



**2018-2023
Comprehensive Plan**

2017

What is a Parks and Recreation District Comprehensive Plan?

A Parks and Recreation District Comprehensive Plan is a conceptual plan for the operation of the Parks and Recreation District over the Plan period. The Plan incorporates input collected from a variety of community stakeholders and research involving the general public in the District, to establish general objectives for Parks District recreation programs, facilities, parks, and open space over a multi-year period. It is a study that provides overarching guidance for the operation of the Parks System, and may lead to proposals to conduct specific projects. Those specific projects, however, will require additional preparatory work, environmental reviews, special approvals, and funding prior to initiation.

An update to the Plan is formally approved approximately every six years by a Parks District Board of Commissioners Resolution.

What is contained in the South Whidbey Parks and Recreation District Comprehensive Plan?

The South Whidbey Parks and Recreation District (hereafter referred to as the “Parks District”) Comprehensive Plan looks forward six years into the future to set a path for the Parks District. It is created to help the Parks District fulfill its goals by establishing a Mission Statement in the context of a set of Guiding Principles, and considers both the current state of the parks system at the beginning of the Comprehensive Plan period and the needs of all segments of the District population. Objectives to achieve these goals are set as the plan looks forward over a five-year period.

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Section I
Mission and Guiding Principles

Parks, facilities, and recreation programs for the citizens of South Whidbey Island

Guiding Principles for Parks District Operations

Certain fundamental principles are used to guide decisions made by Parks District staff and the Board of Commissioners during the Comprehensive Plan period. The Parks District believes recreation, the pursuit of athletic and leisure activities indoors and out, and the preservation of parks, natural areas and open spaces for use in recreation are essential elements in maintaining a balance of the quality of life throughout Island County. These principles, while not intended to provide strict decision-making rules for use in all situations, provide general, overarching guidance for decisions and actions between Comprehensive Plan revisions. These principles are:

1. We provide a full range of active and passive parks and recreational opportunities for citizens of all age groups within the District population and across the District geography
2. We operate and maintain park facilities and programs in a fiscally responsible and sound manner, utilizing all possible funding sources for park operations, maintenance, acquisition, and facility development (to include public funds, grants, public-private cooperative partnerships, and other short and long-term sources of financing)
3. We develop the central core of the parks system around the Community Park and Sports Complex sites between Maxwellton and Langley Roads. Beyond this parks core, we partner with other community organizations to provide a network of park sites across the District geography
4. We consider acquiring and maintaining park assets within District boundaries as the District budget allows and as broad public demand supports
5. We develop, operate, and maintain the parks system in an environmentally responsible manner
6. We make informed decisions in the best interests of our constituents, stakeholders, and community members through an inclusive open process establishing Parks and recreational guidelines that represent our Community.



Section II
The Current State of the Parks District
2017

Geography, Demographics, Economics

Whidbey Island (hereafter referred to as the “Island”) is the largest island in Puget Sound with a land area of 172 square miles. The Island is ringed with approximately 148 miles of saltwater shoreline, and extends 40 miles in a North-South direction while varying from one to ten miles in width (East-West). Passage from the North end of the Island to the Washington State mainland is via the Deception Pass and Rainbow bridges. The mainland can be reached on the South and West sides of the Island by ferry.

The Parks District covers the southern one-third of the Island, an area that totals 58.9 square miles. The District’s northern border extends from Honeymoon Bay Road on the East side of the Island westward to the southern boundary of South Whidbey State Park. The Parks District is bordered on the other three sides by the waters of Puget Sound.

The 2010 Washington OFM Census indicated an Island County population of 78,506 residents, a level that represents a roughly 10% increase over the past decade. Based on the same 2010 Census data and utilizing the South Whidbey School District boundaries (similar to those of the Parks and Recreation District), the population of South Whidbey (within the Parks District boundary) was 15,336. The Parks District population is concentrated in the more densely developed areas of Clinton, Langley, and Freeland. The current Island County Comprehensive Plan is projecting a population for Island County in 2036 of 87,917. Averaging that growth over the 6 year comprehensive plan period, would result in a population estimate for Island County in 2023 of 83,211. According to Island County 2016 Comprehensive Plan Regional Population allocations, the population on South Whidbey is projected to be 16,803 people in 2036, a growth of 1,239 people since 2010. Averaging that growth per year over the 6 year comprehensive plan period results in an estimated population on South Whidbey of 16,069 in 2023.

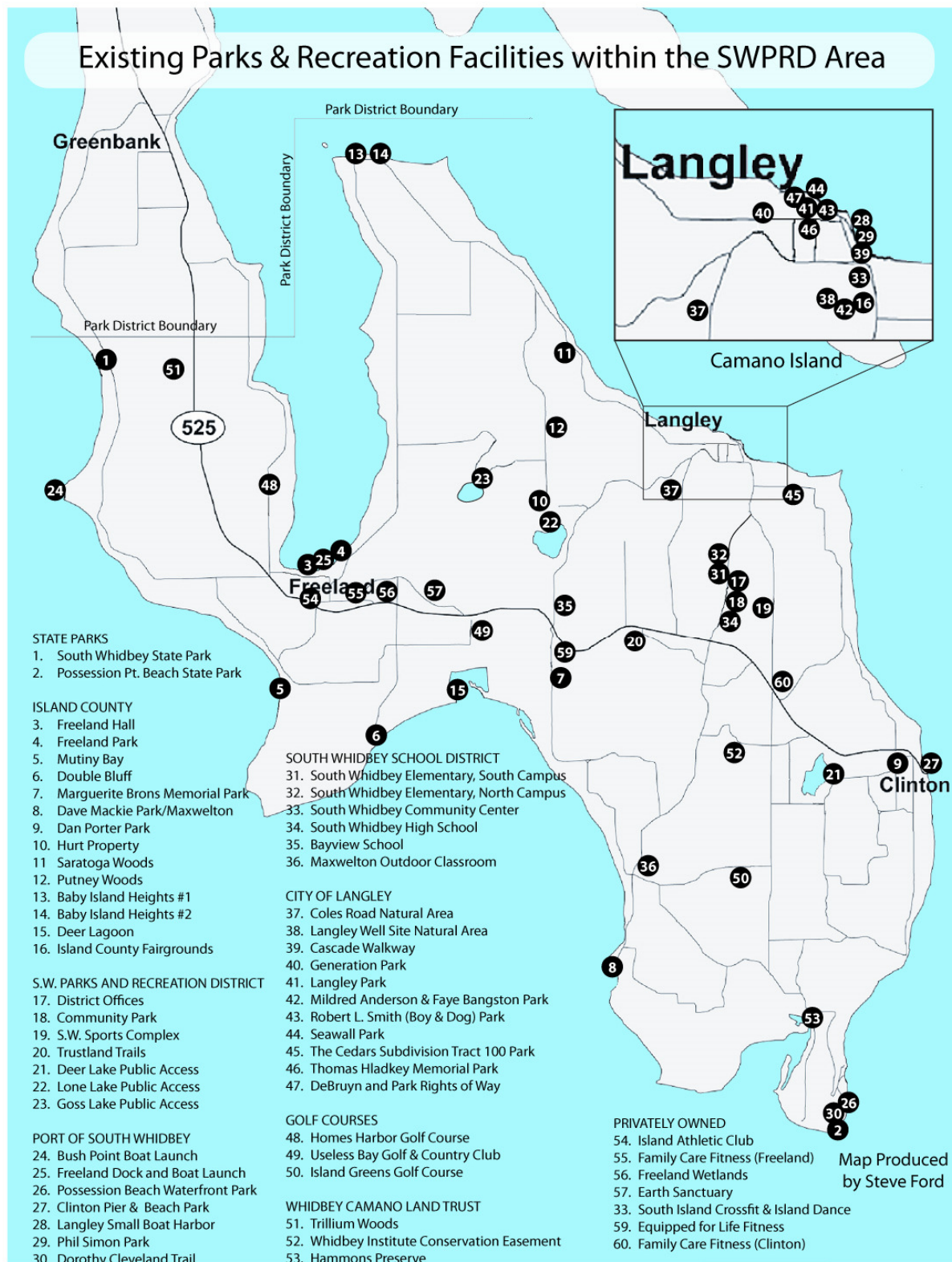
The economic base of South Whidbey is primarily service industries, small retail businesses, restaurants, and tourism and the population includes economically-significant numbers of off-island commuters and retirees. According to the Island County Economic Development Council, the area experiences an average 25% population increase from May to September from part-year residents and from tourists visiting the area temporarily.

Public access to bodies of water, including Puget Sound and the freshwater lakes within the Parks District, is limited. No public swimming pool exists within the boundaries of the Parks District, and private options carry significant membership and usage fees relative to median local incomes.

Starting as early as 2007 the local area and region began to feel the effects of an economic downturn that eventually paralleled similar conditions in the rest of the State and the Nation as a whole. These conditions impacted the Parks District in many ways, primarily in terms of lower registration levels for certain fee-based parks programs and in increased dependency on scholarships by disadvantaged families interested in park program participation. Another significant area of impact was felt through many of the other entities who own and/or operate parks and recreation facilities and programs within the Parks District boundaries. In some cases those organizations, in particular governmental organizations like Washington State and Island County, saw significant enough reductions in funding allocated for parks and recreation operations and maintenance that they sought to transfer operations and maintenance responsibility of park properties or recreation facilities to the South Whidbey Parks and Recreation District. Based on the popularity of and usage levels at the locations in question and in the interest of the citizens of the District, the Parks District assumed responsibility for keeping some of these sites open and operating. These actions created increased pressure on the Parks District budget during the term of the last Comprehensive Plan. 2014 saw the first increase in assessed values for the District since then and projections for the next 5 years indicate slow measured growth. These projected increases partnered with the increase in the District’s Maintenance and Operations levy rate to \$0.18 per \$1,000 of assessed value should relieve some of the pressure on the District budget.

Parks, Facilities, and Programs within the District

Parks and Recreation facilities, programs, and operations exist across the District under the auspices of many different governmental and private entities, including the South Whidbey Parks and Recreation District. The sites and their respective owners/administrators are described in this section and shown on the map below:



FACILITIES ADMINISTERED BY THE SOUTH WHIDBEY PARKS AND RECREATION DISTRICT

▲ South Whidbey Community Park

Park/Facility Description: this 87.5-acre park on Maxwellton Road between the populated centers of Langley, Clinton, and Freeland provides a diverse mix of active and passive use areas and includes four ball fields, one sports field, a batting cage, an asphalt basketball court, a 20,000 sq. ft. playground, a 6,300 sq. ft. skate / bike park, a picnic shelter & BBQ, approximately 69 acres of forestland through which approximately 3 miles of hiking/mountain biking trails run, information kiosks, concession stand, restrooms, maintenance buildings, and parking.

Programs and Activities at the site: baseball leagues, camps, and instruction; softball leagues, camps, and instruction; soccer leagues, camps, and instruction; Ultimate Frisbee; Football Leagues, camps, and instruction; skateboarding and skate park BMX riding; mountain biking; fitness walking, hiking, running, dog walking, bird watching; youth playground activities; youth day camps, youth summer camps; active recreation classes and events; sports classes, training events, and competitions; outdoor concerts, plays and other special events

Condition: fields and facilities at this site are in excellent overall condition (however, certain areas of the site are difficult to drain during the wettest portion of the year and are closed to the public to prevent damage from usage during those periods)

▲ South Whidbey Sports Complex

Park/Facility Description: this 29.09-acre park on Langley Road between Langley and Clinton includes four turf sports fields, 12 acres of forest with walking trails, an information kiosk, restrooms, and parking. Recent site improvements include a children's playground, two picnic pavilions, a plaza, and an Early Learning perimeter walking trail.

Programs and Activities at the site: soccer leagues, camps, and instruction; Ultimate Frisbee; Football leagues, camps and instruction; mountain biking; fitness walking, hiking, running, dog walking, bird watching; youth playground activities; youth day camps, youth summer camps; active recreation classes and special events; sports classes, training events, and competitions; other special events

Condition: fields and facilities at this site are in excellent overall condition (however, certain areas of the site are difficult to drain during the wettest portion of the year and are closed to the public to prevent damage from usage during those periods)

▲ Gabelein Property

Park/Facility Description: this 35-acre property immediately adjacent to the south side of Community Park on Maxwellton Road between Langley and Clinton is undeveloped forest land acquired in October of 2015 by the District with the intention of developing a campground on the site.

Programs and Activities at the site: None, plans in process to develop a campground on the site with trails around the perimeter.

Condition: Site is undeveloped some skidder trails, not currently suitable for public access

▲ Trustland Trails

Park/Facility Description: this 200-acre property is located off Highway 525 and Craw Rd. one mile south of Bayview. The site includes a trailhead parking area, an ADA-compliant trail, mixed use trails, a picnic pavilion, a bike rack, portable restrooms, and a storage shed.

Programs and Activities at the site: mountain biking; fitness walking, hiking, running, equestrian activities, dog walking, bird watching; special events

Condition: trails and facilities at this site are in excellent overall condition

▲ 5 Acre Property

Park/Facility Description: this 5-acre property a few parcels north of Community Park on Maxwellton Road between Langley and Clinton is undeveloped forest land/meadow acquired in the Trustland Trails property transfer.

Programs and Activities at the site: None

Condition: Site is undeveloped, not currently suitable for public access, not accessible from a roadway at this time.

The following sites are owned by Washington State Department of Fish and Wildlife but are managed by the Parks

District. Capital improvements for these sites are the responsibility of the State Department of Fish and Wildlife in conjunction with the Parks District.

▲ **Deer Lake Public Access**

Park/Facility Description: this .75-acre site is located on the east side of Deer Lake and includes a boat ramp, fishing dock, swim area, vault restrooms, a picnic area, and parking.

Programs and Activities at the site: beachgoing; recreational and open water swimming; open water swim classes and special events; fishing; recreational sail and power boating; kayaking; waterskiing, tubing, and wakeboarding

Condition: public facilities at this site are in good overall condition but sustain regular heavy usage during summer periods and, because Parks District maintenance facilities are distant from the site, conditions may periodically degrade between maintenance and repair visits

▲ **Lone Lake Public Access**

Park/Facility Description: this 5-acre site is located on the north side of Lone Lake and includes a boat ramp, a vault restroom, a picnic area, and parking.

Programs and Activities at the site: beachgoing; fishing; recreational sail and power boating; kayaking; waterskiing, tubing, and wakeboarding

Condition: public facilities at this site are in good overall condition but sustain regular heavy usage during summer periods and, because Parks District maintenance facilities are distant from the site, conditions may periodically degrade between maintenance and repair visits

▲ **Goss Lake Public Access**

Park/Facility Description: this .6-acre site is located on the north side of Goss Lake and includes a boat ramp, swim area, vault restrooms, a picnic area, and parking.

Programs and Activities at the site: beachgoing; recreational and open water swimming; open water swim classes and special events; fishing; recreational sailing and kayaking

Condition: public facilities at this site are in good overall condition but are more primitive than those at the Deer Lake and Lone Lake properties. The site sustains regular heavy usage during summer periods and, because Parks District maintenance facilities are distant from the site, conditions may periodically degrade between maintenance and repair visits

Many other parks and recreation facilities, programs, and operations exist across the Parks District under the auspices of other organizations and entities. Those facilities are overlaid on the preceding map of the Parks District and are described below, to fully detail the scope of parks and recreation opportunities available to the citizens of South Whidbey Island.

FACILITIES ADMINISTERED BY WASHINGTON STATE PARKS

▲ **South Whidbey State Park**

Park/Facility Description: this 347-acre park, located on the west side of Whidbey Island near Freeland, is a day use park with 4,500 feet of saltwater shoreline on Admiralty Inlet. The park includes restrooms, showers, 1 kitchen shelter (including BBQ equipment and 4 tables), 4 picnic shelters, 19 unsheltered tables, an amphitheater, and 16 fire circles (one of which is sheltered). The park also features 3.5 miles of trails, an old-growth forest, and views of Puget Sound and the Olympic Peninsula.

Programs and Activities at the site: fitness walking, hiking, running, dog walking, bird watching; kayaking, fishing, beachcombing, shell fishing, swimming, snorkeling, and scuba diving (Currently there is no direct access to the saltwater shoreline and there are no current plans to restore access.)

Condition: public facilities at this site are in excellent overall condition

▲ **Possession Point State Park**

Park/Facility Description: this 25-acre park on the East side of the Southern-most tip of Whidbey Island has 1175 ft.

of saltwater shoreline access, 3 water trail camp sites (human powered vessels only), and a portable toilet.
Programs and Activities at the site: kayaking, fishing, beachcombing, shell fishing; swimming, snorkeling, and scuba diving; special events
Condition: public facilities at this site are in good overall condition

FACILITIES ADMINISTERED BY ISLAND COUNTY

▲ Freeland Hall

Park/Facility Description: this 3-acre parcel in Freeland includes a hall with a large multi-purpose room, a small meeting room and restrooms; an outdoor picnic shelter; BBQ stations, and walking trails. The site is managed by the Holmes Harbor Activity Club.

Programs and Activities at the site: concerts, plays, meetings, dances, socials, and other special events

Condition: public facilities at this site are in excellent overall condition

▲ Freeland Park

Park/Facility Description: this 17-acre park adjacent to the mouth of Holmes Harbor includes restrooms, two picnic shelters, a children's playground, beach access, and a boat ramp with boarding floats. The site is part owned by the Port of South Whidbey, in a partnership with Island County in which Island County is responsible for operations and maintenance of the site.

Programs and Activities at the site: beachgoing; dog walking, bird watching; youth playground activities; fishing, kayaking, water sports; special events

Condition: public facilities at this site are in excellent overall condition

▲ Mutiny Bay

Park/Facility Description: this .33-acre area on the West side of Whidbey Island near Freeland contains a boat ramp and parking area, and includes 12 undeveloped lots containing regulated wetlands subject to the Island County Critical Areas Ordinance. The site is part owned by the Port of South Whidbey, in a partnership with Island County in which Island County is responsible for operations and maintenance of the site.

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, shell fishing, water sports; special events

Condition: public facilities at this site are in excellent overall condition

▲ Double Bluff

Park/Facility Description: this .75-acre park on the West side of Whidbey Island between Clinton and Freeland includes beach access, clamming, restrooms, interpretive kiosks, parking, vista views, picnic area and an off-leash area. The public access provides direct access to several miles of state-owned public tidelands.

Programs and Activities at the site: beachgoing; dog walking, bird watching, fitness walking, hiking; fishing, kayaking, shell fishing, water sports; special events

Condition: public facilities at this site are in good overall condition

▲ Marguerite Brons Memorial Park

Park/Facility Description: this 13-acre park near Bayview includes a fenced off-leash area for dog walking, trails, a picnic shelter, an information kiosk, and parking.

Programs and Activities at the site: dog off-leash play, special events

Condition: public facilities at this site are in good overall condition

▲ Hurt Property

Park/Facility Description: the 30-acre forest land on Lone Lake Road was deeded to the county for a passive, interpretive and educational park. The deed is very restrictive and excludes the possibility for establishing parking or any facilities in the area with the exception of nature trails. The land is currently closed to the public and awaiting development.

Programs and Activities at the site: none

Condition: public facilities at this site have not yet been developed

▲ **Baby Island Heights #1**

Park/Facility Description: this 2-acre tideland site North of Langley sits at the entrance to Holmes Harbor

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, kayaking, water sports

Condition: public areas at this site are in good overall condition, with the exception of stairs to the beach which are currently in disrepair. Access to the beach is discouraged until repairs are made.

▲ **Baby Island Heights #2**

Park/Facility Description: this 3-acre beach/tideland North of Langley sits at the entrance to Holmes Harbor

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, kayaking, water sports

Condition: public areas at this site are in good overall condition, with the exception of stairs to the beach which are currently in disrepair. Access to the beach is discouraged until repairs are made.

▲ **Dave Mackie Park**

Park/Facility Description: this 5-acre park in the Maxwellton Beach community has a boat ramp, playground, restrooms, beach access, ball field and grandstand, 3 picnic shelters with BBQ equipment, a group picnic shelter area with brick stove BBQ, a concession stand with water and electric, and parking. The site is part owned by the Port of South Whidbey.

Programs and Activities at the site: beachgoing; dog walking, bird watching; youth playground activities; baseball, fishing, kayaking, water sports; special events

Condition: public facilities at this site are in good overall condition, with the exception of the public bathroom building that is currently out of service and the boat ramp that is currently blocked by a shift in the beach profile

▲ **Dan Porter Park**

Park/Facility Description: this 8.5-acre park in Clinton has a playground, 2 ball fields, a picnic shelter with BBQ equipment, nature trails, restrooms, and parking.

Programs and Activities at the site: baseball leagues, camps, and instruction; fitness walking, tennis, hiking, running, dog walking, bird watching; youth playground activities; special events

Condition: public facilities at this site are in fair overall condition, with some elements in poor condition. Ball fields have not been actively maintained for many years rendering them unplayable for all but a small number of the youngest baseball fields.

▲ **Saratoga Woods**

Park/Facility Description: this 120-acre park North of Langley towards Baby Island includes nature trails, a picnic area, and parking.

Programs and Activities at the site: mountain biking; fitness walking, hiking, running, equestrian activities, dog walking, bird watching; special events

Condition: trails and public facilities at this site are in excellent overall condition. Certain sections of the trail system do not drain easily during the wettest portion of the year and public access may be restricted simply because some trail sections may become impassable during this period

▲ **Putney Woods**

Park/Facility Description: this 600+ acre park between Langley and Freeland includes an extensive nature trail system and parking

Programs and Activities at the site: mountain biking; fitness walking, hiking, running, equestrian activities, dog walking, bird watching; special events

Condition: trails and public facilities at this site are in excellent overall condition. Certain sections of the trail system do not drain easily during the wettest portion of the year and public access may be restricted simply because some trail sections may become impassable during this period

▲ **Deer Lagoon**

Park/Facility Description: this 400+ acre site between Langley, Clinton, and Freeland consists mostly of wetlands

Programs and Activities at the site: bird watching, fitness walking

Condition: trails and public facilities at this site are in excellent overall condition. Certain sections of the trail system do not drain easily during the wettest portion of the year and public access may be restricted simply because some trail sections may become impassable during this period

▲ **Trillium Forest**

Park/Facility Description: this 654-acre forest property is located along State Route 525 north of Freeland. The property includes an extensive trail system. NOTE: the transfer of this property from Whidbey Camano Land Trust to Island County is underway at the beginning of the Comprehensive Plan term. It is listed in the Island County section of the Plan because Island County will administer the site for the bulk of the term of the Plan.

Programs and Activities at the site: walking, dog walking, scenic vistas.

Condition: trails and public facilities at this site are in excellent overall condition. Certain sections of the trail system do not drain easily during the wettest portion of the year and public access may be restricted simply because some trail sections may become impassable during this period

FACILITIES ADMINISTERED BY THE PORT OF SOUTH WHIDBEY

▲ **Bush Point Boat Launch**

Park/Facility Description: this 2+ acre site is located on Admiralty Inlet on the West side of Whidbey Island to the North of Freeland, and was recently reconstructed to include 200 ft. of shoreline access, a public boat ramp with seasonal boarding floats (April – Sept.), public restrooms, and parking including trailer spaces.

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, kayaking, water sports; special events

Condition: public areas at this site are in good overall condition

▲ **Possession Beach Waterfront Park**

Park/Facility Description: this 11.9-acre park near the Southern tip of Whidbey Island was recently developed and presently contains a boat ramp, restroom facility, picnic sites, nature trails and beach access. From this park one can access the Dorothy Cleveland hiking trail, a trail that winds from the vicinity of the beach to the top of the bluff above the waterfront park.

Programs and Activities at the site: beachgoing; walking, hiking, dog walking, bird watching; fishing, kayaking, water sports; special events

Condition: public areas at this site are in good overall condition

▲ **Clinton Recreational Pier and Clinton Beach Park**

Park/Facility Description: this .5-acre community pier at the Clinton ferry dock has a walkway and a small float with two daytime moorage slips. Public parking is available at the Clinton ferry commuter lot. The Beach Park includes a natural beach, a viewing platform, picnic areas, and restroom building, areas for storage of bicycles and kayaks, and parking.

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, kayaking, water sports; special event

Condition: public areas at this site are in excellent overall condition

▲ **Island County Fairgrounds:**

Park/Facility Description: this 13-acre site in Langley is home to the annual Island County Fair. The site includes 30 camping sites which are available April – October, storage areas available in the winter months, and 24 other buildings used for a variety of community and 4-H activities.

Programs and Activities at the site: camping, special events

Condition: public areas at this site are in good overall condition

▲ **South Whidbey Harbor at Langley**

Park/Facility Description: this .11-acre site consists of a marina with 38 transient moorage slips which are actively managed by the Port's full-time Harbor Master. The site includes a beach area, fishing pier, restrooms, shower facilities, and a boat launch. The surrounding waters support snorkeling and scuba diving.

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, crabbing, shell fishing, kayaking, water sports, snorkeling, scuba diving; special events

Condition: public areas at this site are currently in fair overall condition. The Port of South Whidbey is currently engaged in a project to renovate and rebuild the facility, a project that will likely continue through the term of the Comprehensive Plan. During the project, it is likely public access to different sections of this facility will be impacted or restricted.

▲ **Phil Simon Park**

Park/Facility Description: this .46-acre community park at the Langley Boat Harbor was acquired by the City of Langley in 1975 and transferred to the Port of South Whidbey in 2009.

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, kayaking, water sports; special events

Condition: public areas at this site are in excellent overall condition

▲ **Dorothy Cleveland Trail Property**

Park/Facility Description: natural area near Possession Point. The forested site includes a trail.

Programs and Activities at the site: fitness walking, hiking, running, dog walking, bird watching

Condition: public areas at this site are in good condition.

FACILITIES ADMINISTERED BY SOUTH WHIDBEY SCHOOL DISTRICT

▲ **South Whidbey Primary School**

Park/Facility Description: this 34.1-acre school site is located on Maxwellton Road outside Langley and contains two playgrounds, one basketball court, and nature trails. Trails at the site are publicly accessible, and other site facilities are publicly accessible with restrictions, based on existing usage agreements between the Parks & Recreation District and the School District.

Programs and Activities at the site: basketball, mountain biking; fitness walking, hiking, running, dog walking, bird watching; youth playground activities; special events

Condition: public and semi-public areas at this site are in good overall condition

▲ **South Whidbey Elementary School**

Park/Facility Description: this 20-acre site located on Maxwellton Road outside Langley includes an upper (improved) and lower (unimproved) soccer field, three outdoor play areas, two covered play areas with basketball courts, and an extensive trail system adjacent to the main school property. Trails at the site are publicly accessible, and other site facilities are publicly accessible with restrictions, based on existing usage agreements between the Parks & Recreation District and the School District.

Programs and Activities at the site: basketball, soccer, mountain biking; fitness walking, hiking, running, dog walking, bird watching; youth playground activities; special events

Condition: public and semi-public areas at this site are in fair to good overall condition. Soccer fields at the site are not regularly maintained and are generally suited more for practice than for formal competition. The trail system adjacent to the main school property is in excellent condition.

▲ **Langley Middle School**

Park/Facility Description: this 22.6-acre school site is located in Langley and while still owned by the school district, is no longer in use as an active school site. The area contains two rough dirt playing fields with backstops and a football field, a soccer field, a gravel running track, a full size gymnasium, a small gymnasium, a multi-purpose room, and multiple classrooms. It also contains a community garden and a wetland complex partly administered by Whidbey Watershed Stewards. Site facilities are publicly accessible with restrictions, based on existing usage

agreements between the Parks & Recreation District and the School District.

Programs and Activities at the site: basketball, volleyball, baseball, softball, football, soccer, running, dog walking, bird watching; camps and special events

Condition: public and semi-public areas at this site are in fair to good overall condition. Baseball and Soccer fields at the site are not regularly maintained and are generally suited only for practice. The running track at the site is not regularly maintained and does not meet State competition standards.

▲ **South Whidbey High School**

Park/Facility Description: this 48.4-acre school site is located on Maxwellton Road outside Langley, adjacent to Community Park. It contains one football field, a synthetic-surfaced 400-meter running track, one softball field, one practice field, one baseball field, seven tennis courts, and 2 asphalt basketball courts. Site facilities are publicly accessible with restrictions, based on existing usage agreements between the Parks & Recreation District and the School District.

Programs and Activities at the site: baseball leagues, camps, and instruction; softball leagues, camps, and instruction; soccer leagues, camps, and instruction; football leagues, camps, and instruction; tennis leagues, camps, and instruction; basketball; mountain biking; fitness walking, hiking, running, dog walking, bird watching; active recreation classes and special events; sports classes, training events, and competitions; special events

Condition: public and semi-public areas at this site are in good overall condition. The primary Football/Soccer field at the site sustains excessive wear from practice and is therefore normally restricted to only game play.

▲ **Bayview School**

Park/Facility Description: this 4.0-acre school site is located at Bayview Corner and includes a rough baseball field (no backstop). Site facilities are publicly accessible with restrictions, based on existing usage agreements between the Parks & Recreation District and the School District.

Programs and Activities at the site: baseball, special events

Condition: public and semi-public areas at this site are in fair to poor overall condition

▲ **Maxwelton Outdoor Classroom**

Park/Facility Description: this 6.3-acre site is located south of Highway 525 on Maxwellton Road near the Maxwellton Beach Community. Maxwellton Creek runs through the parcel and the facility includes interpretive trails, streamside viewing platforms, a fully equipped outdoor classroom building, a picnic area, restrooms, and parking.

Programs and Activities at the site: walking, scenic vistas, classes (operated in conjunction with Whidbey Watershed Stewards, a non-profit corporation working to promote watershed stewardship and dedicated to the preservation and protection of salmon, wildlife, habitat and water quality). The property is also an EarthCache site.

Condition: trails and public facilities at this site are in excellent overall condition. Certain sections of the trail system do not drain easily during the wettest portion of the year and public access may be restricted simply because some trail sections may become impassable during this period

FACILITIES ADMINISTERED BY THE CITY OF LANGLEY

▲ **Cascade Walkway**

Park/Facility Description: this 1.28-acre community park is located in downtown Langley. The park includes the flat area east of Cascade Avenue, as well as a large portion of the bluff east of the walkway.

Programs and Activities at the site: walking, dog walking, scenic vistas

Condition: public areas at this site are in good overall condition

▲ **Generation Park**

Park/Facility Description: a .35-acre community park located at the Northwest portion of the Second Street and DeBruyn Avenue intersection. The site features picnic tables and a children's playground.

Programs and Activities at the site: youth playground activities

Condition: public areas at this site are in good overall condition

▲ **Langley Park**

Park/Facility Description: a .15-acre community park located at the Southwest portion of the Second Street and Anthes Avenue intersection. The site includes a sheltered picnic area with chairs and tables.

Programs and Activities at the site: social interaction

Condition: public areas at this site are in good overall condition

▲ **Mildred Anderson and Faye Bangston Park**

Park/Facility Description: a 1.36-acre undeveloped neighborhood park that was donated to the City of Langley. The park has a trail connection with an adjacent natural area.

Programs and Activities at the site: walking, dog walking, scenic vistas

Condition: this is an undeveloped public area, however, the trail that goes throughout the park and the adjacent Highlands development is in good condition

▲ **Robert L. Smith or 'Boy and Dog' Park**

Park/Facility Description: a .15-acre passive use community park located in the middle of the First Street business core in downtown Langley. The site includes benches, landscaped areas, and stairs to access Seawall Park and the beach below.

Programs and Activities at the site: walking, dog walking, scenic vistas

Condition: public areas at this site are in excellent overall condition

▲ **Seawall Park**

Park/Facility Description: a 1.44-acre community park created in 1975 when the seawall was constructed along the Saratoga Passage. The site includes 1140 feet of salt water beach access and views of Saratoga Passage.

Programs and Activities at the site: beachgoing; dog walking, bird watching; fishing, shell fishing, kayaking, scenic vistas

Condition: public areas at this site are in good overall condition

▲ **The Cedars Subdivision-Tract 100 Park**

Park/Facility Description: Tract 100 of The Cedars housing development is a .65-acre neighborhood park that was donated to the City of Langley. The site includes one picnic table and childrens play structures.

Programs and Activities at the site: social interaction, youth playground activities

Condition: public areas at this site are in excellent overall condition

▲ **Thomas Hladkey Memorial Park**

Park/Facility Description: a .25-acre community park located at the north end of the Anthes Avenue right-of-way in downtown Langley. The park includes benches, a whale bell, landscaping and interpretive signage.

Programs and Activities at the site: social interactions, scenic vistas

Condition: public areas at this site are in excellent overall condition

▲ **DeBruyn and Park Rights of Way**

Park/Facility Description: as yet undeveloped future park locations, potentially offering water access at two places in downtown Langley

Programs and Activities at the site: none

Condition: public facilities at these sites have not yet been developed

▲ **Coles Road Natural Area**

Park/Facility Description: ~15-acre natural area on Coles Road near the Langley Wastewater Treatment Plant. The site includes a network of trails

Programs and Activities at the site: fitness walking, hiking, running, dog walking, bird watching

Condition: public areas at this site are in excellent overall condition

▲ **Langley Well Site Natural Area**

Park/Facility Description: : ~8-acre natural area with trails near downtown Langley.

Programs and Activities at the site: fitness walking, hiking, running, dog walking, bird watching

Condition: public areas at this site are in excellent overall condition

FACILITIES ADMINISTERED BY THE WHIDBEY CAMANO LAND TRUST

▲ **Hammons Preserve**

Park/Facility Description: this ~10 acre former farm is located at the intersection of Possession and Cultus Bay Roads on South Whidbey Island

Programs and Activities at the site: walking, birdwatching, dog walking, scenic vistas

Condition: public areas at this site are in good overall condition

▲ **Whidbey Institute Conservation Easement**

Park/Facility Description: This 59-acre forest is part of the Whidbey Institute property off Campbell Rd. on South Whidbey Island. The forest contains a sizeable network of walking trails.

Programs and Activities at the site: walking, birdwatching, dog walking, scenic vistas

Condition: trails and public facilities at this site are in excellent overall condition. Certain sections of the trail system do not drain easily during the wettest portion of the year and public access may be restricted simply because some trail sections may become impassable during this period

FACILITIES ADMINISTERED BY OTHER ENTITIES FOR PUBLIC USE

▲ **Earth Sanctuary**

Park/Facility Description: This 72 acre nature reserve includes 2 miles of nature trails, wetlands and ponds, a young arboretum, a sculpture garden of eco-art highlighting diverse global spiritual traditions, and adjacent retreat center.

Programs and Activities at the site: Bird watching, hiking, self-guided naturalist tour, retreats.

Condition: Trails are in good condition. Restoration projects are ongoing with a 500-year plan for returning the site to old-growth forest.

▲ **Holmes Harbor Golf Course**

Park/Facility Description: Holmes Harbor is an 18-hole course North of Freeland that was open to the public until early 2010 and then closed for a few years. Owned by a privately held corporation, the course is now open to the public through agreement with the Holmes Harbor Sewer District on a contractual basis.

Programs and Activities at the site: Golf

Condition: public areas at this site are in good overall condition

▲ **Island Greens Golf Course**

Park/Facility Description: Island Greens is a par 3 nine-hole course open to the public. Located south of Clinton, it also has a driving range facility on site.

Programs and Activities at the site: none

Condition: public areas at this site are in good overall condition

FACILITIES ADMINISTERED BY OTHER PRIVATE ENTITIES, WHERE SOME PARKS/PUBLIC USES ARE ALLOWED

▲ **Freeland Wetlands**

Park/Facility Description: This ~47-acre wetland near Freeland is owned and maintained by a group known as Friends of Freeland and offers a small but growing set of trails and wetland viewing point.

Programs and Activities at the site: walking, birdwatching, dog walking, scenic vistas

Condition: trails at this site are in good to excellent condition

▲ **Useless Bay Golf & Country Club**

Park/Facility Description: Useless Bay is an 18-hole private golf course, outdoor 25-yard swimming pool, and tennis courts. The site is located south of Freeland, adjacent to Useless Bay.

Programs and Activities at the site: swimming instruction, other aquatics programs

Condition: facilities at this site are in good to excellent condition

▲ **Island Athletic Club**

Park/Facility Description: a private athletic club in Freeland with fitness equipment, racquetball courts, and an indoor 25-yard swimming pool. Facility is open to the public for some fee-based day and short term uses.

Programs and Activities at the site: swimming instruction, other aquatics programs, aerobic and strength conditioning, racquetball

Condition: facilities at this site are in good to excellent condition

▲ **Equipped 4 Life Fitness**

Park/Facility Description: this facility in Bayview contains fitness equipment and is open to the public with a variety of fee-based fitness programs

Programs and Activities at the site: aerobic and strength conditioning

Condition: facilities at this site are in good to excellent condition

▲ **Family Care Fitness Center**

Park/Facility Description: this business has two locations 1 in Clinton and 1 in Freeland. They contain fitness equipment and are open to the public with daily drop in rate and monthly fitness membership

Programs and Activities at the site: aerobic and strength conditioning

Condition: facilities at this site are in good to excellent condition

▲ **South Island CrossFit**

Park/Facility Description: recently moved into available space at the Langley Middle School site, this business contains fitness equipment and is open to the public with a variety of fee-based fitness programs

Programs and Activities at the site: aerobic and strength conditioning

Condition: facilities at this site are in good to excellent condition

Park Facility Use Matrix

Park site	Trails	Forest	Sports Fields	Boat launch	Beach swim	Beach walking	Campground	Tennis	Vistas	Golf	Picnic areas	Dog walking	Play ground	Equestrian use
Community Park	Yes	Yes	Yes						Yes		Yes	Yes	Yes	
Sports Complex	Yes	Yes	Yes						Yes		Yes	Yes	Yes	
Trustland Trails	Yes	Yes							Yes		Yes	Yes		Yes
Deer Lake				Yes	Yes				Yes		Yes			
Lone Lake				Yes	Yes				Yes		Yes			
Goss Lake				Yes	Yes				Yes		Yes			
SW State Park	Yes	Yes			Yes	Yes	Yes ¹		Yes		Yes	Yes		
Possession State Park	Yes	Yes			Yes	Yes			Yes		Yes	Yes		
Freeland Hall	Yes								Yes		Yes			
Freeland Park				Yes	Yes	Yes			Yes		Yes		Yes	
Mutiny Bay				Yes	Yes	Yes			Yes					
Double Bluff				Yes	Yes	Yes			Yes		Yes	Yes		
Brons Park									Yes			Yes		
Dave Mackie Park				Yes ²	Yes	Yes			Yes			Yes	Yes	
Dan Porter Park	Yes	Yes							Yes			Yes		
Saratoga Woods	Yes	Yes							Yes			Yes		Yes
Putney Woods	Yes	Yes							Yes					Yes
Fairgrounds							Yes		Yes					Yes
Bush Point				Yes	Yes	Yes			Yes					
Possession Beach	Yes	Yes		Yes	Yes	Yes			Yes		Yes			
Clinton Beach					Yes	Yes			Yes		Yes		Yes	
Dorothy Cleveland Trail	Yes	Yes							Yes			Yes		
Langley Harbor				Yes	Yes	Yes			Yes					
Phil Simon Park									Yes		Yes			
Primary School	Yes	Yes	Yes						Yes			Yes	Yes	
Elementary School	Yes	Yes	Yes						Yes			Yes	Yes	
Middle School		Yes	Yes						Yes			Yes		
High School	Yes		Yes					Yes	Yes			Yes		

Park site	Trails	Forest	Sports Fields	Boat launch	Swim	Beach walking	Campground	Tennis	Vistas	Golf	Picnic areas	Dog walking	Play ground	Equestrian use
Bayview School									Yes			Yes		
Outdoor Classroom	Yes	Yes							Yes					
Cascade Walkway	Yes								Yes			Yes		
Generation Park									Yes		Yes			
Langley Park									Yes		Yes		Yes	
Anderson/Bangstrom	Yes								Yes			Yes		
Seawall Park					Yes	Yes			Yes		Yes			
Cedars Park									Yes		Yes		Yes	
Hladkey Park									Yes					
DeBruyn/Park					Yes	Yes			Yes					
Holmes Harbor									Yes					
Island Greens									Yes	Yes				
Useless Bay CC									Yes	Yes				
Island Athletic					Yes				Yes					
Curves Fitness														
Coles Road Natural Area	Yes	Yes							Yes			Yes		
Hammons Preserve	Yes	Yes							Yes			Yes		
Whidbey Institute (Conservation Easement)	Yes	Yes							Yes			Yes		
Trillium Forest	Yes	Yes							Yes			Yes		Yes
Freeland Wetlands	Yes	Yes							Yes					
Langley Well Site Natural Area	Yes	Yes							Yes			Yes		
Boy & Dog Park									Yes					

NOTE 1: campground at this site currently closed indefinitely

NOTE 2: boat ramp at this site currently blocked by a shift in the beach profile

Parks District Needs Assessment Process

The Parks District employs a set of information gathering tools to gauge and constantly update an assessment of the parks and recreation needs of the population living within the District boundary, a process used extensively in the formulation of this Comprehensive Plan. These tools include a periodic, formal Needs Assessment survey; the collection, review, and discussion of public comment in various regular forums including Parks District meetings, Master and Comprehensive Plan development initiatives, programs, and other events; a periodic Level of Service Determination (see Appendix C); and direct liaison between Parks District staff and Commissioners and various user groups and key Stakeholders. This information gathering enables the Parks District Staff and Board of Commissioners to develop and maintain an understanding of the prioritized needs of District residents for parks, recreation facilities, and programs on South Whidbey. Further information on this process is found in Appendix B.

Current Estimate of Parks and Recreation Needs

Current needs identified through this Needs Assessment process and the District Level of Service Determination include (not in priority order):

- ▲ The identification of creative and cost-effective solutions to construct
 - A public campground on the 35 acre property immediately South of Community Park
 - A community recreation center with multiple recreation courts
 - A community swimming pool that is cost effective to operate and maintain in order to meet the growing need for fitness and wellness-based aquatics programs for all ages, including
 - Water-based therapy programs for injury recovery and health
 - Water aerobics for general fitness
 - Learn-to-Swim programs for all ages
 - Water safety programs
 - Swim training for all ages including school-age and adult programs
 - Other aquatics programs including scuba, kayak, and water polo
- ▲ Further development of aquatics programs and other water-borne programs like fishing and waterskiing
- ▲ Improvements to existing facilities for active recreation
- ▲ Expansion of both passive and active recreation programs to address the needs of a broader portion of the District population
- ▲ Further development of tennis facilities to enable year round play
- ▲ Further development of access to hiking trails and open spaces for public recreation uses
- ▲ Further efforts to enhance public access to our local and regional waterways
- ▲ Continued efforts to monitor the status of all park properties within the Parks District, to ensure the District is engaged in any community effort to ensure these properties remain open and accessible to citizens of the District
- ▲ Further evaluation of archery range needs and facility options
- ▲ Further evaluation of equestrian needs/options
- ▲ Continued monitoring of the situation with public and private golf courses within the District to address the needs of the District's citizens in this area

The "Specific objectives for Parks, Programs, and Facilities through 2016" in Section III "Looking Forward" and the Capital Improvement Projection (Appendix E) reflect these priorities and are current as of the date of the Comprehensive Plan.

Parks Acquisition Criteria

Any parks property or facility that is considered for incorporation into the Parks District is evaluated against a set of established criteria. These criteria were established and nominally weighted by the Parks District Board of Commissioners and Parks District Staff during a series of public meetings in summer 2010, and include (not in order of weighting):

- ⬆ Costs to acquire, establish, and maintain
- ⬆ Extant infrastructure relative to need
- ⬆ Parks density in the area
- ⬆ User groups served
- ⬆ Physical access
- ⬆ Access to bodies of water
- ⬆ Potential for revenue generation

Any acquisitions proposed to the Board during the term of this Plan will be considered against these criteria and their nominal weightings, with an understanding that weightings and relative priorities may evolve during the Plan term. Known projects as of the adoption date of this Plan are reflected in the Capital Improvement Projection at Appendix E.



Section III
Looking Forward
2018-2023

Demographic and Economic Projections through 2023

The 2010 Washington OFM Census indicated an Island County population of 78,506 residents, a level that represents a roughly 10% increase over the past decade. Based on the same 2010 Census data and utilizing the South Whidbey School District boundaries (similar to those of the Parks and Recreation District), the population of South Whidbey (within the Parks District boundary) was 15,336. The Parks District population is concentrated in the more densely developed areas of Clinton, Langley, and Freeland. The current Island County Comprehensive Plan is projecting a population for Island County in 2036 of 87,917. Averaging that growth over the 6 year comprehensive plan period, would result in a population estimate for Island County in 2023 of 83,211. According to Island County 2016 Comprehensive Plan Regional Population allocations, the population on South Whidbey is projected to be 16,803 people in 2036, a growth of 1,239 people since 2010. Averaging that growth per year over the 6 year comprehensive plan period results in an estimated population on South Whidbey of 16,069 in 2023.

The economic crisis which began in 2009 impacted levels of growth, tourism, employment, personal income, and property values for several years, through the end of the previous Comprehensive Plan period. The 2009-2010 impact of this economic downturn on the Parks District, primarily in terms of the downward trends in registration levels for certain fee-based parks programs and in increased dependency on scholarships by disadvantaged families interested in park program participation. As well, the unfavorable impact of this economic downturn on property values in the District served to reduce the Parks District budget. This downturn had a strong impact on the District's ability to fund capital improvements and focused district funding on maintenance of existing properties, facilities, and amenities.

These actions created increased pressure on the Parks District budget during the term of the last Comprehensive Plan. 2014 saw the first increase in assessed values for the District since then and projections for the next 5 years indicate slow measured growth. These projected increases partnered with the increase in the District's Maintenance and Operations levy rate to \$0.18 per \$1,000 of assessed value should relieve some of the pressure on the District budget in the operation of existing properties, facilities and amenities, but the District will need to look at alternate resources to complete additional capital objectives and fund their ongoing operation.

Also to be considered, the economic downturn impacted other public entities as well and with the recent economic upturn, other public entities will be looking at deferred capital expenses as well resulting in increased pressure on the state bond limit. At the State budget level, School funding and School Capital bond funding are currently priority which will have a significant effect on State grant allocations for Recreation and Conservation Grants.

Specific objectives for Parks, Programs, and Facilities through 2023

To fulfill the District Mission and address issues of Quantity, Quality, and Distribution & Access identified in the Level of Service Determination (Appendix C), the South Whidbey Parks and Recreation District will consider these projects and initiatives along with others that evolve during the term of this Comprehensive Plan. Capital requirements for known projects are reflected in the Capital Improvement Projection at Appendix E :

2018-2020

- ▲ **Objective:** Improving Community Park structures, facilities, trails
Expected cost: \$1M total -- \$400k (Acquisition), \$600k (Development)
Grant plan: Two applications
WWRP-LP (\$200k Acq+\$300k Dev) with LWCF (\$400k) + SWPRD (\$100k) match
LWCF (\$500k) with WWRP-LP (\$400k) + SWPRD (\$100k) match
Grant program alignment with project:
WWRP objective - funding for local and state parks, trails, water access, state land conservation and restoration, farmland preservation, and habitat conservation
WWRP-Local Parks objective: buildings, campgrounds, cabins, fishing floats, hard court areas, Interpretive kiosks, signs, outdoor swim pools, picnic shelters, play areas, playing fields, restrooms, roads, paths, and parking, view areas

LWCF Objective - acquisition and development of public outdoor recreation areas and facilities

- **Objective:** Improving Community Park structures, facilities, trails
- **Sites:** Community Park, Sports Complex
- **Major element:** Acquisition - rough est. \$596k (\$289k/\$307k)
 - Acquisition is to augment Community Park property and extend core park
 - Acquisition involves two adjacent parcels
 - Parcels connected to Park using School District-owned trails corridor
 - Parcels are densely forested and include trails that link up with the more extensive trails that lie on school district owned land located to the north of the acquisition
 - Owner (Waterman Family) has plans to log and develop this area into sellable home sites, possibly creating four 10-acre lots
- **Objective:** Improving Community Park structures, facilities, trails
- **Sites:** Community Park, Sports Complex
- **Major elements:** Development - \$600k
 - Community Park - \$475k
 - Maintenance Facility Pavement overlay- \$100k
 - Castle Playground Parking Expansion- \$60k
 - Water system filtration - \$10k
 - Outdoor adult fitness station (i.e. TRX) - \$30k
 - Crows Nest interior upgrades, elevator renovation, roof replacement - \$60k
 - Field retaining walls - \$10k
 - Bathroom renovation - \$40k
 - Picnic shelter replacement - \$20k
 - 5-acre parcel access - \$10k
 - Parking improvements - \$50k
 - Campground entrance gate/fencing - \$30k
 - Basketball court overlay/re-level - \$15k
 - Field #1/#4 fence replacement - \$15k
 - Maintenance Facility additional storage - \$25k
 - Sports Complex - \$125k
 - Soccer goal improvements - \$20k
 - Pavement overlay - \$60k
 - Rough area regrade - \$10k
 - Dog agility course - \$15k
 - Bathroom renovation - \$20k

▲ **Objective:** Develop Campground structures, facilities, trails

Expected cost: \$500k total – 100% development

Grant plan: Two applications

WWRP-LP (\$250k Dev) *with LWCF (\$200k) + SWPRD (\$50k) match*

LWCF (\$250k) *with WWRP-LP (\$200k) + SWPRD (\$50k) match*

Grant program alignment with project:

WWRP objective - funding for local and state parks, trails, water access, state land conservation and restoration, farmland preservation, and habitat conservation

WWRP-Local Parks objective: buildings, campgrounds, cabins, fishing floats, hard court areas, Interpretive kiosks, signs, outdoor swim pools, picnic shelters, play areas, playing fields, restrooms, roads, paths, and parking, view areas

LWCF Objective - acquisition and development of public outdoor recreation areas and facilities

- **Objective:** Develop Campground structures, facilities, trails
- **Site:** Community Park campground site
- **Major element:** Development - \$500k
 - Create initial road system

- Install infrastructure (electricity, water)
- Build individual and group campsites
- Build structures
- Establish access
- **Objective:** Develop Campground structures, facilities, trails
- **Site:** Community Park campground site
- **Development Laydown**

▲ **Objective:** Enhance athletic fields for improved playability, extended seasons

Expected cost: \$1.7M total – 100% development

Grant plan: Four applications

WWRP-LP (\$500k Dev) with LWCF (\$400k) + SWPRD (\$100k) match

LWCF (\$500k) with WWRP-LP (\$400k) + SWPRD (\$100k) match

YAF (\$350k Dev) with LWCF (\$280k) + SWPRD (\$70k) match

LWCF (\$500k) with WWRP-LP (\$400k) + SWPRD (\$100k) match

Cal Ripken Foundation could substitute for grant-to-grant matching

Grant program alignment with project:

WWRP objective - funding for local and state parks, trails, water access, state land conservation and restoration, farmland preservation, and habitat conservation

WWRP-Local Parks objective: buildings, campgrounds, cabins, fishing floats, hard court areas, Interpretive kiosks, signs, outdoor swim pools, picnic shelters, play areas, playing fields, restrooms, roads, paths, and parking, view areas

Youth Athletic Facilities objective - provides money to buy land and renovate outdoor athletic facilities such as ball fields, courts, swimming pools, BMX tracks, and skate parks that serve youth. The program focuses on serving youth through the age of 18, who participate in sports and athletics. RCO, however, strongly encourages you to design your facilities to serve all ages and multiple activities.

LWCF Objective - acquisition and development of public outdoor recreation areas and facilities

- **Objective:** Enhance athletic fields for improved playability, extended seasons
- **Sites:** Langley Rd. Sports Complex, Community Park
- **Major element:** Development - \$1.7M
 - Sports Complex Field #4 synthetic surface
 - Community Park Fields #1/#4 irrigation system
 - Community Park Fields #1/#4 drainage system

▲ **Objective:** Development of a connected trail network to link parks and communities on South Whidbey Island

Expected cost: \$470k total – 100% development

Grant plan: Four applications

WWRP-Trails (\$235k Dev) with LWCF (\$188k) + SWPRD (\$47k) match

LWCF (\$235k) with WWRP-LP (\$188k) + SWPRD (\$47k) match

Grant program alignment with project:

WWRP objective - funding for local and state parks, trails, water access, state land conservation and restoration, farmland preservation, and habitat conservation

WWRP-Trails objective: development of benches, tables, bridges and boardwalks, interpretive kiosks, signs, restrooms, trails (hard and natural surfaced), trailheads, and viewpoints

LWCF Objective - acquisition and development of public outdoor recreation areas and facilities

- **Objective:** Linked Trail System
- **Sites:** Community Park, Highway 525 corridor, Trustland Trails, Useless Bay Maxwellton Rd. corridor, Lone Lake, Goss Lake, Deer Lake public access
- **Major elements:**
 - Community Park - \$150k
 - Link to Highway 525 corridor easements - \$50k
 - Link to Highway 525 corridor construction - \$100k

- Highway 525 corridor - \$100k
 - Mainline Trail easements - \$50k
 - Mainline Trail construction - \$50k
- Trustland Trails Park - \$60k
 - Discovery Loop Trail - \$25k
 - Challenge Loop Trail - \$25k
 - 40 Acres Connector Trail - \$10k
- Maxwellton Road corridor - \$100k
 - Link to Langley easements - \$50k
 - Link to Langley construction - \$50k
- Lone Lake/Goss Lake corridor - \$50k
 - Link to Lone Lake – \$25k
 - Link to Goss Lake - \$25k
- Deer Lake connector - \$10k
 - Link to Deer Lake - \$10k

▲ **Objective:** Enhance lake properties to improve access and user experience

Expected cost: \$120k total – 100% development

Grant plan: Two applications

WWRP-WA (\$60k Dev) with LWCF (\$48k) + SWPRD (\$12k) match

LWCF (\$60k) with WWRP-LP (\$48k) + SWPRD (\$12k) match

Grant program alignment with project:

WWRP objective - funding for local and state parks, trails, water access, state land conservation and restoration, farmland preservation, and habitat conservation

WWRP-Water Access objective: development of buoys, fishing piers and platforms, interpretive kiosks, signs, launch ramps, floats, picnic shelters, restrooms, roads and paths

LWCF Objective - acquisition and development of public outdoor recreation areas and facilities

- **Objective:** Enhance lake properties to improve access and user experience
- **Sites:** Goss Lake, Lone Lake, Deer Lake public accesses
- **Major element:** Development - \$120k
 - Goss Lake – retaining wall
 - Goss Lake – boat launch
 - Lone Lake – fishing dock
 - Lone Lake – boat launch, dock
 - Lone Lake – picnic shelter, play area, fence
 - Deer Lake – boat launch, dock

▲ **Objective:** Develop Aquatic Wellness Center

Expected cost: \$5M total – 100% development

Grant plan: Multiple applications, with complications

WWRP-LP (\$500k Dev) with LWCF (\$400k) + SWPRD (\$100k) match could only be used for outdoor pool

LWCF (\$500k) with WWRP-LP (\$400k) + SWPRD (\$100k) match could only be used for outdoor pool because of the WWRP-LP match

An alternative source of funding is likely required

Grant program alignment with project:

WWRP objective - funding for local and state parks, trails, water access, state land conservation and restoration, farmland preservation, and habitat conservation

WWRP-Water Access objective: development of buoys, fishing piers and platforms, interpretive kiosks, signs, launch ramps, floats, picnic shelters, restrooms, roads and paths

LWCF Objective - acquisition and development of public outdoor recreation areas and facilities

- **Objective:** Develop Aquatic Wellness Center
- **Site:** TBD

- **Major element:** Development - \$5M (rough est.)
 - Site prep
 - Infrastructure
 - Building
 - Wellness facilities
 - Pool tanks
 - Pool systems

2020-2023

- ⤴ Community Center-Approximately \$5,000,000
- ⤴ Multi-Purpose Gymnasium- Approximately \$2,000,000
- ⤴ Tennis Center-Approximately \$2,500,000
- ⤴ Outdoor Amphitheater-Approximately \$300,000
- ⤴ Archery Range-Approximately \$30,000



Section IV

Appendices

Appendix A

Comprehensive Plan Stakeholders

As detailed in Section II above, the South Whidbey Parks and Recreation District is not the only provider of parks and recreation services on South Whidbey Island. Many other local entities support the parks and recreation needs of the citizens of the Parks District or are connected to the mission of the South Whidbey Parks District in some meaningful way. The establishment and maintenance of relationships between the South Whidbey Parks and Recreation District Staff and Board of Commissioners and these other entities and organizations is essential to the most efficient functioning of the Parks District. Each of these organizations and entities will be provided a formal copy of the approved version of this Comprehensive Plan.

South Whidbey Parks and Recreation District Board of Commissioners

South Whidbey Parks and Recreation District Leadership Team

Key Parks and Recreation Stakeholders

- *South Whidbey Parks & Aquatics Foundation*
- *Port of South Whidbey*
- *South Whidbey School District*
- *Island County Parks*
- *Island County Department of Planning and Community Development*
- *Washington State Parks Department*
- *Friends of South Whidbey State Park*
- *City of Langley*
- *Washington State Department of Fish and Wildlife*
- *Clinton Community Council*
- *Whidbey Camano Land Trust*
- *Island Rowing Association*
- *Island County Public Health*
- *South Whidbey Little League*
- *South Whidbey Youth Soccer Club*
- *South Whidbey Youth Football and Cheer*
- *Whidbey Fishin' Club*
- *Whidbey Island Fly Fishing Club*
- *South Whidbey Yacht Club*
- *South Whidbey Commons*
- *South Whidbey Children's Center*
- *South Whidbey Senior Center*
- *Island Athletic Club*
- *Island Greens Golf Course*
- *Friends of Freeland*
- *Whidbey Watershed Stewards*
- *Save The Trees*
- *Whidbey Audubon Society*
- *Whidbey Environmental Action Network*
- *Island Beach Access*
- *South Whidbey Community Tennis Association*
- *Useless Bay Golf and Country Club*
- *Clinton Chamber of Commerce*
- *Freeland Chamber of Commerce*
- *Langley Chamber of Commerce*
- *Rotary Club of South Whidbey*
- *Rotary Club of Whidbey Westside*
- *South Whidbey Lions Club*
- *Kiwanis Club of South Whidbey*
- *Soroptimists International of South Whidbey Island*

Appendix B

Needs Assessment and Comprehensive Plan Development

Since the formal Needs Assessment Survey conducted at the beginning of the preceding Plan period, the Parks District have employed a range of information gathering tools and methods to gain further data on community needs and feed information into the development of this Comprehensive Plan. These tools used during this journey were intended to engage the citizens of the District in the development of this Comprehensive Plan and include the collection, review, and discussion of public comment in various regular forums including Parks District meetings, Master and Comprehensive Plan development initiatives, programs, and other events; a periodic Level of Service Determination (see Appendix C); and direct liaison between Parks District staff and Commissioners and various user groups and key Stakeholders. This information gathering enables the Parks District Staff and Board of Commissioners to develop and maintain an understanding of the prioritized needs of District residents for parks, recreation facilities, and programs on South Whidbey, and fed this Comprehensive Plan.

Needs Assessment Tool	Frequency of use	Stakeholders contacted	Tools used in the conversation	Issues and Concerns raised	Comprehensive Plan Strategies developed
Public input directly to Parks Staff members	Frequent (daily)	Members of various Appendix A Stakeholder organizations, other public citizens	Face-to-face interactions, telephone, email, District website	Direct feedback on various elements of Comprehensive Plan drafts. General feedback on all facets of District programs, facilities, policies, and agreements.	Updates were made to various Plan sections to reflect this input. Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>
Public input directly to Parks Board members	Frequent (daily/weekly)	Members of various Appendix A Stakeholder organizations, other public citizens	Face-to-face interactions, telephone, email, District website	Direct feedback on various elements of Comprehensive Plan drafts. General feedback on all facets of District programs, facilities, policies, and agreements.	Updates were made to various Plan sections to reflect this input. Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>

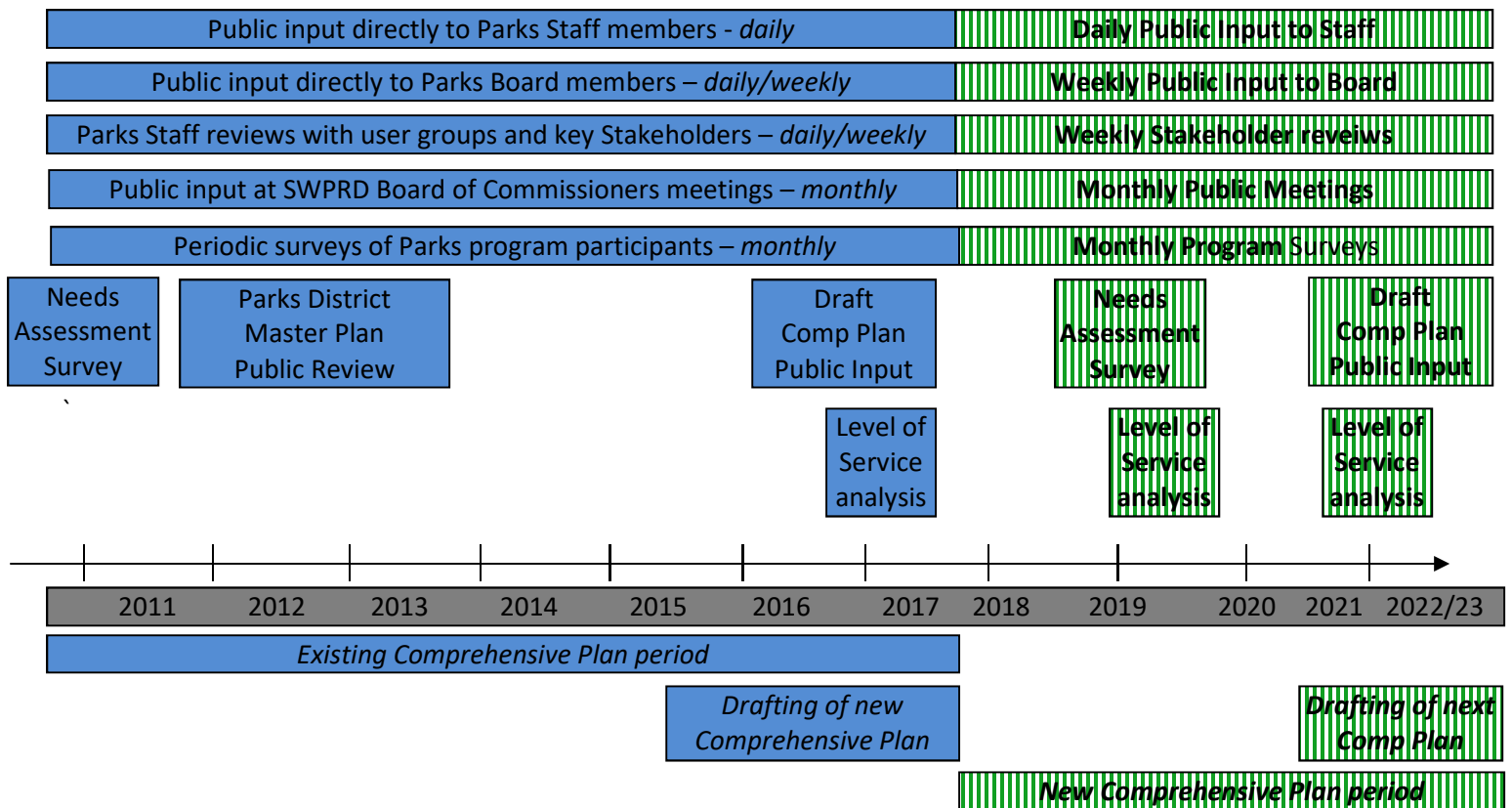
Needs Assessment Tool	Frequency of use	Stakeholders contacted	Tools used in the conversation	Issues and Concerns raised	Comprehensive Plan Strategies developed
Parks Staff reviews with user groups and key Stakeholders	Frequent (daily/weekly)	Appendix A Stakeholder organizations	Meetings and other face-to-face interactions, telephone, email	Direct feedback on various elements of Comprehensive Plan drafts. General feedback on all facets of District programs, facilities, policies, and agreements.	Updates were made to various Plan sections to reflect this input. Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>
Public input at SWPRD Board of Commissioners meetings	Frequent (monthly)	Members of various Appendix A Stakeholder organizations, other public citizens who appeared at public meetings	Public comment period at the beginning of every District Board meeting	Direct feedback on various elements of Comprehensive Plan drafts. General feedback on all facets of District programs, facilities, policies, and agreements.	Updates were made to various Plan sections to reflect this input. Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>
Surveys of Parks program participants	Frequent (~monthly)	Members of various Appendix A Stakeholder organizations, other public citizens who participated in District programs	Written and electronic surveys, face-to-face contacts	Specific feedback on all facets of District programs, facilities, and policies	Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>
Needs Assessment Survey	Frequent (~monthly)	Cross-section of entire District population	Formal written survey	Specific feedback on all facets of District programs, facilities, and policies. Direct feedback on future plans, needs, priorities.	Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement</i>

					<i>Projection</i>
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Needs Assessment Tool	Frequency of use	Stakeholders contacted	Tools used in the conversation	Issues and Concerns raised	Comprehensive Plan Strategies developed
Public input to Parks District Master Plan	Frequent (~monthly)	Members of various Appendix A Stakeholder organizations, other public citizens who appeared at public meetings	Public meetings with Master Plan drawings, Plan consultants in attendance. Drawings and plans on semi-permanent display at Parks main office to garner further public feedback.	Specific feedback on District facilities projected in Master Plan	Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>
Draft Comprehensive Plan Public input	Frequent (~monthly)	All Appendix A Stakeholder organizations, other public citizens who appeared at public meetings and/or provided feedback to Parks Staff or Commissioners	Plan drafts presented at and discussed at public meetings. Copies emailed to Appendix A Stakeholder organizations, posted on District website, and available at Parks office.	Direct feedback on various elements of Comprehensive Plan drafts. General feedback on all facets of District programs, facilities, policies, and agreements.	Updates were made to various Plan sections to reflect this input. Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>
Trustland Trails Management Plan Development	Frequent (~monthly)	A subset of Appendix A Stakeholder organizations involved in the Trustland Trails development, other public citizens who appeared at public meetings and/or provided feedback to Parks Staff or Commissioners	Plan drafts presented at and discussed at public meetings. Copies emailed to a subset of Appendix A Stakeholder organizations, posted on District website, and available at Parks office.	Direct feedback on various elements of the Trustland Trails Management Plan drafts. Feedback on Comprehensive Plan elements describing Trustland Trails properties.	Updates were made to various Plan sections to reflect this input. Summary strategy generally reflected in the Plan section titled <i>Specific objectives for Parks, Programs, and Facilities through 2016</i> and Appendix E <i>Capital Improvement Projection</i>

Comprehensive Plan development timeline:

This Comprehensive Plan timeline reflects the historical and future use of these Needs Assessment tools, as relevant to the development of the Comprehensive Plan . Solid blue blocks indicate historical events and/or methods. Blocks with green bars reflect a projection of the use of a tool into or through the term of the new Comprehensive Plan.



Appendix C

Level of Service Determination

The Washington State Recreation and Conservation Office (RCO) recommends determination of a level of service for park and recreation planning, including trails. This analysis uses a State RCO tool to indicate the strengths and weaknesses of the District's parks and trails system and to suggest where additional resources may be needed. This tool uses indicators in each of three categories – Quantity, Quality, and Distribution & Access – each with measurable elements to determine the Level of Service to the population within the District.

The Needs Assessment process described in detail at Appendix B was used to determine the baseline for the Quality indicator. The Distribution & Access indicator baseline was determined using Geographical Information System (GIS) and incorporates information on access points, barriers to access, and census block data. To determine the baseline for the Quantity indicator, criteria developed by the National Recreation and Park Association (NRPA) are used. The population numbers used in the calculations are:

- 2011 population (from 2010 OFM data): South Whidbey = 15,336, Island County = 78,506
- 2036 population estimates based on the current Island County Comprehensive plan: South Whidbey = 16,803, Island County = 87,917
- 2023 population estimates based on averaging projected growth over the Island County Comprehensive plan period: South Whidbey = 16,069 Island County = 83,211

For the purposes of this plan, public facilities throughout the District (not just those facilities owned/operated by the South Whidbey Parks and Recreation District) were used in these calculations.

Quantity Criteria:

Number of Parks and Recreation Facilities	Desired Quantity/Per Capita Average	Difference	Percent Difference	Level of Service Rating
49 (note 1)	52 (note 2)	3	6%	A
Number of Parks and Recreation Facilities	Facilities that Support Active Recreation Opportunities	Difference	Percent Difference	Level of Service Rating
49 (note 1)	48	1	2%	A
System Capacity (note 3) - Basketball	System Demand		Percent Demand met by existing facilities	Level of Service Rating
300 games	400 games/practices		75%	B
System Capacity - Tennis	System Demand		Percent Demand met by existing facilities	Level of Service Rating
150 outdoor matches/practices 40 indoor matches/practices (NOTE 5)	250 distinct outdoor matches/practices 48 distinct indoor matches/practices		64%	B
System Capacity – Baseball/Softball	System Demand		Percent Demand met by existing facilities	Level of Service Rating
Summer season - 250 games/practices	Summer season - 334 games/practices		75%	B

Fall, Winter, Spring seasons – 125 games/practices	Fall, Winter, Spring seasons - 225 games/practices		55%	C
System Capacity - Soccer	System Demand		Percent Demand met by existing facilities	Level of Service Rating
Summer season - 375 games/practices	Summer season - 400 games		94%	A
Fall, Winter, Spring seasons – 800 games/practices	Fall, Winter, Spring seasons 1,134 games/practices		71%	B
System Capacity – Recreation Courts (used for other indoor recreation activities not specifically detailed in other sections of this table)	System Demand		Percent Demand met by existing facilities	Level of Service Rating
450 events	600 events		75%	B
System Capacity - Pool	System Demand		Percent Demand met by existing facilities	Level of Service Rating
50 events	300 events		15%	E
System Capacity - Trails	System Demand		Percent Demand met by existing facilities	Level of Service Rating
No system in place	Trail system		15% (Note 4)	E

NOTE 1: this count includes all parks and recreation facilities within District boundaries, whether or not they are owned and/or operated by the District. Not counted are the four private facilities (Island Athletic Club, Useless Bay Golf & Country Club, Get a Grip Weight Room, and Curves Fitness Center) where only limited public access is allowed, the one closed facility (Holmes Harbor Golf Course), and the two facilities where no parks development has yet occurred (Hurt Property and road ends in Langley)

NOTE 2: NPRA Facility Standards for Parks and Recreation Districts in communities with populations < 20,000 people is the reference for this section and is found later in this Appendix. The list of missing facilities towards the Quantity criteria includes 1 pool, 2 multiple recreation courts, 2 tennis courts, 1 archery range, and 1 golf course. Not counted at the time of the adoption of this plan are 4 badminton courts, 1 handball court, 1 ice rink, 1 lighted baseball field, and 1 combination skeet/trap field based on the lack of public interest from the Needs Assessment process and/or acceptable public/private options. These may factor into the Quality criteria calculation later in the plan period if public input changes measurably.

NOTE 3: Specific facility types chosen for capacity analysis from NPRA guidelines based on interest from District citizens expressed in Needs Assessment process

NOTE 4: No system exists per the level of service criteria, however, trail users can utilize isolated trails in Community Park and Trustland Trails properties.

NOTE 5: Indoor capacity is not on actual tennis courts – utilizes general sports courts and temporary nets

Quality Criteria:

Number of Parks and Recreation Facilities	Facilities fully functional for specific design and safety guidelines		Quality Percent	Level of Service Rating
48	40.5 (note 4)		84%	B
Number of Parks and Recreation Facilities	Facilities that meet public satisfaction requirements		Satisfaction Percent	Level of Service Rating
48	40 (note 4)		83%	B

NOTE 4: see the table titled “Data for Level of Service Criteria analysis” below

Distribution & Access Criteria:

Number of District citizens within the following service areas: <ul style="list-style-type: none"> • 0.5 mile of a neighborhood park/trail • 5 miles of a community park/trail • 25 miles of a regional park/trail 				
	Total District Population		Percent within Service Areas	Level of Service Rating
15,336 (note 5)	15,336		100%	A
Number of Parks and Recreation Facilities	Facilities that may be accessed safely via foot, bicycle, or public transportation		Access Percent	Level of Service Rating
49	48		98%	A

NOTE 5: for the purposes of this analysis, South Whidbey State Park and trail system are considered a “regional park/trail”

Data for Level of Service Criteria analysis

Park site	Number (count) of facilities	Supports Active Recreation	Fully Functional for Design, Safety	Fully Functional for Customer Satisfaction	Accessed Safely via Foot, Bicycle, Public Transport
Community Park	1 (note 7)	1	.8 (note 11)	1	1
Headquarters Programming Space	1	0	0	0	0
Sports Complex	1	1	1	1	1
Trustland Trails	1	1	0.5 (note 8)	0.5 (note 10)	1
Deer Lake	1	1	0.5 (note 9)	0.5 (note 10)	1
Lone Lake	1	1	0.5 (note 9)	0.5 (note 10)	1
Goss Lake	1	1	0.5 (note 9)	0.5 (note 10)	1
SW State Park	1	1	1	1	1
Possession State Park	1	1	1	1	1
Freeland Hall	1	1	1	1	1
Freeland Park	1	1	1	1	1
Hurt Property	0	0	0	0	0
Baby Island Heights #1	1	1	0.5 (note 9)	0.5 (note 10)	0.5 (note 10)
Baby Island Heights #2	1	1	0.5 (note 9)	0.5 (note 10)	0.5 (note 10)
Mutiny Bay	1	1	1	1	1
Double Bluff	1	1	1	0.5 (note 10)	1
Marguerite Brons Park	1	1	1	1	1
Dave Mackie Park	1	1	0.5 (note 9)	0.5 (note 10)	1
Dan Porter Park	1	1	0.5 (note 9)	0.5 (note 10)	1
Saratoga Woods	1	1	1	1	1
Coles Road	1	1	1	1	1
Langley Well Site	1	1	1	1	1
Putney Woods	1	1	1	1	1
Fairgrounds	1	1	1	1	1
Bush Point	1	1	1	1	1
Possession Beach	1	1	1	1	1
Dorothy Cleveland Trail	1	1	1	1	1
Clinton Beach	1	1	1	1	1
Langley Harbor	1	1	1	1	1
Phil Simon Park	1	1	1	1	1
Primary School	1	1	0.5 (note 9)	0.5 (note 10)	1
Elementary School	1	1	0.5 (note 9)	0.5 (note 10)	1
Middle School	1	1	0.5 (note 9)	0.5 (note 10)	1
High School	1	1	0.5 (note 9)	0.5 (note 10)	1
Bayview School	1	1	0.5 (note 9)	0.5 (note 10)	1
Outdoor Classroom	1	1	1	1	1
Curves Fitness	1	1	1	1	1
Cascade Walkway	1	1	1	1	1
Generation Park	1	1	1	1	1
Langley Park	1	1	1	1	1

Anderson/Bangstrom	1	1	1	1	1
Boy & Dog Park	1	1	1	1	1
Seawall Park	1	1	1	1	1
Cedars Park	1	1	1	1	1
Hladkey Park	1	1	1	1	1
DeBruyn/Park Road Ends	0	0	0	0	0
Holmes Harbor	0	0	0	0	0
Island Greens	1	1	0.5 (note 9)	0.5 (note 10)	1
Useless Bay CC	0	0	0	0	0
Island Athletic Club	0	0	0	0	0
Get a Grip Weight Room	0	0	0	0	0
Hammons Preserve	1	1	1	1	1
Whidbey Institute (Conservation Easement)	1	1	1	1	1
Trillium Forest	1	1	1	1	1
Freeland Wetlands	1	1	0.5 (note 8)	0.5 (note 10)	1
Totals	49	49	41.5	41	48

NOTE 7: a score of “1” means the facility is counted towards the total described in the column heading

NOTE 8: a score of less than 1 means the District staff considers the facility partially functional for design, safety based on the partial completion of facilities at the site. The actual rating given is a best estimate given the level of completion of facilities at the site.

NOTE 9: a score of less than 1 means the District staff considers the facility partially functional for design, safety based on the material condition and/or the historical design/upkeep of the site. The actual rating given is a best estimate given the range of facilities and conditions at the site.

NOTE 10: a score of less than 1 means the District staff estimates a facility is considered satisfactory to a portion of District residents. The actual rating given is a best estimate given the diverse range of uses and users of this facility.

NOTE 11: Campground site not fully functional

ACTIVITY OR FACILITY	RECOMMENDED SIZE AND DIMENSIONS	# UNITS PER POP.	# UNITS REQUIRED IN DISTRICT (2016)	WITHIN DISTRICT BOUNDARIES	POPULAR DEMAND FROM NEEDS ASSESSMENT?	NOTES/EXCEPTIONS
Badminton	Singles – 17'x44' Doubles – 20'x44'	1 per 5000	4 courts	0 courts	No	No significant interest from Needs Assessment process
Basketball 1. Youth 2. HS 3. College	46-50'x84' 50'x84' 50'x94' with 5' unobstructed space on all sides	1 per 5000	4 courts	> 4 courts	Yes	> 4 outdoor courts fully public. Many other semi-public courts at school locations available to citizen league play based on MOU with Parks District.
Handball (3-4 wall)	20'x40' – Minimum of 10' to rear of 3-wall court. Minimum 20' overhead clearance	1 per 20,000	1 court	0 courts	No	Private option at Island Athletic Club is partly suited to Handball. No significant interest from Needs Assessment process
Ice Hockey	Rink 85'x200' (minimum 85'x185') Additional 5000 sq. ft. support area	Indoor – 1 per 100,000 Outdoor – depends on climate	1 rink	0 rinks	No	Fee-based option exists within 20 miles (including ferry) in Everett through Everett Parks & Recreation. No significant interest from Needs Assessment process
Tennis	36'x78'. 12' clearance on both sides; 21' clearance on both ends.	1 court per 2000	9 courts	7 courts	Yes	# of courts sufficient for 2011-2013 population Lack of covered courts an issue with local players because of the District climate
Volleyball	30'x60'. Minimum 6' clearance on all sides	1 per 5000	4 courts	> 4 courts	Yes	> 4 semi-public courts at school locations available to citizen league play based on MOU with Parks District.
Baseball 1. Official	Baselines – 90' Pitching distance 60 ½' foul lines – min. 320' Center field – 400'+ Baselines – 60', Pitching distance	1 per 5000 Lighted 1 per 30,000	4 fields 1 lighted field	1 full sized, 2.5 Little League fields summer season 0-3.5 total field fall,	Yes	1 full-sized field on Parks District property suitable to this activity 2 Little League fields and 1 combination Little League/Youth Softball field, but fields are not all-weather and are

2. Little League	– 46' Foul lines – 200' Center field – 200' – 250'			winter, spring seasons 0 lighted fields		subject to closure in fall, winter, and spring seasons. Lighted field requirement based on 2x District population and is considered “desired” and not yet “required”
Field Hockey	180' x 300' with a minimum of 6' clearance on all sides.	1 per 20,000	1 field	> 1 field	No	Up to 5 full fields available on Parks District property, based on configuration of multi-use fields for this activity. Activity-specific goals not currently in Parks District inventory
Football	160' x 360' with a minimum of 6' clearance on all sides.	1 per 20,000	1 field	> 1 field summer season 0-1 field fall, winter, spring seasons	Yes	> 1 multipurpose fields on Parks District property suitable to this activity, but fields are not all-weather and are subject to closure in fall, winter, and spring seasons. 2 lined fields with goals at school locations available to citizen league play based on MOU with Parks District
Soccer	195' to 225'x330' to 360' with a minimum 10' clearance all sides.	1 per 10,000	2 fields	2+ fields summer season 0-2 fields fall, winter, spring seasons	Yes	Up to 5 fields available on Parks District property, based on configuration of multi- use fields for this activity, but fields are not all-weather and are subject to closure in fall, winter, and spring seasons Local popularity, interest, participation levels demand greater number per population than NPRA standard.
Golf-driving Range	900'x690' wide. Add 12' width for each additional tee.	1 per 50,000	1 range	1 range	Yes	Public driving range available at Island Greens Golf Course.
¼ Mile Running Track	Overall width – 276' Length – 600.02' Track	1 per 20,000	1 track	1 track	Yes	1 semi-public 400m track at high school location, available to

	width for 8 to 4 lanes is 32'.					<p>citizens based on MOU with Parks District.</p> <p>1 semi-public non-standard distance track at middle school location, available to citizens based on MOU with Parks District</p>
Softball	<p>Baselines – 60 ‘</p> <p>Pitching distance- 46’, min. 40’ women.</p> <p>Fast pitch field Radius from Plate – 225’</p> <p>Between foul Lines: Slow Pitch – 275’ (men), 250’ (women)</p>	1 per 5,000 (if also used for youth baseball)	4 fields	<p>1 full sized, 2.5 Little League fields that can be used for Softball summer season</p> <p>0-3.5 total field fall, winter, spring seasons</p>	Yes	<p>1 full-sized field on Parks District property suitable to this activity 2 Little League fields and 1 combination Little League/Youth Softball field, but fields are not all-weather and are subject to closure in fall, winter, and spring seasons.</p> <p>1 fields with correct dimensions at high school location available to citizen league play based on MOU with Parks District</p>
Multiple Recreation Court (basketball, volleyball, tennis)	120’ x 80’	1 per 10,000	2 recreation courts	0 recreation courts	Yes	<p>Multiple recreation courts at school locations available to citizen league play based on MOU with Parks District.</p> <p>Local popularity, interest, participation levels demand greater number per population than NPRA standard, and need for Parks District control of facility scheduling drives this to the top of the project prioritization list (see Appendix E)</p>
Trails	Well defined head maximum 10’ width, maximum average grade is 5% not to exceed 15%. Capacity rural trails – 40 hikers/day/mile. Urban trails – 90 hikers/day/mile.	1 system per region	1 system	0 systems	Yes	<p>Community Park property available to District population however some trails exceed grade requirements. Physically isolated Trustland Trails property available to the District Population, however, trail network is not yet constructed.</p>

						No trail linkage between Community Park trails, Trustland Trails property, and other Park properties
Archery Range	300' Length x Minimum 10' wide between targets. Roped clear space on sides of range minimum 30', clear space behind targets minimum of 90'x45' with bunker.	1 per 50,000	1 range	0 ranges	Yes	Temporary ranges established on Parks District property for camps, training classes Private option at Langley-area Rod & Gun Club
Combination Skeet and Trap Field (8 Stations)	All walks and structures occur within an area approximately 130' wide by 115' deep. Minimum cleared area is contained within 2 superimposed segments with 100-yard radii (4 acres). Shot-fall danger zone is contained within 2 superimposed segments with 300-yard radii (36 acres).	1 per 50,000	1 field	0 fields	No	Private option at Langley-area Rod & Gun Club. No significant interest from Needs Assessment process
Golf						
1. Par 3 (18 hole) 2. 9-hole standard 3. 18-hole standard	Average length 600-2700 yd. Average length 2250 yards Average length 6500 yards	-- 1/25,000 1/50,000	0 Par-3 courses 1 9-hole standard course 1 18-hole standard course	0 Par-3 courses 1 9-hole standard courses 1 18-hole standard courses	Yes	Island Greens is a 9 hole golf course and Holmes Harbor Golf Course is a public 18 hole golf course, both are located within District Boundaries. Private 18-hole course option at Useless Bay Country Club
Swimming Pools	<i>Teaching</i> -minimum of 25 yards x 45' even depth of 3 to 4 ft. <i>Competitive</i> – minimum of 25 m x 16 m.	1 per 20,000 (Pools should accommodate 3 to 5% of total population at a time.)	1 pool	0 pools	Yes	Private options at Island Athletic Club (all season) and Useless Bay Country Club (summer season only). Public need for this facility driving

	Minimum of 27 square feet of water surface per swimmer. Ratios of 2:1 deck vs. water.					prioritization of this requirement in the Capital Improvement Projection prioritization list (see Appendix E)
Beach Areas	Beach area should have 50 sq. ft. of land and 50 sq. ft. of water per user. Turnover rate is 3. There should be 3-4 A supporting land per A of beach.	N/A	Unspecified	> 1 beach areas	Yes	<p>Public beach areas generally meeting this specification exist at Parks District-operated lake facilities and at other public water access sites and parks owned and operated by other entities.</p> <p>Island County is currently engaged in an effort, supported by a broad range of community stakeholder organizations and private citizens, to reestablish public access to various shorelines and bodies of water through the reclamation of existing public properties and other actions. The Parks District is currently a participant in this process.</p>

Reference: Lancaster, R.A. (Ed.). (1990). Recreation, Park, and Open Space Standards and Guidelines. Ashburn, VA: National Recreation and Park Association. (Reprinted with permission)

Appendix D

Acquisition Prioritization Matrix

The Parks District Acquisition Criteria Matrix was developed in 2010 to allow new park properties under consideration for incorporation into the Parks District inventory to be evaluated against a set of objective criteria and subsequently prioritized. The table below is an example reflects the nominal matrix structure, criteria, criteria descriptions, 10-5-1 scoring evaluation guidelines, and weightings. In general, the higher the score, the higher the priority.

Criteria --->	Cost to Acquire	Cost to Establish	Cost to Operate and Maintain	Builds Core	Fills a Location Gap	Water Access	Current Uses	Potential Uses	Fills a Use Gap	Current Availability
<i>Nominal Weighting</i>	8%	6%	14%	18%	8%	4%	8%	18%	12%	4%
Criteria Description	<i>Pure cost to acquire</i>	<i>Pure cost to get the site up and running, including infrastructure, to the standards expected by SWPRD constituents. Consider physical access in the rating.</i>	<i>Can the operation of the site be absorbed in existing fixed costs (staff, hours, equipment)? Consider revenue potential in the rating.</i>	<i>Does the site add to the SWPRD core in the vicinity of Community Park?</i>	<i>Does the site offer a park in an area where no other parks exist?</i>	<i>Does the site offer access to a body of water?</i>	<i>How many different types of uses are currently possible at the site?</i>	<i>How many different types of uses are potentially possible at the site in the future?</i>	<i>Does the site offer a park use in an area where no other parks with that same use exist?</i>	<i>Is the site currently available for acquisition?</i>
10 score	Low	Low	Existing staff and equipment	Adds to park core	In area with low park density	Yes	Many	Many	Those park users not served in this area	Available now
5 score	Average	Average	Some incremental staff and equipment required	Near core	In area with average park density	No but possible	Some	Some	Those park users partially served in this area	Possibly available in the near/medium term
1 score	High	High	All incremental staff and/or significant incremental required	Not near core	In area of heavy park density	No/Never	Few	Few	Those park users well served in this area	Not available

Appendix E

Capital Improvement Projection 2018 - 2023

The Parks District Capital Improvement Projection serves as a guide to future capital projects and programs, with detail provided in the section of this plan titled “*Specific objectives for Parks, Programs, and Facilities through 2023*”. The calendar year listed for each individual project represents either a best estimate of the funding of the project given Grant application processes and fund awards, even if the project might actually occur in a later year within the term of the Comprehensive Plan. Examples of the latter come from many of the projects in the “Land Acquisition” category in the Projection – the timeline to many of these is based on factors outside the District’s control so the District projection includes planning for these potential acquisitions early in the Comprehensive Plan period. The table also indicates potential Grant opportunities for the listed projects for which the District intends to apply.

Cost			Project	M&O Budget	WWRP-Local Parks	WWRP- Trails	LWCF	YAF	ALEA	BFP	FARR	RTP	NOVA	Max match Required
				match--->	50%		50%	50%	50%	25%	50%	20%	0%	
\$	425,682	Combination	Parks Enhancement Part 1	Y										N/A
\$	19,782	Restoration	Toro <i>Mower</i>	Y										N/A
\$	10,506	Restoration	Dodge <i>Ram Truck</i>	Y										N/A
\$	37,385	Restoration	AR5 <i>Mower Replacement</i>	Y										N/A
\$	41,404	Restoration	Kubota <i>Tractor & Toro Utility Vehicle</i>	Y										N/A
\$	144,855	Acquisition	Gabelein <i>Land Purchase</i>	Y										N/A
\$	5,000	Development	Picnic <i>Tables/Garbage Cans</i>	Y										N/A
\$	56,250	Restoration	Mini <i>Excavator</i>	Y										N/A
\$	36,000	Restoration	Aerator	Y										N/A
\$	17,500	Restoration	Tractor <i>Replacement</i>	Y										N/A
\$	42,000	Restoration	Mower <i>Replacement</i>	Y										N/A
\$	15,000	Restoration	Small <i>Truck Replacement</i>	Y										N/A
\$	955,500	Combination	Parks Enhancement Part 2		Y		Y	Y			Y	Y	Y	Y

\$	955,500	Total	Total Limit	\$ 1,000,000	\$ 500,000
			Total eligible	\$ 792,500	\$ 792,500
\$	596,000	Acquisition subtotal	Acq limit		
			Acq eligible		
\$	352,000	Development subtotal	Dev limit	\$ 500,000	
			Dev eligible	\$ 235,000	
\$	243,500	Restoration subtotal	Res limit		
			Res eligible		

\$	60,000	Restoration	Community Park-Crows Nest interior Upgrades, elevator replacement, Roof Replacement	Y	Y
\$	30,000	Development	Community Park - Outdoor Adult Fitness Equipment stations	Y	Y
\$	20,000	Restoration	Sports Complex – Soccer goal improvements	Y	Y
\$	596,000	Acquisition	Potential Parks Site - Properties adjacent to Community Park	Y	Y
\$	10,000	Restoration	Community Park – Field retaining walls	Y	Y
\$	40,000	Restoration	Community Park-Bathroom Renovation	Y	Y
\$	20,000	Restoration	Community Park-Picnic Shelter Replacement	Y	Y
\$	10,000	Acquisition	Community Park - 5-acre access easement/acquisition	Y	Y

\$ 150,000	\$ 150,000	\$ 200,000	\$ 477,750
\$ 30,000	\$ 360,000	\$ 360,000	

\$	15,000	Development	Potential Parks facility - Dog Agility Course	Y	Y		
\$	50,000	Restoration	Community Park-Parking Improvements	Y	Y	Y	
\$	60,000	Development	Sports Complex-Pavement Overlay	Y	Y	Y	
\$	100,000	Development	Community Park-Maintenance Facility	Y	Y		
\$	15,000	Restoration	Pavement overlay				
\$	15,000	Restoration	Community Park-Field #1 & #4 Fence Replacement				
\$	60,000	Development	Community Park-Castle Park Parking Expansion				
\$	10,000	Development	Sports Complex- Rough Area Re-grade				
\$	30,000	Development	Community Park-Gate/Fence/Campground Area				
\$	10,000	Restoration	Sports Complex-Bathroom Renovation				
\$	15,000	Restoration	Community Park-Basketball Court Overlay and re-level				
\$	25,000	Development	Community Park-Maintenance Facility Additional Storage				
\$	10,000	Development	Community Park-Water system Filtration				
\$	500,000	Development	Camping/RV facility	Y	Y		
\$	500,000	Total	Total Limit	\$ 1,000,000	\$ 500,000		#REF!
			Total eligible	\$ 500,000	\$ 500,000		
\$	-	Acquisition subtotal					
			Acq eligible				
\$	500,000	Development subtotal		\$ 500,000			
			Dev eligible	\$ 500,000			
\$	-	Restoration subtotal					
			Res eligible				
500,000	Development	Camping/RV facility	Y	Y			

\$ 1,700,000		Combination	Athletic field playability enhancements	Y	Y	Y			
\$ 1,700,000		Total	Total Limit	\$ 1,000,000	\$ 500,000	\$ 250,000	\$ 625,000		
			Total eligible	\$ 1,250,000	\$ 1,250,000	\$ 1,250,000			
\$ -		Acquisition subtotal							
			Acq eligible						
\$ 1,500,000		Development subtotal							
			Dev eligible	\$ 500,000					
				\$ 205,000					
\$ 250,000		Restoration subtotal							
			Res eligible						
\$ 1,500,000		Development	Sports Complex – Turf field	Y	Y	Y			
\$ 200,000		Restoration	Community Park – Field #1/#4 Irrigation, drainage	Y	Y	Y			
\$ 410,000		Combination	Linked Trail Network Project	Y	Y	Y	Y	Y	Y
\$ 470,000		Total	Total Limit	\$ 1,000,000	\$ 500,000	\$ 150,000	\$ 200,000	\$ 205,000	
			Total eligible	\$ 410,000	\$ 410,000	\$ 410,000	\$ 410,000	\$ 410,000	
\$ 260,000		Acquisition subtotal	Acq limit						
			Acq eligible						
\$ 150,000		Development subtotal	Dev limit	\$ 500,000					
			Dev eligible	\$ 150,000					
\$ -		Restoration subtotal	Res limit						
			Res eligible	\$ -					

\$	25,000	Development	Trustland Trails - Discovery Loop Trail	Y	Y			Y	Y
\$	25,000	Development	Trustland Trails - Challenge Loop Trail	Y	Y			Y	Y
\$	50,000	Development	Highway 525 main line trail - easements	Y	Y			Y	Y
\$	50,000	Development	Highway 525 main line trail - construction	Y	Y			Y	Y
\$	135,000	Acquisition	Parks links to Hwy 525 main line trail	Y	Y			Y	Y
\$	175,000	Development	Easements Park Links to Hwy 525 Main Line Trail Construction	Y	Y				
\$	10,000	Acquisition	Trustland Trails – 40 Acres access	Y	Y			Y	Y
\$	120,000	Combination	Lakes Enhancement Project	Y	Y	Y	Y		
\$	120,000	Total	Total Limit	\$ 1,000,000	\$ 500,000	\$ 1,000,000	\$ 1,000,000	\$ 60,000	
			Total eligible	\$ 120,000	\$ 120,000	\$ 120,000	\$ 120,000		
\$	-	Acquisition subtotal							
			Acq eligible						
\$	55,000	Development subtotal		\$ 500,000		\$ 250,000	\$ 250,000		
			Dev eligible	\$ 55,000					
\$	65,000	Restoration subtotal				\$ 250,000	\$ 250,000		
			Res eligible						
\$	20,000	Restoration	Goss Lake – Retaining wall	Y	Y	Y	Y		
\$	15,000	Restoration	Goss Lake - Boat Launch	Y	Y	Y	Y		
\$	25,000	Development	Lone Lake - Fishing dock	Y	Y	Y	Y		
\$	15,000	Restoration	Lone Lake - Boat Launch/Dock	Y	Y	Y	Y		

\$	15,000	Restoration	Deer Lake - Boat Launch/Dock	Y	Y	Y	Y
\$	30,000	Development	Lone Lake - Picnic shelter/play area/fence	Y	Y	Y	Y
\$	5,000,000	Development	Aquatic Wellness center	Y	Y		
\$	5,000,000	Total	Total Limit	\$ 1,000,000	\$ 500,000		\$ 750,000
			Total eligible	\$ 5,000,000	\$ 5,000,000		
\$	-	Acquisition subtotal					
			Acq eligible				
\$	5,000,000	Development subtotal		\$ 500,000			
			Dev eligible	\$ 5,000,000			
\$	-	Restoration subtotal					
			Res eligible				
\$	5,000,000	Development	Aquatic Wellness center	Y	Y		
\$	5,000,000	Development	Community center	Y	Y		
\$	5,000,000	Total	Total Limit	\$ 1,000,000	\$ 500,000		\$ 750,000
			Total eligible	\$ 5,000,000	\$ 5,000,000		
\$	-	Acquisition subtotal					
			Acq eligible				
\$	5,000,000	Development subtotal		\$ 500,000			
			Dev eligible	\$ 5,000,000			
\$	-	Restoration subtotal					
\$	5,000,000	Development	Community center	Y	Y		
\$	2,000,000	Development	Multipurpose gymnasium	Y	Y	Y	

\$ 2,000,000	Total		Total Limit	\$ 1,000,000	\$ 500,000	\$ 250,000		\$ 875,000
			Total eligible	\$ 2,000,000	\$ 2,000,000	\$ 2,000,000		
\$ -	Acquisition subtotal							
			Acq eligible					
\$ 2,000,000	Development subtotal			\$ 500,000				
			Dev eligible	\$ 2,000,000				
\$ -	Restoration subtotal							
			Res eligible					
\$ 2,000,000	Development	Multipurpose gymnasium		Y	Y	Y		
\$ 2,500,000	Development	Tennis center		Y	Y	Y		
\$ 2,500,000	Total		Total Limit	\$ 1,000,000	\$ 500,000	\$ 250,000		\$ 875,000
\$ 300,000	Development	Outdoor Amphitheater						
\$ 30,000	Development	Archery Range						

Appendix F

Terms and Definitions

These terms and definitions used in the Comprehensive Plan are collected from Washington State Law, Washington State RCO guidelines, and other Parks & Recreation resources.

Access: The public's ability to physically use land or water.

Active recreation: Predominately human-muscle powered.

Multiple-use: Use by more than one type of recreation on the same facility at the same time.

Multi-use: Use by more than one type of recreation on the same facility but not at the same time.

Open space: an area of land or water that either remains in its natural state or free from intensive residential, commercial, or industrial development. Open space can be publicly or privately owned, and includes agricultural and forest land, public parks, natural preserves, undeveloped coastal and estuarine lands, and undeveloped scenic lands. It also includes bodies of water such as lakes and bays. The definition of open space depends on the context. In a more urban environment, for example, a vacant lot or a small marsh can be open space. A small park or a narrow corridor for walking or bicycling is open space, though it may be surrounded by developed areas.

Park: Land or an area set aside for a special purpose, but particularly for leisure or recreation

Passive recreation: Activities usually conducted in place and requiring minimal physical exertion such as picnicking, watching a sports event, sun bathing, or relaxing.

Recreation: those activities of a voluntary and leisure time nature that aid in promoting entertainment, pleasure, play, relaxation, or instruction

Trail: According to the Washington State Trails Plan (RCO, 1991) "... a path, route, way, right-of-way, or corridor posted, signed, or designated as open for travel or passage by the general public but not normally designated as open for the transportation of commercial goods or services by motorized vehicles... an opportunity to experience solitude or companionship, recreation or challenge; an opportunity for the appreciation of nature; a means of achieving renewal of body, mind, and spirit." A trail is a recreational facility that also can serve as a non-motorized route for transportation.

Appendix G

References

References used in the development of the South Whidbey Parks & Recreation District Comprehensive Plan

1. **Washington State Recreation and Conservation Funding Board Manual 2, Planning Policies and Guidelines**
2. **South Whidbey Parks & Recreation District Master Plan , 16 May 2007**
3. **Island County Comprehensive Plan**
4. **City of Langley Comprehensive Plan Parks, Open Space, and Trails Element**
5. **Trustland Trails Management Plan 2008**
6. **State of Washington Department of Natural Resources Island County Quitclaim Deed 4205615 dated 6/27/2007 (Trustland Trails Transfer Agreement)**
7. **Island County Planning Department - SEPA Determination of Non-Significance CPA 248/11, 4 November 2011**
8. **Island County Shoreline Master Program 2011 Draft**
9. **Washington State Parks and Recreation Commission - Item E-4: Bridging the Gap, November 17, 2011**
10. **Getting to the Water's Edge on Whidbey & Camano Islands, Sarah Ann Schmidt, 2006**
11. **Inter-local Agreement between South Whidbey School District and South Whidbey Parks & Recreation District, 15 December 2004**
12. **Inter-local Agreement between Coupeville School District and South Whidbey Parks & Recreation District, 29 April 2011**
13. **Washington State Office of Financial Management, Forecasting Division Population Estimates, from 2010 Census**
14. **Lancaster, R.A. (Ed.). (1990). Recreation, Park, and Open Space Standards and Guidelines. Ashburn, VA: National Recreation and Park Association**
15. **Maintenance and Operations Agreements between the District and the Washington State Department of Fish and Wildlife governing the Lone Lake, Goss Lake, and Deer Lake properties**

Appendix H

Resolution

South Whidbey Parks and Recreation District

Resolution 2018-03

Resolution Approving Six-Year Comprehensive Plan

WHEREAS, South Whidbey Parks and Recreation District considers it in the best public interest to develop and approve a six year comprehensive plan that will guide the planning of parks and recreation facilities in the South Whidbey Island community; and

WHEREAS, South Whidbey Parks and Recreation District values the input of its citizens and as such have provided appropriate opportunities for public comment and participation in the comprehensive plan process; and

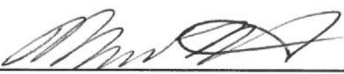
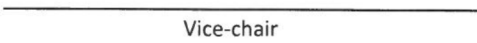
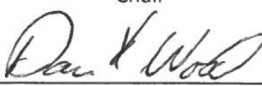
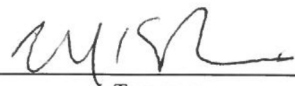
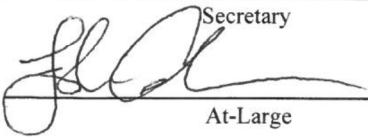

WHEREAS, South Whidbey Parks and Recreation District must develop and maintain a six-year comprehensive plan to be considered an eligible grant applicant for some state / federal grant programs;

NOW, THEREFORE, BE IT RESOLVED, by the Board of Commissioners of South Whidbey Parks and Recreation District of Washington State,

Section 1. There is hereby adopted by reference the South Whidbey Parks and Recreation District's 2018-2023 Comprehensive Plan and attached hereto.

Adopted by the South Whidbey Parks and Recreation District's Board of Commissioners at the regular meeting of the Board of Commissioners on the 21st of February, 2018

Signed and approved by the Chairman the Board of Commissioners of South Whidbey Parks and Recreation District this 21st Day of February, 2018

SIGNED: 	
Chair	Vice-chair
	
Secretary	Treasurer
	
At-Large	
ATTESTED: 	
Secretary	