

# CITY OF LEAVENWORTH

# PARKS & RECREATION PLAN

2011



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## INTRODUCTION

Public recreation is a needed service and benefit to the people of Leavenworth and surrounding populations. This plan articulates the needs, level of service, and resources required to facilitate recreation opportunities and administer parks and recreation programs. In 2011, the City identified the need to update its current Parks & Recreation Plan for the facilitation of the continued development of parks and establishment of recreation opportunities for the residents and visiting populations of Leavenworth.

As a primary recreation service provider in the Leavenworth area, the City recognizes the continued importance of parks and recreation services for the health, social, and economic benefits of the resident population, and for the enjoyment derived by visitors to the City throughout all four seasons of the year.

The Parks & Recreation Plan is organized to address the following objectives:

1. Evaluate and further define the appropriate organizational structure to manage parks and recreation services.
2. Inventory and evaluation of existing recreation facilities and activities.
3. Establish new, and revise current, policies to guide future decisions and implementation of parks and recreation services.
4. Solicit public input to forecast the demand for parks and recreation and identify future park and recreation service needs.
5. Identify a six-year capital improvement program and the long-range (20-year) objectives for land acquisition and facilities improvement.
6. Identify costs and related funding programs for recreation services, capital improvements, and maintenance.

# COMMUNITY PROFILE

## POPULATION, DEMOGRAPHICS, & GROWTH

The use of parks, school facilities, and natural resources for recreation purposes by residents and visitors alike has long been an established part of Leavenworth's lifestyle and business interests. Since its socio-economic resurgence beginning in 1963, with the Autumn Leaf Festival and subsequent adoption of the Bavarian theme, the City of Leavenworth has become nationally and internationally recognized as a destination or stopover for special events, festivals, and year-around outdoor recreation.

In the 20 years between 1990 and 2010, the population of Leavenworth increased approximately 16%, from 1,692 to 1,965. Estimating similar growth patterns for the next 20 years would take the City of Leavenworth to a population of approximately 2,280. Including the UGA and surrounding areas, the population in the PRSA is expected to reach approximately 2,700.

For the purposes of projecting park and recreation needs and establishing levels of service, the City should utilize both the 2010 population estimates and the 2030 population projections. Because of the importance of park and recreation services to Leavenworth's community, the City should also add an additional five (5) percent to the projections in order to ensure adequate park facilities. This would equate to approximately 2,400 people in the City Limits by the year 2030 and approximately 2,800 people including the UGA and surrounding areas. In addition, festivals and events, combined with the area's natural resources and recreational opportunities, currently bring approximately 2.2 million visitors to the Leavenworth annually.

Demographics data indicates that visitor populations will continue to grow in terms of total annual numbers and extended seasons. This visitor population has resulted in a higher demand on existing recreation resources, including parks, schools, and natural outdoor recreation features, such as the Wenatchee River,

Blackbird Island, Waterfront Park, the Ski Hill area, Fish Hatchery, and surrounding mountains and streams.

**Map 1** below shows Leavenworth's location within Chelan County, Washington.

**MAP 1: LEAVENWORTH VICINITY MAP**

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# ORGANIZATIONAL STRUCTURE

Maintaining an appropriate organizational structure to administer the development, operation, and maintenance of park and recreation services is a matter that requires continuous attention. Currently, the City of Leavenworth maintains park facilities through its Public Works Department. Most park facilities are funded through the City's operating budget. These monies are mostly derived from retail sales tax. Monies for the City's swimming pool are generally derived from the Upper Valley Park and Recreation Service Area (the PRSA), which is a district that utilizes monies from property taxes for the operation and maintenance of the pool. However, the pool has been receiving \$25,000-40,000 per year from the City's general fund to meet expenses.

There are three (3) examples of organizational structures for the operation and maintenance of park and recreation services found within Washington State's RCWs. Those three (3) organizational structures are: 1) A Special District for Parks & Recreation, managed by a separate body; 2) A Parks & Recreation Service Area, managed by the City; and, 3) A City Department of Parks & Recreation, or a combination.

The City of Leavenworth has chosen to operate under a combination of the above choices. First, the City's Public Works department utilizes a parks division for the on-going maintenance and operations of park facilities. The parks division also undertakes certain renovation and new park facilities projects. A parks subcommittee of the Leavenworth City Council oversees these projects. Second, the City has entered into an interlocal agreement with Chelan County, the Peshastin Community Council, the Chumstick Community Council, and the Cascade School District to form the Upper Valley PRSA, to build, maintain, and operate an aquatic center, which houses the City's swimming pool.

## CITY OF LEAVENWORTH PUBLIC WORKS DEPARTMENT – PARKS DIVISION

The projects are focused on neighborhood requirements or needs in community and neighborhood parks with school sites. Multi-purpose park development through interlocal agreements with the School District and other agencies has proven benefits for the entire community.

The City's Public Works Department is responsible for maintenance throughout the City, the maintenance and operation of the City's water plant and wastewater plant, and all park facilities. The parks division typically consists of three (3) eight-month employees and three (3) six-month employees. Along with the seasonal employees, the City employs a full-time, year-around field supervisor, who oversees the field operations for the entire Public Works Department.

## UPPER VALLEY PARK AND RECREATION SERVICE AREA

In April of 1998, the City of Leavenworth, Chelan County, the Peshastin Community Council, the Chumstick Community Council, and the Cascade School District entered into an interlocal agreement, pursuant to RCW 39.34, for the construction of a new aquatic center that would benefit the residents within the City of Leavenworth and the surrounding areas. This interlocal agreement established the Upper Valley Park and Recreation Service Area Board of Directors, pursuant to RCW 36.68.400. The Board consists of:

1. One Chelan County Commissioner;
2. Two elected officials of the City of Leavenworth;
3. One member of the Cascade School District Board of Directors;
4. One representative of the Peshastin Community Council; and,
5. One representative of the Chumstick Community Council.

The PRSA may initiate park and recreation services utilizing all authorized taxing authority and funding program eligibility as provided under local, State,

and Federal programs. Levies may be solicited for either capital or operating funds and/ or for a cumulative reserve fund. General obligation bonds, for capital purposes only, may be brought before the voters at a special election.

The City, as facilitator of the PRSA, may enter into concession agreements, charge user fees and admission fees, and create enterprise activities or lease agreements for commercial recreation as additional revenue sources to support funding requirements of the Department (PRSA).

Revenue sources to support the development and operations of the PRSA include annual levy, tax levies, and bond issues. General fund (City and County), hotel and motel tax, special use tax, user fees, admission charges, concession contracts, and lease revenues may also be used. In addition, the PRSA is eligible for State and Federal funding programs as provided through grants, loans, and equipment purchase programs. More detail is available in RCW's 36.68, paragraphs 490, 500, 510, 520, 550, and 560.

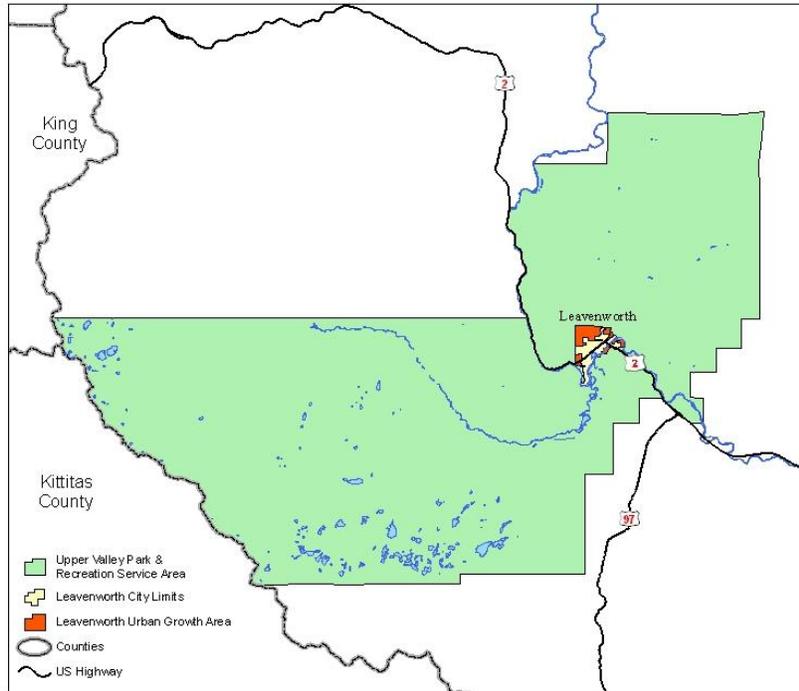
#### RECREATION SERVICE AREA BOUNDARIES

Legal boundaries for a PRSA were established at the time of its creation in 1998. The criteria used for establishing the boundaries include identifiable recreation assets in terms of land, facilities, and recreation opportunities that exist, and/or may be created, within the City Limits and Urban Growth Area, and geographic areas beyond the Urban Growth Area where populations and recreation opportunities exist.

The Recreation Service Area includes all lands within the City of Leavenworth and the Urban Growth Boundary; the Ski Hill area to the north, including Chumstick Road; and the Leavenworth Hatchery to the south, continuing to the Stuart Range with Mountain Home Road on the east, Icicle Ridge and Tumwater Mountains to the west and north, and the community of Peshastin. Precise boundaries of the PRSA are identified within the interlocal agreement. **Map 2** generally indicates the service area boundaries.

## MAP 2: PRSA SERVICE AREA MAP

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# INVENTORY

## EXISTING PARKS & RECREATION RESOURCES

The four distinct seasons of the year are substantial drivers for the uses and types of recreational activities within the City of Leavenworth and the surrounding recreational areas.

The location, size, and amenities of each park are important factors to consider when understanding, establishing, and redefining the levels of use by residents and visitors.

The following table (**Table 2**) identifies existing parks, school sites, and outdoor resources that are available for recreation activities to the people of Leavenworth, surrounding populations, and visitor/tourist populations:

**TABLE 2:  
EXISTING FACILITIES**

NAME	SIZE	FACILITIES	MANAGEMENT
Lion's Club Park / Swimming Pool	1.76 acres	Picnic shelter, picnic tables, Lion's Club equipment building, swimming pool with bath house, parking area, and landscaping	City of Leavenworth
Enchantment Park	39.46 acres	Two softball fields, little league field, park building with restrooms, changing rooms, and equipment storage, parking area, picnic tables, children's play equipment, and trails. Wildlife habitat, trails, raft launching, beaches, interpretive signs, and groomed ski trails	City of Leavenworth and Kiwanis Club

NAME	SIZE	FACILITIES	MANAGEMENT
Front Street Park	1.75 acres	Gazebo, restrooms, benches, arbor terrace, plaza, maintenance storage, interpretive kiosk, maypole	City of Leavenworth
Waterfront Park	15.12 acres	Beach, trails, interpretive signs, playground, amphitheatre, overlooks, restrooms, picnic tables, parking, and groomed ski trails, wildlife viewing	City of Leavenworth
Blackbird Island	14.12 acres	Trails, interpretive signs, overlooks, and groomed ski trails, wildlife viewing	City of Leavenworth
Trout Unlimited Park (City Boat Launch)	1.6 acres	Boat launch and parking, trails, wildlife viewing	City of Leavenworth
Icicle River Middle School & Cascade High School	36.09 acres	Athletic fields: softball, soccer, and football, tennis courts, basketball courts, parking, and skate park	Cascade School District (City maintains skate park)
Osborn Elementary	5.5 acres	Little league fields, play equipment, tetherball stands, swings, and children's play equipment	Cascade School District

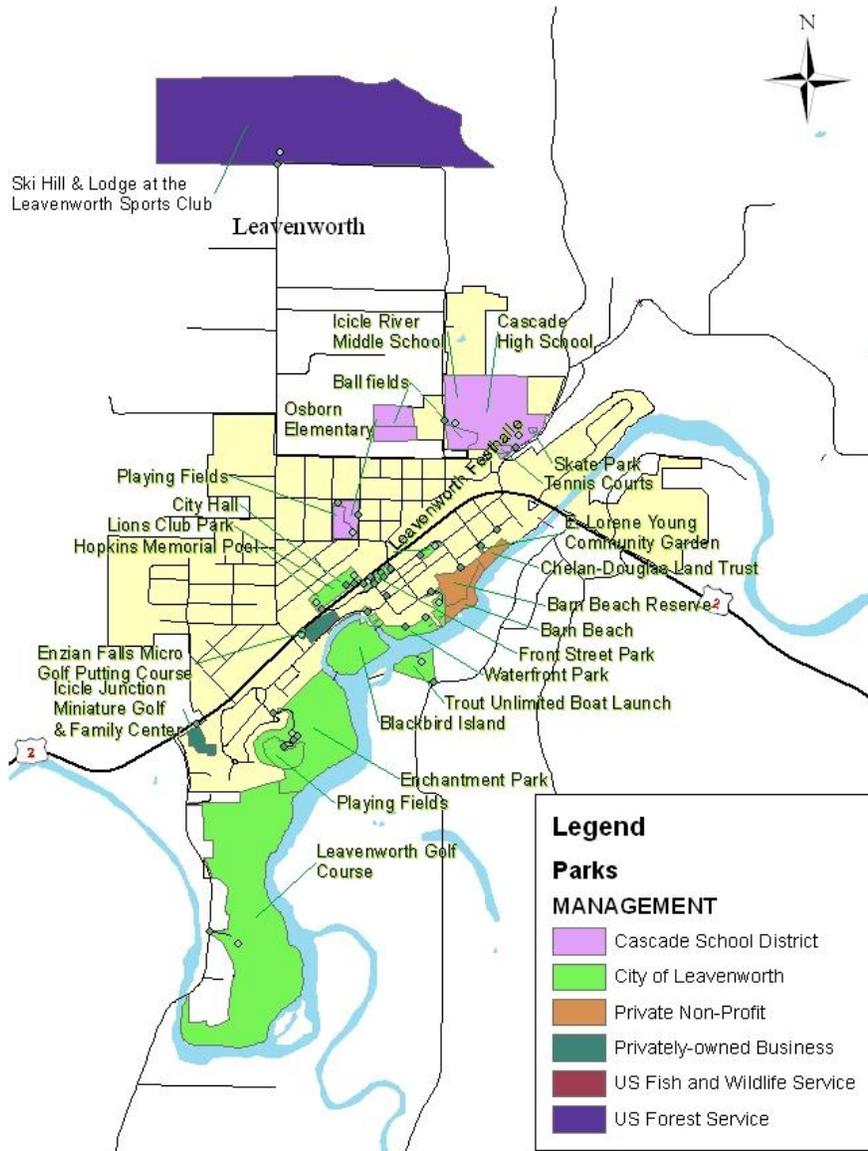
NAME	SIZE	FACILITIES	MANAGEMENT
Ski Hill & Lodge at Leavenworth Winter Sports Club	142.0 acres	Alpine and cross-country skiing, trails, lodge, and parking area	U.S. Forest Service
Fish Hatchery	157.69 acres	Hatchery tours, Icicle River Nature Trail, wildlife viewing, benches, snowshoe tours, special activities: horseback rides, Leavenworth Summer Theatre, rafting, winter horse-drawn sleigh rides, cross-country skiing, and special events	U.S. Fish and Wildlife Service
Barn Beach Reserve	5.63 acres	Nature, cultural history, arts and outdoor education opportunities, Upper Valley Museum, trails, and signage, community garden	Private Non-profit
Kid's Fishing Pond		Kids fishing area near trails	Trout Unlimited
Leavenworth Golf Course	102.52 acres	18-hole public golf course with restaurant, shop, and storage facilities, groomed ski trails during the winter season	City of Leavenworth
Icicle Junction – Miniature Golf & Family Entertainment Center	2.66 acres	Family theme park, including miniature golf, arcade games, movie theatre, and other amenities	Icicle Junction: Privately-owned Business

NAME	SIZE	FACILITIES	MANAGEMENT
Enzian Falls – Micro-golf Putting Course	3.15 acres	Professional putting course	Enzian Falls: Privately-owned Business
Chelan-Douglas Land Trust	3.34 acres	Nature, cultural history, and arts outdoor education opportunities and exhibits, Lorene Young Audubon Center, trails, and interpretive signage	Private Non-profit
<b>All</b>	<b>532.43 acres</b>	<b>Total Recreational Space Currently Available</b>	

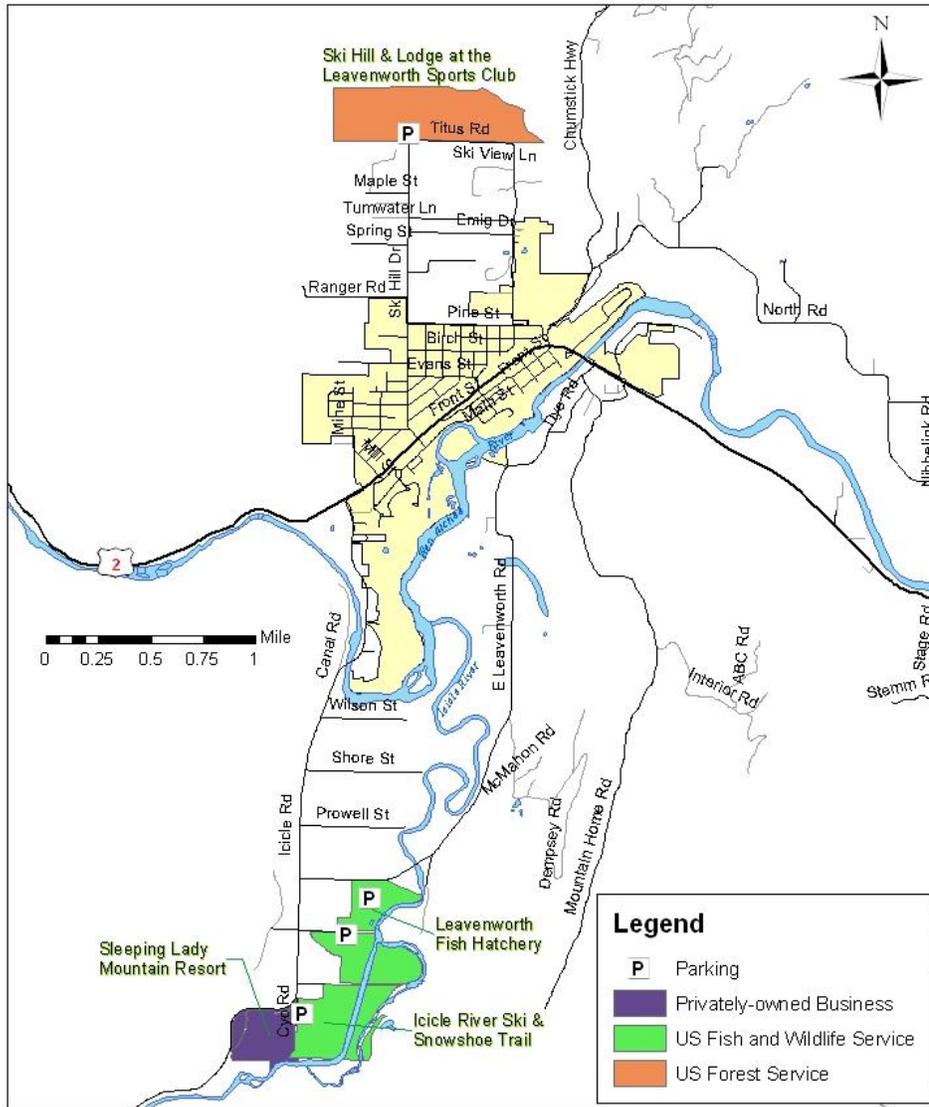


**Maps 3-5** show locations of Leavenworth area park and recreation facilities. **Map 3** identifies facilities in the City of Leavenworth, **Map 4** identifies facilities in the outlying area, and **Map 5** depicts the layout of area trails.

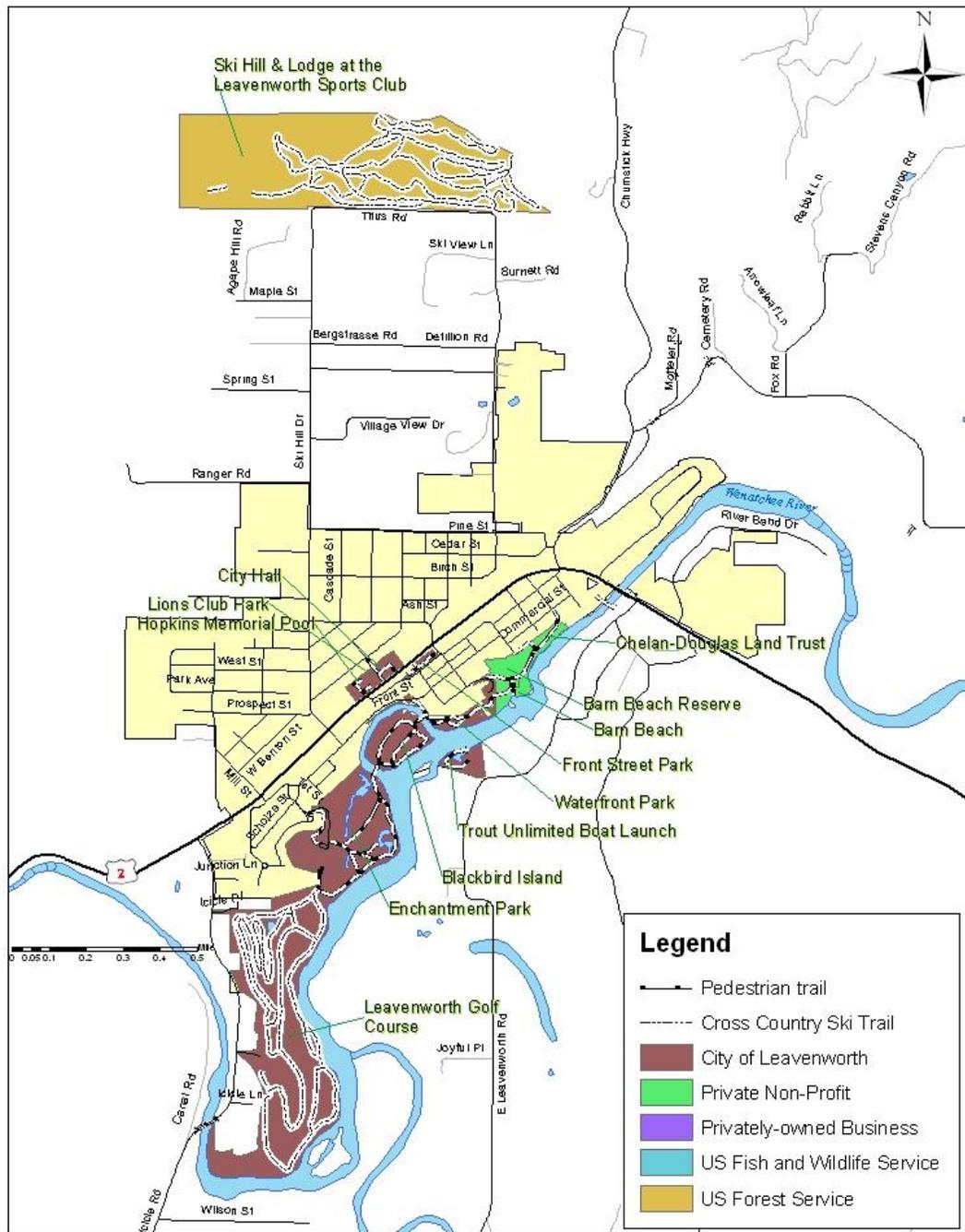
### MAP 3: EXISTING PARKS & RECREATIONAL FACILITIES IN THE CITY OF LEAVENWORTH



**MAP 4: EXISTING PARKS AND RECREATIONAL FACILITIES  
ADJACENT TO THE CITY OF LEAVENWORTH**



## MAP 5: EXISTING LEAVENWORTH AREA TRAILS



## RECREATION ACTIVITIES & EVENTS

Presently, the City of Leavenworth provides swimming pool programs and ball field schedule coordination. Individuals and groups who utilize park facilities for activities, such as reunions, organized picnics, and weddings, may reserve facilities through City Hall. There are a number of user groups who utilize the parks and school sites for recreation activities. In addition, the Leavenworth Chamber of Commerce coordinates special events and produces or promotes certain festivals and outdoor recreation activities. Private businesses, non-profit entities, and other government agencies also provide recreation opportunities, guided tours, and events within the City of Leavenworth and surrounding area.



The categories and types of recreation activities available to resident and visitor populations within the Leavenworth Urban Growth Boundary and contiguous area are described in the following table (**Table 3**). The information listed was derived from a series of user group workshops and input from the Chamber of Commerce. The list does not necessarily reflect a comprehensive list of currently offered activities:



**TABLE 3:  
EXISTING RECREATION ACTIVITIES & EVENTS**

RECREATION / EVENT CATEGORY	TYPE OF ACTIVITY	SPONSOR
Individual Sports	Rafting Swimming Bicycling Hiking Skiing / Cross-country Skiing Jogging Snowshoeing Golf Walking Sledding Skateboarding Fishing Tennis	None
Organized Sports	Competition Swim Volks Marcher Soccer Basketball Wrestling Trap Shooting Competitions Boy Scout Activities Indoor Volleyball 4-H Club Activities Golf Football Little League Track & Field Cross-country Ski Team Tennis Girl Scout Activities Uni-cycle Cross-country Running Teams	None
Passive Recreation	Picnics Wildlife Observation Relaxing in a Park Art in the Park	None

	Wildflower Observation Mushroom Hunting Walking Bird Watching	
Special Events / Festivals	Maifest Kinderfest 4-H Breakfast Kids Safety Day Accordion Festival Amber Leaf Theatre Autumn Leaf Festival Bon Appetite* Christkindlemarkt Rotary Bicycle Race Icicle Creek Concert Walk, Run, & Roll Icicle Creek Music* Fasching Craft Fair International Folk Dance Easter Egg Hunt Gold Wing Rally Leavenworth Summer Theater Sleeping Lady Festival Salmon Festival Christmas Lighting Festival Mary Bridges Road Race Car Club Rallies Bronn Journey Concert* Bandstand Music Ice Fest Oktoberfest Wine Walks *Indoor Activities / Events	
Historical / Cultural	Autumn Heritage Walk North Cemetery Tours	
Recreation Classes	Martial Arts Hatchery Society Interpretive Walks Summer Arts & Crafts Interpretive Trails	

<p>Outdoor</p>	<p>Wildlife Viewing  Whitewater Rafting  Horseback Riding  Hiking / Walking  Mountain Biking  Kayaking  Sleigh Rides  Snowmobiling  Wild Berry Picking  Astronomy  Hayrides  Fishing  Mountain Climbing  Bicycling  Canoeing  Floating Trips  Nordic Skiing  Alpine Skiing  Camping</p>	<p>None</p>
<p>Senior Activities</p>	<p>Card Games  Bazaars  Chili Feed  Movies  Exercise Program  Spaghetti Feed  Nutritional Program</p>	



## POLICIES, GOALS, AND OBJECTIVES

### COORDINATION AND COMPLIANCE WITH EXISTING PLANS

The City's Comprehensive Plan will incorporate portions of this plan and will reference the following plans. It is important for each plan to not only reference one another, but to work together and maintain consistent policies.

- ***Transportation Plan:*** The City developed a transportation plan to replace the transportation element in the Comprehensive Plan. The plan was adopted in October 2009, and provides the planning guidelines and policies for all transportation related facilities and activities, including those for the accommodation of non-motorized activities, such as bike paths, sidewalks, street access to recreation facilities, etc.
- ***Upper Valley Regional Trails Plan:*** An associated planning effort formally adopted by the City Council in October 2009, was the Upper Valley Regional Trails Plan. This plan focuses on creating non-motorized trail opportunities for the residents of the City of Leavenworth, residents within a five (5) mile radius outside the City, and visitor populations. The plan incorporates multi-modal trail opportunities for pedestrians, bicyclists, equestrians, and skiers. The plan also focuses on creating connectivity between existing trails throughout the planning area.
- ***Downtown Master Plan:*** The Downtown Master Plan is another plan that the City adopted in October 2009. The plan included extensive public outreach and input throughout the City. The plan focuses on the revitalization of the downtown area, which includes several park facilities.

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LAND USE ELEMENT

**Open Space/Recreation Goal 1:** Conserve open space and encourage open space consideration in future development.

*Rationale: Providing for open space will help to maintain the natural beauty of the planning area.*

**Open Space/Recreation Goal 2:** Enhance public recreational opportunities by providing a variety of year-round active and passive recreational activities for both residents and visitors.

*Rationale: Enhancing the recreational opportunities would provide an added attraction for visitors, thereby directly benefitting the area's tourist industry as well as providing recreational opportunities for residents.*

**Open Space/Recreation Goal 3:** Recreational areas should have their own land use designation.

*Rationale: Parks such as Enchantment Park should be designated specifically as recreational since residential or commercial designations would not be appropriate. In addition, land use activities such as parks tend to be long term activities that merit their own designation that allows outright expansion and uses appurtenant to the main use.*

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CAPITAL FACILITIES ELEMENT

**General Goal 3:** Develop and maintain parks and recreational facilities capable of serving the anticipated needs of Leavenworth, including the urban growth area.

*Rationale: Parks and recreational facilities provide an added attraction to the area, thereby providing recreational opportunities for residents, as well as directly benefitting the area's tourist industry.*

### **Goal 1: Connectivity**

Facilitate the development of an interconnected trail system for the Upper Valley of Chelan County, consisting of sidewalks, bike lanes, and non-motorized shared-use paths for a variety of trail users including bicyclists, equestrians, cross-country skiers, and pedestrians of all ages and skill levels.

Objectives:

1. Combine different types of non-motorized routes in areas such as road rights-of-way, along rivers, utility corridors, and other natural corridors to create an interconnected system
2. Provide accessible routes to connect both residents and visitors to neighborhoods, schools, commercial areas, recreation facilities, community centers, attractions, and natural areas
3. Incorporate multiple modes of travel through all seasons including but not limited to pedestrians, bicyclists, equestrians, and cross-country skiers

### **Goal 3: Safety**

Enable users to travel safely from their homes to community destinations and recreational facilities without using a motor vehicle.

Objectives:

1. Minimize conflicts between pedestrians, bicyclists, and vehicles
2. Eliminate obstacles to non-motorized travel
3. Improve the safety of the existing non-motorized system
4. Increase the awareness and use of ADA design requirements
5. Provide signs and/or signals for at-grade street crossings
6. Create design standards to promote safety and minimize conflicts between trail uses

#### **Goal 4: Recreational Opportunities**

Increase access to local and regional recreational opportunities for people of all ages and levels of mobility. Provide a variety of trail experiences by locating trails of varying lengths and difficulty through diverse terrain, scenery, and points of attraction to draw users and maintain their interest.

Objectives:

1. Improve existing facilities to make them more useable and easier to find
2. Improve opportunities for exercise by residents
3. Encourage use of trails, parks, and natural areas to promote active living
4. Expand on-site environmental education and interpretation of natural resources
5. Develop trail design standards to blend trails into the natural environment with as little environmental disruption as possible

#### **Goal 5: Implementation**

Provide trail advocates and agencies with the resources and knowledge needed to implement the regional trails plan. Raise awareness and encourage trail partnerships.

Objectives:

1. Create a planning document to pursue state, federal, and private grants to help construct non-motorized trails
2. Help build relationships between local agencies and foster multi-jurisdictional planning for trails and sharing of resources for recreational and transportation systems
3. Prioritize sections of trail for funding
4. Use existing rights-of-way, public land, and utility and rail corridors where possible to minimize cost of implementation

## PARKS AND RECREATION PLAN GOALS AND OBJECTIVES

The following goals were developed for this plan, consistent with existing goals of other adopted City of Leavenworth documents. Goals are not in priority order.

**Goal 1:** Enhance public recreational opportunities by providing a variety of year-round active and passive recreational activities for all park and facility users.

*Objective:* Set development and improvement priorities to ensure that facilities for each season and user group are balanced within funding availability.

**Goal 2:** Increase access to local and regional recreational opportunities for people of all ages and levels of mobility.

*Objective:* Create new facilities and/or expand existing facilities with consideration for ADA accessibility, diverse user-ship, and specialty user groups.

*Objective:* Provide multiple opportunities, as not all facilities will be appropriate for all user groups.

**Goal 3:** Encourage use of trails, parks, and natural areas to promote active living.

*Objective:* Create signage, access points, parking, and other amenities that make facilities easy to find and inviting.

**Goal 4:** Develop new and maintain existing parks and recreational facilities capable of serving the anticipated needs of Leavenworth, including the urban growth area.

*Objective:* Consider the community residents and regional service area as well as the tourist population when planning park and recreation projects.

**Goal 5:** Develop sustainable facilities that are affordable to create and maintain.

*Objective:* Consider initial cost and long-term maintenance and improvement needs when prioritizing projects. Focus funding on projects that are cost-effective over the long-term.

**Goal 6:** Conserve open space and encourage open space consideration in future development.

*Objective:* Maintain and expand valuable open space areas for wildlife viewing, hiking, cross-country skiing, and conservation.

**Goal 7:** Provide a variety of trail experiences by locating trails of varying lengths and difficulty through diverse terrain, scenery, and points of attraction to draw users and maintain their interest.

*Objective:* Implement the Upper Valley Regional Trail Plan.

**Goal 8:** Improve non-motorized connectivity between parks and recreational facilities.

*Objective:* Provide connecting trails between existing and proposed facilities to allow for directed walking and/or biking access.

## PUBLIC INVOLVEMENT

### SURVEY

In September of 2011, the City of Leavenworth Parks and Recreation User Survey was distributed to all public utility users and distributed to local tourist and recreation related venues. A total of 2,077 surveys were distributed, and 127 responses received, for a response rate of 6%. The intent of the survey was to determine the level of use for existing facilities and opportunities, the user's perceived needs for upgrades or extensions of those facilities, and the demand for additional facilities not currently available in the Leavenworth PRSA. A copy of the survey with compiled results is located in Appendix A.

As of November 3, 2011, the City had received 97 responses to the hard copy survey and 30 responses to the online survey. Of the 127 surveys received, 61 percent of respondents reportedly live within the City of Leavenworth or its UGA, with another 23% living within the Cascade School District, and 7% in other areas of North Central Washington. Only 5% of respondents reported living in other areas of Washington State. No responses were received from visitors from out of State or out of the United States. As such, these survey responses primarily reflect the needs/desires of the citizens rather than the needs/desires of the tourist population.

The survey indicates that over 50% of all respondents were in the 20 -54 year age range, with 38% of that coming from the 35-54 age group. The under-20 age group represented 27% of respondents, with the 55 and over age group making up less than 20%.

Participation in park related activities among respondents was high, with 80% indicating daily or weekly usage. The facilities reported as most frequented include: walking/hiking trails (91%), cross-country ski trails (61%), swimming pool (52%), biking trails (47%), rafting/tubing areas (40%), other swimming areas (37%), and snow skiing (30%).

When asked what they would like to see more of in the future, respondents weighed in heavily on three areas: more walking/hiking trails (53%), more biking trails (50%), and ice skating/hockey (48%). Similarly, when asked what other facilities made sense for Leavenworth, 56% of respondents indicated ice skating rink, with 33% expressing interest in a community garden. Interestingly, 13% of respondents added a write-in category related to a winter weather cover for the pool, an indoor pool, or an expanded year-round pool. Both the ice rink and the indoor pool came up repeatedly in

comments and blank sections marked 'other' for respondents to add ideas. Although the survey did not give a category for more cross- country ski trails, seven respondents wrote in a need for more ski trails.

Facilities around the Wenatchee River have the highest usage among respondents, with 77% stating they use Blackbird Island, 75% Waterfront Park, 60% Barn Beach Reserve, and 59% Enchantment Park. Nearly 80% reported visiting these parks more than once per month. When asked to rank existing parks and facilities, 69% listed snow sports areas as good or excellent, 61% listed parks as good or excellent, 58% listed the swimming pool as good or excellent, 57% listed trails as good or excellent, and 54% listed the golf course as good or excellent. Ball fields and river sports areas received slightly lower marks of 41% and 43%, respectively. Sport courts were ranked extremely low, with 21% of respondents listing them as poor or fair.

In response to a question on funding parks and facilities, the majority of respondents (54%) favored grant funding for initial construction, with long term maintenance covered by public works funds. Approximately 33% of respondents selected 'create taxing district' as a means to fund new facilities and maintain existing facilities. While one comment correctly noted that there is already a park taxing district, the existing PRSA currently only serves to fund the swimming pool, which is supplemented each year by City general funds.

**Three items stand out throughout the surveys:** 1) Trails of all kinds are important to the community members, 2) The community members love their pool and would like to see it expanded and open year-round, 3) The community members want to see an ice skating rink built in Leavenworth. These items will be incorporated into the Level of Service and Capital Facilities planning sections of this plan.

## PUBLIC MEETINGS & ADOPTION

A public meeting was held on September 29, 2011 to discuss the proposed elements of the Park Plan and receive public comments. Approximately 20 people attended the meeting. Comments included requests for a playground area north of the highway, improvements to Enchanted Park play area and ballfields, better trail signage and parking, improvements to the pool facility, and a downtown RV park. A Planning Commission meeting of November 2, 2011, in which the draft plan was introduced, was open to the public. Two members of the public attended this meeting. The only specific comment was related to the need for more connecting trails for cross-country skiing and hiking. An advertised public workshop took place on November 15, 2011. Attendees at this meeting gave the highest rankings to expanded and improved trails, and the creation of an ice rink facility. A log of all comments is included in **Appendix A**.

The adoption process was initiated with an advertised public hearing before the Planning Commission on January 4, 2012, and followed by an advertised public hearing before the City Council on February 14, 2012.

Stakeholders, including owners and managers of existing recreational facilities, community user groups, and representatives of the tourist industry, were issued personal invitations to participate in the public meetings and hearings. **Appendix A** includes the list of invited stakeholders.

Comment sheets and copies of the survey were available at the meeting, as well as opportunities to post ideas on display boards.

## COMMUNITY IDENTIFIED NEEDS/WANTS/CONCERNS

Between the surveys and public meeting comments, the following themes arose repeatedly:

1. Expansion and improvement of hiking/walking trails, biking trails, and cross-country ski trails. Signage, connectivity, and trail maintenance were mentioned most often.
2. An ice rink and pavilion.

3. Improvements to or expansion of the pool at Lion's Club Park to allow for use year around. Some comments described a cover system for the existing pool, others described an indoor facility.
4. Playgrounds or children's play areas north of Highway 2.
5. Better mapping and signage for all parks and trails. Visitors have difficulty locating the access to Enchantment Park.
6. More parking at the riverfront.
7. Expansion of ball fields and soccer fields to regulation size. This could include terracing the hillside at Enchantment ball fields and adding fencing.
8. Add grass and shade trees to Enchantment Park play area.
9. Additional public restrooms in park areas.

As indicated, survey results show that trails have the highest usage of all parks and recreation facilities in the Leavenworth area. Trail users have requested improvements to trails and expansion of trails. Participants in the September public meeting spoke also of the need to better identify trail access with signage and maps, and to provide more parking at trail access points.

Not surprisingly, some conflicting issues arose from the public comments and surveys. For instance, while some comments cited a need for better access for commercial outfitters, better parking near the river, and removal of logs from the river related to swimming and tubing; several comments expressed frustration at commercial tubing in the Wenatchee River. Those comments included complaints about garbage, too many tourists and no room for locals, disrespect for private property, vulgar language, and others. This is an issue that will not likely be addressed by this process, but between activist groups and regulatory agencies. However, if the City is able to provide better parking and signage at designated areas for commercial users, locals may be directed to different areas for river enjoyment.

Another conflict identified by the public comments was the balance between park and recreational facilities for locals versus tourists. The previous issue is likely a subset of this one. It will be incumbent upon the City leaders to find a way to provide suitable and sufficient recreation opportunities for citizens, while still providing opportunities for the tourism that drives the City's economy.

## NEEDS ASSESSMENT/LEVEL OF SERVICE

Level of service (LOS) standards are measures of the amount and quality of park and recreation sites and facilities that must be provided to meet a community's basic needs and expectations. Standards provide specific targets that help measure progress toward meeting community open space objectives. Typically, LOS measures are expressed as ratios of facility capacity relative to demand by park/facility users. Other LOS measures may include a classification system for parks, which indicates size, features, and proximity within a service area. Classifications may include mini-parks, neighborhood parks, school-parks, community parks, large urban parks, natural resource areas, greenways, sports complexes, private parks/recreation facilities, walking/hiking trails, connector trails, on-street bikeways, all-terrain bike trails, cross-country ski trails, and equestrian trails. At present, the City of Leavenworth operates about 73.85 acres of land that is developed and used for active and passive recreation purposes, including individual and organized sports. In addition, the Cascade School District has about 44.59 acres of land, which houses acreage set aside for various types of outdoor recreation, including individual and organized sports, along with other types of activities.

The unique qualities of the Leavenworth area, including geography, rivers, seasons, and population interests imply a high-value on the use of natural resource lands and other recreation assets in the vicinity, including Ski Hill, Icicle Creek, and the Fish Hatchery. These factors combine to have a modifying effect on any LOS standard that may be expressed by acres of land per 1,000 population. If, for example, a level of service standard of 6.5 acres per 1,000 population is used, the total land area, at a Leavenworth community build-out population of 2,800 within the City Limits, would be 18.2 acres. At present, there are about 176.33 acres of park land in the City that are considered developed and usable. Combined with other facilities within the service area, the total available park and recreation space is over 532 acres. Thus, the need for additional land by the year 2030 would appear to be unsubstantiated.

However, the population of Leavenworth is increased by approximately 2.2 million tourists per year. These tourists utilize the parks, trails, and recreational facilities in the area, reducing the availability for residents. Because the Leavenworth area offers year-around recreational activities, the total can conservatively be divided equally over a 12-month period. Using that calculation, the City of Leavenworth hosts over 183,000 tourists per month. At 6.5 acres per 1,000 people, this population group would require 1,190 acres of park and recreation land.

When tourists are utilizing the available recreation lands, residents are often crowded out. It is important for the City to determine how to meet the needs of residents while accommodating the

tourists that drive the community's economic engine. Specific areas may need to be created for local use only, while other facilities may be expanded to allow for shared use.

With input from the community, the City continues to look at new opportunities to expand the park system, create more recreational opportunities, and find ways to redevelop existing facilities to be more compatible with the community's needs. New projects may include, utilizing the Upper Valley Regional



Trails Plan along with this plan to expand non-motorized transportation opportunities; especially those that create safer and more sustainable options for a variety of users.

Input from the Leavenworth community defined two distinct areas of need/request within the parks and recreation system. The first is a clearly identified need to upgrade and improve existing facilities. These facilities include several elements of Enchantment Park, multiple trail facilities and their access points, and the community swimming pool. The second area of need relates to requests for new facilities such as an ice rink, additional playgrounds, and regulation sized baseball and soccer fields. **Tables 4 and 5** depict the community-identified needs/requests.

**TABLE 4:  
EXISTING COMMUNITY-IDENTIFIED PARK AND RECREATION  
FACILITY IMPROVEMENT NEEDS**

Park or Facility	Existing Condition	Improvement Need/Request
Enchantment Park	Unshaded play area	Grass and shade in and around play area
Enchantment Park	Small ball fields with steep slopes on sides and no bleachers	Expand one ball field, add fence, terrace hillsides for safety and seating
Enchantment Park (Wenatchee River)	Difficult to find access point	Signage and map identifier
Riverfront Trails (Wenatchee River)	Difficult to find access points, washing out	Signage and map identifiers; maintenance
Riverfront (Wenatchee River)	Minimal parking	Additional Parking
Swimming Pool	Seasonal	Cover or enclose for year-round use
Soccer Fields	Undersized	Expand or create new
Hiking/biking/cross-country trails	Difficult to find, no connectivity	Mapping, signage, connecting segments, maintenance
Golf Course	Golf cart paths are narrow and unkempt	Expand and maintain golf cart paths
Kid's Fishing Pond	Difficult to find and lots of trash	Signage and regular clean-up

**TABLE 5: NEW OR EXPANDED COMMUNITY-IDENTIFIED FACILITY NEEDS**

Desired Use	Expected Usage	Facility Need/Request
Ice Rink pavillion	Community skating and hockey	One in downtown
Additional Playgrounds	Children’s play areas	One north of Highway and one in downtown
Ball Fields	League Use	Two new regulation size fields
Soccer Fields	League Use	Two new regulation size fields

**Table 6** provides a proposed Level Of Service based on the community-identified needs.

**TABLE 6: PROPOSED LEVEL OF SERVICE**

Item	Proposed LOS	Existing Facilities	Proposed Facilities
Playgrounds	Five – evenly dispersed throughout community	One at Enchantment Park; One at Waterfront Park; One at school	One at Lion’s Club Park One north of Highway 2 Improve area at Enchantment
League size sport fields	Two Baseball Two Soccer Football Fields	One soccer field at school for school use Football field at High School	Four sport fields Three new if one at Enchantment can be expanded
Swimming Pool	One year-round pool	One seasonal pool	New pool or enclosure to make it usable year-round
Trails	See Upper Valley Regional Trails Plan 2009		Complete system as defined in Leavenworth Upper Valley Regional Trails Plan 2009

Item	Proposed LOS	Existing Facilities	Proposed Facilities
Trail Access	Clear signage at every trail access point – public map of trails for entire system. Parking for up to 50-100 vehicles at Wenatchee riverfront trails.	Minimal signage and no public maps available. Minimal parking at river area not clearly designated.	Map brochures with trails, access points and parking clearly identified. Better signage and parking at:  Waterfront Park, Enchantment Park, Barn Beach, Blackbird Island, and Boat Launch
Skate Park	One complete skate park	Phase 1: Intermediate to Advanced	Phase 2: Beginner to Intermediate; shade trees
Public Restrooms	Needed at all major public gathering areas	Front Street; Enchantment Park; Swimming Pool; Waterfront Park	Expand women’s restrooms at Front St.; Add restrooms at Lion’s Club Park, Barn Beach, parking area at Waterfront Park, and Boat Launch
Ice Rink	One covered ice rink for community use and league hockey.	None.	One new covered ice rink (with multi-use pavilion for events and concerts).
Golf Facilities	Varied golfing opportunities	One 18-hole course; One mini-golf course; One putting course	No new facilities needed
Boat Launch	One on Wenatchee	One on Wenatchee River	No new facilities needed

	River		
Item	Proposed LOS	Existing Facilities	Proposed Facilities
Picnic areas	Provide varied opportunities for picnic areas in community	Multiple picnic areas throughout community and parks/trails system	BBQ facilities, shade/shelter at Enchantment Park
Rearing Pond and kids fishing area	One	One on Wenatchee River	Signage
Natural areas, educational opportunities	Provide multiple opportunities for nature exploration and education, guided and unguided	Barn Beach Reserve, USFWS Fish Hatchery, Chelan-Douglas Land Trust	Multiple opportunities available through other entities. City may desire to create a wetland park area for viewing and preservation near Ski Hill.
Snow Sport Areas	Cross-country skiing, downhill skiing, tubing/sledding, snowshoeing, ski jump	Ski area at Ski Hill Lodge, cross-country and snowshoe areas along trail system, tubing and sledding at Front Street Park.	Improved grooming of trail system for cross-country skiing.  Possible tubing/sledding area at other parks.

## CAPITAL FACILITIES AND FUNDING PLANS

In addition to community-identified needs, as discussed above, City staff has identified facility improvement needs for existing parks. In determining priorities for capital facilities planning, both of these areas must be considered in determining capital facilities expenditures for the next 6-20 years.

Identified facility improvement needs include:

### **Lions Club Park/Swimming Pool**

- Children's playground needed near swimming pool
- Announcement Board into park
- Open bathroom facilities when City Hall is not open
- Standing water/drainage issue needs to be addressed
- Install a sink with water facilities in older picnic shelter

### **Enchantment Park**

- Improve drainage to eliminate saturated soil condition on ballfield #3
- Plant shade trees
- Install fence near top or middle of slope, install signage, and plant trees to prevent sledding on slope
- Relocate or resurface gravel trails that have washed out due to flooding
- Terrace hillsides to provide for seating (ensure ADA accessibility)
- Extend field #2 or install 'home-run' fencing about 16 feet in height
- Install lighting, begin with field #2
- Construct a new storage building with a concession area
- Relocate batting cages and construct basketball & tennis courts
- Repair/replace fence
- Create a user fee for large tournaments

### **Front Street Park**

- Implement renovations and repairs to gazebo
- Create two weatherized information kiosks (gazebo-type structures)
- Re-plant trees on the City's side of the private parking area adjacent to Hwy 2
- Reinforce pavers from east side of the restrooms to the grassy area on the west side of the park
- Cover west side stairs with snap-up or permanent cover for winter
- Re-grade areas where erosion and drainage issues occur
- Create a better activity schedule to allow grass to recover, or move inflatable toys out of Front Street Park
- Obtain a new snow machine to provide more snow for sledding
- Look into installing a rope on the side of the hill for climbing assistance for sledding
- Replace worn out street furniture with new that comply with Downtown Master Plan
- Replace six old lighting fixtures with new that comply with Downtown Master Plan
- Control drainage from upper parking areas

### **Trout Unlimited Park**

- Re-name park to make it more recognizable for public use
- Continue to provide parking lot maintenance including top course and finish grading
- Add picnic area and restrooms

### **Waterfront Park/Blackbird Island**

- Continued erosion control of frontage and trails needs to be addressed
- Upgrade old and failing restroom facilities
- Investigate timed door locking systems for restrooms
- Extend lighting from the amphitheater to the parking lot on the east end
- Continue to maintain and repaint amphitheater and investigate vandalism
- Replace roof on amphitheater
- Re-paint railings
- Replace noxious weeds with plantings as approved by Shoreline Master Program

- Follow through with other Washington Department of Fish and Wildlife (WDFW) or Chelan County-related bioengineering projects to protect fish
- Remove unstable or dangerous trees on both sides of trail
- Investigate ways to improve lighting at play structures
- Grade parking area and open drainage channel to address drainage issues

### Miscellaneous Park Improvements

- Construct Phase II of the skate park
- Provide more/better signage throughout system
- Investigate bank stabilization options to prevent erosion of trails at Blackbird Island, Barn Beach, and Commercial Street from 3<sup>rd</sup> to 8<sup>th</sup>
- Investigate designated launch points for erosion control and habitat management

The community-identified needs and staff-identified needs were compared with the existing goals and policies to create the Capital Facilities Priorities listed in **Table 7**.

**TABLE 7: CAPITAL FACILITIES PRIORITIES**

Priority	Item	Goal	Timeline
1	Implement Tier I Priority Improvements of Upper Valley Regional Trails Plan	1,2,3,4,5,6,7	6 years, see trail plan
2	Trails at waterfront (improve access by providing signage, maps, and better parking)	1,2,3,7,8	2012
3	Playground improvements at Enchantment Park (Grass and trees)	1,2,3,4,8	2012
4	Improve drainage (Enchantment ball fields, Lion's Club Park, Front Street Park)	4,8	2012-2014
5	Create map of all park and trail facilities. Install signage at each facility to correspond with map.	1,2,3,7,8	2013

6	Ice Rink and Multi-use pavilion	1,2,3,4,8	2013
7	Erosion/flood control (waterfront trails, Blackbird Island)	4,5,6,7,8	Ongoing 2012-2016
8	Playground at Lion's Club Park	1,2,3,4,5,8	2014
9	Enchantment Park (Terrace Hillside for seating and safety)	1,2,3,4,5,8	2014-2015
10	Create wetland park area for viewing and preservation – sites to be determined		2014-2015
11	Playground North of Hwy 2 (Siting study)	1,2,3,4,5	2015
12	Skate Park (lighting and security)	1,2,3,4,8	2016
	Swimming Pool (enclose pool for year-round use)	1,2,3,4,8	20-year plan
	Sport Fields (build regulation size baseball and soccer fields for league play - 2 each)	1,2,3,4,5,8	20-year plan

## FUNDING AND IMPLEMENTATION

The City of Leavenworth currently budgets for park maintenance and operations expenses, capital facilities, and staff hours.

An analysis of budgeted expenditures from 2008-2011 provides a four-year average for each category. **Table 8** compares the four-year average with the 2011 and 2012 budgets for these items. These expenditures were funded from the City's general fund or from lodging taxes. Because the Community Swimming Pool is funded by the PRSA, those expenditures are detailed separately from other park expenditures.

**TABLE 8: BUDGETED PARKS EXPENDITURES**

	4-year Average	2011 Budget	Proposed 2012 Budget
Park Staffing	\$222,175	\$229,343	\$262,950
Park O&M	\$147,450	\$111,395	\$120,516
Park Capital	\$36,250	\$3,000	\$22,000
<b>Total Parks</b>	<b>\$405,875</b>	<b>\$343,738</b>	<b>\$405,466</b>
Pool Staffing	\$94,475	\$92,500	\$96,000
Pool O&M	\$121,500	\$77,423	\$74,084
Pool Capital	\$9,500	\$5,000	\$7,500
<b>Total Pool</b>	<b>\$225,475</b>	<b>\$174,923</b>	<b>\$177,584</b>
<b>TOTAL ALL</b>	<b>\$631,350</b>	<b>\$518,661</b>	<b>\$583,050</b>

Current revenue sources for Leavenworth Parks include user fees, leases, PRSA levy, and general fund revenue. Budgeted expenditures generally reflect revenues available. **Table 8** shows a drop in Capital and O&M expenditures in 2011, compared to the four-year average, for both parks and pools. This drop in expenditures does not necessarily indicate that less

money was needed in 2011, but likely that less money was available to meet those needs. As a result, some general maintenance may have been minimized, while capital expenditures have been delayed.

In order to meet the current and anticipated need identified in Tables 5 and 6, the City will need to find additional sources of revenue. Potential sources of new revenue could include:

- Increase in user fees
- New user fees
- Bond financing
- PRSA levied property taxes
- Rural Development Loan Fund
- Partnership with other agencies such as WDFW or Port of Chelan County
- Public fundraising campaigns
- Grants

Potential grants and agency partners are detailed below. Information about other potential funding sources may be found in Appendix B. Funding Options.

The Washington State Recreation Conservation Office (RCO) is the most likely source of grant funding for park and trail projects. RCO accepts grant applications every two years. A variety of programs are available through RCO, each with its own, unique requirements and matching fund obligations.

Grant programs through the Washington State Department of Transportation (WSDOT) are available for trails, sidewalks, and Transportation Enhancements. The Transportation Enhancement funds are distributed through the Regional Transportation Planning Organization (RTPO), and can be used for special kinds of projects that are accessible from State Highways. These projects include water access areas, rest areas, historic sites, educational opportunities, and trails.

Other agencies, such as the WDFW, Chelan-Douglas Land Trust, and the Port of Chelan County often partner to create projects that promote responsible use of natural resources, habitat enhancement, or economic development.

In creating a plan to fund multiple improvements or additions to Leavenworth’s park and recreation facilities, it will be important to consider historic local funding levels as well as potential outside sources. **Table 9** represents proposed implementation timelines and funding for selected projects. The potential funding column takes many sources into consideration. In actual implementation of this plan, the City will want to be flexible on the timeline, in order to move forward on any project for which funding becomes available. For instance, if a grant opportunity or specialized funding becomes available that would not match any projects on the 6-year plan, but would apply to a project on the 20-year plan, the City could avail itself of the opportunity to pursue the funding if appropriate matching funds or staff time could be made available. It is also important to keep in mind that the timelines for project completion are projections, not mandates, and will be highly dependent on the ability of the City to obtain the necessary funding.

**TABLE 9: FUNDING AND IMPLEMENTATION TIMELINE**

<b>9A. City of Leavenworth 6-Year Capital Facilities Development and Improvement Program</b>				
<b>Project</b>	<b>Projected Costs</b>	<b>Dedicated Funding</b>	<b>Potential Funding</b>	<b>Timeline</b>
Trail/Park Access				
Improve parking (main street access road and parking)	\$600,000		Transportation Enhancement	2013/2014
Improve signage w/maps	\$15,000		RTP	2012
Ice Rink				
Secure property		City-owned		2012
Develop engineering and architectural plans for building and parking	\$750,000	\$30,000 in private funds	Private funds and CERB or EDA	2012
Construction of basic facility	\$1,500,000		Private funds/ CERB or EDA	2013
Construction of additional amenities including restrooms, bleachers, locker rooms, pavilion	\$3,000,000		Private funds and CERB or EDA	
Lion's Club Park/ Swimming Pool				
Enclose swimming pool; analyze building stability	\$1,500,000		LWCF, YAF, WWRP	20-year Plan
ADA sidewalk to shelter	\$4,000	\$4,000		2012-2013
Create inclusive children's playground	\$65,000		YAF, LWCF, Shane's Inspiration	2014

<b>Enchantment Park</b>				
Ballfield #2 installation of 'home run' fence, drainage improvements	\$50,000		LWCF, YAF, WWRP	2014
Plantings: shade trees and grass at playground	\$6,000	\$3,000 undesignated O&M	Service organization donation	2012
Installation of lighting on one ballfield	\$150,000		YAF	2014-2015
Contour hillsides	\$40,000		YAF	2013
<b>Waterfront Parks Improvements</b>				
Erosion control, trail repair, boat launch expansion, picnic area, viewing project		\$7,500 general fund	RCO- ALEA, BFP, RTP, WWRP	
Golf course improvements	\$7,000	\$7,000	Golf course match	2012
<b>Playground N of Hwy 2</b>				
Site location study	\$15,000		LWCF, WWRP, CDBG	2015
<b>9B. Associated Regional 6-Year Capital Facilities Development and Improvement Program</b>				
Create wetland mitigation park area for viewing and preservation – sites to be determined	Unknown			2014-2015
Implement Tier I of Upper Valley Trail Plan	<sup>1</sup>			

<sup>1</sup> Costs from 2009 Upper Valley Trail Plan increased by a factor of 15%.

Chumstick Highway missing sidewalks between City and North Road	\$655,500	Federal, State, County	TIB/County	2012-2103
Icicle Station Shared Use Trail	\$1,529,500		Transportation Enhancements	2015-2016
Trail/Park Access				
Improve parking (main street access road and parking)	\$600,000		Transportation Enhancement	2013/2014
Improve signage w/maps	\$15,000		RTP	2012

**9C. City of Leavenworth 20-Year Capital Facilities Development and Improvement Program**

Project	Projected Costs	Dedicated Funding	Potential Funding
Skate Park			
Complete lighting and security	\$25,000		LWCF, YAF
Sport Fields			
Analyze need, acquire property, develop plans, construction	\$2,000,000		LWCF, WWRP
Playground N of Hwy 2			
Acquire property, develop plans, construction	\$250,000		LWCF, WWRP

**9D. Associated Regional 20-Year Capital Facilities Development and Improvement Program**

Project	Projected Costs	Dedicated Funding	Potential Funding
Upper Valley Trail Plan			

Tier 1 Implementation			
Ski Hill/Freund Canyon Trail	Unidentified		WWRP Trails, USFS
Valley Trail – Leavenworth to Peshastin	\$1,679,000		STP, WWRP, Transportation Enhancements

### Privately Funded Projects

The following privately funded projects are in progress or have recently been completed.

- Gazebo at Front Street Park, \$100,000, Project Bayern;
- Lion’s Club Park sign, \$5,000, Lion’s Club & Project Bayern;
- Trail at boat launch, \$2,500, Chelan County.

### Guide to Grant Acronyms

ALEA = Aquatic Lands Enhancement Account (an RCO program)

BFP = Boating Facilities Program (an RCO program)

CERB = Community Economic Revitalization Board (State Agency)

EDA = Economic Development Administration (Federal Agency)

LWCF = Land and Water Conservation Fund (an RCO program)

RCO = Recreation Conservation Office (Washington State Agency)

STP = Surface Transportation Program

TIB = Transportation Improvement Board

WWRP = Washington Wildlife and Recreation Program (an RCO program)

YAF = Youth Activities Fund (an RCO program)

## APPENDIX A. PUBLIC INVOLVEMENT

### PARK PLAN STAKEHOLDER LIST

#### **Residential Advisory Committee**

Elmer Larsen; [elmer.larsen@nwi.net](mailto:elmer.larsen@nwi.net)

Annie Schmidt; [isnibo@hotmail.com](mailto:isnibo@hotmail.com)

Mark Villalobos; [lobocito1@aol.com](mailto:lobocito1@aol.com)

Cheri Farivar; [position4@cityofleavenworth.com](mailto:position4@cityofleavenworth.com)

Tibor Lak; [position3@cityofleavenworth.com](mailto:position3@cityofleavenworth.com)

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Susan Noland; [rdubsuz@nwi.net](mailto:rdubsuz@nwi.net)

Matt Fields; [11worthdesign@11worth.com](mailto:11worthdesign@11worth.com)

Kevin Rieke; [kevinrieke@nwi.net](mailto:kevinrieke@nwi.net)

#### **Leavenworth Senior Center**

Marshall West; see above

#### **Chamber of Commerce**

Nancy Smith; [director@leavenworth.org](mailto:director@leavenworth.org)

### **Barn Beach Reserve**

Jeff Parsons; [jparsons@barnbeachreserve.org](mailto:jparsons@barnbeachreserve.org)

Or [jparsons@nwi.net](mailto:jparsons@nwi.net)

### **U.S. Forest Service**

Wenatchee River Ranger District

Jeff Rivera, Ranger; [jrivera@fs.fed.us](mailto:jrivera@fs.fed.us)

OR [jeffrivera@fs.fed.us](mailto:jeffrivera@fs.fed.us)

### **Leavenworth Fish Hatchery**

Corky Broaddus; [corky@broaddus@fws.gov](mailto:corky@broaddus@fws.gov)

### **WDFW**

Cooperative Extension, Outreach and Partnerships

Corky Broaddus; see above

### **Cascade School District**

Steve McKenna; [SMcKenna@cascade.wednet.edu](mailto:SMcKenna@cascade.wednet.edu)

### **Cascade Kodiaks**

Principal - Mike Hill; [mhill@Cascade.wednet.edu](mailto:mhill@Cascade.wednet.edu)

Athletic Director - Elia Ala'ilima-Daley; [edaley@Cascade.wednet.edu](mailto:edaley@Cascade.wednet.edu)

## **Upper Valley Swim Team**

[astanich@verizon.net](mailto:astanich@verizon.net)

[carol.ann@charter.net](mailto:carol.ann@charter.net)

## **Pool Manager**

Elizabeth Thomson; [noweat@lycos.com](mailto:noweat@lycos.com)

## **Lions Club**

Duane & Pat Russell; [duanepat@nwi.net](mailto:duanepat@nwi.net)

## **Leavenworth Winter Sports Club**

General Manager Bob Black

Damian Browne; [info@schocolat.com](mailto:info@schocolat.com)

Ms. Chris Clark / Secretary; [imbikin@gmail.com](mailto:imbikin@gmail.com)

Shaun Seaman / Alpine Position; [info@skileavenworth.com](mailto:info@skileavenworth.com)

## **Chelan-Douglas Land Trust**

Mickey Flemming; [mickey@cdlandtrust.org](mailto:mickey@cdlandtrust.org)

## **Osprey Rafting**

Gary Plannagan; [gary@ospreyrafting.com](mailto:gary@ospreyrafting.com)

**Trout Unlimited – Icicle Valley #391**

Dennis McMahon; [mcmahon@nwi.net](mailto:mcmahon@nwi.net)

**Icicle Junction**

565 Highway 2

Karl Ruether ; [karl@icicleinn.com](mailto:karl@icicleinn.com)

**Enzian Falls**

Rob Johnson; [robert@posthotelandspa.com](mailto:robert@posthotelandspa.com)

Robin Johnson; [robin@posthotelandspa.com](mailto:robin@posthotelandspa.com)

Lyman Boyd; [Lyman@bavarianlodge.com](mailto:Lyman@bavarianlodge.com)

**Tube Leavenworth**

Dave Johnson; [havefun@letsgotubing.com](mailto:havefun@letsgotubing.com)

**Ski Hill Heritage Foundation** – covered in Winter Sports Club invites

Tony Keyser; [tkeyser@tcco.com](mailto:tkeyser@tcco.com)

**PSRA** - city

## PARKS, RECREATION, & OPEN SPACE SURVEY

*Results include 97 paper surveys and 30 online surveys as of November 03, 2011*

### 1. How often do you use parks or open spaces in or near the City of Leavenworth?

Daily (47)      Weekly (54)      Monthly (12)      Less than monthly (12)      Never (1)

#### Other:

1. Seasonally
- 

### 2. What types of amenities do you currently enjoy?

Walking/Hiking trails (115)	Amphitheater (18)
Biking trails (60)	Rafting/Tubing areas (51)
Baseball/Football/Soc fields (27)	Cross-country ski trails (78)
Golf Course (24)	Snow skiing (38)
Mini-golf Course (2)	Sledding/Tubing (19)
Skate Park (13)	Horseback rides (4)
Tennis/Basketball courts (18)	Sleigh rides (10)
Children's play areas (27)	
Swimming pool (66)	
Other swimming areas (47)	
Boat launches (20)	
Camping areas (28)	
Fishing areas (26)	
Viewing areas (37)	

**Other:**

1. Snow Shoeing
  2. Mountain bike trails
  3. Paddle boarding lakes & Rivers
  4. Snowmobile trails
  5. Horseback trail rides in area forest
  6. Rock climbing in valley
  7. Snow machines
  8. Summer theater locations
  9. Year round pool
  10. Ice skating rink for hockey
  11. Barn Beach
  12. Rock climbing
  13. Open space appreciation for wildlife to be undisturbed by us.
- 

**3. What would you like to see more of in the future?**

Walking/Hiking trails (67)

Biking trails (64)

Baseball/Football/Soc fields (14)

Ice skating/Hockey (61)

Tennis/Basketball courts (9)

Children's play areas (16)

Swimming areas (16)

Boat launches (4)

Fishing areas (5)

Viewing areas (12)

Amphitheater (6)

**Other:**

1. Picnic
  2. Trail map with description of difficulty and elevation
-

3. Bike paths off road
4. Bike trails in town, between town
5. Mountain Bike trails
6. Year round swimming pool! Forget the ice arena.
7. Indoor pool
8. Indoor rock climbing gym
9. Indoor pool
10. Enclosed Pool
11. Bike lanes, all around icicle valley loop (E Leavenworth Rd. to Icicle)
12. Golf course improvements
13. Complete walking trail from Leavenworth to Wenatchee
14. Ski trails
15. Swimming pool extended season
16. We can't afford what we currently have
17. Year round pool.
18. Cross-country mountain bike trails.
19. Ice rink.
20. Bike trail connecting Cashmere to Leavenworth
21. Indoor swimming pool
22. Trails that connect Leavenworth to Wenatchee
23. Cross-country ski trails (four identical comments)
24. ICE RINK PLEASE !!!!!!!
25. Wildlife viewing areas
26. Biking trails – summer/xcountry skiing-winter
27. Picnic area by the river
28. Outdoor theater venues
29. New high school performing arts space
30. Cross country skiing
31. City RV park
32. Fire pit
33. Ice Rink
34. Trail to Wenatchee for bikes/walks
35. Indoor swimming areas
36. Year round pool
37. Cross-country mountain bike trails
38. Connected loop with Cashmere, Dryden, Wenatchee

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#### **4. What other facilities make sense for Leavenworth?**

Indoor sports courts (17)

Indoor Football/Soccer Arena (3)

Water Park (23)

Bowling alley (19)

Off-road vehicle trails (3)

Ice skating rink (71)

Horseshoes (8)

Community garden (42)

RV dumping station (27)

**Other:**

1. RV spots at golf course, also better Frisbee golf.
2. Museum
3. Parking
4. Indoor swim pool for winter exercise paid for by user fees – also great year around!
5. Indoor climbing gym
6. Indoor rock climbing gym
7. Bigger or another pool indoor or covered pool for longer season
8. Indoor pool
9. Laundromat and fast food that's not McDonalds.
10. Higher outfield fence for lower ball field at Enchantment park
11. Waterslide for the community pool
12. Indoor pool
13. Indoor pool
14. Paved roads absent of potholes
15. Cover system to allow for winter swimming at pool
16. How about just covering the existing pool so that it can be used year round
17. Year round pool
18. Children's playground in Lion's Club park
19. No indoor arenas and no water park
20. RV dump station is much needed
21. City RV Park, Oak Harbor and Chelan have RV park downtown near water
22. Connection trails, walking and biking
23. Indoor sports courts and indoor football/soccer arenas – no. Waterpark, really? No. Off-road trails, puh-lease . . . there's enough!
24. Indoor pool
25. Movie theater
26. Indoor pool
27. Preservation of natural landscape – minimize human disturbances – less commercial river traffic
28. I would love an indoor football/soccer arena but not sure how great the demand would be
29. More skiing and connected trails
30. Cross-country ski trails
31. Hiking trails starting at Ski Hill

- 32. More hiking trails
- 33. Indoor swimming pool

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**5. What parks / facilities do you frequent?**

Waterfront Park (95)

Enchantment Park (75)

Blackbird Island (98)

Barn Beach Reserve (76)

Boat Launch (19)

Skate Park (9)

Front Street Park (55)

Icicle Junction (17)

Swimming Pool (62)

Lion's Club Park (23)

**Other:**

- 1. Museum
- 2. Icicle Junction Theater
- 3. Ski Hill
- 4. Ski Hill
- 5. Ski Hill, Fish Hatch, Golf Course in winter
- 6. Fish Hatchery, Golf Course, Ski Hill (xcountry skiing and running)

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**6. How often do you visit the parks/facilities in Question 5?**

Once per month (14)   More than once per month (98)   Less than once per month (10)

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## 7. How should Leavenworth fund park development and maintenance?

Build with grants & maintain with public works funds (68)

Build no new facilities unless they can be financed by general fund (24)

Create a Park District (taxing authority (39)

Create/increase user fees (18)

Impact fees (7)

### Other:

1. Keep user fees as low as possible or preferably non-existent since parks are part of the magnet to attract visitors – who are the backbone of the local economy.
2. Only if developed through PRIVATE enterprise.
3. Not Sure
4. Create/increase user fees for things like a water park
5. Build a parking facility and charge for parking. It's astonishing this has not been done already. All kinds of revenue would increase if there were adequate parking.
6. Combination of all, perhaps
7. Private industry
8. Tax the tourist!!
9. Don't we already have a park district?
10. Funding needs to come partially from tourists.
11. No user fees except for community pool
12. All of the above
13. No increase in user fees
14. Dedicate a percentage of the general fund received from local sales taxes so the residents can also benefit from the inconvenience and hassle of all the festivals and such that make accessing our park system more difficult on any given weekend!!
15. Build with private support, user fees should cover cost of operation, & grants should help with initial construction
16. Continue with commercial fees
17. Build no new facilities if no grants are awarded
18. User fees for things like water park, indoor sports court, ice skating, etc. But not trails, fishing area, etc.
19. Unsure
20. Re: Create a park district, "no! No more taxes". Re: Create/increase user fees, "and then no one will use".
21. Private financing/development for things like a movie theater
22. Yes, and offer programs like many other towns, like summer day camp and sports
23. A combination of grants and creation of a Park District
24. Build with grants, maintain with general fund but not unless there is funding available to maintain!!!

- 25. Dedicate a percentage of the general fund received from local sales taxes so the residents can also benefit from the inconvenience and hassle of all the festivals and such that make accessing our park system difficult on any given weekend!!
- 26. Build with private support, user fees should cover cost of operation, and grants should help with initial construction

**8. Where do you live?**

Within the Leavenworth City Limits or UGA? (78)

Within the Cascade School District Boundary? (29)

Outside Leavenworth area, but within North Central Washington? (9)

Outside NCW, but in Washington State? (6)

Outside Washington State, but in U.S.? (0)

Outside United States? (0)

**9. What are the ages of the people in your household that frequent Leavenworth parks?**

(Please indicate the number of people in each age group.)

0-4 years (20)    5-14 years (44)    15-19 year (25)    20-34 years (45)    35-54 years (128)  
 55-70 years (64)    over 70 years (9)

**10. How would you rate the City of Leavenworth and area recreational facilities?**

Parks:	Poor (1)	Fair (14)	Moderate (23)	Good (65)	Excellent (12)
Trails:	Poor (0)	Fair (16)	Moderate (24)	Good (62)	Excellent (11)
Ball fields:	Poor (30)	Fair (12)	Moderate (16)	Good (44)	Excellent (8)
Sport Courts:	Poor (10)	Fair (17)	Moderate (14)	Good (13)	Excellent (1)
Fishing Areas:	Poor (4)	Fair (8)	Moderate (22)	Good (27)	Excellent (5)
Camping Areas:	Poor (10)	Fair (4)	Moderate (17)	Good (39)	Excellent (7)
Swimming Pool:	Poor (4)	Fair (5)	Moderate (14)	Good (41)	Excellent (33)
Other Swimming Areas:	Poor (5)	Fair (12)	Moderate (24)	Good (29)	Excellent (6)
Snow Sports Areas:	Poor (0)	Fair (7)	Moderate (12)	Good (48)	Excellent (39)

River Sports Areas:	Poor (4)	Fair (10)	Moderate (17)	Good (38)	Excellent (17)
Golf Course:	Poor (0)	Fair (0)	Moderate (9)	Good (37)	Excellent (32)

**Additional Comments:**

1. There is so much we can do to enjoy this paradise: public parks, gardens, trails, bicycle lanes, rec. center, gym, Front St. food plaza, marked walking tour with mile markers.
2. Cops-cops. We need cops.
3. Remember the museum?
4. Enchantment Park play area needs shade
5. With all of the pedestrians who frequent the east end of Pine St., the speed limit should be down to 20mph like on Burke St.! The kids use it constantly to get to the high school and middle school.
6. Do something about the abuses from river tubing customers
7. Too many tubes in the river with disrespect to private property, vulgar language, garbage – my family no longer uses the river because of this.
8. We don't use parks other than Lion's Club for 4-H event once a year
9. An indoor pool would be a HUGE asset to our community. I am sure it's impossible, but it would be GREAT if we could use it for schools and community both!!
10. Parking, parking, parking, which is chargeable!
11. Parks and river overrun by tourists/river rafters. Make tour operators pay!!
12. Let them build a tram/gondola into alpine area.
13. We need year around swimming pool. We don't need more tourist oriented facilities. I.e. Ice rink. Build things for the local community, not seasonal tourist garbage!! I.e. lame/small seasonal tourist orientated swimming pool. It's 92 degrees out and the pool is closed?!!!
14. What happened to the multi-use trail plans we saw in the last couple years? Those were nice!
15. What this city needs is a weed czar. We are being overrun with all kinds of weeds I streets, vacant lots, and many residents don't even try to control them. It's too bad the city can't have an aggressive spraying program! Thank you!
16. Commercial tubing is out of control! Please limit use via city put-in and take-out access locations permit. Way too many people!
17. Golf course needs maintenance.
18. The tubing on Wenatchee needs to be controlled!!
19. Lower Ski Hill Road needs major help! Cars swerve all road width to avoid bumps and potholes. This before parks, arenas, beautifications, etc. Why these expensive special mailings?? Use the Echo.
20. We need an ice rink!
21. Park on North side of Highway 2 please. Preserve some pasture land/wildlife/bird habitat off of Pine or Ranger road.
22. Golf course cart paths need to be added/upgraded.
23. I would like to see more attention paid to resident's needs. A healthy residential community complements Leavenworth's intense tourism.
24. Would love more hike/bike/run trails, especially toward Wenatchee
25. Would kike pool extended and covered if possible. It is 95 degrees on September 10.
26. City and Area are two entirely different entities.
27. More support for commercial outfitters: designated loading/unloading
28. We need more riverfront parking for tourists

29. Barn Beach and boat ramp have very dangerous logs in popular swimming areas
30. Need a children's play area at Lions Club Park
31. Thanks for allowing me to speak!
32. River sports areas need more safety information
33. Indoor swimming pool
34. State "poor" for camping areas: unless you consider USFS campground, then Excellent
35. Parking during the day should be for pool patrons only. I've seen motor homes towing boats which took up a total of 8 parking places
36. Need more snow sport areas and keep walkers off ski trails
37. A City owned RV park would provide revenue stream
38. Love that we have Enchantment Park. Bummer we can only use it spring and fall – covered in snow through winter and far too hot in summer. How about some shade cloth or trees?
39. Ice Rink! All year pool!
40. Long term I would love to see a community rec center that could be used by local and tourists alike – indoor courts, pool, gym, etc. These standard in thriving ski towns in other areas (CO, Sandpoint, ID, etc.)
41. We need a sidewalk along Pine Street for kids walking/biking to IRMS & CHS
42. We need more public bathrooms and parking areas
43. Address the rudeness of our local bicyclists. They ride the sidewalks and push people out of their way. Most do not wear helmets. Have witnessed two or three in particular who ride regularly and do not use bicycle lanes provided. Week before Autumn Leaf we saw on Mon. requests walkers mover over. "Coming Thru" was his comment.
44. We need lost more free parking and bathrooms. We want tourists and they need access to above. Many times we've been asked why we didn't think of these things when designing our city.
45. Not enough trails
46. Need our swimming pool indoors
47. Thank you
48. More art installments
49. Too much commercial river traffic in last 2 years
50. Why can you not put this survey online and save \$?!

COMMENT LOG AS OF 10/15/2011

	Comment	Source	Response
1	Happy with the parks - likes the parks and facilities. Expressed a need for more children's playgrounds. Would like to see one right in town, perhaps at Lion's Club Park.	Public Meeting 9/29/2011 Verbal Comments	This park had a playground at one time, but the facilities became out dated and were removed.
2	Would like to see ballfields expanded to attract tournaments.	Public Meeting 9/29/2011 Verbal Comments	In response to request to expand ball fields, noted that there is not really a practical way to expand the top two fields.
3	Upper Valley Swim team's goal is to teach kids a life skill, not to win. We want to serve more kids and not turn anyone away. Offer low fees and lots of scholarships.	Public Meeting 9/29/2011 Verbal Comments	It was suggested that the PRSA could take care of this – park staff said it would be easy
4	One thing that would help is a gate in another area of the fence to provide a staging area.	Public Meeting 9/29/2011 Verbal Comments	
5	Happy with parks. Would like to see a cover for pool to allow year around us; ice rink; designated sledding hill; more parking for riverfront facilities.	Public Meeting 9/29/2011 Verbal Comments	
6	Website needs more pictures, better listing of parks, good maps. Also maps should be available at parking areas by trails	Public Meeting 9/29/2011 Verbal Comments	
7	Cherry trees attract bears and should be removed around trail areas.	Public Meeting 9/29/2011 Verbal Comments	
8	Also like to see an RV park in town, near the water. Look at Oak Harbor and Chelan for	Public Meeting 9/29/2011 Verbal Comments	

	examples.		
9	Need play areas and ball fields north of Highway 2.	Public Meeting 9/29/2011 Verbal Comments	
10	The play area at Enchantment Park needs trees for shade and a grassy area. Waterfront park restrooms need to be updated	Public Meeting 9/29/2011 Verbal Comments	
11	Expansion of walking/biking trails. Create more of a loop system.	Public Meeting 9/29/2011 Verbal Comments	
12	Water is available for irrigation at Enchantment Park play area – agrees that grass and trees are needed. Waterfront park is somewhat hidden and map isn't making it easy to find.	Public Meeting 9/29/2011 Verbal Comments	
13	Banks around ballfield could be tiered for safer mowing access and to provide seating.	Public Meeting 9/29/2011 Verbal Comments	
14	Front Street needs more restroom stalls – more capacity for women. Also need restrooms at Lion's Club Park when City Hall and Pool are closed.	Public Meeting 9/29/2011 Verbal Comments	
15	Soccer fields are under-sized. City doesn't have any full size soccer fields (except two behind bus barn that are generally for school use).	Public Meeting 9/29/2011 Verbal Comments	
16	Purchased property in Leavenworth because of the parks/trails and recreational areas. Noted also that Enchantment Park is hard to find – she has to lead visitors to it.	Public Meeting 9/29/2011 Verbal Comments	

17	Infields at ball fields need to be dug up and re-done. Lots of gravel.	Public Meeting 9/29/2011 Verbal Comments	
18	Is there a Park Board for public participation?	Public Meeting 9/29/2011 Verbal Comments	
19	City could purchase property in Ski Hill area to create a wetlands park. This park could include a pond with viewing areas and adjacent ball fields and parking. Wetland area could be set up as off-site mitigation for other development in areas of City where wetlands would be impacted.	Public Meeting 9/29/2011 Verbal Comments	
20	“Bubble” building over pool for year round use	Public Meeting 9/29/2011 Written Comments	
21	In-water hazards should be removed – popular swimming areas – Barn Beach and boat ramp	Public Meeting 9/29/2011 Written Comments	
22	More riverfront parking	Public Meeting 9/29/2011 Written Comments	
23	Improved river access at Icicle Road Bridge	Public Meeting 9/29/2011 Written Comments	
24	Designated unloading area for tubing, paddle boarding, kayaking at Icicle Road Bridge	Public Meeting 9/29/2011 Written Comments	
25	Warning signs at beaches about deep, fast water	Public Meeting 9/29/2011 Written Comments	
26	Add a grassy area with trees for picnics etc. at skate park.	Public Meeting 9/29/2011 Written Comments	

27	Add grass around play area in Enchantment Park.	Public Meeting 9/29/2011 Written Comments	
28	Seating on banks at Enchantment Park.	Public Meeting 9/29/2011 Written Comments	
29	Grass and trees around play toys at Enchantment Park.	Public Meeting 9/29/2011 Written Comments	
30	Riverfront Park needs more day use parking.	Public Meeting 9/29/2011 Written Comments	
31	Pool needs a winter structure so you can open it year round.	Public Meeting 9/29/2011 Written Comments	
32	A mountain bike trail that is easy – not deadly. Something relatively flat that meanders through trees and such.	Public Meeting 9/29/2011 Written Comments	
33	Pool needs to be a jewel in the town: sparkling and held at high value.	Public Meeting 9/29/2011 Written Comments	
34	There should be a swim team rep. on committees whose decisions affect the pool.	Public Meeting 9/29/2011 Written Comments	
35	The swim team may need a gate installed in the fence to facilitate swim meet traffic flow of swimmers.	Public Meeting 9/29/2011 Written Comments	

36	Establish safe bike routes through town and mark signage. Make a path along Pine Street that is separate from street; tons of kids walk every day, and especially during snow times, it is dangerous! The berms make is so narrow and it is slick by nature. Cars can't stop quickly.	Public Meeting 9/29/2011 Written Comments	
37	Any park should include soccer fields – especially a large fully field soccer area.	Public Meeting 9/29/2011 Written Comments	
38	Lion's Club Park needs bathrooms and a ramp up to shelter for handicapped use.	Public Meeting 9/29/2011 Written Comments	
39	Leashes on dogs.	Public Meeting 9/29/2011 Written Comments	
40	Paved trails may not work for bike riders – speed – walker/biker conflict.	Public Meeting 9/29/2011 Written Comments	
41	Full-sized soccer fields – with lights – with capability to hold tournaments, so need bathrooms, too.	Public Meeting 9/29/2011 Written Comments	
42	Terrace the hillside at Enchantment Park – safety!	Public Meeting 9/29/2011 Written Comments	
43	Improved maintenance of pool – temp, cleanliness, updated facility, finish on pool surface (that is under water).	Public Meeting 9/29/2011 Written Comments	
44	Expanded ski trails with varied loops to increase the Km of trails.	Public Meeting 9/29/2011 Written Comments	

45	Larger sledding area should be designated. More than just Front Street.	Public Meeting 9/29/2011 Written Comments	
46	Try to link hiking trails at Enchantment with Ski Hill – especially for cross-country skiing.	Public Meeting 9/29/2011 Written Comments	
47	Remove logs from river.	Public Meeting 9/29/2011 Written Comments	
48	Terrible logs at Barn Beach and boat ramp right in the middle of popular recreation and swimming areas – should be removed.	Public Meeting 9/29/2011 Written Comments	
49	Connect trails along base of Tumwater Mountain (where they cut a road during the fires of '94) connect this to Enchantment via safe Highway 2 crossing and in effect, be connected to Waterfront Park.	Public Meeting 9/29/2011 Written Comments	
50	Change map colors so objects are more easily differentiated. Change adoption date from 2011 to 2012.	60-day review comments from Recreation Conservation Office	
51	21 Email comment letters were received requesting that the ice rink be a priority city project.	60-day review comments	

52	A packet of 111 letters in support of the ice rink project was received by the city.	60-day review comments	
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## APPENDIX B. FUNDING OPTIONS

Normally, a Department of Park & Recreation is funded through a number of tax based sources, user fees, and grant programs administered by local, State, and federal agencies. The basic division and allocation of funds is for administration, operations, maintenance, and capital improvement programs. In the City of Leavenworth, the parks division of the Public Works Department is budgeted for each year. The majority of the money is derived from retail sales tax. This budget covers all items related to maintaining parks facilities, except for the City swimming pool. The swimming pool is funded through the PRSA, which depends upon funding derived from property taxes. It is recommended that financing programs for future development and maintenance of park and recreation facilities be considered within the context of the following policy statement:

*"It is the objective of the City of Leavenworth to achieve a balance between recreation program service costs and revenue generation in order to enhance the City's financial ability to meet its recreation goals while reducing the burden of tax-based funding for facilities and recreation services."*

Such a cost and revenue "balance" may be achieved by policies that require a portion of revenues generated from tax-based sources to be supplemented with funds that come from enterprise sources, interlocal agreements, and privatization. The City should advance specific financing opportunities within its present statutory capability and then combine new funding alternatives as it determines appropriate for acquisition, development, operations, and maintenance of park and recreation facilities.

The following is a brief explanation of funding programs, which the City may seek to employ as administrative actions or, if necessary, establish by ordinance:

### LEASES & CONCESSION CONTRACTS

The City may establish lease or concession service agreements for selected categories of recreation activities. Lease or concession contracts may be multi-year, renewed annually, or established for a single activity. Contracts negotiated on a percentage of gross revenues against guaranteed minimums should be considered as opportunities become apparent and a valid recreation activity is identified for such contracts.

Concession contracts may also allow participation in facilities improvements where long-term relationships are to be developed.

Examples of lease and concession contracts include food and beverage sales, novelty sales, sports services, special event programs, entertainment, and commercial recreation ventures.

One such venture is the Leavenworth Golf Course. The City owns the land and the Golf Club operates, maintains, and makes physical improvements to the facility that serves resident and visitor populations. The Leavenworth Golf Course is a recreation enterprise activity that generates revenue to the City of Leavenworth. A fee or user tax that is applied to green fees paid by golfers could result in a source of funds that aids in the support of administration and operations of parks and recreation.

### USER FEES

A fee structure preferred by recreation service organizations is a system of individual activity fees. This reflects the common desire to offer traditional recreation activities free of any fees or charges while enabling the City to defray facility operating costs and expenses for intensive activities such as league sports, special events, or specialized sports, such as swimming or skiing.

The actual fee schedule is a function of policy and may be subject to periodic review. Adoption of user fee schedules should consider "market values" for recreation services which have a modifying effect on the amount of user fees charged. User fees do not off-set all public costs for parks and recreation and should be considered as a financial off-set of recreation programs, operations, and maintenance expenses. User fees should be carefully evaluated because the fee may create a higher expectation of facilities and services, which would most likely increase the costs of maintaining parks facilities further.

## SPECIAL FUND FOR PARK & RECREATION

Some City governments have approached the public to request their support for parks and recreation through creation of a special or benefit assessment. The funds are used exclusively for park land acquisition and development and serve as the basis for securing property for future construction. This revenue source is normally assessed annually on an "assessment unit" basis for residential parcels with clearly defined public benefits within a specific service area and for a specified amount.

## BOND FINANCING

There are several bonding mechanisms used for parks and recreation. The creation and flow of bond revenues involves a public debt financing requiring legal and/or voter consideration in some instances. These funding mechanisms should be considered for use as a function of enterprise activity where public/private recreation development opportunities are found.

## GENERAL OBLIGATION FUNDS

Used for development of public facilities, such as in a special service area where there are requirements for infrastructure to allow development to progress for public facilities.

## REVENUE BOND FUNDS

Revenue bonds encompass a broad category of financing mechanisms. For the purposes of project development, revenue bonding procedures may be used based on authorizing statutes or based on leasehold values of land, facilities, and operating entities that create a cash flow. The City of Leavenworth may enter into a public/private agreement for development of commercial recreation activities. Assuming the land is publicly owned, the lease value, in the form of rent, may be dedicated as a contributing source of security for creation of a revenue bond to pay for certain other public recreation needs.

The recommended policy of economic performance by which the City's enterprise may function is as follows:

*"The Department will identify and utilize a combination of revenue centers with emphasis on formation of public/private joint ventures, partnerships or lease/ concession agreements. Such revenue centers shall be organized to create funds to support the*

*Parks & Recreation Department, to create a capital trust fund, and to create a revenue share to support qualified public service (non-revenue) programs that are for the well-being of the community."*

If enterprise activities are instituted, it is recommended that the Administration be empowered by the City Council to carry-out policies and administrative procedures regarding the creation of new revenue sources, including the following:

1. Land lease/development agreements with private corporations for recreation development.
2. Land lease/development agreements with public and private entities for the development and operations of a special events and entertainment center.
3. Concession or operating agreements for promotion and administration of festivals or special events.
4. Land lease/development agreements for a community conference centers, family health and fitness centers, aquatic center, picnic facilities, and other forms of joint development projects.
5. Operating and concession agreements for novelty and food sales linked to other seasonal recreation activities such as cross-country and alpine skiing.

In addition, the following may be considered for projects which show creativity, partner-sharing, and/or leveraging to be used by applicants. The primary focus is on gaining financial leverage, thereby improving the effectiveness of each dollar spent from the bond.

## JOINT DEVELOPMENT

Public/private or public/public interlocal partnerships designed to leverage each dollar through the added economics of joint development in areas of acquisition, O&M, infrastructure development, joint use parking/school/park programs, etc.

## STEWARDSHIP

Enhancement and maintenance of a natural resource areas.

## JOINT USE

While not actually joint development, there may be opportunities such as joint use for recreation activities and/or service requirements, parking, etc.

## PHILANTHROPY

Contributions from private donors may provide land, facilities, operations support funding, or be in the form of a gift to the public for a specified purpose.

## EASEMENTS

Interlocal, rights-or-way, and/or conservation.

## PUBLIC STATUTORY FUNDING PROGRAMS

The principal public funding sources applicable to the parks and recreation development program are in the categories of local, State, and federal programs.

The State of Washington Recreation and Conservation Office administers funding programs that may be useful for certain elements of implementation. Also, the Federal Government has several funding agencies that provide funds for projects which promote recreation and leisure activities.

In addition, there are a number of legislative or ordinance funding sources that provide for community improvement, including infrastructure development.

The following identifies the currently enacted statutory funding programs that may be considered for recreation and leisure activities development. The programs cited will apply to a combination of funding requirement or specific project objectives. For example, some funding sources are for the purpose of acquisition only; others are for specific capital improvements; while yet others provide for a combination of acquisition, capital projects, operations, and maintenance requirements.

*Local Funding Programs:*

1. Property Tax
2. Retail Sales Tax
3. Interest Earnings
4. Real Estate Excise Tax
5. General Obligation Bonds
6. Interfund Transfers
7. Sale of Land
8. Surface Water Management – Capital
9. Developer LID
10. Lease Revenue Fund
11. Administrative Tax
12. Port District Fund
13. Interlocal Agreements

*State Funding Programs:*

1. ALEA - Aquatic Lands Enhancement Account
2. BFP - Boating Facilities Program
3. BIG - Boating Infrastructure Grant Program
4. ESRP - Estuary and Salmon Restoration Program
5. FARR - Firearms and Archery Range Recreation Program
6. FFFPP - Family Forest Fish Passage Program
7. LWCF - Land and Water Conservation Fund
8. NOVA - Nonhighway and Off-Road Vehicle Activities Program
9. RTP - Recreational Trails Program
10. Salmon Recovery
11. WWRP - Washington Wildlife Recreation Program
12. Farmland Preservation

13. YAF - Youth Athletic Facilities

*Federal Funding Programs:*

1. ISTEA Surface Transportation Enhancement Activities Program (STP)
2. ISTEA National Recreational Trails Fund
3. National Highway Safety Act
4. Recreation & Public Purposes Act
5. Surplus Real Estate Program
6. Economic Development Administration Grants & Loan Programs
7. National Park Foundation Grants and Programs
8. Catalog of Federal Domestic Assistance
9. Bureau of Land Management
10. National Park Service
11. National Park Service Land and Water Conservation Funds
12. Fish and Wildlife Service
13. Urban Park and Recreation Recovery Program
14. Save America's Treasures Grants Program
15. Historic Preservation Fund Grants-in-Aid

It should be noted that most or all of the public funding sources listed are highly competitive. Participation in the funding programs, administered by federal and state agencies, is dependent upon meeting the criteria of the funding program, including time frames and participation requirements.

## PUBLIC DEBT FINANCING

Public debt funding programs are provided through Washington State statutes for many of the objectives described in the Plan. The issuers of public debt financing or obligations include General Law Cities, Joint Powers Authority, and/or a Public Development Authority, and in some instances, a non-profit corporation in partnership with a public authority. The legal authority and level of debt (capital) created for each financing technique described in the following text will have to be determined on a case-by-case basis.

The financing techniques herein described may provide for both short-term and long-term financing. Each technique must be evaluated for its use and/or suitability to any particular element of the Plan or Capital Improvement Program.

## LONG-TERM FINANCING TECHNIQUES

### *General Obligation Bonds*

Used for development of public facilities, such as in a special area where there are requirements for infrastructure to allow development to progress for public facilities. Funds may be used for revenue generating projects which retires the debt on an accelerated basis; however, the public debt remains with the taxpayer. Under a voted general obligation bond, voters would authorize a city issued bond and simultaneously authorize the City to increase property taxes to pay debt service on the bond. To be approved, the ballot measure must receive a 60% approval

and the total number of “Yes” votes must be at least be equal to 40% of the number of voters who voted in the most recent general election. State law limits the amount of voted general obligation bonds that a city can issue to 2.5% of the city’s assessed valuation.

#### *Council manic (Limited Tax) General Obligation Bonds*

The governing body of a city can authorize the issuance of limited tax general obligation bonds. While these bonds would not have a dedicated source of payment, such as an excess property tax levy, they would be secured by pledge of the city to pay debt service. State law limits the amount of limited tax general obligation bonds that a city can issue to 1.5% of the city’s assessed valuation.

#### *Revenue Bonds*

Revenue bonds encompass a broad category of financing mechanisms. For the purposes of project development, such as golf courses, etc., revenue bonding procedures may be used based on authorizing statutes or based on leasehold values of land, facilities, and operating entities that create a cash flow. Cities also have authority to issue revenue bonds for utility purposes such as water service, sewer service, refuse, and stormwater drainage.

#### *Joint Powers Authority*

Normally a public authority formed from two or more governmental or non-profit entities and based on lease agreements, project revenues and insurance programs. Most often these projects are public facilities; however, they can be joint, such as public and private.

#### *Lease Revenue Bonds*

Lease revenue bonds are based on a lease agreement and are not subject to the constitutional debt limitation. However, lease revenue bonds require that the leaser be either a governmental entity approved to issue the bonds or a non-profit corporation that issues the bonds on behalf of a government body. Lease revenue bond proceeds may be combined with tax-based revenues to support the cost of land acquisition, facilities, and operational expenses. Thus, a private discretionary resource of funds and a public resource of funds combine to achieve a financing objective.

#### *Special Assessment*

Special assessments may be created where the public benefit of the assessment can be clearly defined and there is a public purpose, while the total assessment does not exceed the cost of the improvement and related bond financing.

## SHORT-TERM FINANCING TECHNIQUES

#### *Bond Anticipation Notes*

Bond Anticipation Notes (BANs) are used to obtain financing for projects for which bonds are authorized, but not yet issued. BANs permit issuance of debt in increments as work on a project progresses and before a portion or the entire bond proceeds are made available.

#### *Grant Anticipation Notes*

Grant Anticipation Notes (GANs) may be issued to reduce or eliminate cash flow deficits with a secured federal or State grant or loan.

*Tax & Revenue Anticipation Notes*

Tax & Revenue Anticipation Notes (TRANs) are issued to eliminate cash flow deficits in otherwise unrestricted fund accounts of a public entity before receipt of taxes or other dedicated revenues during a particular fiscal year.

*Commercial Paper*

Commercial paper combines financial management techniques used by corporations with the borrowing authority granted to public entities. Commercial Paper may be used instead of or combined with short-term notes to provide short-term borrowing to cover cash flow deficits.