



Comprehensive Plan 2024-2029



2024-2029

Comprehensive Plan

What is a Parks and Recreation District Comprehensive Plan?

A Parks and Recreation District Comprehensive Plan is a conceptual plan that considers the needs of residents across South Whidbey Island 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 public in the District, to guide 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 of improvements to parks, recreation facilities and programs, and open space. 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 six-year period.

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Section I
Mission and Guiding Principles

Parks District Mission

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

Guiding Principles for Parks District Operations

The Parks District provides access and opportunity for 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
2024

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 Canoe Pass 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. South Whidbey is a growing community with a healthy economy, rich history, and access to many outdoor recreational activities, making it an attractive place to work and live.

The 2020 Washington OFM Census indicated an Island County population of 86,847 residents, a level that represents a roughly 11% increase over the past decade. Based on the same 2020 Census data and utilizing the South Whidbey School District boundaries (which are the same as the Parks and Recreation District), the population of South Whidbey (within the Parks District boundary) was 16,905. 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 2029 of 85,383. Also, according to Island County Comprehensive Plan Regional Population allocations, the population on South Whidbey is projected to be 16,803 people in 2036. Since both of these are lower than the current population, these projections will be updated when the new Island County Comprehensive Plan is completed in the summer of 2025.

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 23% population increase from May to September for part-year residents and for tourists visiting the area temporarily.

Over the past few years, the District has received several grants which will provide more Park and Recreation options for the community. Examples include multiple grants from the State of Washington to fund new outdoor pickleball courts, a campground and design for the South Whidbey Aquatic Recreation Center. In addition, the District passed a replacement Maintenance and Operations Levy on February 8, 2022 for the 2023-2026 Levy term. This levy provided the District Levy funds with an initial rate of \$0.22 per \$1,000 of assessed value. In November 2023, the District passed a \$27 million bond to fund the construction of the new South Whidbey Aquatic Recreation Center scheduled to be open in 2026.

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 full basketball court, a 20,000 sq. ft. playground, a 6,300 sq. ft. skate / bike park, a pump track, a picnic shelter & BBQ, approximately 69 acres of forestland through which approximately 9 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 grass sports fields, 12 acres of forest with walking trails, an information kiosk, restrooms, and parking. Site improvements include a children's playground, two picnic pavilions, a plaza, and an Early Learning perimeter walking trail. Currently there is a portion of the parking lot dedicated to pickleball play. Funding has been secured to create new courts at this location in 2025.

Programs and Activities at the site: soccer leagues, camps, and instruction; ultimate frisbee; pickleball; 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)

▲ South Whidbey Land dedicated to future Campground

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: Trail has been established around the perimeter for public access. Main portion where campground will be is still undeveloped.

Condition: Site is undeveloped some skidder trails, walking trail is in excellent overall condition

▲ 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, a portable restroom, and a storage shed.

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

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

▲ Maxwelton Trails Park

Park/Facility Description: this 40-acre property is located Maxwelton Rd. This property is behind the elementary school on Maxwelton Road and immediately next to the property owned by the South Whidbey School District with an existing trail system. The site includes a trailhead parking area at the South Whidbey Elementary South Campus.

Programs and Activities at the site: mountain biking; fitness walking, hiking, running, 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 Maxwelton 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 the Washington State Department of Fish and Wildlife but are maintained by the Parks District. Capital improvements for these sites are the responsibility of the State Department of Fish and Wildlife. Recreation that happens in the water is the jurisdiction of Island County.

▲ 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, with the exception of the original dock which is poor condition. This location 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.

▲ 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. There is a significant algae issue with the water at this location.

▲ 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. This location has increasing erosion on the shoreline as well as a significant rising water level. 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, 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 features 3.5 miles of trails, an old-growth forest, and views of Puget Sound.

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/Frank D. Robinson

Park/Facility Description: this 1-acre area on the West side of Whidbey Island near Freeland contains a 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. The boat launch is currently non-functional.

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

Condition: public facilities at this site are in excellent overall condition, other than the boat launch

▲ **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. 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**

Park/Facility Description: this 5-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.

▲ **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, 1 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.

▲ **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 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
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. ADA seasonally accessible
Condition: public areas at this site are in excellent overall condition

▲ **Whidbey Island Fairgrounds and Event Center:**

Park/Facility Description: this 13-acre site in Langley is home to the annual Island County Fair. The site includes 24 buildings used for a variety of community and 4-H activities. The campground located at this site was closed until further notice on 10/11/2023.
Programs and Activities at the site: special events
Condition: public areas at this site are currently under review in terms of how to improve conditions

▲ **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.

▲ **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 School District Administration Offices (Formerly South Whidbey South Primary Campus)**

Park/Facility Description: this 34.1-acre school site is located on Maxwelton 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 North Campus**

Park/Facility Description: this 20-acre site located on Maxwelton 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 regularly maintained by South Whidbey Parks and Recreation District Maintenance staff and are in very good condition. SWPRD staff schedule the field use during non-school hours. The trail system adjacent to the main school property is in excellent condition.

▲ **South Whidbey Community Center (Formerly 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: pickleball, basketball, volleyball, futsal, baseball, ultimate frisbee, softball, football, soccer, running, dog walking, bird watching; camps, rentals, free outdoor picnic areas 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/ Middle School**

Park/Facility Description: this 48.4-acre school site is located on Maxwelton 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.

▲ **Maxwelton Outdoor Classroom**

Park/Facility Description: this 6.3-acre site is located south of Highway 525 on Maxwelton Road near the Maxwelton Beach Community. Maxwelton 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 saltwater beach access and views of Saratoga Passage.

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

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 children's 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 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

▲ **Possession Sound Preserve**

Park/Facility Description: this half-mile sloping trail leads to more than a half-mile stretch of natural bluff and beach.

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

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

▲ **Glendale Beach Preserve**

Park/Facility Description: 420 feet of accessible beach, as part of Possession Sound shoreline. The mouth of Glendale Creek allows for only one of two salmon spawning creeks on Whidbey Island.

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

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

▲ **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.

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.

▲ **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

▲ **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.

▲ **Waterman Shoreline Preserve**

Park/Facility Description: this 60 acre preserve includes 35 acres of tideland and marine habitat

Programs and Activities at the site: biking; walking, running, dog walking, bird watching;

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

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 an 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 an 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

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: golf, 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. The facility is open to the public for some fee-based days 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

^ Platinum Fitness Center

Park/Facility Description: this business in Clinton contains 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: located at the South Whidbey Community Center 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

▲ **Vibrant Fitness**

Park/Facility Description: located in the Whidbey Island Fairgrounds, 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

▲ **Backyard Whidbey**

Park/Facility Description: located in the South Whidbey Community Center, 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

▲ **Solid Stone Boxing**

Park/Facility Description: located in Clinton, 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

▲ **Soundview Center**

Park/Facility Description: located in Langley. Space is dedicated to helping support people improve their well being.

Programs and Activities at the site: Acupressure, Message, Pilates, Physical Therapy, Acupuncture.

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 |
| Maxwelton Trails | 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 | | Yes | Yes | | |
| Possession St Park | Yes | Yes | | | Yes | Yes | | | Yes | | Yes | Yes | | |
| Freeland Hall | Yes | | | | | | | | Yes | | Yes | | | |
| Freeland Park | | | | Yes | Yes | Yes | | | Yes | | Yes | | Yes | |
| Mutiny Bay/ Frank Robinson | | | | | Yes | Yes | | | Yes | | | | | |
| Double Bluff | | | | Yes | Yes | Yes | | | Yes | | Yes | Yes | | |
| Brons Park | | | | | | | | | Yes | | | Yes | | |
| Dave Mackie Park | | | | | Yes | Yes | | | Yes | | | | Yes | |
| Dan Porter Park | Yes | Yes | | | | | | | Yes | | | Yes | | |
| Saratoga Woods | Yes | Yes | | | | | | | Yes | | | Yes | | Yes |
| Putney Woods | Yes | 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 | | | | | | | | | Yes | | | Yes | | |
| Cleveland Trail | Yes | Yes | | | | | | | Yes | | | | | |
| Langley Harbor | | | | Yes | Yes | Yes | | | Yes | | | | | |
| Phil Simon Park | | | | | | | | | Yes | | Yes | | | |
| Elementary | Yes | Yes | Yes | | | | | | Yes | | | Yes | Yes | |
| Community Center | | Yes | Yes | | | | | | Yes | | Yes | Yes | | |
| Middle/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 | | | | | |
| Useless Bay CC | | | | | | | | | Yes | Yes | | | | |
| Island Athletic | | | | | Yes | | | | Yes | | | | | |
| 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 | | | | | |

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 community recreation center/gymnasium 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
- 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
- Additional programs for youth and teen populations, including after school programs.
- Further development of pickleball facilities to enable additional year-round play
- Further development of access and increased ADA offerings 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 to increase year around soccer, including synthetic turf, sand based fields and lighting.
- Further evaluation regarding adding additional playground structures and/or picnic shelters.

The “Specific objectives for Parks, Programs, and Facilities through 2029” 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
2024-2029

Demographic and Economic Projections through 2029

The 2020 Washington OFM Census indicated an Island County population of 86,847 residents, a level that represents a roughly 11% increase over the past decade. Based on the same 2020 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 16,905. 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 2029 of 85,383. Also according to Island County Comprehensive Plan Regional Population allocations, the population on South Whidbey is projected to be 16,803 people in 2036. Since both of these are lower than the current population, these projections will be updated when the new Island County Comprehensive Plan is completed in the summer of 2025.

South Whidbey is an older population on average, with the median age, according to the 2020 Census, being 57.2 years. This compares to the median age of 37.8 years in the State of Washington, and 38.9 years across the United States. South Whidbey has also seen a decline in its youth population with a 19.3% decrease in youth ages 5-19 between the 2010 and 2020 Census.

The economy continues to recover from the 2020 Covid-19 pandemic, although high inflation has slowed economic growth. According to the Washington State Economic and Revenue Forecast (2022), new Covid-19 cases have diminished and the pandemic is no longer impacting the economy. This report also projects that inflation will decline to 2.4% in 2024 and then average 2.0% from 2025-2027. If this happens, it would generate significant economic growth throughout South Whidbey.

In terms of median household income, South Whidbey (\$85,104) is higher than the average across the United States (\$74,580) and slightly lower than the average in the State of Washington (\$90,325).

Specific objectives for Parks, Programs, and Facilities through 2029

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 :

2024-2029

- **Objective:** Pursue the development of a community center/gymnasiums
 - Site:** Located next to South Whidbey Aquatic Recreation Center as Phase 2 of that project.
 - Funding Plan:**
 - CDBG
 - WWRP-WA
 - LWCF
 - Seeking out additional grant options
 - 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
 - LWCF Objective - acquisition and development of public outdoor recreation areas and facilities
 - CDBG Objective – Support community development activities to build stronger communities. Activities may include infrastructure, economic development projects, public facilities installation, community centers, housing rehabilitation, etc.

▲ **Objective:** Develop Aquatic Recreation Center

- **Sites:** Located by the entrance of the Community Park, 5495 Maxwellton Road

- **Major elements:**

- Multipurpose lap pool
- Multipurpose warm learning pool
- Fitness room for classes
- Multipurpose rooms for meetings, party rentals, etc
- Staff offices

Funding plan:

Voter Bond, approved November 2023.

WWPR

LWCF

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

- Goss Lake – retaining wall
- Goss Lake – boat launch
- Lone Lake – Algae mitigation
- Lone Lake – picnic shelter, play area, fence
- Deer Lake –fishing dock

Funding Plan:

- Work with Department of Fish and Wildlife (property owners) to identify internal or external funding options

- **Objective:** Improving Community Park structures, facilities, trails

- **Sites:** SWPRD locations throughout the District

Funding plan:

WWRP-LP with LWCF

LWCF with WWRP-

SWPRD M&O Budget

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

- Acquisition of property to expand services to residents.
- Acquisition involves screening process (see Appendix D)

Funding plan:

WWRP-LP *with LWCF*

LWCF *with WWRP-*

SWPRD Matching Funds as 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-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 elements:** Development
 - Community Park
 - Maintenance Facility Pavement overlay
 - Water system filtration
 - Crows Nest interior upgrades, elevator renovation
 - Field retaining walls
 - Bathroom renovation
 - Picnic shelter replacement
 - Parking improvements
 - Campground entrance gate/fencing
 - Basketball court overlay/re-level
 - Maintenance Facility additional storage
 - Sports Complex
 - Additional outdoor pickleball courts
 - Soccer goal improvements
 - Pavement overlay
 - Rough area regrade
 - Bathroom renovation

Funding Plan:

WWRP-WA

LWCF

SWPRD M&O Budget

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

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

- **Objective:** Develop Campground structures, facilities, trails
 - **Sites:** Located within Community Park
 - **Major element:** Development
 - Create road system
 - Install infrastructure (electricity, water)

- Build individual and group campsites
- Build structures
- Establish access

Funding plan:

WWRP-LP with LWCF

LWCF with WWRP-LP

SWPRD matching funds as 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-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:** Enhance athletic fields for improved playability, extended seasons

- **Sites:** Sports Complex and 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

Funding plan:

WWRP-LP with LWCF

LWCF with WWRP-LP

YAF with LWCF

LWCF with WWRP-LP

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

SWPRD matching funds as 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-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:** Development of a connected trail network to link parks and communities on South Whidbey Island

- **Sites:** Community Park, Highway 525 corridor, Trustland Trails, Useless Bay Maxwelton Rd. corridor, Lone Lake, Goss Lake, Deer Lake public access
- **Major elements:**
 - Community Park -
 - Link to Highway 525 corridor easements
 - Link to Highway 525 corridor construction
 - Highway 525 corridor -
 - Mainline Trail easements

- Mainline Trail construction
- Trustland Trails Park -
 - Discovery Loop Trail
 - Challenge Loop Trail
 - 40 Acres Connector Trail
- Maxwelton Road corridor
 - Link to Langley easements
 - Link to Langley construction
- Lone Lake/Goss Lake corridor
 - Link to Lone Lake
 - Link to Goss Lake
- Deer Lake connector
 - Link to Deer Lake

Funding plan:

WWRP-Trails with LWCF

LWCF with WWRP-LP

SWPRD matching funds as 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-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

With the anticipated opening of the South Whidbey Campgrounds and the South Whidbey Aquatic Recreation Center, the following is the staffing plan for new hires from 2024-2026.

| Year | Status | Position | Notes |
|------|-----------|-------------------------------|---|
| 2024 | Full-Time | Administrative Assistant 2 | Hired March 2024 |
| 2024 | Full-Time | Parks Fleet Technician | Hired March 2024 |
| 2024 | Seasonal | Events/Summer Coordinator | Replaces Parks Seasonal position |
| 2025 | Volunteer | Campground Attendant | Receives free camp spot |
| 2025 | Full-Time | Parks Technician 1 | 2025 if campground open, 2026 if not open |
| 2026 | Full-Time | Aquatics Manager | In charge of the Aquatic Recreation Center |
| 2026 | Full-Time | Aquatics Coordinator | In charge of aquatic programming |
| 2026 | Full-Time | Aquatics Facility Coordinator | In charge of all mechanical, building issues |
| 2026 | Full-Time | Aquatics Front Desk Lead | In charge of overseeing all front desk duties |
| 2026 | Full-Time | Administrative 3 position | To help with HR/Risk Management issues |
| 2026 | Part-Time | Lifeguards (numerous) | Some may have to be full time if needed |
| 2026 | Part-Time | Custodial | Could be contracted |
| 2026 | Part-Time | Front Desk staff (multiple) | |
| 2026 | Part-Time | IT staff | Could be contracted |



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 with 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 Yacht Club*
- *South Whidbey Commons*
- *South Whidbey Children's Center*
- *Island Senior Resources*
- *Island Athletic Club*
- *Whidbey Island Kayaking*
- *Langley Main Street Association*
- *Whidbey Watershed Stewards*
- *Whidbey Audubon Society*
- *Whidbey Environmental Action Network*
- *Island Beach Access*
- *Useless Bay Golf and Country Club*
- *Clinton Chamber of Commerce*
- *Whidbey Island Pickleball*
- *Freeland Chamber of Commerce*
- *Langley Chamber of Commerce*
- *Rotary Club of South Whidbey*
- *Rotary Club of Whidbey Westside*
- *South Whidbey Lions Club*
- *Soroptimists International of South Whidbey Island*
- *South Whidbey Community Center*
- *Whidbey Island Fair*
- *Washington Department of Natural Resources*
- *Whidbey and Camano Island Tourism*
- *Goosefoot*
- *Whidbey Environmental Action Network*

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, social media | 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 2029</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 2029</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 2029</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 2029</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 2029</i> and Appendix E <i>Capital Improvement Projection</i> |
| Needs Assessment Survey | Last one-November 2023 – January 2024 | 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 2029</i> and Appendix |

| 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 2029</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 2029</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 Commissioner | 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 2029</i> and Appendix E <i>Capital Improvement Projection</i> |

Needs Assessment Survey Responses

Conducted November 2023-January 2024

557 Responses

39% responses from Langley, 29% responses from Freeland, 32% responses from Clinton

1. Which of the following amenities or facilities have you or your family used at SWPRD in the past year? (check all that apply)
 - Walking Trails- 480
 - Public Access at Deer, Goss or Lone Lake- 297
 - Playground- 216
 - Picnic Shelter- 172
 - Soccer Fields- 161
 - Skate Park/Pump Track- 95
 - Programs at gymnasium at Community Center- 92
 - Special Events- 75
 - Pickleball Courts- 74
 - Baseball/Softball Fields- 71
 - Basketball Courts- 67

2. Rank the following types of programs in terms of what SWPRD should prioritize over the next six years. Listed in order of ranking from highest desire to prioritize to lowest desire to prioritize.
 - Youth Programs
 - Teen Programs
 - Adult Recreation/Sports
 - Youth Sports
 - Senior Recreation/Sports
 - Nature/Environmental Programs
 - Senior Fitness Classes/Adult Fitness Classes
 - Programs for individuals with Special Needs

3. Rank the following outdoor facilities in terms of what SWPRD should prioritize over the next six years. Listed in order of ranking from highest desire to prioritize to lowest desire to prioritize.
 - Trails (paved, gravel or natural)
 - Waterfront/Beach Access and parking
 - Playgrounds
 - Sports Courts (basketball, tennis, pickleball, etc)
 - Picnic Shelters
 - Sports Fields (baseball, soccer, softball, etc)
 - Off leash dog area/Dog agility
 - Disc Golf Course
 - Campground
 - Turf sports field

4. Rank the following indoor facilities in terms of what SWPRD should prioritize over the next six years. Listed in order of ranking from highest desire to prioritize to lowest desire to prioritize.
 - Swimming Pool
 - Gymnasium (basketball, pickleball, volleyball, etc)
 - Space for After School Program (youth/teen)
 - Fitness/Weight Room
 - Hall for larger rentals (receptions, etc)/Rooms for classes/smaller meeting rooms
 - Indoor dog training/dog agility

Additional comments received from survey available by contacting Parks Director at director@swparks.org

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. Also included are the NRPA Park Metrics, which compares South Whidbey Parks and Rec to similar jurisdictions and/or population sizes.

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:

- 2021 population (from 2020 OFM data): South Whidbey = 16,905, Island County = 86,847
- 2036 population estimates based on the current Island County Comprehensive plan: South Whidbey = 16,803, Island County = 87,917
 - Since both of these are lower than the current population, these projections will be updated when the new Island County Comprehensive Plan is completed in the summer of 2025.

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.

The National Recreation and Parks Association (NRPA) provides a Park Metrics for agencies to enter data about their agency for the current year and compare it to similar jurisdictions. The extensive survey includes questions from operations, budget, facilities, activities and policies. The following Performance Report was generated and provided by the NRPA specific to South Whidbey Parks and Recreation District (SWPRD).

NRPA Park Metrics

| Metric | South Whidbey Parks and Recreation District | JURISDICTION TYPE Populations less than 20,000 & a Special Districts, etc | JURISDICTION TYPE Special Districts, etc | JURISDICTION TYPE Population less than 20,000 |
|--|---|---|--|---|
| Parks operating expenditure per acre of parkland | | | | |
| Number of responses | | 15 | 104 | 154 |
| Lower Quartile | \$1136 | \$4502 | \$2835 | \$2219 |
| Median | | \$14,519 | \$5808 | \$3777 |
| Upper Quartile | | \$23,075 | \$13,289 | \$8018 |

| | | | | |
|---|-----|------|-------|-------|
| Acres of park per 1000 residents | | | | |
| Number of responses | | 17 | 109 | 176 |
| Lower Quartile | | 2.1 | 3.8 | 5.9 |
| Median | | 5.0 | 9.6 | 13.0 |
| Upper Quartile | 24 | 11.7 | 17.1 | 21.1 |
| Personnel | | | | |
| Number of funded employees | | | | |
| Number of full-time staff | | | | |
| Number of responses | | 18 | 114 | 194 |
| Lower Quartile | 7 | 7.25 | 18 | 4 |
| Median | | 10 | 40 | 8 |
| Upper Quartile | | 18 | 89 | 13 |
| Number of part-time staff | | | | |
| Number of responses | | 17 | 112 | 185 |
| Lower Quartile | 8 | 25 | 53 | 7 |
| Median | | 52 | 175.5 | 25 |
| Upper Quartile | | 136 | 380.5 | 55 |
| Workload | | | | |
| Number of parks or sites agencies maintains | | | | |
| Total number of parks | | | | |
| Number of responses | | 17 | 112 | 188 |
| Lower Quartile | | 3 | 10 | 5 |
| Median | 8 | 7 | 22 | 8 |
| Upper Quartile | | 12 | 50.3 | 14 |
| Total Park Acres | | | | |
| Number of responses | | 17 | 110 | 179 |
| Lower Quartile | | 20 | 140 | 52.5 |
| Median | | 70 | 532.4 | 120 |
| Upper Quartile | 398 | 126 | 1741 | 214.5 |
| Total Number of trail miles managed or maintained | | | | |
| Number of responses | | 15 | 107 | 164 |

| | | | | |
|---|--------|--------|---------|--------|
| Lower Quartile | | 0 | 3 | 2 |
| Median | 10 | 2.5 | 10.2 | 4 |
| Upper Quartile | | 6.3 | 8.2 | 10 |
| Facilities | | | | |
| Populations per facility | | | | |
| Community Centers | 16905 | 8474 | 25167 | 8829 |
| Senior Centers | * | * | 58511.5 | 14000 |
| Teen Center | * | * | 54765 | 14593 |
| Stadiums | 16905 | * | 68264.5 | 9250 |
| Ice Rinks | * | * | 43533.5 | 8000 |
| Amphitheater | * | * | 73262 | 11100 |
| Nature Center | * | * | 82471.5 | 10633 |
| Facilities | | | | |
| Population per outdoor facility | | | | |
| Playgrounds | | 1346 | 2752 | 2013.5 |
| Basketball Courts | 4226 | 3653 | 5361 | 3728 |
| Baseball youth | 4226 | 3525 | 6519 | 3114 |
| Baseball adult | * | 13275 | 19750 | 7626.5 |
| Softball youth | 4226 | 5200 | 8333 | 5079 |
| Softball adult | 4226 | 5071 | 12701 | 5800 |
| Skate Park | 16905 | 13075 | 37782 | 10726 |
| Dog Park | 8452.5 | 16948 | 40000 | 11100 |
| Rectangular fields- multi use | 2817 | 3250 | 6699 | 3859 |
| Rectangular fields- football | 16905 | * | 27266.5 | 8637 |
| Rectangular fields- soccer adult | 3381 | 7875 | 9250 | 6955 |
| Rectangular fields- soccer youth | 3381 | 3937.5 | 4823 | 3600 |
| Multipurpose fields synthetic | * | * | 49057 | 9518 |
| Population per swimming facility | | | | |
| Aquatic Centers | 16905 | 10000 | 44276 | 11650 |
| Swimming Pools Outdoor- | * | 8086 | 29036 | 9745 |
| Therapeutic Pools | 16905 | * | 63001 | 9553 |

| | | | | |
|---|----------|-------|-------|-------|
| Population per racquet sports facility | | | | |
| Tennis Courts Outdoor | 16905 | 2417 | 5443 | 2805 |
| Tennis Courts Indoor | * | * | 16695 | 6229 |
| Pickleball Outdoor | 16905 | 2250 | 12462 | 3252 |
| Pickleball Indoor-Private/Public | 8452.5 | * | 15187 | 6885 |
| Racquetball/handball/squash Outdoor | * | * | 52741 | * |
| Racquetball/handball/squash Indoor | * | * | 15645 | 8518 |
| Activities | | | | |
| Percentage of agencies offering Out of School Time activities | | | | |
| Summer Camp | Skyhawks | 0.824 | 0.931 | 0.603 |
| Before School Programs | * | 0.571 | 0.394 | 0.164 |
| After School Programs | * | 0.688 | 0.645 | 0.452 |
| Preschool | * | 0.812 | 0.609 | 0.241 |
| Full Day Care | * | 0.077 | 0.115 | 0.053 |
| Specific Teen Programs | * | 0.75 | 0.793 | 0.426 |
| Programs for people with disabilities | * | 0.714 | 0.773 | 0.341 |
| STEM programs | * | 0.643 | 0.679 | 0.423 |

Quantity Criteria:

| Number of Parks and Recreation Facilities | Desired Quantity/Per Capita Average | Difference | Percent Difference | Level of Service Rating |
|---|---|------------|---|-------------------------|
| 49 (note 1) | 52 | 3 | 6% | A |
| Number of Parks and Recreation Facilities | Facilities that Support Active Recreation Opportunities | Difference | Percent Difference | Level of Service Rating |
| 49 | 49 | 0 | 0% | A |
| System Capacity (note 2) - Basketball | System Demand | | Percent Demand met by existing facilities | Level of Service Rating |
| 100 games | 125 games | | 80% | A |
| System Capacity - Tennis | System Demand | | Percent Demand met by existing facilities | Level of Service Rating |
| 7 simultaneous matches outdoor | 7 simultaneous matches outdoor 3 simultaneous matches indoor | | 70% | B |
| System Capacity – Baseball/Softball | System Demand | | Percent Demand met by existing facilities | Level of Service Rating |
| 100 games | 125 games | | 80% | A |
| System Capacity - Soccer | System Demand | | Percent Demand met by existing facilities | Level of Service Rating |
| 200 games | 250 games | | 80% | A |
| System Capacity – Recreation Courts (used for indoor courts not detailed in other sections) | System Demand | | Percent Demand met by existing facilities | Level of Service Rating |
| 100 events | 200 events | | 50% | C |
| 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 |
| 500 events | 500 events | | 100% | A |

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 seven private facilities (Island Athletic Club, Useless Bay Golf & Country Club, Sount Island Crossfit, Vibrant Fitness, The Backyard Whidbey, Platinum Fitness and Solid Stone Boxing) where only limited public access is allowed.

NOTE 2: Specific facility types chosen for capacity analysis from NPRA guidelines based on interest from District citizens expressed in Needs Assessment process.

Quality Criteria:

| | | | | |
|---|---|--|----------------------|-------------------------|
| Number of Parks and Recreation Facilities | Facilities fully functional for specific design and safety guidelines | | Quality Percent | Level of Service Rating |
| 49 | 41.5 (note 4) | | 85% | B |
| Number of Parks and Recreation Facilities | Facilities that meet public satisfaction requirements | | Satisfaction Percent | Level of Service Rating |
| 49 | 41 (note 4) | | 84% | A |

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 |
| 16,905 (note 5) | 16,905 | | 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 10) | 1 | 1 |
| Sports Complex | 1 | 1 | 1 | 1 | 1 |
| Trustland Trails | 1 | 1 | 1 | 1 | 1 |
| Maxwelton Trail | 1 | 1 | 1 | 1 | 1 |
| Deer Lake | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Lone Lake | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Goss Lake | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 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 8) | 0.5 (note 9) | 0.5 (note 9) |
| Baby Island Heights #2 | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 0.5 (note 9) |
| Mutiny Bay/Frank Robinson | 1 | 1 | 1 | 1 | 1 |
| Double Bluff | 1 | 1 | 1 | 0.5 (note 9) | 1 |
| Marguerite Brons Park | 1 | 1 | 1 | 1 | 1 |
| Dave Mackie Park | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Dan Porter Park | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 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 |
| SW School District (former Primary School) | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Elementary School | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Middle/High School | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| SW Community Center | 1 | 1 | 1 | 1 | 1 |
| Bayview School | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Outdoor Classroom | 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 | 0 | 0 | 0 | 0 | 0 |
| Holmes Harbor | 0 | 0 | 0 | 0 | 0 |
| Useless Bay CC | 0 | 0 | 0 | 0 | 0 |
| Island Athletic Club | 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 |
| Margurite Brons Park | 1 | 1 | 1 | 1 | 1 |
| Freeland Wetlands | 1 | 1 | 0.5 (note 8) | 0.5 (note 9) | 1 |
| Totals | 48 | 48 | 41.5 | 41.5 | 47 |

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 material condition and/or the historical design/upkeep of the site. The actual rating given is the best estimate given the range of facilities and conditions at the site.

NOTE 9: 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 the best estimate given the diverse range of uses and users of this facility.

NOTE 10: Campground site not fully functional

NRPA Park Metric, population <20,000 people (2020 Census: South Whidbey = 16,905)

| ACTIVITY OR FACILITY | RECOMMENDED SIZE AND DIMENSIONS | # UNITS PER POP. | # UNITS REQUIRED IN DISTRICT (2024) | 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 are 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) at the Lynnwood Ice Center 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 | No significant interest from Needs Assessment process |
| 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 – 46’ Foul lines – 200’ Center field | 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, winter, spring seasons | 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 subject to closure in fall, winter, and spring |

| | | | | | | |
|-------------------------|---|--------------|----------|--|-----|---|
| 2. Little League | - 200' – 250' | | | 0 lighted fields | | 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 field 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 5,000 | 3 fields | 3+ fields summer season 1-2 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. One field at local elementary school, schedule after school and weekends by district is all weather. |

| | | | | | | |
|---|--|---|---------------------|--|-----|---|
| ¼ Mile Running Track | Overall width – 276' Length – 600.02' Track width for 8 to 4 lanes is 32'. | 1 per 20,000 | 1 track | 1 track | Yes | 1 semi-public 400m track at high school location, available to citizens based on MOU with Parks District. 1 semi-public non-standard distance track at middle school location, available to citizens based on MOU with Parks District |
| Softball | Baselines – 60 ' Pitching distance- 46', min. 40' women. Fast pitch field Radius from Plate – 225' Between foul Lines: Slow Pitch – 275' (men), 250' (women) | 1 per 5,000 (if also used for youth baseball) | 4 fields | 1 full sized, 2.5 Little League fields that can be used for Softball summer season 0-3.5 total field fall, winter, spring seasons | 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 subject to closure in fall, winter, and spring seasons. 1 fields with correct dimensions at high school location available to citizen league play based on MOU with Parks District |
| Multiple Recreation Court (basketball, volleyball, tennis) | 120' x 80' | 1 per 10,000 | 2 recreation courts | 0 recreation courts | Yes | Multiple recreation courts at school locations available to citizen league play based on MOU with Parks District. 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) |
| Trails | Well defined head maximum 10' width, maximum average grade is 5% not to exceed 15%. Capacity | 1 system per region | 1 system | 0 systems | Yes | Community Park property available to District population however some trails exceed grade requirements. Trustland and |

| | | | | | | |
|--|---|--------------|------------------------------------|------------------------------------|-----|--|
| | rural trails – 40 hikers/day/mile. Urban trails – 90 hikers/day/mile. | | | | | Maxwelton Trails are also available to the District. No trail linkage between Community Park trails, Trustland Trails property, and other Park properties. Maxwelton Trail is located across the street from the Community Park entrance. |
| 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. 9-hole standard | -Average length 2250 yards | N/A | 1 18-hole standard course (public) | 1 18-hole standard course (public) | Yes | Holmes Harbor Golf Course is a public 18 hole golf course, located within District Boundaries. |
| 2. 18-hole standard | Average length 6500 yards | 1/20,000 | | | | Private 18-hole course option at Useless Bay Country Club |

| | | | | | | |
|-----------------------|--|--|-------------|-----------------|-----|---|
| Swimming Pools | <p><i>Teaching</i>- minimum of 25 yards x 45' even depth of 3 to 4 ft.</p> <p><i>Competitive</i> – minimum of 25 m x 16 m. Minimum of 27 square feet of water surface per swimmer. Ratios of 2:1 deck vs. water.</p> | <p>1 per 20,000</p> <p>(Pools should accommodate 3 to 5% of total population at a time.)</p> | 1 pool | 0 pools | Yes | <p>Private options at Island Athletic Club (all season) and Useless Bay Country Club (summer season only).</p> <p>District Pool bond passed November 2023, to be opened in 2026</p> |
| Beach Areas | <p>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.</p> | 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> |

Appendix D

Acquisition Prioritization Matrix

The Parks District Acquisition Criteria Matrix was developed to allow new park properties under consideration to be evaluated against a set of objective criteria. The table below is an example reflects the nominal matrix structure, criteria descriptions, 10-5-1 scoring evaluation guidelines, and weightings.

| Criteria --> | Cost to Acquire | Cost to Establish | Cost to Operate and Maintain | Builds Core | Fills a Location Gap | Water Access | Access to other park property | Current Uses | Potential Uses | Fills a Use Gap | Current Availability |
|-----------------------------|----------------------|--|--|--|---|---|--|--|--|--|---|
| <i>Nominal Weighting</i> | 8% | 6% | 14% | 18% | 8% | 4% | 4% | 8% | 14% | 12% | 4% |
| Criteria Description | Pure cost to acquire | Pure cost to get the site up & running, including infrastructure, to the standards expected by SWPRD constituents. Consider physical access in the rating. | Can the operation of the site be absorbed in existing fixed costs? Consider revenue potential in the rating. | Does the site add to the SWPRD core in the vicinity of Community Park? | Does the site offer a park in an area where no other parks exist? | Does the site offer public access (Swim, boat, etc) to a body of water? | Does the site offer access to a body of water? | How many different types of uses are currently possible at the site? | How many different types of uses are potentially possible at the site in the future? | Does the site offer a park use in an area where no other parks with that same use exist? | Is the site currently available for acquisition |
| 10 score | Low | Low | Existing staff/equipment | Adds to park core | In area with low park density | | Yes | Many | Many | Those park users served in this area | Available now |
| 5 score | Average | Average | Some incremental staff/equipment required | Near core | In area with average park density | | No but possible | Some | Some | Those park users partially served in this area | Possibility available in the near future |
| 1 score | High | High | 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 2024-2029

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 2029*”. 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.

Park Enhancement- Restoration Items

| Cost/Projected Year | Project | Funding Source | Links to this Objective Section III “Looking Forward” |
|----------------------------|------------------------|-----------------------|--|
| \$175,000/2024 | Toro Groundmaster | M&O Budget | Improving Community Park structures, facilities, trails |
| \$13,000/2024 | Zero Turn Bad Boy | M&O Budget | Improving Community Park structures, facilities, trails |
| \$100,000/2025 | Toro Groundmaster 4500 | M&O Budget | Improving Community Park structures, facilities, trails |
| \$20,000/2025 | Kubota | M&O Budget | Improving Community Park structures, facilities, trails |
| \$60,000/2025 | Dodge Ram Truck | M&O Budget | Improving Community Park structures, facilities, trails |
| \$80,000/2027 | Dodge Ram Dump Truck | M&O Budget | Improving Community Park structures, facilities, trails |
| \$80,000/2028 | Jacobsen Mower | M&O Budget | Improving Community Park structures, facilities, trails |
| \$30,000/2026 | Minivan | M&O Budget | Provide staff and program support |
| \$8,000/TBD | Soccer Goals | M&O Budget | Improving Community Park structures, facilities, trails |
| \$3500/2029 | Turfcutter | M&O Budget | Improving Community Park structures, facilities, trails |
| \$4000/2029 | Wheel Debris Blower | M&O Budget | Improving Community Park structures, facilities, trails |

Park Enhancement- Development Items

| Project | Funding Source | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 | Links to this Objective Section III “Looking Forward” |
|---|---------------------------|-------------|-------------|-------------|-------------|-------------|-------------|---|
| Outdoor Pickleball Courts | WWRP Private Donations | X | | | | | | Develop campgrounds structures, facilities and trails |
| Field #1 and #4 fence replacement | M&O Budget | X | | | | | | Improving Community Park structures, facilities, trails |
| Lower bathroom renovation at concession stand | M&O Budget | X | | | | | | Improving Community Park structures, facilities, trails |
| Sports Complex Overlay | M&O Budget | | X | | | | | Improving Community Park structures, facilities, trails |
| Shelter at the Community Park | M&O Budget | | X | | | | | Improving Community Park structures, facilities, trails |
| Campground at Community Park | WWRP Matching Funds | | X | | | | | Develop campgrounds structures, facilities and trails |
| Parks Maintenance Shop Overlay | M&O Budget | | X | | | | | Improving Community Park structures, facilities, trails |
| South Whidbey Aquatics Recreation Center | Bond DOC | | | X | | | | Develop campgrounds structures, facilities and trails |
| Basketball Court at Community Park overlay | | | | | X | | | Improving Community Park structures, facilities, trails |
| Playground and Picnic Area at Lone Lake | | | | | X | | | Enhancing lake properties to improve access and user experience |
| Connected Trail Network | | | | | | X | | Develop a connected trail network to link parks and communities on South Whidbey Island |
| Synthetic Turf Sports Complex Field | | | | | | | X | Improving Community Park structures, facilities, trails |

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 at 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 an 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, sunbathing, or relaxing.

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

Trail: 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, January 2024**
2. **South Whidbey Parks & Recreation District Master Plan , 16 May 2007**
3. **Island County Comprehensive Plan, 2016**
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 2018**
9. **Getting to the Water's Edge on Whidbey & Camano Islands, Sarah Ann Schmidt, 2006**
10. **Inter-local Agreement between South Whidbey School District and South Whidbey Parks & Recreation District, 15 December 2004**
11. **Inter-local Agreement between Coupeville School District and South Whidbey Parks & Recreation District, 29 April 2011**
12. **Washington State Office of Financial Management, Forecasting Division Population Estimates, from 2020 Census**
13. **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

South Whidbey Parks & Recreation District

Resolution 2024-02

Resolution Approving Six Year Comprehensive Plan

WHEREAS, South Whidbey Parks & 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 & 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 & 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 & Recreation District's 2024-2029 Comprehensive Plan and attached hereto.

Adopted by the South Whidbey Parks & Recreation District's Board of Commissioners at the regular meeting of the Board of Commissioners on the 20th day of March, 2024.

Signed and approved by the Chairman the Board of Commissions of South Whidbey Parks & Recreation District this 20th day of March, 2024.

SIGNED:


Chair

Vice-Chair


Secretary


Treasurer


At-Large

ATTESTED:


Secretary

