



Port of South Whidbey

Comprehensive Scheme 2013-2019

ADOPTED: January 14, 2014

Business Growth | Transportation | Public Access | Financial Stability | Partnerships

Foreword

Purpose of the Comprehensive Scheme

The residents of South Whidbey Island cherish their waterfront and the rural character of their Island. Since its inception, the Port of South Whidbey has helped to increase public access along South Whidbey's shoreline, while working to enhance the Island's economic well-being.

Every six years, the Port develops a Comprehensive Scheme to describe current conditions, recommended investment projects, and policy initiatives. This effort is intended to convey the Port's plans to the district's taxpayers and meet the requirements of Chapter 53.20 of the Revised Code of Washington State.

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Port of South Whidbey Island's Mission

To enhance the economic well-being of the community and improve public access to marine areas while respecting the unique rural character and environment of South Whidbey Island.

Introduction

How to use this Document

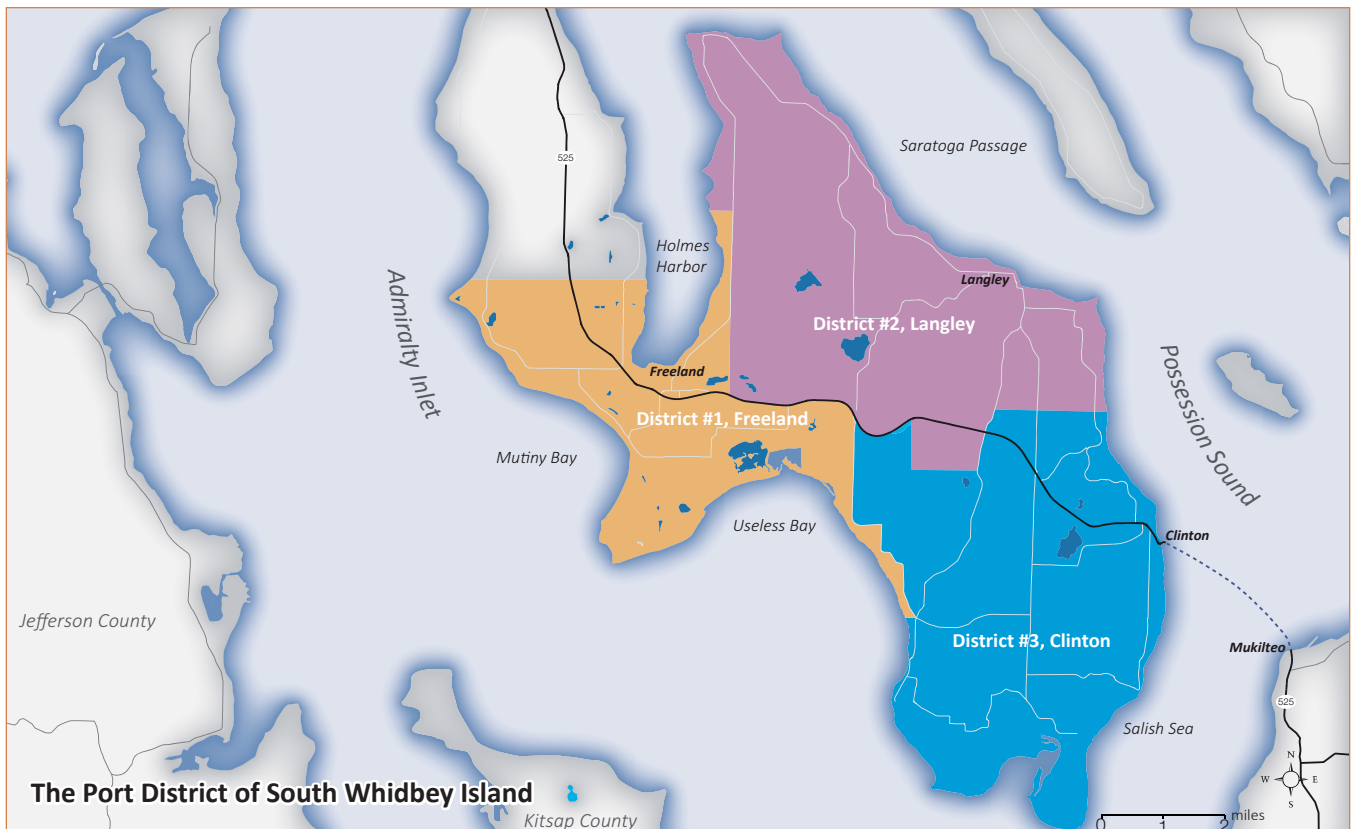
The Comprehensive Scheme is intended to be a decision making tool, not a detailed design document.

This Comprehensive Scheme is organized into four chapters:

- **Introduction:** Provides background and relates this Comprehensive Scheme to other planning documents.
- **Port-wide Recommendations:** Lists the recommended initiatives not tied to specific Port properties.
- **Property Recommendations** Describes each Port property, identifies major issues, and includes recommended projects.
- **Implementation:** Prioritizes Comprehensive Scheme recommendations.

The Port District

The Port district of South Whidbey Island encompasses 41,182 acres, or approximately 64 square miles, on the southern one-third of Whidbey Island in Island County, Washington. This includes 65 miles of shoreline. The district is divided into three areas, representative of the larger communities of Freeland, Clinton, and Langley.



Planning Process

This Comprehensive Scheme was coordinated with the development of the *Port of South Whidbey Strategic Plan*. Recommendations contained herein support the goals and objectives established in that document. The process to develop both the Strategic Plan and Comprehensive Scheme began in April of 2013, and included:

- Interviews with Port Commissioners, staff, and community stakeholders (listed below)
- Tours of all current Port facilities
- Commission work sessions
- Commission and staff review
- Community open house

This document is intended to replace the previous *Port District of South Whidbey Island: A six-year Comprehensive Scheme 2007-2013*. As this Comprehensive Scheme cannot anticipate all potential opportunities, it should be adjusted when and if the need arises. The public will be notified of any update or significant amendments.

All projects and initiatives identified herein will be refined through the design and environmental review processes before being implemented. Additional opportunities for community involvement will be provided as projects move through the process.

The Port of South Whidbey has a growing cooperative relationship with local governments and other community interests. The community benefits from close cooperation and leveraging of resources to enhance economic well-being and increase public access.

The Port met with the following stakeholder groups while developing this Comprehensive Scheme. The Port will continue to actively promote this cooperative planning approach.

ECONOMIC DEVELOPMENT

- Clinton Chamber of Commerce
- Langley Chamber of Commerce
- Freeland Chamber of Commerce
- Island County Economic Development Council

REAL ESTATE AND DEVELOPMENT

- Whidbey Island Association of Realtors
- Skagit/Island County Builders Association (SICBA) South Whidbey Chapter

RECREATION

- Whidbey Island Sea Kayakers (WISK)
- Puget Sound Anglers
- SW Yacht Club
- Island Beach Access (IBA)
- Ladies of the Beach

GOVERNMENT AND LOCAL AGENCIES

- Island Transit
- Island County Commissioners
- Island County Public Works Department
- Island County Planning and Community Development
- City of Langley Community Planning
- City of Langley Elected Officials
- Langley Main Street Association

BUSINESS

- Whidbey Telecom
- Mystic Sea Charters
- Whidbey Island Kayaking Co.

Relationship to Other Planning Documents

The Comprehensive Plan and Shoreline Master Program for both Island County and the City of Langley are being updated. These documents establish the framework for policies and regulations that may impact Port property. The Port of South Whidbey has been a key player and will continue to be involved in the process as these plans develop. Relevant policies are summarized below.

Comprehensive Plan

Island County is beginning the process of reviewing and updating the Island County Comprehensive Plan, with completion expected in 2016. The *Countywide Planning Goals* (March 2013) outlined the following goals in which the Port can play an important role:

- Transportation: Island County should be served by an efficient, well connected, multi-modal transportation system while continually enhancing the safety and function of streets and roadways.
- Economic Development: Develop a coordinated and diverse economic base that provides employment opportunities for all segments of Island County's population.
- Critical Areas: Work collaboratively to ensure that plans, policies, and regulations designed to protect Island County's natural resources and critical areas are consistent with one another, and that overall, there is no net loss of ecological functions.

Shoreline Master Program (SMP)

The SMP is a regulatory document mandated by Washington State Shoreline Management Act and administered and largely funded by the Department of Ecology. By law, SMP's must balance environmental protection, appropriate shoreline use and development, and public access uses within the shoreline jurisdiction - generally 200 feet from the Ordinary High Water Mark. At the time of this publication, Island County's SMP is in final review. The Port's Comprehensive Scheme directly supports the following draft Island County SMP goals:

- Allow economic development, including residential development, along shorelines that will be an asset to the local economy without degrading the shoreline environment. New businesses shall be located and designed to ensure compatibility among uses and enhancement of the quality of life for residents of Island County.
- Increase and enhance a variety of safe and well-maintained recreation opportunities and public access to publicly owned shorelines and tidelands of Island County consistent with the natural shoreline character, public safety, individual privacy, and property rights.
- Where transportation facilities must be located within shoreline jurisdiction, develop systems to assure safe, efficient movement of goods and people while minimizing disruptions to the shoreline environment and potential conflicts between different users.

Port-wide Recommendations

A majority of the Port of South Whidbey's resources are needed to operate and maintain its existing facilities. However, throughout the planning process, the Port commission and stakeholders identified opportunities to broaden the Port's role in the community beyond its existing facilities. This section summarizes recommended studies, joint-marketing, and partnerships that can help Port accomplish its goals.

The following pages list key projects and initiatives organized by the Port strategic goals and objectives:

- Strategic Goal 1: Support Business Growth
- Strategic Goal 2: Enhance Transportation Opportunities
- Strategic Goal 3: Maintain and Protect Waterfront Public Access and Recreational Opportunities
- Strategic Goal 4: Improve the Port's Financial Performance
- Strategic Goal 5: Enhance Community Relations and Partnering

Case studies are used throughout this section to highlight how other Ports and communities in the region have addressed similar opportunities.



1

Support Business Growth

Objectives

- a. Support programs and entrepreneurs in emerging industries such as eco-tourism, arts, value-added agriculture, marine trades, and high-tech.
- b. Pursue public-private partnership opportunities to enhance the financial feasibility of projects, especially those providing family wage jobs.

Initiative 1

Analyze market demand and construct infrastructure improvements to attract industrial incubators and marine related light industries.

Initiative 2

Joint-market with local economic development interest groups to attract new, family-wage focused businesses.

Initiative 3

Collaborate with the appropriate agencies in promoting the best economic interests of the fairgrounds in Langley.



CASE STUDY Port of Walla Walla Incubators

In 2006, the Port of Walla Walla in Washington State, with the assistance of a state economic stimulus grant, constructed five buildings to serve as space for new start-up wineries.

Participating wineries sign into a six-year lease. In the beginning, they receive a reasonably low monthly rental rate that gradually moves higher as the business progresses. This type of lease provides each winery the opportunity to use start-up funds for other necessities such as grapes, crush equipment, tanks, and barrels. The wineries share a crush pad and other large costly equipment to further reduce financial risk. By consolidating, these incubator wineries are able to attract visitors and tourist into their tasting rooms.

ISLAND COUNTY Public Survey

To understand what waterfront recreational opportunities are important to residents, Island County administered a public survey. The results shown in the table below illustrate a latent demand for canoeing, kayaking, and camping (a positive score in the right column). This means that residents would like to engage in these types of activities more frequently than they currently do.

Rank	Recreational Activities	Latent Demand
1	Walking	-2
2	Wildlife watching	-3
3	Bird watching/feeding	-4
4	Nature walks	2
5	Dog walking/parks	1
6	Beach walks	5
7	Volunteer activities	-7
8	Hiking/backpacking	2
9	Bicycling	0
10	Jogging/running	-8
11	Horseback riding	1
12	Fishing	-1
13	Playground	-7
14	Picnicking	-1
15	Clamming/crabbing	3
16	Swimming	-2
17	Boating (power)	1
18	Canoe/Kayaking	10
19	Mountain biking	-2
20	Camping	9
21	Boating (sailing)	4

Source: Island County Parks and Recreation Element, November 2011.

2 Enhance Transportation Opportunities

Objectives

- Advocate for and support enhancements to the Island's multi-modal transportation network.
- Coordinate with Island Transit and other public and private partners to provide expanded service during tourist season and special events.
- Support local agencies efforts to improve vehicle parking and multi-modal efficiency in relationship to the ferry.

Initiative 4

Coordinate with appropriate private and public agencies to improve transportation and multi-modal connections for commuters, residents, and tourists.

3 Maintain and Protect Waterfront Public Access and Recreational Opportunities

Objectives

- Enhance the public use of the South Whidbey Harbor.
- Protect and enhance existing boat ramps and public access amenities.
- Expand and advertise public access offerings focused on non-motorized boats and tourism.
- Support local agency efforts to connect the waterfront and develop more public shoreline access.

Initiative 5

Collaborate with recreation interest groups to promote eco-tourism and non-motorized boating.

Initiative 6

Install surveillance cameras at Port and jointly-owned sites to enhance marine security and inform users of current conditions.

Initiative 7

Partner with public agencies to develop a coordinated signage system that identifies Port properties and advertises opportunities for public waterfront access.

4

Improve the Port's Financial Performance

Objectives

- Balance investments required to operate, maintain, and improve existing assets with new investments in economic development opportunities.
- Pursue low cost opportunities to generate revenue.
- Strive for operational self-sufficiency or overall profitability across all facilities.
- Partner with local jurisdictions to pursue grants and project funding opportunities.

Initiative 8

Develop and maintain an asset inventory that guides investment.

Initiative 9

Explore and, if appropriate, implement revenue generating opportunities such as vacation rentals, campsites, or retail/gas sales.

Initiative 10

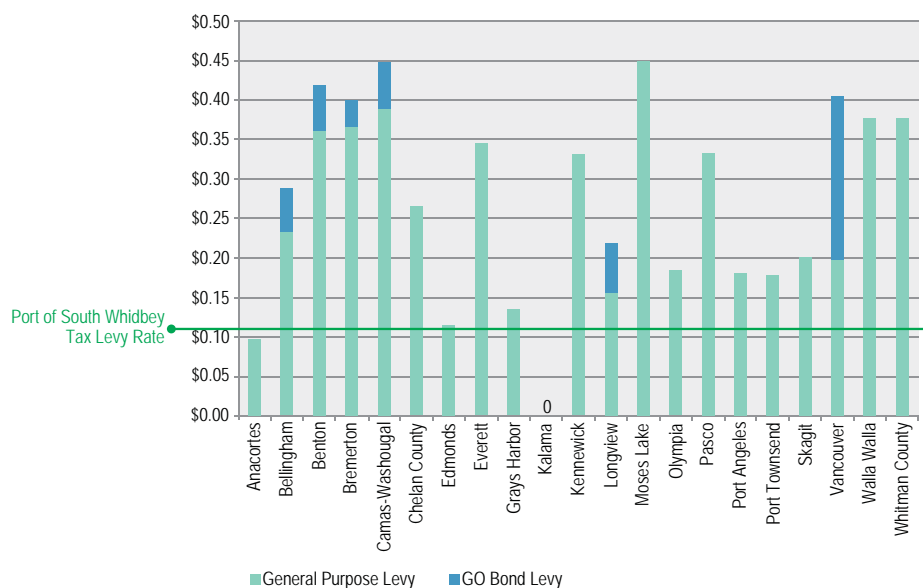
Revisit levy rates to create an economic development fund.

PORT OF SOUTH WHIDBEY

Levy Rate Comparison

The Port of South Whidbey's tax levy rate is significantly less than many other Ports and far under the maximum of \$0.45.

Comparison of Washington State Port Districts Property Tax Levy (2012)





CASE STUDY **Island County Public Works -** **Parks Division:** **Adopt-a-Park Program**

In 2009, Island County approved the Adopt-A-Park Program which allows volunteer groups to conduct park cleanup and maintenance activities. Cleanups can include litter collection, dog feces pickup, raking, cleaning planter areas, sweeping pathways, and other designated tasks as agreed upon by the Parks Division. It is recommended that each group organize a cleanup every two weeks, but required no less than 12 times a year. In exchange for performing normal maintenance and operations of the park, the County installs an Adopt-A-Park sign displaying the group's name.

A group leader or contact person is assigned for each organization. All participating volunteers must receive safety training and sign an indemnity form which entitles them to full medical coverage under the Worker's Compensation Act.

Under this program, volunteers have adopted over 50-percent of Island County parks.

5 Enhance Community Relations and Partnering

Objectives

- a. Actively pursue development planning, coordinate economic development activities, and aggressively pursue funding opportunities with the cooperation and acknowledged support of other public agencies.
- b. Provide opportunities for citizen input into Port decisions.
- c. Continue to educate the public on the Port's value and economic contribution to the community.

Initiative 11

Work with Island County to add an Economic Development Element to the Island County Comprehensive Plan.

Initiative 12

Develop a program for volunteers to perform routine maintenance at the Port's recreational assets and boat launches.

Initiative 13

Leverage existing public outreach to educate the public about the Port.

Property Recommendations

The Port owns or has interest in eight properties throughout South Whidbey Island. Each site's description, major issues, and recommended capital projects/initiatives are summarized in this section. These properties are grouped by the following three types:

South Whidbey Harbor ¹

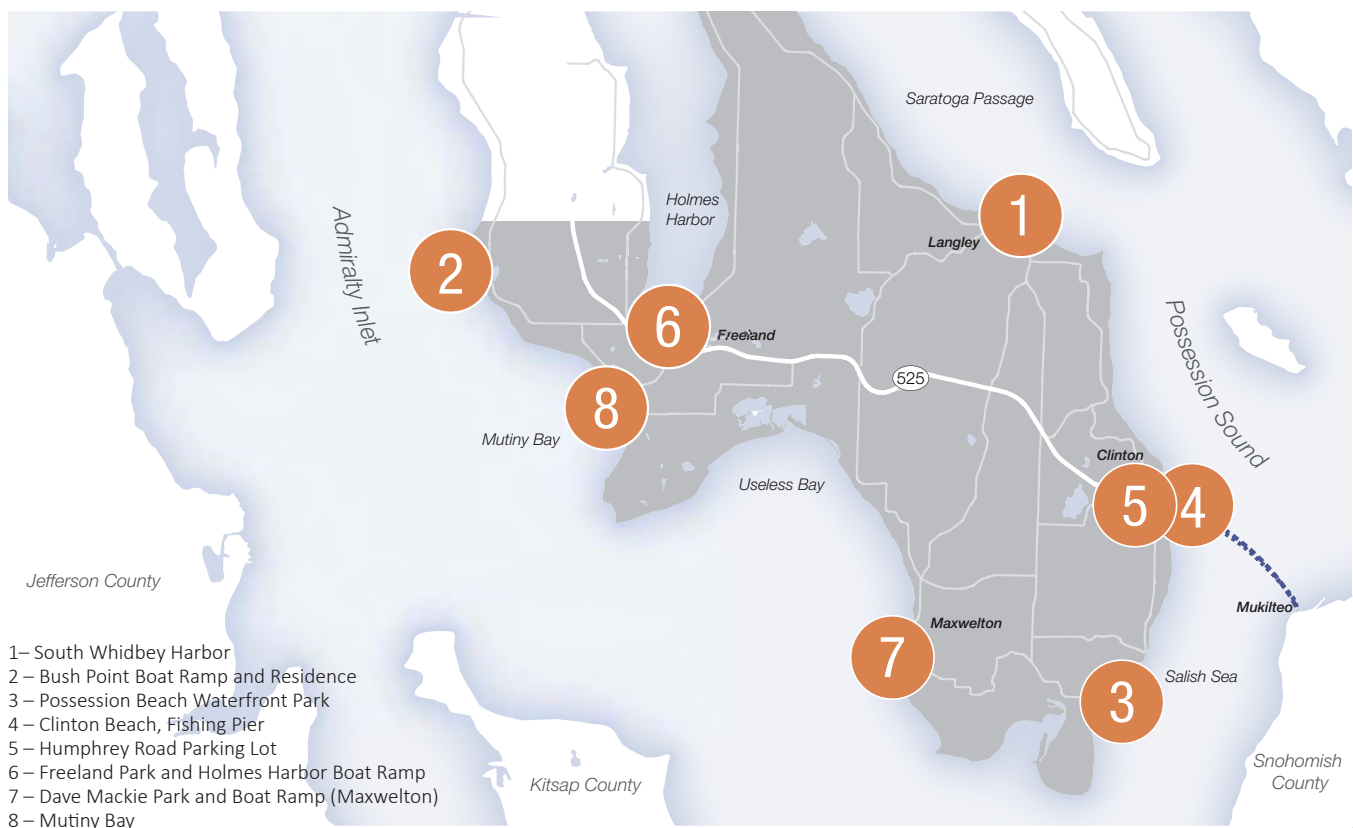
South Whidbey Harbor is the Port's major waterfront amenity, consisting of a marina, boat ramp, and uplands. Since the Port was formed in 1961, it has been involved with this site's development. The land was officially transferred to the Port in 2009, when the Port began implementing a series of ongoing improvements.

Port-owned Facilities ^{2 3 4 5}

Over the past 20 years, the Port has also focused on creating public access through the construction of boat ramps. The Port owns three boat ramp properties and has also acquired a parking lot in Clinton to improve ferry access and generate revenue.

Jointly-owned Sites ^{6 7 8}

Furthering their goal to provide waterfront access, the Port has partnered with Island County on three waterfront properties. Each has a boat ramp, vehicle parking, and upland park improvements. Ownership is split between the Port (25%) and Island County (75%), with the County responsible for facility maintenance.





Port Accomplishments at South Whidbey Harbor since acquiring the site in 2009:

OPERATIONAL AND FACILITY IMPROVEMENTS

- Hired a full-time Harbormaster and Assistant Harbormaster to improve customer service.
- Resolved deferred major maintenance by upgrading electrical, lighting, and fire systems.
- Established reservation system.
- Hosted special events, such as Dockstock – Music on the Pier.
- Cooperated with the City of Langley to fund the Langley shuttle.

LONG-TERM EXPANSION PLANNING

- Completed site investigation and engineering design for eventual expansion to 125 slips; identified on-site mitigation capabilities; and planned to address growing obsolescence.
- Submitted SEPA and JARPA permits.
- Submitted US Army Corps permits (issuance expected soon).

PHIL SIMON PARK RELOCATION

- Designed, permitted, and constructed an environmentally sustainable beach-front park with grills, screening trees/bushes, rain gardens, and permeable pavers.

BOAT LAUNCH IMPROVEMENTS

- Designed, permitted, and constructed new, fully accessible launch boarding floats with gangway access. This now allows for “dry-shoe” launch and trailer boat recovery at most tides.

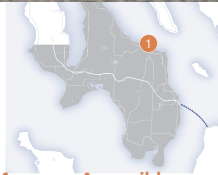
HARBOR EXPANSION – PHASE 1 CONSTRUCTION

- Purchased “surplus” 400-foot floating breakwater from Port of Bremerton.
- Designed and permitted the breakwater and expansion reconfiguration.
- Constructed piles and rigging to deploy the breakwater and accommodate larger commercial vessels.
- Constructed supporting utilities.
- Improved upland parking.

SUMMARY OF PORT EXPENDITURES

- Average annual operating expenses starting in 2010: **\$159,481**
- Design, engineering, and permitting costs: **\$902,000+**
- Major purchase/construction/reconstruction project costs: **\$486,000+**
- Upcoming estimated project costs for Ramp Floats and Phase 1: **\$2,030,000, excluding reimbursement**

1 South Whidbey Harbor



Acres: **3.43**

Services and facilities: **Vessel Moorage, Accessible Restroom, Showers, Accessible Parking, Boat Ramp, Beach Access, Accessible Fishing**

Parking: **23 vehicles, including 8 trailers with additional trailer parking off-site**

District: **#2 Langley**

South Whidbey Harbor includes a series of properties located along the Saratoga Passage, accessed by Wharf Street and adjacent to downtown Langley. The marina consists of a launch ramp for trailers and hand launched boats, 200 linear feet of moorage space and 28 slips (six slips are permanent), and pump-out station. The upland area consists of parking, Phil Simon Park, and a small public restroom. Remnants from an old commercial pier remain on site.

In 2004, the Port and City of Langley sponsored The *Langley Boat Harbor and Environs Master Plan* to examine opportunities to expand the marina and enhance the adjacent waterfront. In response, the ownership of adjacent properties and facilities were transferred from the City of Langley to the Port as part of an Interlocal Agreement (ILA). As property owner, the Port has hired a full-time Harbormaster and an Assistant Harbormaster, conducted maintenance and repairs to the marina (including refurbishing electrical systems and installing new floats, pilings, and a grated gangway), and improved public amenities at Phil Simon Park. See previous page for more Port accomplishments since the 2009 transfer.

In 2007, the Port acquired a 400-foot floating concrete breakwater to expand the marina. Once installation is completed in early 2014, the floating pier will support commercial vessel tie-up and provide additional transient berths.





Major issues:

Seasonal occupancy – High season occupancy of transient slips has recently hovered around 70-percent, but decreases to 18-percent in the shoulder season (June and October) and to 12-percent in the low season (November to May). Increasing occupancy would increase revenues and the economic benefits of the site without requiring significant additional capital investment.

Limited ability to accommodate larger commercial facilities – Though the Port is in the process of installing a 400-foot breakwater that will expand side tie moorage for larger vessels, the breakwater cannot accommodate large tour boats or passenger ferries.



Steep slope and lack of connection to downtown Langley – The steep slope between the marina and downtown Langley limits the visual connection and acts as a barrier. Further, the slope is susceptible to erosion: a spring mud slide in 2013 temporarily closed the Wharf Street access.

Limited parking – On-site parking is limited; off-site parking is needed for more than eight boat trailers. However, the one parking lot available for this purpose is not available on Sundays and Island Transit does not provide Sunday service. Limited parking inhibits the ability of commercial users, like whale watching businesses and charter boats, to embark from the South Whidbey Harbor, especially on Sundays.



Small, older marina facilities – The restroom on site is older and undersized; the Port also lacks an adequate marina office and storage areas.

Long term maintenance and replacement needs – Marinas are expensive facilities to operate and maintain over time. Best practices dictate maximizing occupancy and adopting a rate structure that generates funds that can be used for major maintenance projects. The core infrastructure of the marina is a 20-year old creosote pile stockade, and there is a limited life span remaining for this structure and the interior docks.

Recommendations:

- Institute an aggressive outreach and marketing program to maximize year-round occupancy.
 - i. Coordinate with the City of Langley and downtown business owners to expand boater outreach, attract group activities (i.e. yacht club rendezvous) and sponsor additional events.
- Modify the breakwater to better accommodate larger passenger ferries and tour boats.
- Apply for grants to develop a South Whidbey Harbor Master Plan that coordinates with and supports Langley's Waterfront Development Plan, aligns with the Port's goals, and considers existing facility conditions and the current regulatory environment. Address the following:
 - i. Marina service improvements including a new marina office and expansion/replacement of the existing restroom.
 - ii. Dock expansion.
 - iii. Parking, coordinated with the City of Langley, school district, etc.
 - iv. Improving access between the marina, Langley downtown, and other destinations via ground and marine transportation.
- Establish a new ILA with the City of Langley once the initial phase of the South Whidbey Harbor expansion is completed and the current ILA terms are fulfilled.



3



2



2



2

Port-owned Facilities

- 2 – Bush Point Boat Ramp and Residence
- 3 – Possession Beach Waterfront Park
- 4 – Clinton Beach, Fishing Pier
- 5 – Humphrey Road Parking Lot



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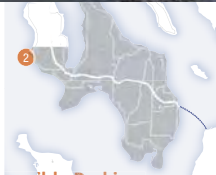
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2 Bush Point Boat Ramp and Residence



Acres: **1.59**

Services and facilities: **Accessible Parking, Accessible Restrooms, Boat Ramp, Fishing, Beach Access**

Parking: **12 vehicles, 12 trailers**

Ramp: **100' long**

District: **#1 Freeland**

Bush Point is located on the end of a land mass projecting into Admiralty Inlet, near a traditional island fishing community. It consists of a boat ramp, small turn-around parking area, and restroom. Across the road from the ramp is a parking lot used for trailers and two single-family parcels with the on-site manager's house. An analysis conducted in 1994 indicated that this privately-owned shoreline facility was at risk of being converted to other uses. The Port partnered with Washington State Department of Fish and Wildlife and the Recreation and Conservation Funding Board (RCFB) to construct the boat ramp in 2006, making this the Port's newest ramp.

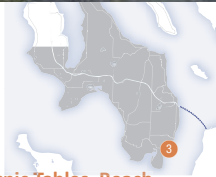
Major issues: This ramp is difficult to use during strong winds and wave conditions. The ramp surface needs repair due to wave action and erosion. Furthermore, initial RCFB site investigations have revealed the presence of a nearby surf smelt habitat which could impact the implementation of future in-water improvements. The manager house is in fair condition.

Recommendations:

- Upgrade the residence as needed.
- Explore and if appropriate implement revenue generating opportunities such as vacation rentals, considering the residence and adjacent vacant area.



3 Possession Beach Waterfront Park



Acres: **35.31**

Services and facilities: **Picnic Tables, Beach Access, Boat Ramp, Accessible Parking, Fishing, Restrooms**

Parking: **14 vehicles, 20 trailers**

District: **#3 Clinton**

Possession Beach is located on the southwest side of Possession Sound. The site consists of shoreline access, a steep woodland hill, and a hiking trail.

The ramp is highly used throughout the year because it is usable at all tides and fairly well protected from the wind. The waterfront portion of the park contains picnic areas, interpretive stations, visitor parking, utilities (water), and a residence occupied by the Port's on-site manager. A wetlands area exists between the sandy shoreline and the hillside. The uplands portion of the park is densely wooded and contains the Dorothy Cleveland Trail which starts near the boat ramp and extends across Franklin Road, and uphill to a trailhead near the ridgeline at the south end of Lupine Lane.

Permits are available for overnight parking. The Port has signed a multi-year lease which allows the installation of a cell phone tower on the ridgeline above the park.

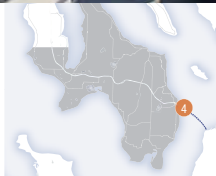
Major issues: The ramp is in poor condition, with some exposed rebar. The Port has obtained a grant for design and permitting to replace the facility. Limited on-site parking and site access can be a challenge.

Recommendations:

- Design, permit, and rebuild ramp and add new floats.
- Pursue grant funding as appropriate.
- Explore and if appropriate implement revenue generating opportunities such as vacation rentals or overnight camping in the residence and/or upland areas.
- Consider providing additional opportunities for recreational kayaking and non-motorized boating.



4 Clinton Beach, Fishing Pier



Acres: **0.55**

Services and facilities: **Accessible Restrooms, Accessible Picnic Tables & Shelter, Beach Access, Temporary Mooring Dock, Accessible Fishing Pier, Accessible Parking**

Parking: **5 vehicles**

District: **#3 Clinton**

This site is located next to the Washington State Ferries terminal in Clinton. The Port operates three facilities at this location; a popular fishing pier, floating dock, and public beach area. In the 1980s, the Port entered into the first of a series of long-term agreements with the Washington State Ferries for a fishing pier and walkway along the north side of the Clinton terminal, as well as installation of a Port-owned floating dock over DNR-leased tidelands. In 1999, the Port acquired the commercial property at the west end of the pier for the development of public beach access facilities. The facility consists of an open sandy beach, play area, a picnic shelter with a “living green roof”, a small lawn, dog walk, restrooms, interpretive signage, parking area, and public art displays.

Major issues: The fishing pier and walkway were upgraded during the 1990s and are in reasonable condition. The floating dock is in poor condition and rapidly deteriorating.

Recommendations:

- Perform an engineering and use analysis on Clinton Dock to determine whether it is most appropriate to repair or remove the facility.
- If the use analysis favors repairing the facility, pursue supplemental funding for dock repair/replacement.

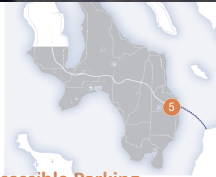


5 Humphrey Road Parking Lot



This site is located in Clinton, about a five minute walk from the Washington State Ferries terminal. The surface parking lot provides daily and monthly fee-based parking spaces for commuters. The Humphrey Road parking lot was acquired partially by a private property purchase and partially via a no-cost transfer from the State Department of Transportation, under the condition that the lot would be maintained for transportation purposes.

Major issues: There are no major issues with the Humphrey Road parking lot.



Acres: **2.72**

Services and facilities: **Accessible Parking**

Parking: **Approx. 215 vehicles**

District: **#3 Clinton**





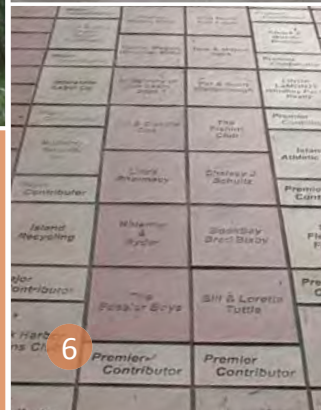
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Jointly-owned Sites

- 6 – Freeland Park and Holmes Harbor Boat Ramp
- 7 – Dave Mackie Park and Boat Ramp (Maxwelton)
- 8 – Mutiny Bay



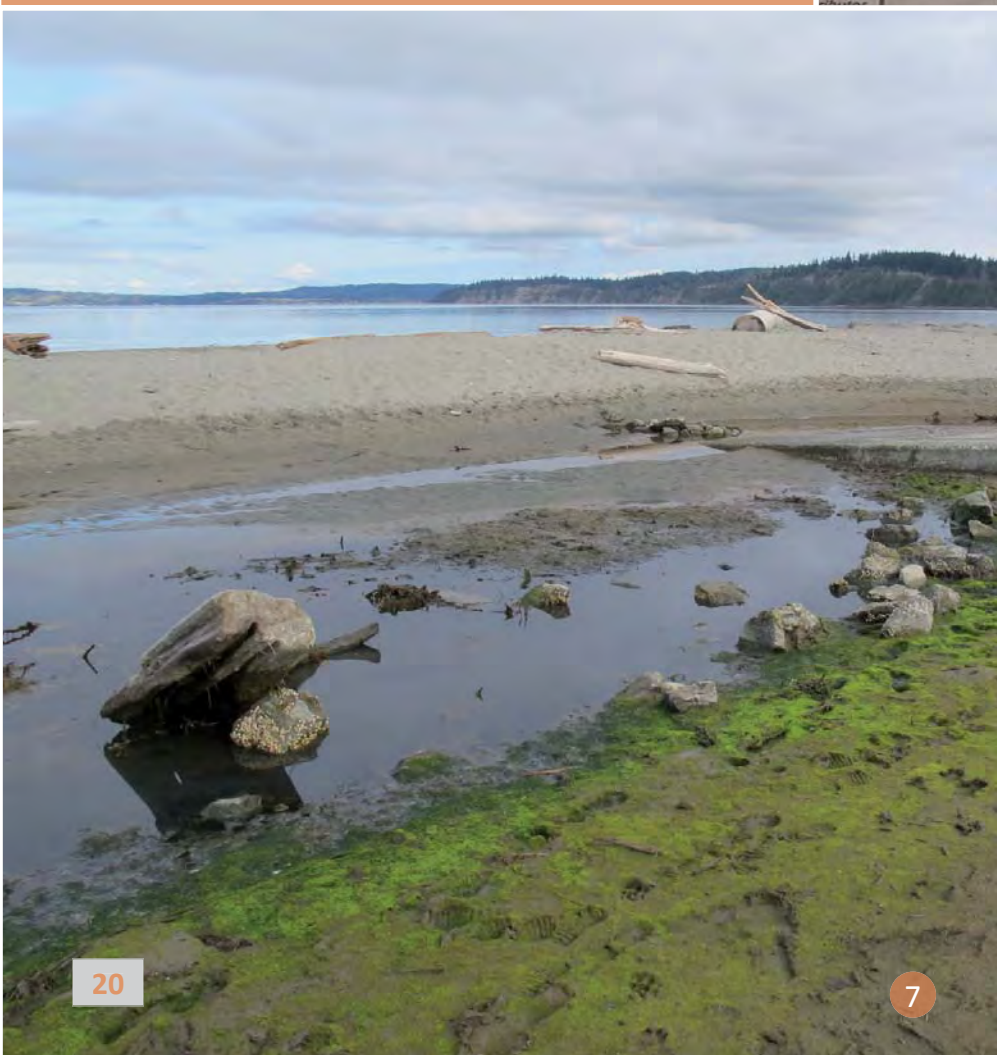
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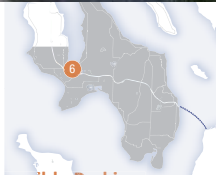
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6 Freeland Park and Holmes Harbor Boat Ramp



Located at the south tip of Holmes Harbor, Freeland Park is well used by the community and provides boat access to great crabbing locations. The facility consists of a launch ramp, a year-round floating dock, restrooms, and a fair amount of vehicle and trailer parking. Island County is responsible for maintaining the ramp and the upland portion of the site, which includes a playground, picnic shelter, restroom, and open park space.

Major issues: The ramp is fairly protected from winds but the design is difficult to maintain and not usable during low tide. Deterioration of the dock and floats is noticeable. Significant maintenance or replacement will be needed in the near future.



Acres: **3.05**

Services and facilities: **Accessible Parking, Accessible Restrooms, Sheltered Picnic Tables, Fishing, Beach Access, Children's Swings & Play Equipment**

Parking: **26 vehicles, 16 trailers**

Ramp: **200' long, 20' wide**

District: **#1 Freeland**

Recommendations:

- Coordinate with appropriate private and public agencies to develop a strategic plan for jointly-owned marine access facilities to determine the most appropriate improvements and establish priorities. Improvements could include float repair, replacement and an additional boat ramp lane, and/or developing infrastructure for non-boat ramp activities such as kayaking, canoeing, or diving.



7 Dave Mackie Park and Boat Ramp (Maxwelton)



Dave Mackie Park is located along Useless Bay, within a charming fishing and beach community. The site consists of a park, public beach, and boat launch ramp. The upland area contains playfields, grandstand, historic picnic shelter, restrooms, picnic tables, playground, and ample vehicle parking.

Major issues: The ramp is subject to long shore drift. Over the past five years, a sand bar has built up, making it unusable. The ramp may naturally clear over time, but could also be cleared with offshore dredging or major reconstruction. Both would require federal and Washington State permits.



Acres: 4

Services and facilities: **Accessible Parking, Accessible Restrooms, Boat Ramp, Sheltered Picnic Tables, Fishing, Beach Access, Children's Swings & Play Equipment, Ball Field**

Parking: 47 vehicles, 16 trailers

Ramp: 130' long, 20' wide

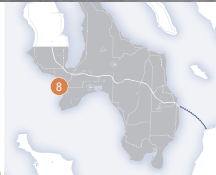
District: #3 Clinton

Recommendations:

- Coordinate with appropriate private and public agencies to develop a strategic plan for jointly-owned marine access facilities to determine the most appropriate improvements and establish priorities. Improvements could include returning the ramp to usable condition, and/or developing infrastructure for non-boat ramp activities such as kayaking or canoeing.



8 Mutiny Bay



Acres: **4.95**

Ramp: **100' long, 22' wide**

Services and facilities: **Parking, Boat Ramp, Fishing, Beach Access**

Parking: **20 cars/trailers**

Ramp: **100' long, 22' wide**

District: **#1 Freeland**

Located at the west end of Robinson Road, just south of Freeland, Mutiny Bay consists of a launch ramp and undeveloped uplands. This waterfront site is heavily used by fishermen and a great location for hand launching kayaks. Separated from the beach and ramp are a number of publicly owned parcels. There is a gravel parking lot in the upland area. The remainder of the property is brush-covered wetlands, serving as a drainage basin for the surrounding properties.

Major issues: The ramp is subject to sand accretion and needs to be cleared on a weekly basis. The upland area periodically floods.

Recommendations:

- Coordinate with appropriate private and public agencies to develop a strategic plan for jointly-owned marine access facilities to determine the most appropriate improvements and establish priorities.



Implementation

The Comprehensive Scheme contains a number of initiatives and projects that help to achieve the Port's strategic goals and objectives. The following three questions have been developed to help prioritize recommendations and evaluate potential future opportunities:

Q1

HOW WELL DOES THE PROJECT/INITIATIVE SUPPORT THE PORT'S STRATEGIC GOALS?

Strategic Goal 1: Support business growth

This initiative/project has the potential to provide jobs, especially with family-wages and in underserved industries.

Strategic Goal 2: Enhance transportation opportunities

This initiative/project can enhance public transportation service, improve ferry use efficiency, or support multi-modal transportation alternatives.

Strategic Goal 3: Maintain and protect waterfront public access and recreational opportunities

This initiative/project will enhance existing public access or support efforts to expand public shorelines and recreational opportunities.

Strategic Goal 4: Improve the Port's financial performance

This initiative/project will generate net revenue.

Strategic Goal 5: Enhance community relations and partnering

This initiative/project can educate the general public about the Port and enhance cooperation with other public agencies.

Q2

WOULD ANOTHER AGENCY OR THE PRIVATE SECTOR BE BETTER ABLE TO PROVIDE THE SERVICE?

Port is the best organization to lead/manage

This initiative/project cannot be accomplished by another organization.

Unique, access to grant funding or Port skills will add benefit

The Port has access to funding or unique opportunities to accomplish this initiative/project that are not available to other organizations.

Q3

WHAT IS THE INHERENT LEVEL OF RISK IN PURSUING THE PROJECT/INITIATIVE?

Require minimal investment in staff time and/or financial resources

This initiative/project can be accomplished using minimum Port finances or staff resources so as not to preclude the Port from pursuing other initiatives.

Lower risk and operational and maintenance costs

This project/initiative does not require the Port to take on significant financial risk and/or will lower operation or maintenance costs. This project/initiative will not require extensive or costly permitting.

Meet community goals

This initiative/project aligns with the community vision as set forth in the Comprehensive Plans and Shoreline Master Plans.

Recommended Actions

Based on input gathered during the planning process, Port Commissioners and staff have organized projects and initiatives into two categories: highest priority actions and other possibilities. Actual implementation will depend upon multiple factors, including market demand and financial feasibility; grant availability and/or private or Port funding sources; permitting requirements; and design considerations. Port Commissioners and staff will continue to refine and update the list of projects/initiatives as needed over time.

HIGHEST PRIORITY	Projects:
	Modify the South Whidbey Harbor breakwater to better accommodate larger passenger ferries and tour boats.
	Design, permit, and rebuild Possession Beach boat ramp and add new floats. Pursue grant funding as appropriate.
	Install surveillance cameras at Port and jointly-owned sites to enhance marine security and inform users of current conditions.
	Initiatives:
	Institute an outreach and marketing program to maximize year-round occupancy at South Whidbey Harbor.
	Coordinate with appropriate private and public agencies to improve transportation and multi-modal connections for commuters, residents, and tourists.
	Joint-market with local economic development interest groups to attract new, family-wage focused businesses.
	Work with Island County to add an Economic Development Element to the Island County Comprehensive Plan.

OTHER POSSIBILITIES	Projects:
	Apply for grants to develop a South Whidbey Harbor Master Plan that coordinates with and supports Langley's Waterfront Development Plan, aligns with the Port's goals, and considers existing facility conditions and the current regulatory environment.
	Analyze market demand and construct infrastructure improvements to attract industrial incubators and marine related light industries.
	Perform an engineering and use analysis on Clinton Dock to determine whether it is most appropriate to repair or remove the facility. If the use analysis favors repairing the facility, pursue supplemental funding for dock repair/replacement.
	Upgrade the Bush Point residence as needed.
	Coordinate with appropriate private and public agencies to develop a strategic plan for jointly-owned marine access facilities to determine the most appropriate improvements and establish priorities.
	Consider providing additional opportunities for recreational kayaking and non-motorized boating at Port facilities.
	Initiatives:
	Establish a new ILA with the City of Langley once the initial phase of the South Whidbey Harbor expansion is completed and the current ILA terms are fulfilled.
	Revisit levy rates to create an economic development fund.
	Collaborate with recreation interest groups to promote eco-tourism and non-motorized boating.
	Develop a program for volunteers to perform routine maintenance at the Port's recreational assets and boat launches.
	Develop and maintain an asset inventory that guides investment.
	Leverage existing public outreach to educate the public about the Port.
	Explore and, if appropriate, implement revenue generating opportunities such as vacation rentals, campsites, or retail/gas sales.
	Collaborate with the appropriate agencies in promoting the best economic interests of the fairgrounds in Langley.
	Partner with public agencies to develop a coordinated signage system that identifies Port properties and advertises opportunities for public waterfront access.



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Comprehensive Scheme Amendment I

November 22, 2016

Fairgrounds

The Island County Fairgrounds is a 12.8 acre site located in Langley traditionally used to host the annual Whidbey Island Area Fair along with other community events. The first buildings were constructed in 1923 and the iconic Pole Building was completed in 1937. Presently there are 27 structures, and over time the buildings and infrastructure at the Fairgrounds have deteriorated and many aspects of the Fairgrounds are in poor condition. In 2014 the Island County Commissioners asked the Port to assist them in developing a solution to this issue. In 2015 and 2016, the Port conducted studies while managing and marketing the property, and realized that there is great potential to renovating and rejuvenating the Fairgrounds. In August 2016 the Port conducted a ballot measure to ask if the South Whidbey residents would support the transfer of ownership of the property from the County to the Port, along with a 5 cent per thousand assessed value property tax increase for the Port to support the management of the property. The ballot measure was supported by a majority of the South Whidbey voters.

The Port will work on transferring the property ownership to the Port, and upon receiving ownership, will begin the process of renovating the buildings and infrastructure on the property and marketing the facility.

Comprehensive Scheme Amendment II

July 10, 2018

Parking in Mukilteo

- The South Whidbey Fire/EMS District estimates that their service population varies from 12,000 off peak to as much as 30,000 during the summer which includes tourism and ferry traffic¹
- 71% of residents in the Port of South Whidbey's (Port) District commute outside the District for employment¹
- The Mukilteo-Clinton Ferry transported the most vehicles in all of the Washington State Ferries system in 2017 (2,257,709 vehicles; total ridership was 4,105,396)²

Clearly, vehicle transportation to and from Whidbey Island is crucial according the facts described above, much of which utilizes the Mukilteo-Clinton ferry. Currently, there is no publicly available short-term parking in Mukilteo for longer than 4 hours. Not having access to short-term parking in Mukilteo for longer than 4 hours has a hugely negative impact on the Port's economy that is dependent on visitors. In addition, there is currently a shortage of 518 parking stalls in the downtown Mukilteo waterfront area (there are currently 802 parking stalls total, while there is a need for 1,320 stalls).³

The Port has a unique opportunity to collaborate with the Tulalip Tribes and assist in developing a park and ride parking lot, which will greatly support the Port's economy. Specifically, a significant portion of the parking lot can be dedicated to Whidbey Island visitors, which is the biggest unmet demand at this time. The Port intends to enter into a Memorandum of Understanding with the Tulalip Tribes and the Port of Everett, with the purpose of assisting in finding funding for the capital project of developing the park and ride parking lot.

¹According to "Economic Trends in the Port of South Whidbey" by BST Associates, August 9, 2013

²According to Traffic Statistics Rider Segment report from Washington State Ferries, Jan 1, 2017 through Dec 31, 2017

³According to "Mukilteo Downtown Waterfront Parking Study" by the City of Mukilteo, BergerABAM, and Fehr & Peers