternate providers |
|   |   |  | ●      |                    | No annual review of the execution of the 2016 PROS plan which became "shelfware", compounded by department leadership transitions missing the context of the 2016 PROS Plan's strategy  |
|   |   |  | ●      |                    |   |
|   |   |  | ●      |                    |   |

### 3.3 Focus - 2017 Chelan Comprehensive Plan

The 2017 Chelan Comprehensive Plan includes several Goals and Policies that pertain to Parks and Recreation and their role in the economic development and attractiveness of the town. The 2017 Comprehensive Plan does not include (m)any Parks and Recreation Action items, however the Capital Facilities Plan from Appendix A has a long discussion of projected revenues, 2017 – 2022 capital improvements projects, and funding sources strategy. We will first review the Comprehensive Plan relevant to Parks and Recreation, and then the Capital Facilities Plan for Parks and Recreation. Projections and Funding strategies will be discussed in Chapter 8 – Implementation.

#### 3.3.1. 2017 Comprehensive Plan Goals

*Figure 0-11 2017 Comprehensive Plan Goals*



### 3.3.2. 2017 Chelan Comprehensive Plan Sections Relevant to Parks and Recreation

**Figure 0-12 City of Chelan 2017 Comprehensive Plan for Parks and Recreation**

| 2017 Comprehensive Plan Quote relevant to Parks & Recreation |   | 2024 Context   |
|--|---|--|
| Land Use Element   |   |  |
| 2-47   | <b>Goal LU X Encourage the retention of open space</b>  | In line with the Spader Bay acquisition from 2020  |
| 2-47   | <b>Goal LU XI Identify and provide for the parks and recreation needs of residents and visitors.</b><br>Policy LU XI-1. Incorporate by reference the following plans and studies as constituting the City's open space plan and as elements of this Comprehensive Plan:<br>a) Parks, Recreation, and Open Space Plan (...)  | Similarly, the 2024 PROS will be included in the 2025 Comprehensive Plan   |
| 2-48   | Policy LU XI-3. Allow commercial ventures and community facilities which allow and do not compromise continued public access to the public park system.   | Parks and Recreation runs a total of 6 concessions in the Parks, consistent with this policy   |
| 2-48   | Policy LU XI-4. Ensure State and publicly owned tourist/recreation destinations provide adequate sanitary facilities  | Using portable restrooms in peak season does not satisfy this policy   |
| 2-48   | Policy LU XI-5. Encourage public and private recreational development and natural amenities which attract residential and recreational development to lands within the Urban Growth Area.<br>Policy LU XI-6. Allow for the use of a density bonus for the provision of open space. For every area designated as open space in a development, double that area may be considered to determine the number of additional potential lots or housing units for the development.<br>Policy LU XI-7. Encourage new development to create trails connections that connect to regional trails outside their boundaries. Incentives may include density bonuses or flexible lot and street standards. | HOA Parks included in the Chapter 4 inventory of the Parks System are consistent with this policy (e.g. the Look Out)  |
| 2-48   | <b>Goal LU-XII. Encourage the development of recreation facilities and opportunities.</b><br>Policy LU XII-1. Explore, using public and private resources, offseason recreation and attractions and cultural events and activities.<br>Policy LU XII-2. Encourage development of recreation activities by the private sector working in conjunction with public agencies responsible for management of public lands and resources.  | Consistent with the Strategy (Chapter 7) and Implementation (Chapter 8) set forth in this report   |
| 2-48   | Policy LU XII-3. Allow public and private development of adequate camping, boat launching, docking and moorage facilities, marinas, and other water-related recreational opportunities on Lake Chelan and the Columbia River.   | Yes, on public and private lands.  |
| 2-48   | Policy LU XII-4. Retain or exchange and enhance existing right-of ways and public easements for public access and enjoyment of Lake Chelan.   | Consistent with the Road End Lake Access Points being developed.   |
| 2-49   | <b>Goal LU XIV: Celebrate, retain, and protect cultural resources.</b><br>Policy LU XIV-1. Develop a broad understanding of the City's history, including the roles and contributions of various ethnic groups.<br>Policy LU XIV-2. Require development engage the services of qualified cultural resource professionals to identify areas of archaeological, cultural, and/or historic significance. Ensure consultation with affected tribes and appropriate state and federal agencies   | Celebrating local history is a key component of placemaking guiding principles.<br>Engaging Cultural Resource Professionals is consistent with state law and best practices. |

| 2017 Comprehensive Plan Quote relevant to Parks & Recreation |   | 2024 Context   |
|--|---|--|
| Downtown Master Plan Element                                 |   |  |
| 3-9  | <p>Parks and Amenities</p> <p>With all these parks and recreational opportunities, it would seem that there is little the City needs to do to regarding this element. However, this enviable set of amenities could be significantly enhanced by better pedestrian and bicycle trail connections and some improvements to the individual facilities, as described below.</p>  | The statement is copied verbatim from the 2010 Downtown Master Plan but inconsistent with the adopted 2016 PROS and with the values of Parks & Recreation Advisory Board, and all polling done.  |
| 3-12   | <p>Opportunities</p> <p>Cultural events and festivals. The existing schedule could be expanded with major or minor events throughout the year.</p>  | Consistent with the Strategy (Chapter 7) and Implementation (Chapter 8) set forth in this report   |
| 3-12   | <p>Tools</p> <p>There are tools available for both promotion and financing of facilities.</p> <ul style="list-style-type: none"> <li>Tourism Promotion Assessment. The City already receives a 2% tax on lodging revenues in the form of a credit against the State sales tax, and a 2% special tax. These revenues are reserved for visitor-related facilities and services. In addition, communities are authorized to collect a Tourism Promotion Assessment. This charge of up to \$2 per occupied room per night, can be collected within a designated area that can be as large or smaller than city itself. Funds are reserved for tourism promotion. A \$2 per night assessment would raise approximately \$250,000 annually.</li> <li>Funding of Public Facilities - An indoor recreation facility <a href="#">could be funded by a bond issue with supplementary grant funding. The tax base could be spread over a larger geographic area (than the downtown planning area) through formation of a recreation district.</a></li> </ul> | Equally relevant discussion for Parks Capital Improvement funding (see Chapter 8 – Implementation), with tools that partly overlap   |
| 3-14   | <p>The economic development strategy indicates that the most important opportunities to address include: 1) enhancing and unifying current attractions in order to strengthen Downtown's appeal to visitors, 2) supporting those attractions with sufficient infrastructure to make them accessible and convenient, 3) growing the downtown residential population to provide year-round support for businesses, sustainably accommodate growth and housing needs, and strengthen local neighborhoods, and 4) adding —shoulder seasonI (off-peak) visitor activities to strengthen the visitor based and retail business sectors.</p>   | Parks and Recreation is an integral part of the Downtown revitalization plan: (1) enhancing and unifying the attractions "from the eyes of visitors" includes their experience at Don Morse, and (4) Don Morse can/intends to be instrumental in creating shoulder seasonal events |
| 3-40   | Exhibit 3-18. Downtown Parks and Amenities Action Plan  | The Downtown Action Plan from 2017 for Parks amenities is carried over from the 2010 Downtown Master Plan, and mostly silent on the synergies with Don Morse Park  |
| Economic Development Element                                 |   |  |
| 5-8  | <p><b>Goal ED II. Enhance and Work to expand year-round tourism in the Chelan Valley</b></p> <p>Policy ED II-1. Review existing land use plans and regulations to ensure that existing and planned tourism protected from incompatible uses and are provided with reasonable flexibility regarding permitted uses and structures</p> <p>Policy ED II-2. <a href="#">Support and facilitate development and enhancement of recreational amenities, facilities, activities, and events.</a></p> <p>Policy ED II-3. Use "hotel/motel" tax dollars to build infrastructure and capital improvements to support tourism and promotional activities (e.g. distribution of</p>   | ED II policy and sub-items apply to Parks and Recreation, thus underlining how Parks and Recreation is instrumental to Economic Development  |



|  | 2017 Comprehensive Plan Quote relevant to Parks & Recreation   | 2024 Context  |  |                  |                          |                         |   |        |  |                       |   |  |
|--|--|---|--|------------------|--------------------------|-------------------------|---|--------|--|-----------------------|---|--|
|  | brochures, development and continued refinement of web-based endeavors, local and self- contained events, year-round recreational opportunities and media spots). Policy ED II-4. Support and facilitate the development of events and appropriate venues for a variety of cultural activities.  |   |  |                  |                          |                         |   |        |  |                       |   |  |
| 5-8                                    | <p>. Policy ED II-5. Consider design and redevelopment of private and public waterfront areas for mixed-use development projects that include retail shops, living spaces, overnight lodging, <b>boardwalks</b>, <b>marinas</b>, and water-related commercial activities.</p> <p>Policy ED II-6. Develop and refine a list of opportunities for expansion of existing water dependent, water related and water-oriented business and industries and for desirable new industries.</p> <p>Policy ED II-7. Support and facilitate the expansion of existing and development of new public accesses to Lake Chelan.</p> <p>Policy ED II-8. Support and facilitate a marketing plan which provides for marketing, promotion, education, and product development for tourism in the Chelan Valley</p>   | Adopting the Don Morse Master Plan entails re-developing/upgrading to include a promenade (boardwalk) and event facility (drawing commercial activity) Small area plans are recommended for this purpose along the corridor linking downtown and the city waterfront. |  |                  |                          |                         |   |        |  |                       |   |  |
| 7-5                                    | <p>[These Levels of Service are unchanged from the LOS from 2008-2014 Chelan Comprehensive Plan]</p> <table><tr><th colspan="2">Parks and recreation Levels of Service</th></tr><tr><td>Urban Open Space</td><td>0.3 acres per 100 people</td></tr><tr><td>Public Shoreline Access</td><td>Provide at least 1 public access point, a minimum of 40 feet wide, for every 1 accessible or connected mile of urban shoreline.</td></tr><tr><td>Trails</td><td>0.30 lineal feet per person. Develop multiuse trails as interconnected systems of primary and secondary trails coordinated with non-motorized transportation plans as well as a variety of trails within all appropriate parks and green spaces.</td></tr><tr><td>Facility Improvements</td><td>Invest in park and recreation facilities based on PROS Plan identified needs on a per capita basis for each new person. See Capital Facilities Plan Appendix.</td></tr></table> | Parks and recreation Levels of Service  |  | Urban Open Space | 0.3 acres per 100 people | Public Shoreline Access | Provide at least 1 public access point, a minimum of 40 feet wide, for every 1 accessible or connected mile of urban shoreline. | Trails | 0.30 lineal feet per person. Develop multiuse trails as interconnected systems of primary and secondary trails coordinated with non-motorized transportation plans as well as a variety of trails within all appropriate parks and green spaces. | Facility Improvements | Invest in park and recreation facilities based on PROS Plan identified needs on a per capita basis for each new person. See Capital Facilities Plan Appendix. | <p>Chapter 4 – Parks System Review includes analysis of the Parks Level of Service.</p> <p>Public Access Shoreline: Parks and Recreation is currently implementing Lake Access Parks with the 1<sup>st</sup> one, Park Street Park, funded and starting building in 2024</p> <p>Consistent with this 2024 PROS Plan.</p> <p>See below discussion of the 2017 Capital Facilities Plan</p> |
| Parks and recreation Levels of Service |  |   |  |                  |                          |                         |   |        |  |                       |   |  |
| Urban Open Space                       | 0.3 acres per 100 people   |   |  |                  |                          |                         |   |        |  |                       |   |  |
| Public Shoreline Access                | Provide at least 1 public access point, a minimum of 40 feet wide, for every 1 accessible or connected mile of urban shoreline.  |   |  |                  |                          |                         |   |        |  |                       |   |  |
| Trails                                 | 0.30 lineal feet per person. Develop multiuse trails as interconnected systems of primary and secondary trails coordinated with non-motorized transportation plans as well as a variety of trails within all appropriate parks and green spaces.   |   |  |                  |                          |                         |   |        |  |                       |   |  |
| Facility Improvements                  | Invest in park and recreation facilities based on PROS Plan identified needs on a per capita basis for each new person. See Capital Facilities Plan Appendix.  |   |  |                  |                          |                         |   |        |  |                       |   |  |
|  | <p>Vision Connection</p> <p>The need for public services increases or decreases to meet the needs of the community they serve. An area with a high level of public services and facilities is attractive to residential and commercial development. There is a need to recognize the changing demographic profile of area residents and the visitor population in planning public facilities and services.</p>   | This PROS Plan concurs in this direction: a community with a high level of public services, including exciting and accessible outdoor experiences, is attractive to residential and commercial development  |  |                  |                          |                         |   |        |  |                       |   |  |
| 7-15                                   | <p>Capital Facilities Action Plan</p> <p>Maintain and update regularly the Capital Facility Plan to address:</p> <ul style="list-style-type: none"><li>· New project prioritization guidelines</li><li>· New funding opportunities</li><li>... Growth and Fiscal Trends</li></ul>  | Chapter 4 reviews the state of Parks System, Chapter 6 reviews the backlog of Parks System Maintenance and upgrades, Chapter 8 develops a thorough prioritization framework   |  |                  |                          |                         |   |        |  |                       |   |  |

### 3.3.3. 2017 Capital Facilities Plan for Parks and Recreation

**Table 3-3 Parks and Recreation 2017 Capital Facilities Plan Retrospective**

| Project   | Cost        | Year       | Capacity | Status | Comment  |
|---|-------------|------------|----------|--------|--|
| 1. RV Park Electrical Upgrade - 50 amp to Loops D, E, & F - Upgrade/Repair wiring in Loops A, B, & C.     | \$644,000   | 2017- 2018 |          | =      | 1 of 3 loops was upgraded  |
| 2. RV Park New Irrigation System (separation of potable water from irrigation water).                     | \$355,000   | 2018       |          | ✓      | Yes, w/some design flaws   |
| 3. RV Park Restroom Remodel (3)   | \$390,000   | 2018       | Y        | ✓      | Added value  |
| 4. RV Park Parking Pad Extension to 60'   |             | 2023       |          | ✗      | Would be welcome   |
| 5. Extension of 8" Main Irrigation Supply Line for the Golf Course  | \$110,000   | 2017- 2018 |          | =      | Unsure?  |
| 6. Lake Chelan Golf Course New Irrigation System  | \$2,000,000 | 2020       |          | =      | Design completed   |
| 7. Removal of Old Green Building at the Boat Ramp in Lakeshore Marina                                     | \$95,000    | 2018       |          | ✗      | Not funded   |
| 8. New Gravel Beach for Non-Motorized Watercraft East of Boat Ramp  |             | 2019       | Y        | ✗      | Would be worthwhile  |
| 9. Extension of New Breaker Wall in Marina  | \$200,000   | 2020       |          | ✗      | Would be worthwhile  |
| 10. Installation of 3rd Beach Protection Sill   | \$150,000   | 2020       |          | =      | unsure   |
| 11. Installation of New Dock North of Beach Area at Don Morse Park  | \$590,000   | 2021       | Y        | ✗      | Dock may encourage jet ski intrusion into swim area – not advised  |
| 12. Replacement of Don Morse Park Restroom to increase capacity   | \$225,000   | 2020       | Y        | =      | No replacement but added public restrooms with the Parks Maintenance Building.                                     |
| 13. Replacement of Lakeshore Marina Restroom  | \$300,000   | 2019       |          | ✗      | Remains a high priority  |
| 14. Installation of New Playground Equipment in Don Morse & Lakeside Parks                                | \$200,000   | 2023-2024  | Y        | ✗      | Remains a high priority  |
| 15. Replacement of Lakeside Restroom to increase capacity   | \$300,000   | 2022       |          | =      | Will receive a grant to fund this in 2024 – will be underbudget by reusing the existing footprint of the building. |
| 16. Development & Installation of an Off-Leash Area for Dogs  | \$50,000    | 2018       | Y        | ✗      | Remains a requested item   |
| 17. Installation of Pilings, Docks, Floats & Buoys to Delineate Swimming & Boating Areas at Lakeside Park | \$300,000   | 2022       | Y        | =      | Received grant to fund this, new swim line has been installed.   |
| 18. New shelters at Don Morse & Lakeside Parks  | \$200,000   | 2023-2024  |          | ✗      | Staff repaired the larger one in winter of 2024.   |
| 19. New putting course office with restroom.  | \$150,000   | 2022       | Y        | ✗      | Not a short-term priority  |
|   | \$6,259,000 |            |          |        |  |

## 3.2 Conclusion

- The economics of the Chelan Parks System from 2009-2016 were quite different, both from the revenue side (Parks have become self-funded) & for the capital funding sources (higher portion from REET & grants)
- Many plans carry the same projects from one plan to the next plan. For downtown parks, there are new developments that are not happening (e.g. calls for a fountain in the courtyard of the old chamber building), for the Park Systems it is rather maintenance that is getting deferred. As time passes, 8 years, the price tag increases, and so does the risk of failure or worse.
- Independent of which plan the residents are polled for, their wishes are consistent:
  - improved pedestrian and bike access in local parks and along the lakeshore
  - improved facilities in existing parks-including possible year-round recreation center or amphitheater

