

PRELIMINARY DRAFT

SHORELINE PUBLIC ACCESS PLAN for Chelan County – *Initial Study*

Project: Comprehensive Shoreline Master Program Update

- Task 8: Develop general SMP goals, policies and regulations

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This report was funded in part through a grant from the Washington Department of Ecology.

15 April 2010

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PRELIMINARY DRAFT SHORELINE PUBLIC ACCESS PLAN – INITIAL STUDY CHELAN COUNTY

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.” The current SMPs were developed more than 30 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.

A new SMP is under preparation to meet the requirements of:

- The Shoreline Management Act of 1971 (RCW 90.58),
- The implementing State rules codified as Chapter 173-26 of the Washington Administrative Code (WAC) “State Master Program Approval/Amendment Procedures and Master Program Guidelines” that were revised in 2003, and
- Other applicable local, state, and federal laws.

Chelan County and the Cities of Cashmere, Chelan, Entiat, Leavenworth, and Wenatchee are partnering to update their SMPs as part of a county-wide effort with project funding from the Washington State Department of Ecology (Ecology). The updated SMPs, as required by Ecology, will provide environmental protection for shorelines, preserve and enhance public access, and encourage appropriate development that supports water-oriented uses.

As was the case in 1975 and today, the SMP is developed locally, but must meet the requirements of the Shoreline Management Act and implementing State rules, and is subject to approval by Ecology.

Among other goals and requirements, the Shoreline Management Act identifies shoreline public access as a preferred use (RCW 90.58.020). Due to extensive government ownership along shorelines throughout the County, current and potential park and public access opportunities are fairly abundant. However, the present public access opportunities may not be ideally located, improved, or accessible (e.g. fishing easements) and identification of whether and how opportunities can be consolidated to meet local needs and create efficiencies for maintenance and other issues is warranted. Scattered, small access points with

low levels of alteration are preferred by some recreationists for certain uses (e.g., fishing), but not others (e.g., RV camping, swim beaches, picnicking, event facilities).

The purpose of this document is to present an initial study of regional shoreline public access conditions, example parks and recreation standards, and known shoreline public access opportunities. This information will be shared with the SMP Update public access subcommittee and citizens. Public input will be factored into the preparation of the public access plan. When prepared, the plan is intended to recognize local conditions and provide a regional strategy to meet current and future community shoreline access needs rather than a site-by-site perspective. Contents of this initial study include:

1. What are shorelines?
2. What does shoreline public access mean?
3. Why is the County preparing a shoreline public access plan?
4. What will be included in the County's shoreline public access plan?
5. What types of shoreline facilities are found in the County? Are they near residences and tourist accommodations?
6. How do these results compare to example parks and recreation standards?
7. What are some future shoreline public access opportunities?
8. What are key questions for the public access planning process?
9. What public involvement opportunities are planned?

1. What are shorelines?

Shorelines are special waterbodies that meet certain size or flow criteria under the Shoreline Management Act (RCW 90.58), including the adjacent uplands. They specifically include lakes greater than 20 acres, streams and rivers with an average annual flow greater than 20 cubic feet per second (cfs), lands within 200 feet of the ordinary high water mark, floodways, some floodplains, and associated wetlands. Chelan County has at least 130 shorelines that meet the definition, which include approximately 50 lakes and 80 streams or rivers.

2. What does shoreline public access mean?

Public access refers to the ability of the general public "to reach, touch, and enjoy the water's edge, to travel on the waters of the state, and to view the water and

the shoreline from adjacent locations” (WAC 173 26 221(4)(a)). Public access can be physical access such as a trail or park to access the shorelines and/or visual such as a view corridor from a road.

Public access is a preferred use per the Shoreline Management Act (RCW 90.58.020). When public access is addressed in a SMP, it implements the “public trust doctrine” which is a common law principle holding that “the waters of the state are a public resource owned by and available to all citizens equally for the purposes of navigation, conducting commerce, fishing, recreation and similar uses.” While the doctrine “protect(s) public use of navigable water bodies below the ordinary high water mark,” the doctrine “does not allow the public to trespass over privately owned uplands to access the tidelands.”¹ Generally, public or private landowners are limited in terms of liability when there are unintentional injuries to any public access users based on state law at RCW 4.24.210.

3. Why is the County preparing a shoreline public access plan?

The WAC indicates public access “should” be required for new private uses of a certain type or size and “shall” be required for new public uses.² The WAC includes a threshold to provide physical and visual access when a subdivision of land into more than four parcels is proposed; it is also required for commercial, industrial and recreational development.

A site-by-site approach to providing public access may not be appropriate for Chelan County because it may result in uncoordinated and piecemeal public access facilities that do not connect residents and tourists to desired destinations.

An alternative to the site-by-site approach is to conduct a shoreline public access planning process. The WAC at section 173-26-221(4)(c) describes this process as follows:

Local governments should plan for an integrated shoreline area public access system that identifies specific public needs and opportunities to provide public access. Such a system can often be more effective and economical than applying uniform public access requirements to all development. This planning should be integrated with other relevant comprehensive plan elements, especially transportation and recreation. The planning process shall also comply with all relevant constitutional and other legal limitations that protect private property rights.

¹ See the State of Washington’s Department of Ecology’s website at: http://www.ecy.wa.gov/programs/sea/sma/laws_rules/public_trust.html. Accessed March 24, 2010.

² The word “should” means in the SMP Guidelines: “that the particular action is required unless there is a demonstrated, compelling reason, based on policy of the Shoreline Management Act and this chapter, against taking the action.”

Where a port district or other public entity has incorporated public access planning into its master plan through an open public process, that plan may serve as a portion of the local government's public access planning, provided it meets the provisions of this chapter. The planning may also justify more flexible off-site or special area public access provisions in the master program. Public participation requirements in WAC 173-26-201 (3)(b)(i) apply to public access planning.

At a minimum, the public access planning should result in public access requirements for shoreline permits, recommended projects, port master plans, and/or actions to be taken to develop public shoreline access to shorelines on public property. The planning should identify a variety of shoreline access opportunities and circulation for pedestrians (including disabled persons), bicycles, and vehicles between shoreline access points, consistent with other comprehensive plan elements.

In summary, the public access planning process:

- Identifies needs and opportunities
- Integrates with other community comprehensive and parks plans
- Is developed with public participation
- Results in identification of actions to be taken to develop public shoreline access to shorelines on public property, recommended projects, and/or requirements for shoreline permits, recognizing that the planning process may also justify more flexible off-site or special area public access provisions

Chelan County intends to conduct the public access planning process to recognize local conditions and provide a regional perspective to meet current and future community shoreline access needs.

4. What will be included in the County's shoreline public access plan?

As described in Section 3, the County's objective is to develop a public access plan that includes standards, guidelines, and implementation strategies to provide public access to the shorelines in compliance with the Shoreline Management Act. The overall approach and methods to prepare the plan are described below.

Overall Approach

The approach to developing the plan includes the following seven steps:

- A. Document current and approved parks and recreation facilities and plans and leverage information about public access needs and opportunities.** Shoreline recreation and open space facilities are operated by many local, state,

and federal agencies. For the purposes of this analysis all current and planned City, County, PUD, state, and federal parks, open space, and facilities in Chelan County are included for a regional picture of shoreline recreation opportunities.

B. Review current and future resident population and tourists to determine current and future demand for shoreline access facilities. Residents are more likely to access shoreline facilities year-round while tourists will tend to use facilities during certain months of the year, such as summer or winter holidays.

C. Compile professional public access/recreation standards using examples. Professional standards have been developed in local community parks and recreation plans, as well as through state and national organizations. These standards report measures of demand or proximity such as acres of parks per 1,000 population, miles of trail per 1,000 population, or maximum distance to local or regional facilities. These professional standards can serve as guides, but will be more defined through public input about what is an adequate distribution, amount, and type of facilities to meet their needs.

D. Analyze whether current and planned public access and recreation facilities are in proximity to future population and tourists. This addresses distribution of shoreline access facilities where there are concentrations of potential users.

E. Develop customized public access/recreation standards using examples and public input. Based on preferred public access/recreation standards, determine gaps and priority locations for public access. Gather community input on gaps and priorities.

F. Develop Chelan County shoreline public access plans and guidelines and integrate them into the draft SMP Update.

G. Gain additional citizen input through the public review process for the SMP Update.

This initial study reports results of Steps A through D, allowing public input into public access/recreation standards and gap areas. After obtaining citizen input, the remaining steps include preparing a draft public access plan and integrating it into the SMP Update for further public input.

Data and Analysis Methods – Initial Study

This initial study relies on available parks and recreation plans and mapping collected from Chelan County and the five Cities, utility district, state, and federal sources, as well as community land trust data. The information was originally compiled for the March 2009 “Shoreline Inventory and Analysis Report for Shorelines in Chelan County and the Cities of Cashmere, Chelan, Entiat, Leavenworth, and Wenatchee.” Mapping and data were recently updated in April 2010 with some newly adopted City plans, City corrections, and other compiled data.

Consistent with a planning level study about regional shoreline recreation resources, this initial study is based on the available data and methods listed in Table 1. The first column shows the steps described in paragraphs A through D above, and the second column describes the data sources and analysis methods.

Table 1. Initial Study Tasks, Data, and Methods

Step	Data Sources & Analysis Method
A. Document current and approved parks and recreation facilities and plans	<p>Review adopted parks, recreation, trails, and open space plans.</p> <p>Leverage information about public access needs and opportunities using as a basis the “Shoreline Inventory and Analysis Report for Shorelines in Chelan County and the Cities of Cashmere, Chelan, Entiat, Leavenworth, and Wenatchee” dated March 2009.</p> <p>Update inventory based on: 1) City comments, 2) recently adopted plans, 3) chamber of commerce, state, PUD, public comments or other website compilations of fishing lakes, campgrounds, and RV parks.</p>
B. Review current and future resident population and tourists to determine current and future demand for shoreline access facilities.	<p>Current population: Year 2000 US Census population by County Census District. See Appendix B.</p> <p>Projected Population: Chelan County Comprehensive Plan population allocation to the year 2030 distributed to County Census Districts. See Appendix B.</p> <p>Tourists: Estimate tourists based on Department of Commerce study of tourist expenditures in the County divided by average per trip expenditures. Project tourists to the year 2030 by using an average annual growth rate derived from 10 years of historic data. See Appendix B.</p>

Step	Data Sources & Analysis Method
Compile professional public access/recreation standards using examples.	Review adopted parks, recreation, trail, and open space plans prepared by Cashmere, Chelan, Entiat, Leavenworth, and Wenatchee, as well as State of Washington Recreation and Conservation Office, State of Colorado Small Community Park & Recreation Planning Standards and National Recreation and Park Association (NRPA).
Analyze whether current and planned public access and recreation facilities are in proximity to future population and tourists.	<p>Population: Current population distributed to County Assessor residential parcels. Future population distributed to County Census Districts and to urban areas based on the Chelan County Comprehensive Plan allocations.</p> <p>Tourists: Distributed to the County Census Districts in proportion to tourist accommodations (hotel rooms, campsites, etc.).</p> <p>Distance: Prepared a network analysis to determine how far residences and tourist accommodations are to various shoreline recreation features including parks, trails, boating, and fishing.</p>

Source: ICF

Why are we considering all shoreline recreation facilities rather than just the facilities managed by Chelan County?

This initial study considers all recreation and open space facilities in the County regardless of which agencies manage them, because it appears most shoreline parks and recreation facilities are used or could be used by the entire region's residents as well as tourists. The results of the inventory are intended to show gaps and opportunities in shoreline access at a regional level.

Has there been field review of the public access inventory?

Field studies and site-by-site evaluation of public access locations were not undertaken. The shoreline public access inventory is based on readily available information such as GIS mapping, local agency review and corrections, and limited windshield review. Reliance on available information is consistent with the WAC guidance for shoreline inventories and for this planning level process.

The mapping and data are currently the most comprehensive data set available and can be improved over time based on corrections provided by agencies and the public. The data allow a planning level review of shoreline public access.

5. What type of shoreline facilities are found in the County? Are they near residences and tourist accommodations?

A wide range of recreation and open space facilities are found along County shorelines, including parks, protected open space, trails, campgrounds, fishing easements, boat launches, marinas, and other facilities. Please see the Public Access maps in Appendix A.

To compare how different parts of the County are served, the sections below describe quantity and proximity of shoreline recreation opportunities in relation to residents and tourists. The County geography, population, and tourists are divided into Census County Divisions (CCDs), which happen to be similar to Watershed Resource Inventory Areas. Please see Figure 1. This map is also reproduced to scale in Appendix B.

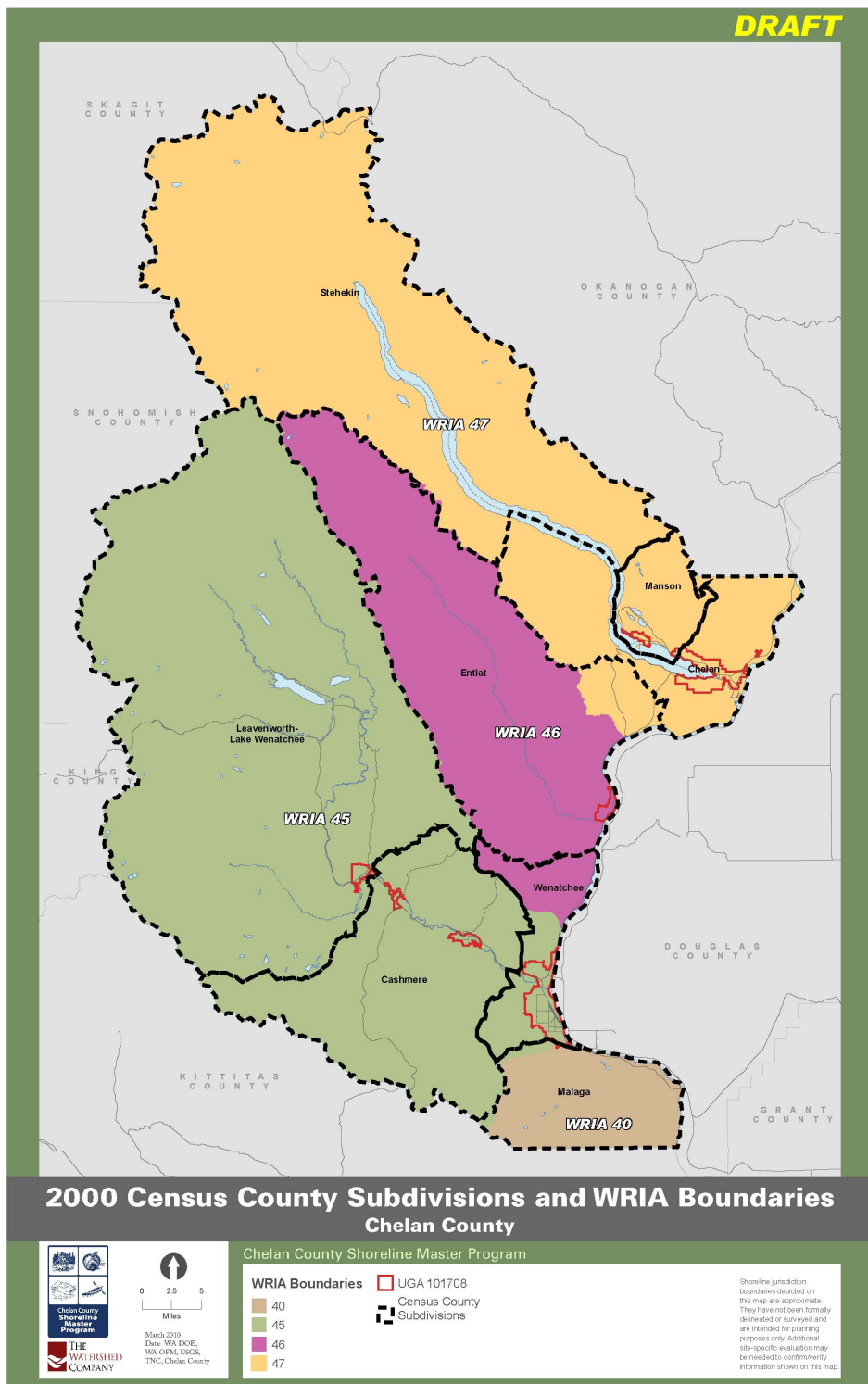


Figure 1. County Census Districts and WRIAs

Quantity of Shoreline Recreation Facilities in Relation to Population

This section addresses the amount of shoreline recreation facilities in proximity to residents and tourists. The number of acre or miles of facilities includes only those portions in the shoreline jurisdiction.

Tables 2 and 3 present acres of shoreline parks and acres of shoreline public and protected lands in relation to the Year 2000 and Year 2030 populations. Observations include that all areas have some amount of protected lands along shorelines, but that parks which typically have more formal opportunities to recreate such as picnic areas, trails, etc. are less abundant. Additionally, if no additional formal park acres are provided beyond adopted plans already considered, the acres per 1,000 population countywide would drop by about 35% between 2000 and 2030.

All CCDs have shoreline public and protected lands, largely due to federal lands in the upper watersheds and PUD lands along the Columbia River, as well as other City, County, and state holdings. Relative to other CCDs, Stehekin has an abundance of facilities and a very small population – it is an outlier. Chelan, Entiat, and Leavenworth-Lake Wenatchee CCDs have moderate amounts of park acres per 1,000 population. On the other end of the spectrum, due to its relatively higher population, the Wenatchee CCD has a small amount of parks and open space per 1,000 population. Much of the central Wenatchee shoreline waterfront is fully available for shoreline recreation, but less available to the north and south extremes of the Urban Growth Area. Wenatchee has plans to add shoreline recreation acres in its Urban Growth Area, but specific sites are not identified. The Cashmere CCD has fewer acres per 1,000, though their share increases by 2030 due to adopted plans. In Manson, acres per 1,000 are low; this is due in part to several of the parks and open space sites have parcels extending into aquatic areas which are not counted in the acres. Malaga is not served by formal shoreline parks and has only a small amount of public or protected land.

Table 2. Acres of Shoreline Parks and Protected Lands per 1,000 Population – Year 2000

CCD	Total Acres	Other Public & Protected Lands - Acres	Parks-Acres	2000 Pop-ulation	Total Acres per 1,000 Population	Public/ Protected Acres per 1,000 Population	Park Acres per 1,000 Population
Cashmere	800	791	8	10,824	73.9	73.1	0.8
Chelan	748	651	97	6,222	120.2	104.6	15.6
Entiat	3,343	3,299	44	2,130	1,569.6	1,549.0	20.5
Leavenworth-Lake Wenatchee	17,844	17,725	119	5,902	3,023.3	3,003.2	20.1
Malaga	176	176		3,506	50.3	50.3	0.0
Manson	95	90	5	3,248	29.3	27.8	1.6
Stehekin	8,677	6,078	2,599	106	81,861.1	5,7341.2	24,519.9
Wenatchee	200	144	56	34,678	5.8	4.2	1.6
Total	31,883	28,955	2,928	66,616	478.6	434.7	44.0
(Minus Stehekin)	23,206	22,877	329	66,510	348.9	344.0	4.9

Sources: The Watershed Company; GIS Analysis; US Census 2000

Table 3. Acres of Shoreline Parks and Protected Lands per 1,000 Population – Year 2030

CCD	Total Acres	Other Public & Protected Lands - Acres	Parks-Acres	2030 Pop-ulation**	Total Acres per 1,000 Population	Public/ Protected Acres per 1,000 Population	Parks Acres per 1,000 Population
Cashmere	836	791	44	16,710	50.0	47.3	2.7
Chelan *	748	651	97	9,521	78.5	68.3	10.2
Entiat	3,343	3,299	44	3,204	1043.4	1,029.8	13.6
Leavenworth-Lake Wenatchee	17,844	17,725	119	8,813	2,024.7	2,011.2	13.5
Malaga	176	176		5,146	34.3	34.3	0.0
Manson	95	90	5	4,825	19.7	18.7	1.1
Stehekin	8,677	6,078	2,599	181	47,940.8	33,581.0	14,359.7
Wenatchee*]	200	144	56	53,295	3.8	2.7	1.0
Total	31,919	28,955	2,964	101,695	313.9	284.7	29.1
(Minus Stehekin)	23,242	22,877	365	101,514	229.0	225.4	3.6

*Cities in these CCDs propose additional parks that would contribute additional acres when sited.

** Due to the lack of intercensal data at the CCD level, the 2030 numbers represent year 2008 to 2030 growth added to year 2000 Census information (see Appendix B). Excludes 5,484 in population growth between 2000 and 2008. Based on State Office of Financial Management information, it is estimated that about 70% of this growth occurred in the cities (mostly in Wenatchee) and 30% in unincorporated Chelan County. This would slightly reduce the acres per 1,000 population for the Cities and the County. At a total County level, adding in 5,484 population would decrease the total acres per 1,000 to 297.8, decrease the public/protected acres per 1,000 to 270.2, and the parks acres per 1,000 to 27.7 (instead of 29.1).

Sources: The Watershed Company; GIS Analysis; Chelan County Comprehensive Plan 2009

Table 4 presents miles of trails per 1,000 population for Year 2000 and 2030 periods. Countywide, there is about 1.5 mile of shoreline trail per 1,000 population, which would be reduced to 1.0 mile per 1,000 population by 2030 even if accounting for some planned trails in adopted City plans. CCDs well served include Entiat and Stehekin because of lower populations and greater opportunities in the upper watersheds for hiking trails. Leavenworth-Lake Wenatchee is also relatively well served and would improve with the implementation of the Upper Valley Regional Trails Plan. Chelan and Manson have particularly low miles per 1,000 population. Wenatchee is also low in terms of miles per 1,000 population but is serving a large urban population and has an extensive waterfront recreation area; the City and PUD have plans to extend shoreline recreation in the northern UGA. Malaga is not served by trails along the shoreline.

Table 4. Current and Planned Trail Miles per 1,000 Population – Year 2000 and 2030

CCD	2010 Miles	2000 Population	2000 Miles per 1,000	2030 Miles	2030 Population*	2030 Miles per 1,000
Cashmere	3.6	10,824	0.3	6.7	16,710	0.4
Chelan	0.5	6,222	0.1	2.2	9,521	0.2
Entiat	21.5	2,130	10.1	24.6	3,204	7.7
Leavenworth-Lake Wenatchee	57.3	5,902	9.7	87.4	8,813	9.9
Malaga	0.0	3,506	-	0.0	5,146	-
Manson	0.4	3,248	0.1	0.4	4,825	0.1
Stehekin	15.2	106	143.0	15.2	181	83.7
Wenatchee	2.8	34,678	0.1	2.8	53,295	0.1
Total	101.3	66,616	1.5	139.3	101,695	1.0
(Minus Stehekin)	86.2	66,510	1.5	124.1	101,514	0.8

** Due to the lack of intercensal data at the CCD level, the 2030 numbers represent year 2008 to 2030 growth added to year 2000 Census information (see Appendix B). Excludes 5,484 in population growth between 2000 and 2008. Based on State Office of Financial Management information, it is estimated that about 70% of this growth occurred in the cities (mostly in Wenatchee) and 30% in unincorporated Chelan County. This would slightly reduce the acres per 1,000 population for the Cities and the County. At a total County level, adding in 5,484 population would decrease 2030 miles per 1,000 to 0.9 instead of 1.0. Sources: The Watershed Company; GIS Analysis; US Census 2000; Chelan County Comprehensive Plan 2009

Table 5 shows the number of boat launches and the population and tourists they may serve. Entiat, Cashmere, and Manson CCDs have the most well served resident population and Malaga the least well served. The potential for boat launch use is highest in Wenatchee, Leavenworth-Lake Wenatchee and Chelan CCDs. However, it should be noted that the capabilities of the boat launches are different, with lake boat launches used for motorized boats and river launches

used for non-motorized watercraft; an exception is the Columbia River which is used by motorized craft. A motorized boat launch within 15 miles of residents or tourist accommodations may not be possible in some cases given lack of water navigable by a motorized craft.

Table 5. Estimated Population and Tourists Served by Boat Launches – Year 2000 and 2030

CCD	Boat Launches 2010	2000 Pop-ulation	2000 Tourists Est.	Total Served Per Launch	2030 Pop-ulation**	2030 Tourists Est.	Total Served Per Launch
Cashmere	3	10,824	70,886	27,237	16,710	264,664	93,791
Chelan	4	6,222	306,846	78,267	9,521	1,145,660	288,795
Entiat*	2	2,130	39,751	20,940	3,204	148,417	75,810
Leavenworth-Lake Wenatchee	3	5,902	405,538	137,147	8,813	1,514,143	507,652
Malaga	-	3,506	0	0	5,146	0	0
Manson	3	3,248	11,553	4,934	4,825	43,136	15,987
Stehekin	-	106	3,525	0	181	13,160	0
Wenatchee	2	34,678	163,116	98,897	53,295	609,020	331,158
Total	17	66,616	1,001,215	62,814	101,695	3,738,200	225,876

* In the CCD there are two facilities. The City of Entiat plans to add three new facilities. The 2030 numbers reflect this increase from 2 to 5 launches in the CCD.

** Due to the lack of intercensal data at the CCD level, the 2030 numbers represent year 2008 to 2030 growth added to year 2000 Census information (see Appendix B). Excludes 5,484 in population growth between 2000 and 2008. Based on State Office of Financial Management information, it is estimated that about 70% of this growth occurred in the cities (mostly in Wenatchee) and 30% in unincorporated Chelan County. This would slightly reduce the acres per 1,000 population for the Cities and the County. At a total County level, adding in 5,484 population would increase the total population served per launch to 226,199 instead of 225,876.

Sources: The Watershed Company; GIS Analysis; US Census 2000; Chelan County Comprehensive Plan 2009

Proximity of Facilities to Residents and Tourists

At a regional scale, most of the resident and tourist population (over 90%) is within 15 road miles of public access facilities as shown in Tables 6 and 7 and Appendix C. Under typical circumstances this would mean a 15-minute drive for residents or visitors to arrive at a walking trail in summer evenings or a 15-minute drive to a boat launch or a fishing spot on a weekend. See above regarding lack of water navigable by a motorized craft in some locations. Additionally, some of the fishing locations are unimproved easements and may be difficult to access.

Table 6. Residential Population within 15 Miles of Various Forms of Public Access (Current and Planned)

CCD	Boating Facilities		Fishing		Trails		Parks		All Other Open Space	
	2000	2030*	2000	2030*	2000	2030*	2000	2030*	2000	2030*
Cashmere	10,824	16,710	10,824	16,710	10,830	16,719	10,824	16,710	10,824	16,710
Chelan	6,209	9,501	5,904	9,035	6,206	9,496	6,209	9,501	6,222	9,521
Entiat	1,926	2,897	2,029	3,052	2,128	3,201	1,955	2,941	2,130	3,204
Leavenworth-Lake Wenatchee	5,900	8,810	5,902	8,813	5,909	8,823	5,900	8,810	5,902	8,813
Malaga	3,401	4,992	3,506	5,146	3,434	5,041	3,463	5,083	3,506	5,146
Manson	3,248	4,825	3,248	4,825	3,248	4,825	3,248	4,825	3,248	4,825
Stehekin	106	181	42	72	50	86	11	18	106	181
Wenatchee	34,678	53,295	34,678	53,295	34,712	53,346	34,678	53,295	34,678	53,295
Total Pop <15 mi	66,302	101,215	66,055	100,838	66,517	101,543	66,334	101,264	66,616	101,695
Pop > 15 mi	314	5,962	561	6,339	99	5,634	282	5,913	0	5,482
Percent	0.47%	5.56%	0.84%	5.91%	0.1%	5.3%	0.42%	5.52%	0.0%	5.1%

* Due to the lack of intercensal data at the CCD level, the 2030 numbers represent year 2008 to 2030 growth added to year 2000 Census information (see Appendix B). Excludes 5,484 in population growth between 2000 and 2008. Based on State Office of Financial Management information, it is estimated that about 70% of this growth occurred in the cities (mostly in Wenatchee) and 30% in unincorporated Chelan County. This would slightly change the 2030 results presented. Growth in cities is more likely to be located near facilities.

Sources: The Watershed Company; GIS Analysis; US Census 2000; Chelan County Comprehensive Plan 2009

Table 7. Estimated Tourists at Accommodations within 15 Miles of Various Forms of Public Access (Current and Planned)

CCD	Boating Facilities		Fishing		Trails		Parks		All Other Open Space	
	2000	2030	2000	2030	2000	2030	2000	2030	2000	2030
Cashmere	70,886	264,404	70,886	264,404	70,886	264,404	70,886	264,404	70,886	264,404
Chelan	306,846	1,144,535	304,496	1,135,771	306,846	1,144,535	306,846	1,144,535	306,846	1,144,535
Entiat	12,141	45,285	12,141	45,285	29,960	111,751	12,141	45,285	29,960	111,751
Leavenworth-Lake Wenatchee	390,852	1,457,877	399,272	1,489,284	405,538	1,512,656	392,810	1,465,181	405,538	1,512,656
Malaga	0	0	0	0	0	0	0	0	0	0
Manson	11,553	43,094	11,553	43,094	11,553	43,094	11,553	43,094	11,553	43,094
Stehekin	2,350	8,765	783	2,922	2,350	8,765	0	0	3,525	13,147
Wenatchee	104,371	389,303	104,371	389,303	104,371	389,303	104,371	389,303	104,371	389,303
TOTAL	898,998	3,353,262	903,502	3,370,061	931,504	3,474,508	898,606	3,351,801	932,678	3,478,891
Greater than 15 miles	33,681	125,629	29,177	108,829	1,175	4,382	34,072	127,089	0	0
Percent	3.36%	3.36%	2.91%	2.91%	0.12%	0.12%	3.40%	3.40%	0.00%	0.00%

Source: The Watershed Company; GIS Analysis

Both resident population and tourist accommodations within 1.5 miles of parks and trails are presented on maps in Appendix C. Tourist accommodations are generally located within 1.5 miles of recreation facilities: 65% are near parks and 77% are near trails. Table 8 focuses on current and future resident population within 1.5 miles of parks and trails facilities. At this scale, about 50% of the population is in proximity, mostly within the urban growth areas or fringes. Reviewing data and maps, the areas where at least half or more of the current or future population is in close proximity to current or planned parks or trails include: Cashmere, Chelan, Entiat, Manson and Leavenworth-Lake Wenatchee and Wenatchee CCDs. Malaga population is further than 1.5 miles. Stehekin population is further than 1.5 miles to formal parks but very close to protected open space.

Table 8. Residents within 1.5 miles of Current and Planned Parks and Trails

CCD	Total Resident Population		Population within 1.5 miles of trails		Population within 1.5 miles of parks	
	2000	2030*	2000	2030*	2000	2030*
Cashmere	10,824	16,710	7,779	12,009	6,294	9,717
Chelan	6,222	9,521	2,963	4,534	3,691	5,648
Entiat	2,130	3,204	1,241	1,867	1,049	1,577
Leavenworth-Lake Wenatchee	5,902	8,813	4,014	5,993	3,444	5,143
Malaga	3,506	5,146	0	0	0	0
Manson	3,248	4,825	8	11	2,234	3,319
Stehekin	106	181	0	0	0	0
Wenatchee	34,678	53,295	19,895	30,575	22,172	34,075
Total	66,616	101,695	35,628	54,389	39,069	59,641
Percent of Total Population			53.48%	50.75%	58.65%	55.65%

* Due to the lack of intercensal data at the CCD level, the 2030 numbers represent year 2008 to 2030 growth added to year 2000 Census information (see Appendix B). Excludes 5,484 in population growth between 2000 and 2008. Based on State Office of Financial Management information, it is estimated that about 70% of this growth occurred in the cities (mostly in Wenatchee) and 30% in unincorporated Chelan County. This would slightly change the 2030 results presented.

Sources: The Watershed Company; GIS Analysis; US Census 2000; Chelan County Comprehensive Plan 2009

Areas that may require additional attention particularly in terms of residential population in proximity to trails or parks include:

- Chelan UGA, northern
- Wenatchee UGA, northern
- Malaga CCD

- Cashmere CCD, western
- Leavenworth-Lake Wenatchee CCD, northern

6. **How do these results compare to example parks and recreation standards?**

Various agencies have developed parks and recreation planning standards frequently based on best practices, determined by experts in the field, and through public outreach. Planning standards for public access can take the form of the quantity of a park and recreation facility in relation to population – for example linear feet of trail per 1,000 population. Four sources of standards were reviewed for this initial study:

- Locally adopted standards. Each City in Chelan County has developed standards in their parks, recreation, open space and trails plans.
- State guidance. Preliminary Local Agency Level of Service Indicators developed by the Washington State Recreation and Conservation Office (RCO) in the 2008 document “Defining and Measuring Success: The Role of State Government in Outdoor Recreation.”
- Other studies for small communities. In 2003, the State of Colorado Department of Local Affairs funded a study called “Small Community Park & Recreation Planning Standards” for small communities of 10,000 population or less.
- National sources. The National Recreation and Park Association (NRPA) has parks and recreation planning standards; however these are focused on recreation programmed parks in urban metropolitan areas. These standards could still apply in communities the size of Wenatchee.

Local standards are illustrated on Table 9. RCO standards are illustrated on Table 10. NRPA and Colorado example standards are included in Appendix E.

The collected standards address facilities across communities – for example, total community park acres per 1,000 population rather than shoreline park acres per 1,000. However, some standards developed in Entiat or Colorado are more directly applicable to the shoreline public access plan because they are shoreline-specific. For example, Entiat’s approach is to have two boat launches to serve resident population – that equates to one launch per 1,000 population based on their UGA population allocation of 1,858 by the year 2030.

Table 9. Local Parks and Recreation Standards—Communitywide

Facility Type	Communitywide Standards				
	Cashmere	Chelan	Entiat	Leavenworth	Wenatchee
Parks & Open Space	acres/ 1000 pop	acres/ 1000 pop		acres/ 1000 pop	acres/1000 pop
Neighborhood	2	2		2.5	0.92
Community	7	7		3.5	1.45
Regional	8	6			2.88
Open Space Areas	5	0.5	qualitative std - viewing areas		5
Trails	miles/ 1000 pop		miles/ 1000 pop		miles/ 1000 pop
Trails	0.5	0.5	3-5		0.27
Pathways	0.25	0.25			
Bikeways	0.25	0.5			
Water Oriented					
Boat Launches			2 local; 2 tourism		
Marina Slips			10 per 200 population + 50-100 tourism		
Swimming Beach			1 per river		

Sources:

City of Cashmere, Parks and Recreation Comprehensive Plan, 2009-15

City of Chelan, Parks and Recreation Comprehensive Plan, 2008-14

City of Entiat, Parks, Recreation, and Open Space Plan, 2009

City of Leavenworth, Parks and Recreation Comp Plan, April 1997, Appendix G

City of Wenatchee, Parks, Recreation & Open Space Plan 2006

Preliminary RCO standards are illustrated in Table 10. There are baseline and enhanced guidelines that address participation and proximity. These local standards are proposed for additional testing. The RCO report notes that “the concept needs field testing over time and in multiple settings before it can be fully adopted as a working tool. RCO proposes to test the level of service concept in cooperation with the National Park Service in future grant cycles of the federal Land and Water Conservation Fund grant program.”

Even when just considering shoreline facilities, the analysis in this report shows over 90% of the resident population within a 15 mile radius of a shoreline facility and over 50% of the population at within a 1.5 mile radius.

Table 10. Preliminary RCO Proposed Level of Service Standards for Local Agencies – Communitywide

Local Agency Level of Service Indicators					
Indicators	Level of Service Ratings				
	A	B	C	D	E
Baseline Criteria: Per Capita Participation					
Individual Active Participation Percent of population that participates in one or more active outdoor activities	66-100%	51-65%	41-50%	31-40%	0-30%
Facility Capacity: Activity-Specific Participation Existing facilities meet this percentage of activity-specific demand	76-100%	61-75%	46-60%	31-45%	0-30%
ENHANCED CRITERIA: Service Area/Population-Based (Equity)					
Urban Park, Trail Percentage of population within ½ mile of a neighborhood park or trail	76-100%	61-75%	46-60%	31-45%	0-30%
County Park, Trail* Percentage of population within 1-1/2 miles of a county park/trail	76-100%	61-75%	46-60%	31-45%	0-30%
Regional Park, Trail* Percentage of the population within 25 miles of a regional park or trail	76-100%	61-75%	46-60%	31-45%	0-30%
In-depth Enhancement: Function-Based Guidelines					
Agency-based Assessment Percentage of facilities that are fully functional per their specific design and safety guidelines (based on manager assessment)	81-100%	61-80%	41-60%	21-40%	0-20%
Public satisfaction Percentage of population satisfied with the condition (including facility condition, cleanliness, etc.) of existing outdoor park and recreation facilities	66-100%	51-65%	36-50%	26-35%	0-25%
Operations and Maintenance On average, routine operations and maintenance funded at this percentage of annual need (does not include major capital development)	80-100%	61-80%	41-60%	21-40%	0-20%
Access Percentage of facilities that may be accessed safely via foot, bicycle, or public transportation	80-100%	61-80%	41-60%	21-40%	0-20%

* "County" is defined as a site or facility intended to serve the providing county's population.
"Regional" is defined as a site or facility intended to serve populations that cross jurisdictional boundaries.

Source: Washington State Recreation and Conservation Office (RCO) in the 2008 document "Defining and Measuring Success: The Role of State Government in Outdoor Recreation."

Another approach is to develop local standards. One idea is to assume current amounts/distributions of facilities should hold true as populations increase or that the future won't look exactly like the past and develop modified standards. The data used in this approach is likely to include:

- Linear miles of each stream
- Acres of each lake
- Number of recreation facilities by type
- Population density

An example is shown in Table 11.

Table 11. Example Approach – Local Recreation Standards

Water Body	Area of Waterbody	Shoreline Acres	Public Acres	Public Access Facilities*	Trail Length	CCD population
Lake Wenatchee	2,449 acres	316	171	4	9,570	2000: 5,902
Fish Lake	503 acres	258	255	4	6,205	2030: 8,813

* Includes boat launches, campgrounds, fishing accesses, picnic areas, RV camps, snoparks, trailheads, and winter recreation facilities.

Source: The Watershed Company; GIS analysis

Determining shoreline recreation standards is a key question for citizen input at upcoming workshops (see Sections 8 and 9).

7. What are some future shoreline public access opportunities?

City and County Plans

County, City, PUD and other parks and recreation plans identify projects including shoreline public access improvements. The various agency plans are summarized below and reflected on the maps in Appendix A where possible.

County Plans

In 2007, Chelan County prepared a Comprehensive Parks and Recreation Plan. The following elements of the Comprehensive Parks and Recreation Plan are relevant to the SMP update and to the future shoreline public access plan:

- Vision: Chelan County provides a mix of parks, recreation and open space that complements community character, creates diverse opportunities for residents and visitors, and preserves ecological functions.

- Goals and Policies: Among several, the following are most relevant:
 - Goal PR2, Policy 1: Encourage the following criteria to be addressed in the development of park plans by public entities: A. Evaluate the need for new park facilities using the Recreation and Conservation Funding Board format; B. Neighborhood parks should be sited for accessibility and the enhancement of neighborhood; C. Evaluate need for waterfront access and waterfront-dependent activities, activity fields (soccer, etc.), special purpose facilities (sky park, skate park, etc.), indoor facilities, community centers, trails, funding mechanisms, and construction, and maintenance and operation.
 - Goal PR2, Policy 3: Encourage public access to shoreline areas in the development and maintenance of park and recreation opportunities, where consistent with the protection of critical areas and private property rights.
- Improvement Program: The improvement program includes additional plans and improvements, such as a Comprehensive Trails Plan, Expo Center improvements, Stemilt Basin Land Exchange and Subarea Plan (Stemilt-Squilchuck Community Vision, TPL), Subarea Parks Planning, Citizen Questionnaire and Feasibility studies, Columbia River Water Access and Boating Plan, Multi-Sport Eight-Plex, Manson's Old Mill Campground, Manson Marina Expansion, and Wenatchee Row and Paddle Boating Facility Upgrade.

The plan provides community goals and an indication of potential projects important to consider. By itself, the plan does not qualify as a shoreline public access plan due to the broad nature of the document.

City Plans

The Cities of Cashmere, Chelan, Entiat, Leavenworth, and Wenatchee have adopted detailed parks, recreation, open space, and trails plans – focusing on public lands. These plans outline public outreach, goals, policies, levels of service standards, proposed projects, capital costs, and implementation strategies. These cities use the plans to not only document local needs and desires, but also to be positioned to obtain grant funding from state and federal sources. These City plans, listed below, have been summarized under separate cover and are intended to become shoreline public access plans for each jurisdiction.³ These shoreline public access plans will be included as a part of the SMP Update such as in an appendix.

- City of Cashmere, Parks and Recreation Comprehensive Plan, 2009-15

³ The City of Chelan intends to use the countywide public access planning process to address gaps in shoreline public access in parts of its urban growth area.

- City of Chelan, Parks and Recreation Comprehensive Plan, 2008-14
- City of Entiat, Parks, Recreation, and Open Space Plan, 2009
- City of Leavenworth, Parks and Recreation Comp Plan, April 1997 and Upper Valley Regional Trails Plan, June 2009
- City of Wenatchee, Parks, Recreation & Open Space Plan 2006

City plans are reflected on the maps included in Appendix A.

Public Utility District No. 1 of Chelan County

One key provider of parks and recreation along shorelines in Chelan County is the Public Utility District (PUD). The PUD maintains 10 facilities and 467 acres.

The PUD has also worked with local communities in the Wenatchee River valley to plan for parks and recreation areas. In March 2003, the Upper Valley Plan (for the Wenatchee River) was completed to develop an interpretive program focusing on sites exhibiting the natural and cultural resources of the Wenatchee River upper valley. The sites are located in Leavenworth, Peshastin, Dryden, Cashmere, and Monitor. The plan was not formally adopted, but serves as a guide to identify interpretive sites, river access points, and habitat enhancement, as well as promoting tourism. Concept plans are included in the Upper Valley Plan for the Wenatchee River and provide more detail (J.T. Atkins & Company PC and J.A. Brennan and Associates PLLC, March 2003).

Land Trusts

Two land trusts are particularly active in Chelan County: The Chelan-Douglas Land Trust and The Trust for Public Land. Both trusts have active programs for land stewardship and open space acquisition in and around Chelan County. Trust planning, stewardship and land acquisitions may help local governments and citizens to further public access goals and prioritize efforts.

Publicly Owned Land

The highest priority for public access is on public properties. Chelan County as a whole has a very high proportion of federal, state and other publicly owned lands in shoreline areas: across the County, approximately seventy-five percent (75%) of shoreline jurisdiction acres are in public ownership. See a breakdown by waterbody in Appendix D.

Table 12 shows the percent public ownership on major waterbodies including the Columbia River, Wenatchee River, and Lake Chelan. Areas with relatively smaller opportunities to focus access on public lands include Manson, Chelan,

and Peshastin UGAs, and rural portions of WRIA 40 (contains Malaga) and WRIA 46 (Entiat).

Table 12. Percent Public Ownership – Columbia and Wenatchee Rivers

WRIA/ UGA			Columbia River			Lake Chelan			Wenatchee River		
	Total Acres	Total Acres Public	Acres	Acres Public	Pct Public	Acres	Acres Public	Pct Public	Acres	Acres Public	Pct Public
40	413	159	413	159	39%	-	-	-	-	-	-
Wenatchee	19	0	19	0	1%	-	-	-	-	-	-
45	3,211	1,533	74	39	53%	-	-	-	3,137	1,493	48%
Cashmere	138	65	0	0	-	-	-	-	138	65	47%
Leavenworth	120	67	0	0	-	-	-	-	120	67	56%
Peshastin	90	4	0	0	-	-	-	-	90	4	4%
Wenatchee	260	122	195	88	45%	-	-	-	64	34	52%
46	395	72	395	72	18%	-	-	-	0	0	-
Entiat	88	46	88	46	53%	-	-	-	0	0	-
47	3,196	1,880	670	195	29%	2,526	1,685	67%	0	0	-
Chelan	239	29	0	0	0%	239	29	12%	0	0	-
Manson	64	0	0	0	-	64	0	0%	0	0	-
Total	8,232	3,977	1,854	600	32%	2,829	1,714	61%	3,549	1,663	47%

Source: The Watershed Company; GIS analysis

Road/Street Ends

Road or street ends consist of street segments that are not required for vehicular access and that can potentially provide the public with visual or physical access to a body of water and its shoreline using public rights-of-way. Table 13 provides a summary of the number and acres of such road/street ends that have been identified along 12 waterbodies. The most road/street ends are identified along Lake Chelan and along the Wenatchee River. The potential road/street ends are mapped on the series Public Access in Appendix A. The maps and data require verification by City public works staffs and citizens. While the right of way may exist, they may not be improved. Access and parking may be difficult under current conditions. These sites are opportunities for improved physical or visual access.

Table 13. Street Ends

Waterbody/ Jurisdiction			Confirmed by County or City		Unconfirmed but highly probable	
	Parcels	Acres	Parcels	Acres	Parcels	Acres
Chiwawa River	1	0.68	1	0.68		
Columbia River*	18	3.89	7	1.73	11	2.15
Entiat River	7	1.18	7	1.18		
Fish Lake	1	0.63	1	0.63		
Icicle Creek	12	2.09	8	1.86	4	0.23

Waterbody/ Jurisdiction			Confirmed by County or City		Unconfirmed but highly probable	
	Parcels	Acres	Parcels	Acres	Parcels	Acres
Lake Chelan	45	8.55	16	5.59	6	0.60
Lake Chelan: City of Chelan Analysis			23	2.36		
Lake Wenatchee	11	2.44	11	2.44		
Mad River	10	2.44	10	2.44		
Nason Creek	1	0.18	1	0.18		
Peshastin Creek	2	5.50	2	5.50		
Wenatchee River	40	5.15	33	4.35	7	0.79
TOTAL	148	32.71	120	28.94	28	3.77

*Two street ends along the Columbia River appear to lie in the Entiat UGA and are under review for confirmation.

Source: The Watershed Company; GIS analysis

Lake Chelan Restoration

The Lake Chelan Reclamation District is promoting public access in association with a large woody debris mitigation project on one of their sites located on the north shore of Lake Chelan (Lake Chelan Reclamation District property).

Lake Chelan Valley Trail Plan

The Lake Chelan Recreation Association adopted a plan in 1992 that proposes a wide variety of urban and rural trails and recreation facilities that would accommodate walking, jogging, bicycling, cross country skiing, back country skiing, in-line skating, hiking, equestrian, canoeing/kayaking, hang gliding/paragliding, as well as education/interpretative facilities, special needs facilities, hut to hut systems, and an underwater park. The plan was not adopted by the City of Chelan or Chelan County, but may serve as a resource for shoreline recreation planning.

8. What are key questions for the public access planning process?

At upcoming public meetings, the following types of questions are likely to be asked:

- What areas are well served by shoreline public access? What does a well-served area look like? What shoreline public access standards make sense for Chelan County?
- The initial study looks at quantity and distribution of existing and planned facilities – where is quality of facilities most important to consider?
- Where are there gap areas? Where are opportunities to fill gaps?

- Where are the priority locations for public access? What type of facilities is needed – parks, trails, boating, fishing, or other?

9. What public involvement opportunities are planned?

Four meetings are planned to develop the public access plan, including two public meetings and two public access subcommittee meetings.

After a draft public access plan is developed, it will be integrated into the SMP Update process and will be the subject of additional community meetings and hearings.

Interested citizens can contact the Chelan County Natural Resources Department for additional information, or view the County's website:

http://www.co.chelan.wa.us/nr/nr_shoreline_master_program.html.