

Island County Public Works

2006 Non-Motorized Trails Plan



Volume I ~ March 2006

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ACKNOWLEDGEMENTS

Island County would like to gratefully acknowledge the input, advice and support received from the following people and organizations in completing the 2006 Island County Non-Motorized Trails Plan:

Island County Commissioners

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Camano Island State Parks

Island County Public Works Project

Focus Group Organizations

1/2 Link Bike Shop

Back Country Horsemen

Bicycles Northwest

Camano Action for Rural

Environment

Camano 101

Camano Neighborhood Walkers

City of Langley

City of Oak Harbor

Coupeville School District

Ebey's Landing National Historical Reserve

Environmental Health Assessment Team

Four Springs Preserve

Friends of Camano Island Parks

Friends of Freeland

Greenbank Farms

Harbor Pride

Island County Outdoor Recreation

Enthusiast

Island County Public Works

Island County Parks

Island County Trails Council

Island Transit

Pacific Northwest Trails Association

Port of South Whidbey

Stanwood Velo Sport

South Whidbey Parks and Recreation

Town of Coupeville

US Navy

Walkable Langley

Washington State Parks – North West Regional Office

Washington State Parks, Camano Island

Washington State Parks, Deception Pass

Washington State Parks, South Whidbey

Washington Water Trails Association

Whidbey Camano Land Trust

Whidbey Island In Motion

Whidbey Island Sea Kayakers

Whidbey Walks

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Designs Northwest Architects Inc.
Northwest Trails Inc.
Osprey Environmental Services, Inc.

1 INTRODUCTION

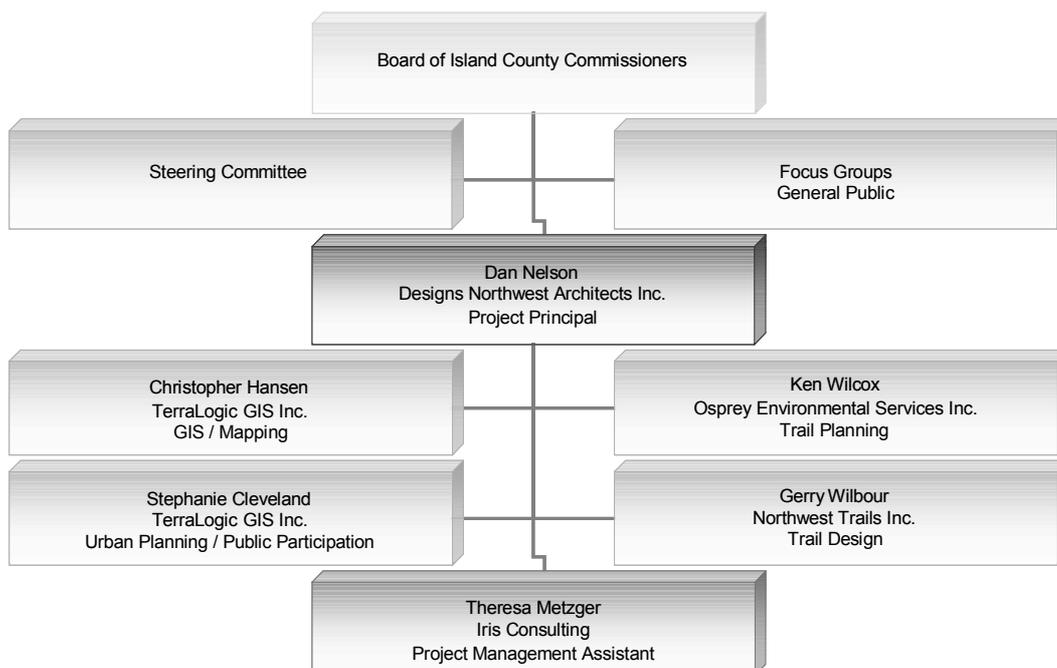
Welcome to the 2006 Island County Non-Motorized Trails Plan, a practical framework for the construction and improvement of non-motorized trails on Whidbey and Camano Islands for the next 20 years. This plan represents an investment by Island County Public Works toward increasing non-motorized transportation and recreation options for all residents of Island County. It is not intended to regulate or direct hunting in Island County.

The benefits of non-motorized trails are multi-fold. Community connectivity, enhanced recreational opportunities, reduced environmental and noise pollution, local economic benefits, and improved health and quality of life are all positive outcomes that can be expected as this plan is implemented.

Note: For a definition of a Non-Motorized Trail, please refer to Island County Code 9.56, which states: *“No person shall operate, propel, or leave standing a motor vehicle on a County Non Motorized Trail. Motor vehicles include, but are not limited to, automobiles, trucks, tractors, motorcycles, off-road vehicles, “dirt bikes”, and similar vehicles. Exceptions are for motorized wheelchairs or similar motorized devices being operated by persons of disability.”*

1.1 PROJECT TEAM

This plan was developed by a team of local consultants under the guidance of Island County’s Public Works department and with extensive involvement by the public. The primary consultant was Designs Northwest Architects Inc., a Stanwood-based architectural and planning firm. Additional consultants include the mapping and Geographic Information Services (GIS) firm TerraLogic GIS, also based in Stanwood, and experienced Bellingham-based trail planners and builders Osprey Environmental Consulting Inc. and Northwest Trails Inc. The project team’s structure is shown in the following diagram and the background of each team member is highlighted in Appendix 1 – Plan Development.



1.2 PLAN ORGANIZATION

The 2006 Island County Non-Motorized Trails Plan consists of two volumes. *Volume I* contains the main body of the plan including purpose and goals, information about the community’s need for non-motorized trails, an assessment of existing facilities, general and specific recommendations for new facilities and important information about funding and implementation. Due to the regional nature of Island County, major sections of Volume I are further organized into four regions – Camano Island and North, Central and South Whidbey Island.

Volume II contains supporting data for the plan. This includes information on how the plan was developed, public participation data, safety and education information, charts, spreadsheets and photos.

1.3 PLAN MAPS

Several maps provide the foundation for this Trails Plan. Island County’s existing non-motorized trails facilities, the recommended on- and off-street trails and short-term priority projects are depicted on the following maps:

Plan Section	Map Number	Data Included
5 – Existing Facilities	5-1	Existing On-Street (Road Cycling) Facilities
	5-2	Existing Off-Street (Recreation) Facilities
7 - Recommendations	7-1	Countywide Short Term Project Locations
	7-2	Countywide On-Street (Road Cycling) Recommendations
	7-3	Camano Island Off-Street (Recreation) Recommendations
	7-4	North Whidbey Off-Street (Recreation) Recommendations
	7-5	Central Whidbey Off-Street (Recreation) Recommendations
	7-6	South Whidbey Off-Street (Recreation) Recommendations

Maps 7-1 and 7-2 are countywide in order to show inter-connectivity between all Island County regions. Maps 7-3 through 7-6 are regional in order to enable a suitable scale for viewing the details of the off-street recommendations included in this plan.

2 PURPOSE AND GOALS

It is no surprise that the people of Island County place very high value on opportunities to walk, bike, ride a horse, or paddle a sea kayak, either for personal enjoyment, or simply to get from one place to another. While these activities might often be regarded as recreational in nature, there are many important transportation benefits to be realized as well, particularly from walking and cycling within and between communities.

As key components of any multimodal transportation system, facilities for walking and cycling offer a wide range of benefits, including reduced traffic and congestion, reduced pollution, noise and other environmental impacts, and enhanced public safety. Whether they are utilized for a more narrowly defined transportation purpose or for recreational enjoyment generally, trails and bikeways often require only low-cost, low-maintenance infrastructure, which if properly designed and located, can significantly enhance connectivity and mobility between communities and destinations. Well placed and well constructed, they can also stimulate tourism and other sustainable economic development, while contributing to public health and the livability of communities.

The Island County Transportation Plan recognizes the important role of non-motorized transportation in the simple wording of this primary objective:

Meet the needs of bicyclists, pedestrians, and equestrians and encourage the development of non-motorized facilities.

Thus it is the purpose of this plan to help Island County staff and decision makers meet this objective. To help ensure that a wide range of benefits including those listed above are fully realized, the following goals and key objectives are provided to further guide the plan's implementation.

Goal #1: Develop a comprehensive, high-quality non-motorized transportation system in Island County in order to:

- Encourage and support the development of on- and off-street facilities for non-motorized travel, including new and existing trails, designated bikeways, and the public road system, that serve and connect communities and destinations throughout the county.
- Ensure that facilities are designed, built, and maintained to an appropriate standard in order to accommodate safe and efficient non-motorized travel that meets the needs of users.

Goal #2: Develop an expanded, high-quality recreational trails system in Island County that:

- Encourages and supports the development of recreational trails, and where appropriate, trailheads, parking, signing, sanitation, visitor amenities, and related facilities that can equitably serve communities and destinations throughout the county.

- Ensures that trail facilities are built and maintained to an appropriate standard utilizing low-impact and low-maintenance design, while accommodating safe and efficient use by a variety of user groups.
- Accommodates the needs of the physically disadvantaged through the application of universal design techniques at trailheads and along trails that are best suited to such use.

Goal #3: Encourage public use and enjoyment of non-motorized transportation facilities and recreational trails in order to:

- Help develop and support educational efforts that encourage non-motorized travel as a cost-efficient, environmentally friendly, and sustainable alternative to motorized travel.
- Be responsive to the public's desire for new and enhanced trail-based recreation opportunities in urban, suburban, rural, and wildland environments, and serving a diversity of users.
- Promote the development of facilities that are aesthetically pleasing and complementary to their natural surroundings.
- Encourage volunteer efforts, cooperative programs, and public-private partnerships in the development, improvement, and maintenance of trails and related facilities.
- Provide, where appropriate, for the posting and enforcement of rules and regulations that apply to trails and public roads in order to enhance public safety, reduce conflicts, and ensure adequate protection of private property, public facilities, and the natural environment.
- Help build awareness among motorists of the rights and responsibilities of both motorists and cyclists and the importance of "sharing the road."
- Promote community and school-based educational programs that teach or encourage safe bicycling for all riders, including the importance of wearing helmets.
- Support the production of trail and non-motorized travel maps and information in the form of brochures, visitor kiosks, websites, signs, or other means.

Goal #4: Ensure that sufficient local resources, including staff support and funding, are provided to implement the recommendations of this plan over the next five to twenty years, specifically by:

- Dedicating staff and local resources while actively pursuing state and federal grant funding necessary to develop trails, bikeways, trailheads, and related facilities as outlined in this plan.
- Establishing an ongoing, multi-agency coordinating committee to assist with the management of resources, project selection and priorities, property or easement acquisitions, community outreach, volunteer support, as well as the actual development or improvement of recommended facilities.

- Carefully integrating the implementation of this plan with related planning, funding, permitting, development, and maintenance programs administered by the Island County public works, parks, planning, and/or community development departments. Specifically, priority projects recommended in this plan should be identified in the county's (or in some cases, a city's) transportation improvement program, capital facilities plan, and/or comprehensive plan.
- Facilitating adjustments to the plan's recommendations or priorities in response to new or unique opportunities, emerging needs, or other changed circumstances.

3 COMMUNITY NEED FOR NON-MOTORIZED TRAILS

An extensive inventory and assessment of Island County's roads and trails was conducted as a part of this plan. This detailed inventory is included in Section 5. An overview of existing needs and system deficiencies is provided below, followed by a brief comment on use trends and available data illustrating the need for trails and non-motorized transportation facilities in Island County. Planning requirements to qualify for Washington State's Interagency Committee for Outdoor Recreation (IAC) grant funding are also noted.

3.1 NEEDS OVERVIEW

The overall need for trails and facilities for recreation and non-motorized travel in Island County is well established in the county's comprehensive plan through its goals, objectives, and policies which broadly reflect the greater community's concern for ensuring safe and efficient systems for recreation and non-motorized travel. These needs were further confirmed during the development of this plan and are summarized below.

Although excellent facilities exist in many areas, they are clearly lacking in others. For example, trail networks occur within some of the larger parks and open space areas, such as Camano Ridge, Goss Lake Woods, the Kettles, and Deception Pass State Park, yet are often lacking within or adjacent to population centers and are not developed or maintained to an appropriate standard. Regional trail connections are virtually absent, a major exception being the Kettles Trail which links Coupeville to Fort Ebey State Park.

Other important facilities do exist which could serve as key segments in a regional trail system, but these routes are incomplete or intermittent at best. The waterfront walkway in Oak Harbor and side paths in Coupeville and Langley are good examples. Accessible trails consistent with the Americans with Disabilities Act are also in short supply. This plan seeks to rectify many of these deficiencies.

Summary of Community Needs

- Trail networks within easy access of population centers
- Local and regional trail connections between communities and major destinations
- ADA accessible trails
- Facility upgrades and completing connections along existing trails and on-street routes
- Shoulder widening along key cycling routes
- Safety improvements along state highways
- Improved trailhead access and user amenities

In terms of on-street systems, wide, paved shoulders which are important to safe and efficient cycling can be found along many county roads. However, shoulder conditions and widths can be highly variable, and cyclists are likely to encounter sections with narrow or non-existent shoulders along most routes. This may be generally acceptable on quiet back roads with low traffic volumes and good visibility, but is not desirable for key connecting routes between communities or major destinations.

On Whidbey Island SR 20 presents several unique challenges. The historic bridge over Deception Pass provides very limited space for cyclists and pedestrians and represents a major

deficiency and traffic safety concern. Along the length of Whidbey Island, most of SR 20 and SR 525 have wide paved shoulders that are generally suitable for cycling. However, south of Coupeville several busy sections of SR 20 are completely lacking rideable paved shoulders which present an obvious safety concern for users. The Washington Department of Transportation apparently has no immediate plans to widen these shoulders.

Based on extensive field surveys of existing trails and road systems, as well as substantial input from the public, there is a clear need to enhance safety, improve linkages, and develop new facilities in areas of the county that are not well served. These represent major challenges that will likely require considerable resources and many years of effort to resolve. This plan will be an essential tool for addressing those challenges.

3.2 TRENDS AND DATA

As the above summary suggests, the need for trail facilities in Island County is more readily expressed in qualitative, rather than quantitative terms. Some plans attempt to quantify need by correlating the total population of a given area with the number of trail miles available for different types of facilities for different types of users in a variety of settings. By applying a standard of so many miles of a certain type of facility for every 1,000 residents, one would then match this against the available supply (usually in miles available) and any shortfall would represent the "need" for additional facilities.

However, a standard that may seem acceptable in one community may be far from adequate in another. Community values and preferences, levels of participation, diverse settings, population demographics and distribution, public policy, and many other factors can influence residents' perceptions of what constitutes an acceptable standard of service. For purposes of this plan, it was determined that a formal needs assessment was not necessary at this time and that a review of existing trend data would suffice. This existing data is described in the following paragraphs.

Population Growth

Given the steady increase in population (noted in Section 4.1) and related growth and development pressures that Island County has been experiencing, the demand for facilities would seem very likely to increase in proportion to population growth. Many new residents are choosing to live in the county in order to enjoy the high quality of life that exists here, including opportunities for trail-based recreation. The county's comprehensive plan anticipates a certain amount of growth and new assessments of the need for trails and non-motorized transportation should be considered as that plan is updated.

1995 Island County Non-Motorized Trails Plan

The 1995 Non-Motorized Trails Plan offers useful insight into the level of interest in trails and non-motorized transportation that exist in Island County. Needs that were identified at that time remain largely unmet.

Table 3-1 summarizes overall participation rates for trail-related activities noted in the 1995 plan. The data are based on a random telephone survey of residents. While these rates may have changed somewhat over the past ten years, they do indicate considerable interest in these activities, particularly walking and day-hiking. Seventy-five percent of survey respondents said

they enjoyed walking in a park, on the beach, or on a trail at least three times per year. (Accuracy is +/- 8 percent. Further survey results are contained in the 1995 Non-Motorized Trails Plan.)

Table 3-1 Participation Rates, Trail-Related Activities

Activity	3 - 6 times per year	>6 times per year	Not at all
Canoe/kayaking	5%	6%	82%
Horseback riding	5%	10%	84%
Mountain biking	3%	9%	84%
Bicycle touring	8%	22%	68%
Backpacking	10%	10%	71%
Walking/day-hiking	19%	56%	17%

National Studies

Over the past two decades, many other studies and observations of national, state, and regional trends have been published by the Federal Highway Administration and others which suggest that the public's interest in trails and non-motorized transportation remains strong. Nationwide, recent trends in bicycling and walking have increased considerably since 1990.

The National Bicycling and Walking Study Ten-Year Status Report (2004) provides some of the most current information available. According to this report, of all trips made by any travel mode, the number of walking trips increased from 7.2 percent in 1990 to 8.7 percent in 2001. By comparison, trips by bicycle grew from 0.7 percent to 0.8 percent over the same period. These numbers can be misleading, however. In terms of the number of trips made, both modes nearly doubled in a decade. But the number of trips by automobile also increased substantially, which kept the percentage increases in bicycle and pedestrian trips much lower than they might have been otherwise.

Interagency Committee for Outdoor Recreation (IAC) Findings

Statewide estimates of individual participation in outdoor recreation were published in 2002 by the IAC in "An Assessment of Outdoor Recreation in Washington State." Although the IAC and Island County surveys were constructed differently and the data and analyses are not directly comparable, participation in these activities by Island County residents is substantial.

Several notable conclusions from the IAC's statewide study are worth noting here:

- Linear activities such as biking and walking were found to be the most popular of all outdoor recreation activities, including sports.
- Natural settings are especially important to many activities.
- There is growing evidence of declining public health related to inactivity, and a need to address the role of outdoor recreation in helping to reverse this decline.

In 2003, the IAC published "Estimates of Future Participation in Outdoor Recreation in Washington State" which projected that the numbers of people who actively go walking, cycling, and paddling were likely to grow at a faster rate than those who go hiking or horseback riding, although the demand for facilities continues to increase as the population increases.

The IAC generally requires some effort be made in terms of a demand and need analysis in order for a proposed project to qualify for grant funding. It is important to have a clear sense of what the community wants and what the priorities are, based on meaningful citizen participation in the planning process. Is it also recognized that a less formal, albeit thorough, process may be acceptable for smaller communities.

Emphasis was therefore placed on conducting extensive field surveys throughout Island County to identify site-specific needs and opportunities, as well as consultations with agency staff, trail users, interested organizations, and others. The goals and objectives of this plan are not based on quantitative considerations, but rather on the desire to improve and link existing facilities, while also enhancing opportunities in areas that are not well served. Priorities were established through a citizen-driven process that included dozens of meetings with individuals, small groups, and larger audiences.

The IAC also requires that proposed projects be identified in an adopted plan. Transportation Enhancement grants rely more on a ranking system with considerable deference to local communities to determine their own priorities. Proposed transportation projects are typically identified in the local six-year Transportation Improvement Program (TIP). It is anticipated that many of the priorities identified in this plan will be included in future updates of the TIP or capital facilities plan.

2006 Trails Plan Public Workshop Surveys

Although formal surveys were not completed as a part of this plan, attendees at the four Public Workshops conducted for this Trails Plan in October, 2005 were asked to complete a survey indicating their interest in recreation and non-motorized travel. Complete survey results are included in *Volume II – Steering Committee, Focus Group and Workshop Input*. Major findings include:

- The majority of respondents (80%) indicated that hiking, walking, beach access and nature observation were of primary importance to them.
- The majority of respondents (57%) would use the trails recommended in this plan 1 to 3 times a week.
- The majority of respondents prefer natural, rather than paved, trails.

4 KEY ISSUES & OPPORTUNITIES

A number of key issues and opportunities were identified during the development of this plan, including many that have relevance to the county as a whole, and others that are more specific to one of the four general planning areas (Camano Island and North, Central, and South Whidbey Island). For example, public safety is an important concern for all on and off-street facilities, while providing for safe and efficient bicycle or pedestrian travel through the Deception Pass area is an important planning challenge specific to north Whidbey Island. This section begins with an overview of key issues and opportunities relevant to the entire county. A summary of site specific issues and opportunities for each planning area begins with Section 4.2. All are specifically addressed in the plan's recommendations contained in Section 7.

4.1 COUNTYWIDE

Regional Connections

One of the principal objectives of this plan is to provide for facilities "that serve and connect communities and destinations throughout the county." On-street facilities can often be upgraded or extended to serve this purpose; however, establishing local and regional off-street connections can present a more serious challenge, due to the general lack of public right-of-way outside of the existing road network. A few large public land ownerships, such as state and local parks, conservation areas, and school grounds can (and do) help facilitate key links in some areas, while limited undeveloped road right-of-way, public or quasi-public utility corridors, and public easements granted by private property owners can help provide other critical links. There is also great potential on north and central Whidbey Island for the U.S. Navy to partner with the community in providing critical links in the regional trail system (as further discussed below). In developing urban and suburban areas, community trails are highly valued, and local jurisdictions may be able to negotiate trail connections or other public access in conjunction with the review and approval of major development projects.

In some cases, off-street facilities (typically pedestrian sidepaths) can run parallel to existing public roads where adequate right-of-way width and other conditions are conducive to trail development. Good examples of this are found in Coupeville and Langley where waterfront views and historic settings contribute to an enjoyable trail experience. Side paths along busier roads and highways might offer affordable and functionally important links in a larger system, but are not always well suited to recreational use since they may not satisfy the public's desire for an attractive walkable environment. Where extra right-of-way width is available, such as along SR 20, side paths can sometimes be located well back from the roadway and be developed to a higher standard that can also accommodate cyclists and/or equestrians, although traffic noise may still deter some users.

Given these constraints, if substantial regional connections are to be established, as recommended by this plan, then outright purchase of land or easements in some locations will be necessary. This will require a dedicated effort toward identifying prospective corridors and supportive landowners. Local trail advocates and affinity groups can be critical partners in meeting this challenge.

Public Safety

One of the more obvious issues of concern to all trail users is personal safety. Along on-street routes, safety concerns often relate to traffic speeds and volumes (including truck traffic), visibility, paved shoulder width, maintenance issues, and street, driveway or trail intersections. In fact, research has shown that the majority of collisions between cars and bicyclists occur at intersections. Countless factors, such as the condition of facilities, weather, the experience and behavior of motorists and trail users, signing, equipment failures, and the like can contribute to safety concerns, and most of these are addressed in established standards and guidelines for the design and development of on and off-street facilities. Public education efforts geared to motorists, child and adult cyclists, and other trail users can also enhance safety. Such efforts are often community-based and coordinated between public agencies, schools, user groups, and nonprofit organizations. Many successful models for these kinds of programs have been developed in bicycle and pedestrian-friendly communities around the country (see *Volume II*).

User Conflicts

In some locations, the competing needs and desires among the various trail user groups creates both real and perceived conflicts that may seem difficult to reconcile. Hikers enjoying a quiet walk in nature may be discouraged by a careless mountain biker speeding downhill around a blind corner. Mountain bikers, a group that has been very active in developing new trail opportunities in Island County in recent years, may feel that hikers want to limit their access to trails they may have personally helped build. Equestrians may feel that certain trails are closed to their enjoyment unnecessarily due to concerns about the trail damage horses can cause. Some users may assume that horses or bikes are the source of trail rutting, mud holes, or other damage when the true culprit may be poor trail design, clogged drainage, inappropriate surface treatments, or a lack of maintenance.

However, many of these apparent conflicts can be addressed through appropriate design and maintenance. Trails that are well designed and constructed for heavier use by bicycles or stock are much more likely to hold up well to the impacts of these users, thereby enhancing the trail experience for everyone. Nevertheless, environmental sensitivities, unique opportunities for particular user groups or other site-specific circumstances may justify limiting certain trails to one or more user groups. Safety concerns, potential hazards, or a desired user experience might also warrant some restriction on use. A boardwalk trail or a trail to a wildlife viewing blind, for example, might best be limited to hiker or wheelchair access only. User conflicts that can be more readily resolved through design and construction techniques are generally addressed in that manner, often without imposing restrictions. Rules can also be posted at trailhead kiosks; with more aggressive enforcement should significant problems develop. Where restrictions are warranted, it may be possible to designate separate routes for the various user groups so that everyone can enjoy what a particular area has to offer. Experience elsewhere has demonstrated that the various user groups can and frequently do work together successfully to resolve most problems.

Trail-Related Facilities

A well functioning trail system requires adequate provision of supporting facilities such as trailheads, street crossings (above, below, and at-grade), informational, directional, and regulatory signing, lighting (where appropriate), sanitary facilities, viewing areas and

interpretative sites, beach access, picnicking and camping areas, ADA accessible design, bicycle parking, hitching posts (for equestrians), small boat put-ins (for water trails), and other user amenities. While many trails may require little more than a small parking area and a few signs, more substantial improvements, including a larger parking area, restrooms, information kiosk, interpretation, landscaping or other amenities would be appropriate along major routes and at regional trailheads serving a larger number of users.

Public Transit

High-quality public transit services are available throughout Island County and represent a significant opportunity for cyclists and pedestrians to extend their reach. Busses are equipped with bike racks and are well linked to the regional transportation system, including the Washington State Ferry system and other public transit systems in surrounding counties. Island Transit is also fare-free and supported by local sales tax. As a result, cyclists and pedestrians currently enjoy excellent opportunities to travel to, from, and within Island County at minimal cost.

Since most travel trips by bike or on foot tend to occur in and around urban areas, public transit can play an important role in transporting cyclists and pedestrians from the outlying areas into the city, helping to reduce the impacts of our predominantly car-based transportation system. Transit can also serve as important links where major gaps are present in the current trail system. New and expanded facilities, such as trailheads and transit stops, can be closely coordinated to further integrate these complementary travel modes.

Navy Properties

The U.S. Navy maintains a substantial presence on Whidbey Island, with major facilities in and around Oak Harbor, and more limited facilities and land holdings near Coupeville and Greenbank. While public access is highly restricted in some areas, authorized military and civilian traffic does include at least some bicycle and pedestrian access. A few areas are generally available for limited public use and recreational enjoyment, such as Rocky Point and Maylor Point, both of which offer very attractive destinations for trail users (access to Maylor Point may be subject to a security check-in at the guard station on Pioneer Way).

In the future, if the Navy determines that enhanced public access to its properties can be accommodated without compromising operational, management, or security concerns, there are certainly a number of sites that offer exceptional potential for public use and enjoyment, particularly at Polnell Point, Crescent Harbor, and Lake Hancock. At these sites and elsewhere, the Navy could serve as a key partner with Island County communities to help realize the great potential that exists for a high-quality regional trail network. Nevertheless, it is important to recognize that the Navy has its own mandates, that many areas will remain off-limits to the public, and that it will likely retain the ability to restrict access to any of its properties at any time.

Water Trails

The Cascadia Marine Trail (CMT) system extends across the bays, channels, and straits of the greater Puget Sound region and includes more than fifty campsites accessible to canoe and kayak

paddlers. In Island County, there are numerous potential launch sites and five established campsites, including:

- Ala Spit
- Joseph Whidbey State Park
- Oak Harbor City Park
- Fort Ebey State Park
- Camano Island State Park.

While the CMT is designed to serve the entire region, there is great potential for a distinct Island County marine trail system as well. Currently, a circumnavigation of either Whidbey or Camano Islands requires average paddlers to travel great distances between campsites which makes such an undertaking unattractive to many. Development of several new kayak campsites at strategic locations, as well as a few additional launch sites and "safe harbors" (for emergency use) would resolve this deficiency. It should be noted that a "Paddle the Perimeter" circumnavigation requires a substantial effort over at least several days, thus most paddlers would be expected to use only a portion of this system in any one outing. Paddlers seeking a variety of experiences and destinations would benefit from some additional improvements. The length, complexity, and natural character of Island County's shorelines offer extraordinary opportunities for paddling which could be realized with only a modest investment in new facilities. Since watercrafts are hand-launched, often from the beach, and campsites are small and few in number, the need for infrastructure is minimized. All that may be required is a soft-surface tent pad and a simple marker identifying the site as a water-trail campsite. In some locations, a portable or vault toilet, a short path, picnic table and/or grill may be desirable. Existing waterfront parks and boat launches are generally suitable for launching. New launch sites may need to provide a small parking area as well.

Beach Access

The shorelines of Island County are characterized by a diversity of scenic shoreforms, including the classic cliffs of Deception Pass, sandy accretion beaches which are widely dispersed and often privately developed, low-lying saltmarsh ecosystems (sometimes protected), and extensive eroding bluffs, especially along west and south-facing shores and often rising two to three hundred feet above the beach. Naturally, access to these areas is highly valued by the public. Fortunately, a substantial portion of the county's shorelines (or tidelands), are publicly owned, although the majority of these public beaches lie beneath the high bluffs and are not always easy to access. This results from the fact that over much of the twentieth century, the more accessible, low-lying beaches were sold off by the state for private use and development, a practice that was banned in 1970 due to the obvious impacts on access.

Numerous public access opportunities exist on Whidbey Island in the form of overlooks, boat launches, waterfront parks and trails, major regional parks, and simpler forms of access that may include only a short path or stairs and perhaps a small parking area, with or without a restroom. Access opportunities are much more limited on Camano Island and include only a handful of parks and boat launch sites. It seems clear that enhanced beach access would benefit the public in many ways on both islands, especially when improvements are made adjacent to some of the longer walkable beaches. Environmentally sensitive areas, such as seasonal wildlife nesting and

feeding areas, may need to be protected, and limited signing may be helpful in a few locations to discourage intrusions on private property. Important safety issues should be considered in the design and development of improvements. Site design should take into account the higher tides, storm tides, unstable bluffs (especially in the wet season or during stormy weather) and other factors that may influence public enjoyment of these areas.

Given the unique access opportunities that are available in Island County, improved beach access can be a cost-effective means of providing significant recreation benefits to residents and visitors alike.

Private Property and Vandalism

Some property owners who reside adjacent to proposed new trails may express concerns relating to possible trespass, littering, vandalism, theft, or similar impacts that could potentially result from trail development. While care should be taken in locating, designing, and constructing trails and trailheads in order to minimize these kinds of risks, the experience of many communities around the country shows that such problems are very uncommon overall. Numerous studies have been conducted over the past two decades, precisely to assess the risk of these kinds of impacts on adjoining property owners. The findings of these studies consistently show that, in the vast majority of instances, well planned and properly located trails do not introduce a significant risk of these kinds of impacts (see *Volume II* for more information). Furthermore, where informal, user-built trails are "formalized," that is, improved to an appropriate standard and regularly maintained, such facilities tend to become self-policing whereby the presence of responsible trail users tends to discourage others from creating problems.

Where a public trail across private property is desired or planned, easements or acquisitions are typically negotiated on a "friendly seller" basis. In many instances, landowners will recognize a proposed trail as a valuable amenity for their family, their neighbors, or their community, and may be willing to donate land or easements to accommodate its development. In recent years, developers have begun to realize that trails add tangible value to their development projects and they may be more than willing to cooperate with local government to include them in their plans as well-maintained trails can enhance property values and provide other economic benefits (please refer to *Volume II*, Section 5-4: Benefits of Non-Motorized Trails, for links to further information).

Public access to trails is sometimes provided by institutional landowners and others, such as the 5 miles of nature trails at Meerkerk Gardens (a non-profit entity) where a small fee is charged to help sustain the gardens. Another example is Whidbey Institute's Chinook Center, a conference and retreat center with several miles of trails available to the public. In some cases, open space tax status and conservation easements may also provide for public access to trails and waterfront areas. Also, nonbinding "handshake agreements" have occurred in some communities, where a local trails group obtains landowner approval to build a new trail (and maintain it), while the landowner retains the right to close the trail at any time if problems occur or persist. Such agreements can be verbal, but more often take the form of a friendly letter signed by both parties which clarifies expectations, including any improvements to be made, maintenance responsibilities, restrictions on use, the term of the agreement, and how to address any problems that might arise. In any event, new trails in Island County should not encroach onto private

property without the owner's consent. Furthermore, Island County will not expend trail building resources unless it owns the property or a permanent easement is negotiated with the owner.

Environmentally Sensitive and Critical Areas

Because trails are often located in parks, open space, and natural areas, protection of the environment, including critical areas, can be one of the most important considerations in developing new facilities. Broad community concern for the environment is well stated in the county's Comprehensive Plan, which envisions a future where:

“Standards that protect wetlands, streams, steep slopes, beaches, wildlife habitat, and other critical areas have been implemented for rural development. Public beaches and forests, bicycle paths, hiking trails and other assets for low-impact recreation have been added. Public funding for open space acquisition has continued. Restoration and enhancement of important ecological features has occurred throughout the County, primarily along shorelines.”

In 1984, Island County became one of the first counties in the state to adopt regulations protecting critical areas, which were used, in part, as a model for similar regulations adopted with the state Growth Management Act in 1990. A formal Critical Areas Ordinance was adopted by the county in 1998 and was being updated as this plan was developed. Critical areas include geologically hazardous areas, frequently flooded areas, critical aquifer recharge areas, wetlands, and fish and wildlife habitat conservation areas. Any development, including trails, that is proposed within or adjacent to a critical area must comply with the regulations, including the use of best available science, vegetated buffers, and/or mitigation of any adverse impacts. A project that does not meet the requirements or can not be adequately mitigated may be denied permits. Trails are not necessarily prohibited within critical areas. For example, an interpretive boardwalk along a wetland may be acceptable if the design and use are appropriate for the area, impacts are minimal, and mitigation is found to be acceptable.

Environmentally sensitive areas also exist which may not be formally designated as critical areas, such as rare or uncommon plant communities, or seasonal nesting or feeding areas for birds. Trail development in these areas should also be located and designed to avoid impacts. Some sensitive areas can be especially attractive for new trails and trailheads since they can provide opportunities for interpretation and education, as well as scenic views of natural landscapes. Wildlife observation is also enjoyed by many trail users, although some of the more sensitive habitats may need to be avoided altogether.

Whether or not an area is formally designated as a critical area, some areas may be extremely sensitive to the impacts of recreational trails. Trail construction may disturb sensitive wildlife or physically destroy rare plants and communities. Trail use and maintenance may compound impacts, such as increasing off trail use and trampling of vegetation, providing access for domestic animals which disturb and prey on wildlife, disturbing wildlife from recreational use, or acting as corridors for introduction and spread of invasive species. These potential impacts need to be carefully considered and evaluated at early stages of locating and designing trails and trail systems. Some areas may need to be avoided completely because of the unacceptable environmental impacts that trail construction, maintenance, and use would cause.

Low-Impact Development

In January 2005, the Puget Sound Action Team published “Low-Impact Development: Technical Guidance Manual for Puget Sound.” The manual provides stormwater and site-design professionals with tools and strategies that emphasize “conservation and use of existing natural site features integrated with distributed, small-scale stormwater controls to more closely mimic natural hydrologic patterns in residential, commercial, and industrial settings.”

The concepts can be applied to virtually any development project. The location, design and construction of new trails and trailheads should always consider low-impact design, which can be accomplished by consulting this manual and by incorporating appropriate construction techniques that have been developed by trail designers and builders to address this challenge. In addition to minimizing impacts, restoration of disturbed sites should be considered in conjunction with trail development.

Population, Growth and Development

In its vision statement, the county’s Comprehensive Plan acknowledges that “Island County’s natural beauty and unique character are powerful magnets,” which among other factors has contributed to rapid growth in population over the past several decades. This growth exerts substantial development pressure on communities and rural areas of both Whidbey and Camano Islands, which in turn impacts rural character, parks and open space, trails, and the transportation system. As the population of Island County continues to grow, the demand on trails and non-motorized transportation facilities can be expected to increase. At the same time, opportunities for new trails may diminish unless potential trail corridors and sufficient public open space can be preserved.

According to the U.S. Census Bureau website, the 2004 population of Island County was just over 79,000. About eighty percent of county residents live on Whidbey Island, the balance on Camano Island. Sixty percent of the Whidbey population lives on the northern portion of the island, including Oak Harbor, the Naval Air Station, and surrounding areas. From 2000 to 2004, the county’s population grew by more than ten percent, or double the statewide average. The retirement age population is somewhat greater (14.3%) than the statewide average (11.2%).

Although Island County, at 208 square miles, is the state’s second smallest in land area, population density is high, with more than 340 persons per square mile. This compares to 290 per square mile for Snohomish County, 14.3 for Jefferson County, 80.5 for San Juan County, 817 for King County, and 88.6 persons per square mile for the state as a whole. Given a high growth rate and a relatively high population density, planning for future trails should recognize the need to acquire key corridors while they are still available and reasonably affordable.

Public Health and Fitness / EHAT

Increased obesity and decreased activity are common amongst many population centers. Island County is no exception. According the Island County’s Environmental Health Assessment Team (EHAT):

- 73% Island County residents are physically inactive
- 53% of Island County residents were considered overweight in 2000

- 65% of trips under one mile are now taken by automobile

These factors are resulting in increased health problems for Island County's residents including heart disease, diabetes, high blood pressure, breathing problems and depression and anxiety. Many studies indicate that physical activity can reduce these health risks and has, in fact, been proven to decrease the risk of colon cancer by 50% and breast cancer by 25%. A key recommendation of EHAT's 2005 Walkability Study is to incorporate walking into daily life as both transportation and recreation. To do this, EHAT encourages walkable/bikable communities through:

- Sidewalks, pedestrian/bike paths
- Connectivity to destinations
- Access to transit
- Mixed uses
- Open spaces

This Trails Plan provides specific recommendations for meeting these goals, therefore improving the health and fitness of Island County residents.

4.2 CAMANO ISLAND

Key issues and opportunities on Camano Island include the following:

High Priority Sites

- *Camano Ridge Woods:* This is a major public open space area of more than 400 acres on the north-central part of the island, with an extensive trail system developed by local volunteers and open to mountain biking, hiking and equestrian use. Many of the existing trails follow well developed logging roads; however some are narrower single-track wildland trails. There is excellent potential for new trails at this location.
- *Bicycle Touring Loop:* There is a local desire and obvious potential for a scenic bicycle touring loop of twenty miles or more in length meandering around the island and connecting many destination including Cama Beach and Camano Island State Parks. The route could utilize a combination of road shoulders on arterials and shared roadways along the quieter back roads.
- *North End Walking Loop:* Residents have expressed strong interest in improving road shoulders, trails and/or walkways to create an attractive walkable and bicycle friendly loop using existing or expanded road rights of way around the northeast portion of the Island. The Loop would link together several neighborhoods with Terry's Corner including Camano Commons & Freedom Park, the elementary school and Senior Center on Arrowhead Road, as well as the Iverson Spit area.
- *Elger Bay Preserve to Cama State Park:* There is interest in connecting the trail systems in these two areas by creating a new connection along Dry Lake Road. The existing right of way could potentially support either widened shoulders or a medium standard separated trail.
- *Camano Ridge Woods to Cama Beach:* There is strong interest in connecting Camano Ridge to Cama Beach State Park with potential shoulder or sidepath improvements within the rights-of-way of Carp Lake Road, Camano Hill Road and West Camano Drive.

Regional Connections

In addition to the above, attractive regional links and corridors might include new trails between Utsalady, Camano Ridge, the Deer Lake area, and Cama Beach and Camano Island State Parks. Island residents have expressed a need for additional equestrian trails in these areas. However, the lack of public easements for such development presents an obvious major challenge to their development. Where easements or acquisitions are not feasible, sidepaths within county road right-of-way might be a viable option.

Water Access and Kayak Camps

Public access to the island's waterfront is limited. A number of kayak launch areas were identified and new opportunities were explored. Currently, there is only one formal kayak camp on the island at Camano Island State Park. The Iverson spit area on the east side of the island and

an Utsalady site on the north shore provide excellent shoreline access and the potential for attractive new kayak camps. Several other areas have kayak camping potential as well.

Ferry Access

There is a desire on the part of some Camano Island residents to establish passenger ferry service between the island and Oak Harbor and/or the seat of county government at Coupeville on Whidbey Island. Even a small foot ferry would make access to those locations and services much more convenient than the long drive that most are currently faced with. However, the most suitable site is owned by the Camano Yacht Club who has not expressed an interest in making this site available to the public. Adjacent property owners have also expressed traffic safety concerns. Nevertheless, such a facility, if it could be located and designed in an acceptable manner, would offer exceptional benefits to non-motorized travelers.

4.3 NORTH WHIDBEY

Key issues and opportunities on north Whidbey Island include the following:

High Priority Sites

- *Deception Pass Bicycle/Pedestrian Safety:* Bicycle and pedestrian safety is a major concern along SR 20 through Deception Pass State Park and over the spectacular Deception Pass bridges. The combination of narrow lanes and walkways, inadequate shoulders, high traffic volumes, turning movements, less than ideal highway crossings, and the tremendous attraction of this area for scenic and recreational enjoyment demand that the area deserves special consideration.
- *Pacific Northwest Trail:* The "PNT" is an emerging trail of national significance that is intended to link the Pacific Coast to the Continental Divide, from Washington to Montana. A portion of the route extends across Whidbey Island from Deception Pass to the Keystone Ferry south of Coupeville and would likely follow a combination of existing trails and road shoulders, passing through Oak Harbor, Coupeville, and the Ebey's Landing National Historical Reserve. New trail links in several areas would greatly improve this route.
- *Bicycle Touring Loop:* Quiet backroads and scenic waterfront views create an opportunity for one or more attractive bicycle touring loops, coinciding in some areas with the PNT. Touring routes running the length of the island have been referred to as the "Bridge-to-Boat Tour," connecting the Deception Pass Bridge with the ferries at Keystone and Clinton. Routes generally follow the eastern and western shores which not only offers a variety of routing options to cyclists, but helps create shorter touring loops in the north, central and south parts of the island. Many of these roads are already used regularly by organized bicycle touring groups and by independent riders. Shoulder widening in several areas would improve rider safety and enjoyment.
- *Oak Harbor Trails:* City officials have indicated a growing interest in the Oak Harbor community for new recreational trails and non-motorized transportation routes not only serving the local population, but also linking to the regional trail system. This is reflected in plans for new bike lanes along some streets, and the recent completion of the Freund's Marsh Trail from Scenic Heights Road to Oak Harbor City Park. A walking route among the heritage oak trees in the downtown area has been proposed as an attractive opportunity of natural and historic interest. A new pier along the bay is slated for development, and missing links along existing waterfront pathways are expected to be resolved soon. The Oak Harbor waterfront has been recognized as having strong potential for high-quality bicycle and pedestrian facilities that will likely be components of a number of waterfront enhancement projects identified in the "Brooks" study. New trails on the Fakkema property would also bring obvious benefits to the community.
- *SR 20 Bottleneck at Grasser's Lagoon:* Potential bicycle and pedestrian routes between Oak Harbor and Coupeville generally converge at a difficult stretch of SR 20 below Grasser's Hill at the head of Penn Cove. Connecting routes along Penn Cove Road,

Madrona Way, Libbey Road, and SR 20 itself are faced with a bottleneck situation here that presents a special planning and design challenge that clearly needs to be addressed. The issue is further discussed in the recommendations under Section 7.3.

Regional Connections

Major destinations on north Whidbey Island that could be connected by a regional trail system include Deception Pass and Joseph Whidbey State Parks, Dugualla State Park (currently undeveloped), the city of Oak Harbor, and a number of parks and beach access areas. There is also potential for a very attractive trail corridor from Oak Harbor to West Beach and/or Joseph Whidbey State Park by way of extensive properties owned by the Fakkema family, portions of which could potentially be annexed into the city of Oak Harbor. While the city has shared information concerning these possibilities, there are no definite plans or promises in place at this time to facilitate these new trails.

Water Access and Kayak Camps

Improved water access potential exists at a number of sites. While there are kayak campsites at Ala Spit, Joseph Whidbey State Park, Deception Pass State Park (within the Skagit County portion of the park), and Oak Harbor City Park, the spacing of these sites is considerable, especially for average paddlers, and limits the opportunity to enjoy a “Paddle the Perimeter” kayaking adventure. An informal campsite exists at Dugualla State Park that could potentially be relocated and improved. In addition, a new campsite near Polnell Point (Navy property), if feasible, could offer an excellent location to address the need for new sites. There is an opportunity to create a new ADA accessible trail and overlook just south of Ala spit. It is important to note that sea kayaking is a popular activity for many with mobility impairments.

Trails on State Park Lands

Minor trail enhancements are possible at all three Washington State Parks on northern Whidbey Island, with perhaps the greatest potential being a new looped trail system built to a “wildland” standard (as defined in Section 6.2), as well as improved beach access at Dugualla Bay. These are only general concepts and further planning by State Parks is required prior to any development.

Key Navy Properties

As noted previously, Navy properties of special interest to a regional trail system on northern Whidbey Island include Polnell Point, Crescent Harbor, and Maylor Point, among others. Based on conversations with the Navy, it is uncertain whether these areas will become, or in some cases, remain available for public use and enjoyment.

4.4 CENTRAL WHIDBEY

Key issues and opportunities on central Whidbey Island include the following:

High Priority Sites

- *The Kettles:* Within and adjacent to Fort Ebey State Park, the Kettles is an unusual landform that also hosts more than thirty miles of trails largely built by volunteers. The trails are mostly utilized by mountain bikers, with significant hiker and equestrian use as well. A few new minor connections may be desirable here, although the greatest need is for improved trailhead access from SR 20 along the east perimeter.
- *Ebey's Landing National Historical Reserve, Fort Ebey to Fort Casey:* This nationally significant historic area contains a few trails currently, and also holds great potential for several new trails providing important local connections and access to many scenic, natural, and historic sites of interest. Several critical missing links are complicated by the need for negotiated easements over private property which, to date, have not been successful. The National Park Service is updating its General Management Plan, which includes trail in Ebey's Landing. This Island County Non-Motorized Trails Plan is consistent with the General Management Plan.
- *Libbey Rd Trailhead:* An informal site at the southwest corner of SR 20 and Libbey Road is currently utilized as a trailhead by equestrians and others to access the Kettles' extensive trail system. The site is in a strategic location near the Kettles and Penn Cove, and appears to have strong potential for formal trailhead development.
- *Madrona Way:* This narrow, scenic road is a popular cycling route to and from Coupeville, although traffic visibility and the lack of paved shoulders for most of the distance are serious concerns. Limited right-of-way, steep bluffs on the shore side of the road, and a general desire to maintain the rural character of the area may conflict with the prospects of widening the shoulders for improved bicycle and pedestrian access. However, a separated gravel path may help address the demand for pedestrian use.
- *Coupeville:* There is strong interest in expanded bicycle and pedestrian opportunities in and around Coupeville. The new sidepath along Broadway Street complements other existing and planned trails in the vicinity. Improved connections to sites within the Ebey's Landing reserve are also a high priority for the community. Although a pedestrian overpass is available at Main Street and SR 20, there may be a growing need to facilitate a safer crossing of the highway at or near Broadway as well.
- *Rhododendron Trail:* An important regional connection, this planned trail will link the Kettles Trail at Main Street in Coupeville to the county's Rhododendron Park and would be built within the SR 20 right-of-way. Links to the ballfield area of the park and along SR 20 to Smith Prairie are also desirable.
- *Smith Prairie Trails and Trailhead:* A potential new trailhead at the junction of SR 20 and Parker Road has been identified as a desirable amenity and major access point for the

eastern portion of the Ebey's Landing reserve, perhaps serving as a form of gateway to the historic area. The site could also provide convenient access to Rhododendron Park as well as existing and planned trails on the Au Sable Institute's property close by (Smith Prairie).

- *Bicycle Touring Loop*: As with other areas of the island, potential routes along both the eastern and western shores are of interest, including one or more loops that could take in most parks and much of the area's charm.
- *Crockett Lake*: This important natural area near the Keystone Ferry terminal presents obvious potential for a sensitively designed nature trail, possibly a loop or a short boardwalk trail providing seasonal access to observe wildlife and the area's natural beauty.
- *Greenbank/Lake Hancock*: Greenbank Farm currently provides an extensive trail system that is available to the public, mostly in the form of mowed paths across hilly, grass-covered terrain. An adjacent county-owned property to the north includes a pleasant loop in a forested setting that can also be accessed from the Lake Hancock overlook next to SR 525. Lake Hancock is an inactive Navy site that offers good potential for an expanded trail system in this area, although there is no assurance from the Navy that the site will become available for public use.

Regional Connections

Major destinations in central Whidbey Island that would be desirable to connect by a regional trails system include: the city of Coupeville, Fort Ebey, Fort Casey, and Keystone State Parks, the Ebey's Landing area, the Kettles, Grasser's Lagoon, Rhododendron Park, Smith Prairie, and the Lake Hancock - Greenbank Farm area.

Water Access and Kayak Camps

A few opportunities exist for improved access to both the eastern and western shorelines. Only one designated kayak camp exists on central Whidbey Island, at Fort Ebey State Park. Other sites that could offer new kayak camping opportunities include Thomas Coupe Park in Coupeville and Fort Casey State Park. A public beach area east of Greenbank Farm might have some potential as well, perhaps as an emergency "safe harbor" site.

Ferry Access

Bicycle touring routes and the PNT, both of which extend well beyond Whidbey Island, could benefit from improved access to the Keystone Ferry, itself an important link in the regional transportation system. Desired improvements would include better signing, a touring map and information kiosk, and minor shoulder or pathway improvements.

4.5 SOUTH WHIDBEY

Key issues and opportunities on south Whidbey Island include the following:

High Priority Sites

- *Freeland Community Trails:* The Freeland community has expressed strong interest in establishing a local network of walking paths and bikeways, and some recent improvements have been made. A loop trail taking in the waterfront park and various sites of interest in the area would go a long way toward meeting this demand. A new Freeland Marsh trail has also been proposed, and there is strong interest in making a regional trail connection to Lone Lake and Langley, utilizing trail easements and county road rights-of-way.
- *Maxwelton Trail:* The county has developed plans and acquired substantial funding to construct a new path from the fairgrounds in Langley to South Whidbey Community Park. The route may include both paved and unpaved sections, and could serve as a safe route to schools.
- *Langley Community Trails:* The Langley community is also interested in enhanced opportunities for walking and biking in and around the city to complement a limited paved trail system that already exists. An expanded waterfront trail and a route from Langley to the trail system at Goss Lake Woods are of particular interest.
- *Upper Maxwelton Forest Trails:* This 200-plus acre site immediately south of SR 525 near Langley is being acquired from DNR for public use, with the help of the Whidbey Camano Land Trust. A good trail extends the length of the property. There is also potential for a looped system and possibly a link to the proposed Maxwelton Trail to the east.
- *South Whidbey State Park to Greenbank:* South Whidbey State Park is somewhat isolated from other trail opportunities in the region, but could especially benefit from a trail link to the Greenbank - Lake Hancock area. Such a trail would likely require negotiated easements with supportive private landowners.
- *Bicycle Touring Loop:* Many backroads on south Whidbey Island are currently utilized for organized and independent tours and several attractive loops would benefit from modest shoulder improvements. Again, routes along the eastern and western shores offer interesting possibilities.

Regional Connections

Major destinations that could be connected by an expanded trail system on south Whidbey Island include: Langley, Freeland, Clinton, Greenbank, South Whidbey State Park, Goss Lake, Saratoga Woods, the Metcalf Trust lands, South Whidbey Community Park, Double Bluff, and Possession Point.

Water Access and Kayak Camps

There are several developed beach access sites on south Whidbey Island, as well as opportunities for improved access at key locations. The only designated kayak camp in the area is at Possession Point. There is some potential for new sites at several locations, including Langley, Freeland, Double Bluff, and South Whidbey State Park.

Ferry Access

The Clinton - Mukilteo Ferry is a major point of access for both cyclists and pedestrians traveling to and from Whidbey Island. Minor enhancements in the form of signing or shoulder widening would be helpful, as well as a comfortable resting and waiting area. The Port of South Whidbey has already proposed as a small beach access park adjacent to the dock which can serve this purpose well and could include maps and other information of interest to non-motorized travelers.

Need for Park and Open Space

North of SR 525, near Langley, Goss Lake, and Saratoga Woods, extensive trail systems exist on both public and private properties (with authorized public access). However, similar sites and opportunities are lacking south of SR 525. One exception is the former DNR property in the upper Maxwellton watershed. Small developed park sites at Possession Point are the only other significant lands available to the public in this area. Additional land trust acquisitions, though small, are also in process, yet an apparent need remains for more substantial open space and/or trail corridors south of the highway.

5 EXISTING FACILITIES

5.1 INTRODUCTION AND METHODOLOGY

One of the major purposes of this plan is to develop a vision for a comprehensive network of recreational trails and non-motorized transportation routes and facilities that may best serve the needs of Island County residents and visitors over the next five to twenty years. To help shape that vision and to ensure efficient use of limited resources, it is important to identify existing routes and facilities, as well as significant opportunities to expand on the current system. Such a vision would naturally provide for new or improved linkages between communities, access points, major parks and natural areas, points of interest, and other destinations. This inventory provides the critical base of information needed to develop the plan's overall vision.

In the summer of 2005, extensive field surveys were conducted to identify existing recreational trails and on-street facilities throughout Whidbey and Camano Islands, as well as potential routes and corridors that may be suitable for future improvement. The routes and facilities inventory that resulted from the surveys is presented in the following pages.

This section begins with some background information on both on- and off-street facilities (5.1.1 and 5.1.2), points of interest such as schools and trailheads (5.1.3) plus a few general observations that pertain to Island County as a whole (5.2). Finally, a summary of field survey results is provided for each of the four major planning areas: Camano Island, and North, Central, and South Whidbey Island (5.3, 5.4, 5.5, and 5.6).

5.1.1 On-Street Facilities

Since the public road system is quite extensive across Whidbey and Camano Islands, it was not practical to inventory every street or road for its potential value to non-motorized transportation. Therefore, all of the routes identified in the inventory were selected as a result of agency and focus group input, public workshops, user interest, other public comment, published maps and guidebooks, general suitability, and the professional judgment of those involved in preparing the plan. All routes inventoried were briefly surveyed in the field.

Road Miles Surveyed For This Plan

Camano Island: 68.9

Whidbey Island: 267.5

Total: 336.4 miles

The data collected is contained in *Volume II* and is summarized here. (A key to the data is also provided in *Volume II*.)

What Was Surveyed

From a regional perspective, facilities for bicycling are of paramount interest due to their efficiency as a travel mode over short, medium, and longer distances. Pedestrian travel, while still very important, tends to be a much more localized form of non-motorized transportation and is, for most people, a more practical option in or near urban areas where population density is higher and trip lengths are relatively short. Outside of urban areas, Deception Pass State Park stands out as a major destination in Island County having very unique challenges for pedestrian

travel, including high traffic volumes passing through the middle of the park, problematic highway crossings, and narrow walkways across the bridge.

The importance of safe and efficient pedestrian travel along roads in Island County should not be underestimated, and routes having particular or extraordinary value to pedestrian use are noted in the inventory. However, since the scope of this plan is regional, bicycling is, by default, the principal consideration for non-motorized routes included in the inventory. The varied experience levels of cyclists, from beginner through expert, were also considered as routes were identified.

The kinds of on-street routes surveyed include the following:

- Logical links between communities
- Routes running the length of both islands
- Existing signed bike routes
- Links to parks and off-street trail systems
- "Primary" routes providing reasonably direct links to communities, state parks, regional parks, ferry landings, or other major destinations, as well as principal touring routes
- "Secondary" routes along quieter, often more scenic, back roads such as regional touring loops, alternate routes, temporary routes, other community links, and access to local parks, beaches, and minor sites of interest
- Various roads having wide, striped shoulders or minimal hills which may be of interest to some cyclists as preferred or alternate routes

Facility Types

The inventory, summarized in this section (see also *Volume II*), identifies one of several on-street facility types for each route listed. The facility types, listed below, are based on accepted guidelines for non-motorized transportation, including the Washington State Department of Transportation's Design Guides to Pedestrian and Bicycling Facilities (2001). Facility design guidelines are summarized in Section 6.2. Note that specifications for each facility type are somewhat variable depending on circumstances.

Striped Shoulder (STRP) -- For inventory purposes, these include only those roads with striped, paved shoulders that are generally four feet or greater in width. Greater width may be required in some areas, particularly along state highways, high-volume urban arterials, or roads with curbing, obstructions, guardrails, or abrupt shoulders. In these areas, the design standards applied by engineers to new construction or reconstruction projects should (and typically do) address non-motorized use which can help to determine appropriate shoulder widths. Along most lower-volume rural roads, the four feet minimum is generally sufficient for cyclists.

Shared Roadway (SHRD) -- These include roads with narrow (less than four feet) or nonexistent shoulders, where cyclists are essentially sharing the travel lane with motor vehicles; generally of greater utility in low-traffic rural areas. Where four-foot shoulders are not practical, shared roadways can often be made safer and more comfortable for cyclists with even a foot or two of added shoulder widths. In some instances, this can be

accomplished by simply re-striping the surface. Only paved shoulder widths are considered, although some unpaved shoulders are, or reasonably can be, maintained for pedestrian and possibly equestrian use.

Wide Curb Lane (WIDE) -- Wide curb lanes may be found along some urban streets; similar to a shared roadway. The travel lanes are shared by cars and bikes, and the street profile often includes a parking strip and sidewalk. The extra width increases the margin of safety between passing cars and parked cars (the source of many accidents due to turns, pullouts, and car door openings in front of cyclists).

Designated Bike Lane (BIKE) -- Designated bike lanes are generally marked with a wide white stripe and are restricted to bicycle use only. Parking is prohibited. Designated bike lanes in Island County are rare.

Sidewalk (WALK) -- A typical sidewalk adjacent to a road is a common pedestrian facility in urban areas. Only regionally significant pedestrian routes were identified in this plan.

Discussion

Shoulder conditions and widths can vary considerably along some roads, thus the facility types and widths shown for a particular route are not absolute, but rather an indication of the predominant condition observed in the field -- exceptions are common. Current conditions may or may not be adequate for safe and efficient non-motorized use at this time. Shoulder widening, re-striping, signing, removal of obstacles, or other improvements may be necessary (as indicated in this plan's recommendations).

Rural roads having striped shoulders (STRP) in excess of four feet in width tend to be the "friendliest" roads for bicycle travel. There are exceptions, of course, as noted above. Compared to road systems in other counties in the region, there are a significant number of wide, striped shoulders within Island County. Some of the roads classified as STRP may have shoulders slightly less than four feet wide over some sections; however these roads could potentially be re-striping in order to enhance their suitability for cycling -- a task that may be easier and less expensive than adding new pavement to widen a shoulder. Re-striping can involve many engineering and traffic safety considerations, but can be readily considered by the county in conjunction with regular maintenance or repaving activities.

Shared roadways (SHRD) typically have shoulder widths between zero and three feet and may or may not require increased pavement width to be of value to non-motorized use. Again, traffic volumes and speed are critical considerations in determining whether added shoulder width is desirable or necessary to achieve a reasonable degree of user comfort and safety. Where speed and volume are relatively low and visibility is good, narrower shoulders may be adequate and the route can be managed or designated as a shared facility. The predominant widths of existing shoulders along shared roadways (between the fog line and pavement edge) are noted in the database (*Volume II*) as one of the following:

- | | | | |
|----|----------------------------------|----|---------------------------------|
| 2- | approximately zero to two feet | 2+ | approximately two to three feet |
| 4- | approximately three to four feet | 4+ | generally four feet or more |

Most shoulders under two feet in width (2-) are not comfortable for many cyclists, while widths of two to three feet (2+) may be more functional, at least for short distances, which can offer an added sense of security when the occasional motorist overtakes a cyclist on a low-volume road. Roads having shoulders generally more than three feet in width should be re-stripped or widened slightly to meet the desired minimum standard of four feet. Where the full width cannot be provided, priority should be given to widening shoulders on uphill grades.

Paved shoulder widths under four feet may not be ideal for some back roads, yet it is important to point out that State law provides that for the types of public roads and highways that exist in Island County, virtually all are currently open to bicycle and pedestrian use, regardless of width. Recognizing that not all road shoulders can or should be widened over the short term, even a minimal increase in paved shoulders along priority routes would likely be beneficial.

Wide curb lanes, bike lanes, and sidewalks account for only a very small percentage of the total inventory. Each is described briefly in Section 6.2 (Facility Design Guidelines).

The needs of non-motorized users should be (and generally are) considered, and where practical, accommodated in the design, construction, and maintenance of all public roads. Nevertheless, by identifying specific roads that are especially desirable or suitable for bicycle and pedestrian use, and ultimately, by making improvements to those facilities where appropriate, priorities can be established, resources can be expended wisely, and the transportation interests and safety concerns of both motorized and non-motorized travelers can be much better served.

5.1.2 Off-Street Facilities

All publicly maintained trails in Island County, as well as many others that are looked after by volunteers, were inventoried. Trails were located based on existing plans, various maps and guidebooks, discussions with city and county staff, park managers and others, input from the focus groups and other knowledgeable persons, and other sources. Most were briefly explored in the field.

Trail Miles Surveyed For This Plan

Camano Island: 11.7

Whidbey Island: 101.6

Total: 113.3 miles

The data collected is contained in *Volume II* and is summarized here. (A key to the data is provided in *Volume II*.)

What Was Surveyed

Most trails in Island County are limited to non-motorized use and no trails specifically intended for motorized use were inventoried or identified. Throughout the county, non-motorized trail users are predominantly hikers and mountain bikers, with significant equestrian use in some areas. Outside of state parks, most trails are generally open to all three user groups, although hiking and walking trails are more widespread. Within state parks, many trails are often closed, by default, to bikes and/or horses. While virtually every trail in the county is open to hikers, as is normally the case, equestrian and mountain bike use tends to be more concentrated in a few areas offering a higher quality trail experience.

Opportunities for wheelchair access to trails are very limited and generally include city sidewalks, the waterfront walkway in Oak Harbor, and a few short paths in several public parks. Water trails are non-delineated and tend to be defined more by the presence and distribution of boat launches and campsites. Despite limited facilities overall, outstanding paddling opportunities exist throughout Island County waters.

Facility Types

The off-street facilities (trails) inventory (see *Volume II*) identifies the facility type for each route listed. The trail types listed below are based on accepted guidelines for recreational trails in Washington State. Unlike on-street facilities, there is not a uniform set of standards for recreational trail design and development that everyone can easily rely on. Instead, trail types and trail design tend to vary among the different agencies that build or manage trail systems.

The U.S. Forest Service and Washington State Parks are common sources for recreational trail guidelines that may be most applicable to Island County. Trails that function as important non-motorized transportation routes, such as the Kettles Trail or planned trails like the Rhododendron and Maxwellton Trails, should also comply with the Washington State Department of Transportation's Design Guides to Pedestrian and Bicycling Facilities (2001). Guidelines for trail design are summarized in Section 6.2.

Trail types utilized for purposes of this plan include the following. Although trail types are not always as distinct from each other as these descriptions might suggest, these types do capture the character and quality of most trails in the county.

High-Standard Trail (HIGH) -- Typically, a well engineered multiuse trail with a paved or compacted surface (no loose gravel), formal access, and high-quality user amenities. A high-standard trail follows easy to moderate grades and is generally ADA accessible. Tread width may vary from six to twelve feet or more, although eight to ten feet is more common. This facility type tends to be more common in urban areas but may be used for major regional connections as well, and some may be suited to touring bikes.

Medium-Standard Trail (MED) -- Medium-standard trails have a smooth, durable surface that may be paved, gravel, or native soil, and they are generally well constructed and maintained. They are usually narrower than high-standard trails and often vary between often vary between three and six feet in width, with five feet being more common. Occasional steep grades are possible. Formal access is normally provided, along with limited user amenities. ADA accessibility may or may not be provided. These trails are common in urban, rural, and wildland locations.

Wildland Trail (WILD) -- For inventory purposes, wildland trails can range from primitive user-built trails that are poorly built or maintained, to well maintained, but relatively narrow trails on a native soil surface, with varying grades, dips, and turns. They are generally less than three feet in width and can have many steep sections, drainage challenges, or occasional obstructions. Most lack user amenities and tend to be located in rural or wildland areas with limited (or lacking) formal access.

Beachwalk (BEACH) -- A "trail" designed by nature, a beachwalk does not follow a constructed path, and simply takes advantage of natural conditions, such as a firm sand or gravel base to walk on at low to moderate tides. Only walkable beaches of significant length and with reasonable access are included in the inventory.

Discussion

In theory, high-standard, medium-standard, and wildland trails can all be utilized by the three major user groups. However, many trails are not designed or maintained to withstand the heavier impacts of bikes and horses. For high-standard trails, user impacts should not be a major concern in most instances, since these trails should, by definition, be designed to accommodate their intended use. Medium-standard trails may also be suitable for mountain bikes or horses, if designed and maintained for that purpose. Wildland trails can be more problematic in terms of trail impacts, but where major impacts are mitigated, they can offer a highly-valued trail experience for many users.

5.2 GENERAL OBSERVATIONS

The overall results of the on and off-street inventories are summarized in this section, including totals, by agency and facility type, for both Camano and Whidbey Islands, and for the county as a whole. More detailed summaries for each of the four planning areas are presented in Sections 5.3 through 5.6. The complete database is contained in Appendix C. Please refer to the maps noted below when reviewing this section. Many existing parks, beach access areas, kayak camps, and other points of interest are also shown on the maps. Tables summarizing these points of interest can be found for each region in Sections 5.3 to 5.6.

Existing Facility Maps

The following maps are included in this section:

- **5-1:** Existing on-street facilities including Striped Shoulders, Shared Roadways, Designated Bike Lanes, and Wide Curb Lanes.
- **5-2:** Existing off-street trail facilities and walkable beaches.

Existing Facility Tables

While the entire list of tables for this plan is included in the Table of Contents, it is worth repeating the table list for this section here.

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5.2.1 On-Street Facilities

In total, approximately 335.2 miles of existing roads were surveyed in all of Island County as follows:

- Whidbey Island: 266.1 miles including the full lengths (51 miles) of SR 20 and SR 525.
- Camano Island, 69.1 miles of roads including just 2.9 miles of SR 532.

Excluding state highways, approximately 11.7 miles inventoried are contained within incorporated city limits, including Oak Harbor (7.3 miles), Coupeville (2.9 miles), and Langley (1.5 miles). The remainder is almost entirely under Island County jurisdiction and accounts for approximately 269.6 miles. A few roads are presently signed as bike routes, although a complete map of these routes is not available and the total mileage is undetermined. There are almost no designated bike lanes in Island County with the minor exception of a single two-block section of Heller Street in Oak Harbor.

The following two tables summarize Island County’s on-street facilities by type and by agency.

Table 5-1 Island County On-Street Facilities by Type

Route	Shared	Striped	Other	Total Miles
North Whidbey	55.6	38.1	1.5	95.1
Central Whidbey	28.4	19.1	0.6	48.1
South Whidbey	74.3	48.6	0.0	122.9
Total Whidbey Island	158.3	105.7	2.1	266.1
Total Camano Island	57.6	11.5	0.0	69.1
Total Island County	215.9	117.2	2.1	335.2

Table 5-2 Island County On-Street Facilities by Agency

Area	Island County	WSDOT	Oak Harbor	Coupeville	Langley	Subtotals
North Whidbey	71.2	16.6	7.3	0.0	0.0	95.1
Central Whidbey	28.1	17.0	0.0	2.9	0.0	48.1
South Whidbey	104.1	17.4	0.0	0.0	1.5	122.9
Total Whidbey Island	203.4	51.0	7.3	2.9	1.5	266.1
Total Camano Island	66.2	2.9	0.0	0.0	0.0	69.1
Total Island County	269.6	53.8	7.3	2.9	1.5	335.2

Corridors

Through the inventory process, and considering the need to connect communities and non-motorized travel destinations, a number of travel corridors emerged which would seem to be of critical importance to the overall system. Some of these corridors may overlap, while all provide important linkages to communities and destinations. In addition to the regional corridors listed below, a number of local connections or spur routes were identified that link other significant destinations or points of interest, or enhance the potential for a more comprehensive network of facilities:

Camano Island Corridors

Table 5-3 Camano Island Corridors

Cycling	Pedestrian
<ul style="list-style-type: none"> • SR 532 bridge (Stanwood) to Camano Island State Park -- a major travel corridor, particularly for island visitors • Camano Island touring loop -- a tour of the entire island north to south • North Camano -- a combined touring and walking loop 	<ul style="list-style-type: none"> • Northern loop -- following county roads west of Terry's Corner • Elger Bay area -- connecting the Elger Bay Open Space with Cama Beach State Park • Cama Beach to Camano Island State Park -- an important link between neighboring parks

Whidbey Island Corridors

Table 5-4 Whidbey Island Corridors

Cycling	Pedestrian
<ul style="list-style-type: none"> • Deception Pass to Clinton -- full length of the island • Deception Pass to Oak Harbor -- primary and secondary routes, generally east of SR 20 • Pacific Northwest Trail -- on and off-street route from Deception Pass to Keystone ferry • Oak Harbor to Coupeville -- routes generally along the eastern and western shores • Ebey's Landing -- touring loop • Links to Keystone Ferry -- from Coupeville and SR 525 • Coupeville to Greenbank and Freeland -- routes generally along the western and eastern shores • Freeland to Langley -- several options for both primary and secondary routes • Freeland to Clinton -- SR 525 provides a direct route to/from the ferry • South Whidbey -- several touring loops 	<ul style="list-style-type: none"> • Deception Pass -- walkways along the historic bridge offer outstanding views • Oak Harbor -- walks along the waterfront and in historic downtown among large oaks • Coupeville -- walks through history in one of Washington's oldest cities • Ebey's Landing -- along quiet back roads with great views • Freeland -- local walks are in high demand • Langley -- paved side paths along scenic streets • Clinton -- walkable, but deserves more

5.2.2 Off-Street Facilities

In total, approximately 140.2 miles of existing trails were identified in all of Island County, including approximately 127 miles on Whidbey Island, and 13.2 miles on Camano Island. About ninety percent of all trails are on Whidbey Island. Another 26.9 miles of walkable beaches were inventoried; all but 1.5 miles are found on Whidbey Island.

Including beachwalks, approximately 58.7 miles inventoried are located within State Parks, and 4.2 miles are within incorporated cities, including Oak Harbor (2.1 miles), Coupeville (0.9 miles), and Langley (1.2 miles). The remainder is almost entirely under Island County jurisdiction and accounts for approximately 53.8 miles. Breakdowns by trail type and by agency are provided in the tables below.

Table 5-5 Island County Off-Street Trails by Type

Area	Wildland	Medium	High	Beach	Other	Total Miles
North Whidbey	3.7	0.9	0.1	9.7	34.7	49.1
Central Whidbey	23.6	5.5	5.2	12.4	0.0	46.6
South Whidbey	21.7	1.9	0.1	3.3	4.3	31.3
Total Whidbey Island	49.0	8.2	5.5	25.4	39.0	127.0
Total Camano Island	8.3	3.4	0.0	1.5	0.0	13.2
Total Island County	57.2	11.7	5.5	26.9	39.0	140.2

Table 5-6 Island County Potential Trail Corridors by Region

Area	Road R/W	Other Public	Undefined	Total Miles
North Whidbey	18.2	4.4	9.7	32.2
Central Whidbey	18.7	0.5	9.2	28.3
South Whidbey	7.9	1.6	24.4	33.9
Total Whidbey Island	44.8	6.4	43.3	94.4
Total Camano Island	11.9	8.6	3.5	23.9
Total Island County	56.7	14.9	46.8	118.4

Table 5-7 Island County Existing & Potential Trails by Region

Area	Existing	Potential	Total Miles
North Whidbey	49.1	32.2	81.3
Central Whidbey	46.6	28.3	74.9
South Whidbey	31.3	33.9	65.2
Total Whidbey Island	127.0	94.4	221.4
Total Camano Island	13.2	23.9	37.1
Total Island County	140.2	118.4	258.5

Major Trail Areas

High-density trail networks exist in several locations, notably Camano Ridge on Camano Island, and on Whidbey Island at Deception Pass State Park; at Fort Ebey State Park and the Kettles near Coupeville; and at Goss Lake and Saratoga Woods near Langley. These three areas account for about the vast majority of all trail miles included in the inventory. Totals for each are provided in sections 5.3 through 5.6. Major existing off-street trails and trail networks of greater significance include the following:

Table 5-8 Island County Major Trail Areas

Camano Island	Whidbey Island
<ul style="list-style-type: none"> • Camano Ridge -- the most extensive public trail system on the island • Camano Island State Park -- excellent short hikes along the bluff and beach • Cama Beach State Park -- a newer park with great potential • Elger Bay Open Space -- quiet paths in pleasant forest 	<ul style="list-style-type: none"> • Deception Pass -- extensive trail system in a spectacular setting • Joseph Whidbey State Park -- trails in forest and a walkable beach • Freund's Marsh -- a great new trail in Oak Harbor • Oak Harbor Waterfront Paths -- high-quality walkways and much to offer • Fort Ebey State Park and the Kettles -- one of the two most extensive trail systems in the county, also great coastal walks • The Kettles Trail -- a high-standard trail linking Fort Ebey to Coupeville • Ebey's Landing -- beautiful walks along the beach and bluff • Fort Casey State Park -- unique and historic, wide open spaces • Greenbank Farm -- a unique site with an extensive trail system in meadow and forest • South Whidbey State Park -- great hikes in old-growth and second-growth forest • Goss Lake Woods -- the other of the two most extensive trail systems in Island County • Saratoga Woods -- pleasant forest linked to Goss Lake Woods

5.3 CAMANO ISLAND

Existing on-street and off-street facilities on Camano Island are summarized in the tables below. The numbers provided are only approximate due to limitations of the available data. Since the trails were field-surveyed for this plan rather than professionally surveyed, the locations and distances may vary significantly from actual measurements on the ground. However, the data is generally adequate for planning purposes. A table listing sites of interest to non-motorized users is also provided.

Table 5-9 Camano Island On-Street Facilities

Route	R/W	Shared	Striped	Other	Total Miles
ARROWHEAD RD	ISCO	1.69			1.69
CAMANO HILL RD	ISCO	3.45			3.45
CAMANO RIDGE RD	ISCO	1.67			1.67
CARP LAKE RD	ISCO	0.74			0.74
CROSS ISLAND RD	ISCO		2.51		2.51
DALLMAN RD	ISCO	0.72			0.72
EAST CAMANO DR	ISCO	9.49	5.76		15.25
ELGER BAY RD	ISCO		1.92		1.92
GOOD RD	ISCO	0.74			0.74
IVERSON BEACH RD	ISCO	0.51			0.51
IVERSON RD	ISCO	0.54			0.54
LOWELL POINT RD	ISCO	0.90			0.90
MONTICELLO DR	ISCO	1.87			1.87
MOUNTAIN VIEW RD	ISCO	2.52			2.52
NORTH CAMANO DR	ISCO	2.77	1.30		4.07
RUSSELL RD	ISCO	0.99			0.99
SMITH RD	ISCO	0.74			0.74
SOUTH CAMANO DR	ISCO	8.12			8.12
SUNNYSHORE DR	ISCO	0.40			0.40
SUNRISE BLVD	ISCO	2.57			2.57
SUNSET DR	ISCO	3.91			3.91
UTSALADY RD	ISCO	2.49			2.49
WEST CAMANO DR	ISCO	7.91			7.91
Subtotal		54.74	11.49	0.00	66.23
SR 532	WSDOT	2.86			2.86
ISCO Total		54.74	11.49	0.00	66.23
WSDOT Total		2.86	0.00	0.00	2.86
Camano Island Total		57.60	11.49	0.00	69.09

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Table 5-10 Camano Island Off-Street Trails

Trail	R/W	Wildland	Medium	High	Beach	Miles
Cama - Camano Trail	ISCO		0.8			0.8
Camano Ridge	ISCO	2.1	1.6			3.7
Four Springs	ISCO	0.8				0.8
Iverson Loop	ISCO	1.7				1.7
Cama Beach State Park	WSP	1.2			0.5	1.7
Camano Island State Park	WSP	2.5	1.0		1.0	4.5
Camano Island Totals		8.3	3.4	0.0	1.5	13.2

Table 5-11 Camano Island Points of Interest

Beach Access	Public Park/Open Space	Public School	Boat Launch
Livingston Bay	Four Springs Reserve	Elger Bay Elementary	Utsalady Beach Boat
Tillicum Beach	Cama Beach SP	Utsalady Elementary	Ramp
English Boom Historical Park	Camano State Park	School	Maple Grove Boat Launch
Iverson Spit	Camano Ridge		Cavalero County Park
High Rd. Beach Access	Walter Hutchinson Park		Camano Island State Park
Olympic St. Beach Access			Boat Launch
Cavalero Beach Access			
Juniper Beach Access			
Indian Beach Access			
General Point of Interest	Kayak Camp	Park and Ride	Trailhead
Camano	Camano Island SP Kayak	Terry's Corner Park &	None
Commons/Freedom Park	Camp	Ride	
Camano Senior Center			
City/Neighborhood	Public Dock/Marina	Sports Activity Center	Ferry Terminal
None	None	None	None

5.4 NORTH WHIDBEY ISLAND

Existing on-street and off-street facilities on North Whidbey Island are summarized in the tables below. The numbers provided are only approximate due to limitations of the available data. Since the trails were field-surveyed for this plan rather than professionally surveyed, the locations and distances may vary significantly from actual measurements on the ground. However, the data is generally adequate for planning purposes. A table listing sites of interest to non-motorized users is also provided.

Table 5-12 North Whidbey On-Street Facilities – continued on next page

Route	R/W	Shared	Striped	Other	Total Miles
AULT FIELD RD	ISCO		2.12		2.12
BANTA RD	ISCO	0.26			0.26
CLOVER VALLEY RD	ISCO		0.76		0.76
CORNET BAY RD	ISCO	1.32	1.13		2.45
CRESCENT HARBOR RD	ISCO		3.48		3.48
CROSBY RD	ISCO	0.20	1.73		1.93
DEVRIES RD	ISCO	2.00			2.00
DIKE RD	ISCO	0.74			0.74
DUCKEN RD	ISCO	0.56			0.56
FAKKEMA RD	ISCO	1.61			1.61
FORT NUGENT RD	ISCO		1.94		1.94
FROSTAD RD	ISCO	2.32			2.32
GOLF COURSE RD	ISCO	1.00			1.00
GREEN RD	ISCO	1.28			1.28
HELLER RD	ISCO		1.29		1.29
HENNI RD	ISCO		1.95		1.95
HOFFMAN RD	ISCO	1.14			1.14
HOLBROOK RD	ISCO	0.10			0.10
JONES RD	ISCO	3.05			3.05
KOONTZ RD	ISCO	0.73			0.73
MONKEY HILL RD	ISCO	2.02			2.02
MONROE LANDING RD	ISCO	1.66			1.66
MORAN RD	ISCO	0.25			0.25
OLD CORNET BAY RD	ISCO	0.34			0.34
PENN COVE RD	ISCO	2.05			2.05
PIONEER WAY	ISCO	1.06			1.06
POLNELL RD	ISCO	1.64			1.64
POWELL RD	ISCO	0.29			0.29
REGATTA DR	ISCO	0.80			0.80
RESERVATION RD	ISCO		1.56		1.56
RESORT RD	ISCO	1.75			1.75
ROCKY POINT RD	ISCO	0.49			0.49
SCENIC HEIGHTS RD	ISCO	2.82			2.82
SILVER LAKE RD	ISCO	3.48			3.48
STRAWBERRY POINT RD	ISCO	2.24			2.24
SWANTOWN RD	ISCO	1.95			1.95
TAYLOR RD	ISCO	2.52	0.62		3.14
TROXELL RD	ISCO	3.06			3.06
WEST BEACH RD	ISCO	0.28	5.59		5.87
ZYLSTRA RD	ISCO	4.05			4.05
Subtotal		49.06	22.17	0.00	71.23

CROSBY AVE	OAK	0.25			0.25
FORT NUGENT AVE	OAK		0.74		0.74
HELLER ST	OAK	0.52	0.82		1.34
REGATTA DR	OAK	1.35			1.35
SCENIC HEIGHTS ST	OAK	0.81			0.81
SWANTOWN AVE	OAK	1.01			1.01
WHIDBEY AVE	OAK		1.02	0.80	1.82
Subtotal		3.94	2.58	0.80	7.32
SR 20	WSDOT	2.56	13.31	0.70	16.57
Subtotal		2.56	13.31	0.70	16.57
ISCO Total		49.06	22.17	0.00	71.23
OAK Total		3.94	2.58	0.80	7.32
WSDOT Total		2.56	13.31	0.70	16.57
North Whidbey Total		55.56	38.06	1.50	95.12

Table 5-13 North Whidbey Off-Street Trails

Trail	R/W	Wildland	Medium	High	Beach	Other	Miles
Ala Spit Trail	ISCO	0.3					0.3
Penn Cove - Oak Hbr Beachwalk	ISCO				6.2		6.2
Pacific Northwest Trail	ISCO					1.4	1.4
Maylor Point Trail	NAVY	1.3					1.3
Pacific Northwest Trail	OAK			0.1			0.1
Pacific Northwest Trail	OAK					2.0	2.0
Deception Pass Bridge	WSDOT					0.1	0.1
Deception Pass State Park	WSP				2.0	31.2	33.2
Pacific Northwest Trail	WSP	2.1					2.1
Dugualla State Park	WSP		0.9				0.9
Joseph Whidbey Beachwalk	WSP				1.5		1.5
North Whidbey Totals		3.7	0.9	0.1	9.7	34.7	49.1

Table 5-14 North Whidbey Points of Interest

Beach Access	Public Park/Open Space	Public School	Boat Launch
Borgman Road End	Flintstone Park (Oak Harbor)	Broad View Elementary	Cornet Bay Boat Ramp
Pioneer Way - East		Crescent Harbor	Mariners Cove
Grasser's Lagoon	Joseph Whidbey SP	Elementary	Oak Harbor City Marina
Monroe's Landing	Deception Pass SP	Hillcrest Elementary	West Beach
Rocky Point	Cranberry Lake	Midway High School	Wind Jammer Park
Sunset Beach	Libbey Beach County Park	North Whidbey Middle School	
Moran Beach	Dugualla Bay SP	Oak Harbor Elementary	
	Ala Spit	Oak Harbor High School	
		Oak Harbor Middle School	
		Skagit Valley College - Oak Harbor Campus	
		Clover Valley Elementary	
		Olympic View elementary	
General Point of Interest	Kayak Camp	Park and Ride	Trailhead
Deception Pass Bridge	Dugualla Bay Kayak Camp	Oak Harbor Park & Ride Lot	Sunset Beach Trailhead & Parking
	Joseph Whidbey SP Kayak Camp	Soundview Shopper Park & Ride Lot	Freund Marsh Trailhead
	City Beach Kayak Camp		
	Ala spit		
City/Neighborhood	Public Dock/Marina	Sports Activity Center	Ferry Terminal
Oak Harbor	Cornet Bay Marina	Sports Activity Center	None
	Oak Harbor Marina		
	Cornet Bay Public Dock		

5.5 CENTRAL WHIDBEY ISLAND

Existing on-street and off-street facilities on Central Whidbey Island are summarized in the tables below. The numbers provided are only approximate due to limitations of the available data. Since the trails were field-surveyed for this plan rather than professionally surveyed, the locations and distances may vary significantly from actual measurements on the ground. However, the data is generally adequate for planning purposes. A table listing sites of interest to non-motorized users is also provided.

Table 5-15 Central Whidbey On-Street Facilities

Route	R/W	Shared	Striped	Other	Total Miles
9TH ST	COUP	0.3			0.3
BROADWAY ST	COUP	0.5			0.5
COLBURN ST	COUP	0.1			0.1
FRONT ST	COUP	0.4			0.4
LEACH ST	COUP	0.1			0.1
MADRONA WAY	COUP		0.1		0.1
MAIN ST. COUPEVILLE	COUP	0.3	0.3	0.6	1.2
TERRY RD	COUP	0.3			0.3
Subtotal		1.8	0.5	0.6	2.9
CEMETERY RD	ISCO	0.4			0.4
COOK RD	ISCO	0.5			0.5
EBEY RD	ISCO	1.7			1.7
ENGLE RD	ISCO		3.4		3.4
FORT CASEY RD	ISCO	2.9			2.9
GOULD ST	ISCO	0.0			0.0
HARRINGTON RD	ISCO	0.9			0.9
HILL RD	ISCO	1.1			1.1
HILL VALLEY DR	ISCO	0.4			0.4
HOUSTON RD	ISCO	0.5			0.5
KEYSTONE HILL RD	ISCO	1.9			1.9
LIBBEY RD	ISCO	0.3	0.9		1.2
MADRONA WAY	ISCO	3.1			3.1
MORRIS RD	ISCO	1.3			1.3
PARKER RD	ISCO	1.2	1.4		2.6
PATMORE RD	ISCO	2.0			2.0
RACE RD	ISCO	2.6			2.6
SHERMAN RD	ISCO	0.6			0.6
TERRY RD	ISCO	0.9			0.9
Subtotal		22.4	5.8		28.1
SR 20	WSDOT	4.2	8.2		12.4
SR 525	WSDOT		4.6		4.6
Subtotal		4.2	12.8	0.0	17.0
COUP Total		1.8	0.5	0.6	2.9
ISCO Total		22.4	5.8	0.0	28.1
WSDOT Total		4.2	12.8	0.0	17.0
Central Whidbey Total		28.4	19.1	0.6	48.1

2006 Island County Non-Motorized Trails Plan

Table 5-16 Central Whidbey Off-Street Trails

Trail	R/W	Wildland	Medium	High	Beach	Other	Miles
Broadway Trail	COUP		0.6				0.6
Coupeville Trail	COUP	0.1					0.1
Parker Rd sidepath	COUP		0.3				0.3
Ft. Ebey - Ft. Casey Beachwalk	EBEY				3.9		3.9
West Beach	EBEY				6.9		6.9
Perego's Bluff	EBEY	1.7	0.1				1.8
Ebey Ridge Trail	EBEY	0.8					0.8
Kettles Trail	ISCO			2.7			2.7
Kettles Area (Island Co.)	ISCO	12.1					12.1
Kettles - Libbey Trail	ISCO	0.5		1.3			1.8
Rhododendron Trail	ISCO			0.8			0.8
Rhododendron Park Loop	ISCO	0.6					0.6
Woodland Trail (Greenbank)	ISCO	0.1	1.6				1.7
Greenbank Woods	ISCO	0.1					0.1
Fort Casey Trail	SPU			0.5			0.5
Greenbank Farm	GREEN		1.3				1.3
Smith Prairie Trails	PRIV	1.0					1.0
Fort Casey Loop	WSP		1.3				1.3
Kettles Area (Ft. Ebey)	WSP	5.3	0.4				5.7
Keystone Spit Beachwalk	WSP				1.6		1.6
Crockett Lake Trail	WSP	1.2					1.2
Central Whidbey Totals		23.6	5.5	5.2	12.4	0.0	46.6

Table 5-17 Central Whidbey Points of Interest

Beach Access	Public Park/Open Space	Public School	Boat Launch
Keystone Spit	Fort Casey SP	Coupeville Elementary	Capt. Coupe Boat Launch
Long Point	Fort Ebey SP	Coupeville Middle & High	Keystone Jetty
West Penn Cove	Rhododendron State Park	School	
Ledgewood Beach	Captain Coupe Park		
Ebey's Landing			
Fort Casey Beach Access			
Hidden Beach Access			
Wonn Road Beach Access			
General Point of Interest	Kayak Camp	Park and Ride	Trailhead
Sunnyside Cemetery	Capt. Coupe Kayak Camp	Coupeville Park & Ride	Lake Hancock Overlook
Seattle Pacific University - Camp Casey	(Upgrade)		Prairie Overlook
Island County Historical Museum	Fort Ebey Kayak Camp		
Crockett Blockhouse			
Greenbank Farms			
Au Sable			
City/Neighborhood	Public Dock/Marina	Sports Activity Center	Ferry Terminal
Coupeville	Coupeville Historic Wharf Captain Coupe Boat Launch	Rhododendron County Park	Keystone Ferry

5.6 SOUTH WHIDBEY ISLAND

Existing on-street and off-street facilities on South Whidbey Island are summarized in the tables below. The numbers provided are only approximate due to limitations of the available data. Since the trails were field-surveyed for this plan rather than professionally surveyed, the locations and distances may vary significantly from actual measurements on the ground. However, the data is generally adequate for planning purposes. A table listing sites of interest to non-motorized users is also provided.

Table 5-18 South Whidbey On-Street Facilities – continued on next page

Route	R/W	Shared	Striped	Other	Total Miles
AMBLE RD	ISCO	1.00			1.00
ANDREASON RD	ISCO	0.57			0.57
BAILEY RD	ISCO	2.19			2.19
BAYVIEW RD	ISCO	1.80	2.44		4.24
BOB GALBREATH RD	ISCO	2.23			2.23
BRAINERS RD	ISCO	1.00			1.00
BROOKS HILL RD	ISCO	1.16			1.16
BUSH POINT RD	ISCO		2.24		2.24
CASCADE AVE	ISCO	0.28			0.28
COLES RD	ISCO	2.51			2.51
CULTUS BAY RD	ISCO	3.77	2.39		6.16
DEER LAKE RD	ISCO		2.28		2.28
DOUBLE BLUFF RD	ISCO	1.73	0.56		2.29
EAST HARBOR RD	ISCO	6.18	0.36		6.54
EWING RD	ISCO	0.48			0.48
FISH RD	ISCO		1.03		1.03
FRANKLIN RD	ISCO	0.45			0.45
FREELAND AVE	ISCO	0.39			0.39
FRENCH RD	ISCO	1.98			1.98
GLENDALE RD	ISCO	1.99			1.99
GOSS LAKE RD	ISCO	2.26			2.26
HARBOR AVE	ISCO	0.14			0.14
HEGGENES RD	ISCO	2.54			2.54
HOLST RD	ISCO	1.97			1.97
HONEYMOON BAY RD	ISCO	0.61	3.02		3.63
HUMPHREY RD	ISCO	2.74			2.74
LANCASTER RD	ISCO	1.82			1.82
LANGLEY RD	ISCO		2.89		2.89
LONE LAKE RD	ISCO	3.08			3.08
MAIN ST. FREELAND	ISCO	0.60			0.60
MAXWELTON RD	ISCO	4.82	1.97		6.79
MILLMAN RD	ISCO	1.00			1.00
MUTINY BAY RD	ISCO	2.47	0.96		3.43
NEWMAN RD	ISCO	1.76			1.76
NORTH BLUFF RD	ISCO	4.47			4.47
POSSESSION RD	ISCO	1.63			1.63
SANDY POINT RD	ISCO		0.55		0.55

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SARATOGA RD	ISCO	5.64	1.13		6.77
SCATCHET HEAD RD	ISCO	0.57			0.57
SILLS RD	ISCO	1.85			1.85
SMUGGLERS COVE RD	ISCO		7.02		7.02
SWEDE HILL RD	ISCO	2.10			2.10
USELESS BAY AVE	ISCO	0.40			0.40
WILKINSON RD	ISCO		2.42		2.42
ZIMMERMAN ROAD	ISCO	0.38			0.38
WONN RD	ISCO	0.23			0.23
Subtotal		72.79	31.26	0.00	104.05
1ST ST	LANG	0.40			0.40
3RD ST	LANG	0.28			0.28
CAMANO AVE	LANG	0.43			0.43
DE BRUYN AVE	LANG	0.12			0.12
SANDY POINT RD	LANG	0.30			0.30
Subtotal		1.53	0.00	0.00	1.53
SR 525	WSDOT		17.36		17.36
ISCO Total		72.79	31.26	0.00	104.05
LANG Total		1.53	0.00	0.00	1.53
WSDOT Total		0.00	17.36	0.00	17.36
South Whidbey Total		74.32	48.62	0.00	122.94

Table 5-19 South Whidbey Off-Street Trails

Trail	R/W	Wildland	Medium	High	Beach	Other	Miles
Myrtle Ave Path	ISCO		0.5				0.5
Freeland Park	ISCO					0.3	0.3
Double Bluff Beachwalk	ISCO				2.3		2.3
Deer Lagoon Area	ISCO	0.9					0.9
Goss Lake-Metcalf-Saratoga	ISCO	13.2					13.2
Wilkinson Path	ISCO			0.1			0.1
Possession Beach Park	ISCO		0.3				0.3
Dorothy Cleveland Trail	ISCO	0.5					0.5
Langley Waterfront Trail	LANG		1.2				1.2
South Whidbey Parks & Recreation	SWPR	5.6					5.6
Upper Maxwellton Trail	SWPR	1.0					1.0
South Whidbey State Park	WSP				1.0		1.0
South Whidbey State Park	WSP					4.0	4.0
Possession Point Trail	WSP	0.5					0.5
South Whidbey Totals		21.7	1.9	0.1	3.3	4.3	31.3

Table 5-20 South Whidbey Points of Interest

Beach Access	Public Park/Open Space	Public School	Boat Launch
Bush Point Beach	Freeland County Park	Bayview School	Dave Mackie Park
Double Bluff	Deer Lagoon County	South Whidbey High	Langley Marina
Goss Lake	Property	School	Lone Lake
Lagoon Point North	Saratoga Woods	South Whidbey	Mutiny Bay Boat Launch
Lagoon Point Salmon	South Whidbey SP	Intermediate School	Bush Point Boat Launch
Street	Upper Maxwellton (DNR)	South Whidbey Primary	Freeland Park Boat
Mutiny Bay Shores	Skyline West (DNR)	School	Launch
Sunlight Beach	SW Parks & Rec-Future	Langley Middle School	
Possession Beach	Acquisition		
Waterfront Park	Wahl Property (Future		
Deer Lake	Acquisition)		
Langley Waterfront Park	Friends of Freeland/Marsh		
Mutiny Bay Rd. Beach	Property		
Access	Brainers Rd. (Future		
Shore Meadow Rd. Beach	County Acquisition)		
Access	High Point (Future County		
	Acquisition)		
	Cultus Bay Waterfront		
	(Future County		
	Acquisition)		
	Glendale Creek (Future		
	County Acquisition)		
General Point of Interest	Kayak Camp	Park and Ride	Trailhead
Meerkerk Gardens	Possession Point Kayak	Clinton Park & Ride Lot	Double Bluff Trailhead
South Whidbey	Camp	Langley Park & Ride Lot	Saratoga Woods Trailhead
Fairgrounds		Bayview Park & Ride Lot	
Maxwelton Salmon		Freeland Park & Ride Lot	
Adventure		Greenbank Park & Ride	
		Lot	
Clinton	Langley Small Boat	South Whidbey Parks &	Clinton Ferry
Freeland	Harbor	Rec.	
Langley			
Greenbank			
Bayview			

6 ROUTE SELECTION & DESIGN

The planned system for recreational trails and non-motorized transportation facilities envisioned by this plan required an analysis of many different routes and corridors in order to identify opportunities and to determine general feasibility. The analysis also included consideration of facility types and the kinds of improvements that may be most appropriate for a given route. Section 8.1 summarizes basic route selection criteria that both the facilities inventory and project recommendations are based on.

Feasibility also depends somewhat on the design options for the type of facility that might be best suited to a particular route or corridor. Section 6.2 offers suggested design guidelines for each facility type (see Section 5.1 for an explanation of the various facility types). Guidelines are based on generally accepted standards for both on and off-street facilities.

6.1 ROUTE SELECTION CRITERIA

The route selection process for non-motorized trails in Island County relied on slightly different criteria for on and off-street routes. The work involved an extensive review of the county's road system, existing trails, and potential new trail corridors, and general feasibility was determined based on the selection criteria listed below. Existing road conditions were considered in terms of each road's functional classification (arterial, collector, etc.), traffic volumes, speed, pavement width, shoulder width, grades, and surfacing. Information was derived from the Island County Road Information System (CRIS) as well as observations in the field.

Route Selection: On-Street Facilities

Since roads go where people go, the on-street system is of particular importance to bicycling as a primary mode for non-motorized transportation. The principal factors involved in selecting suitable routes for both cyclists and pedestrians include the following:

- *Right-of-Way* - Public right-of-way either exists or could be negotiated.
- *Directness & Connectivity* - The route provides a direct or indirect link in the system. Connectivity is essential.
- *Surface & Width* - Overall pavement width, shoulder width and the type and quality of surfacing are conducive to safe and enjoyable cycling.
- *Traffic Volume* - Low traffic volumes are generally conducive to non-motorized travel. Higher traffic volumes require a more careful consideration of speed, shoulder width, and pavement conditions.
- *Speed* - Lower traffic speeds are generally less intimidating to cyclists and pedestrians. Higher speeds require a more careful consideration of traffic volume, shoulder width, and pavement conditions.
- *Truck & Bus Traffic* - Higher volumes of truck and bus traffic may diminish safety and comfort for non-motorized users.

- *Maintenance* - Poorly maintained facilities do not encourage cycling or walking as alternatives to motor vehicle use. A surface that is smooth and generally free of obstructions, gravel and debris is obviously more desirable.
- *Safety & Security* - Safety is always an issue of concern. From a practical standpoint, not all safety concerns can be detected or prevented. Unusual safety concerns identified in the field were noted.
- *Attractive/Scenic* - Routes may have high, moderate, or low aesthetic appeal in terms of adjacent natural features, views and scenery, historic or architectural features, or other qualities.
- *Cost* - The relative cost of improvements needed to make a route suitable for non-motorized use is an important consideration.
- *Major Barriers* - Significant physical barriers which seriously impede the potential for the route to provide a useful link in the system were considered.

Other factors may be important as well, such as sight distance, stopping distance, turning radii, signing, pavement markings, and abrupt pavement edges. The skill and experience level of cyclists also has a bearing on the suitability of a particular route for bicycling. However, while these factors may influence the design of facilities, they do not generally preclude their development.

As projects are developed, agency staff may wish to conduct a more technical analysis of traffic volumes, speed, and pavement conditions to determine appropriate design treatments for improvement projects intended to benefit cyclists or pedestrians. Traffic volume and pavement width can have a substantial bearing on the safety and suitability of on-street routes for cycling.

It should be emphasized that even the best methodology cannot guarantee complete mitigation of all potential traffic hazards. Road conditions and human and environmental factors are highly varied, and the circumstances that might contribute to accidents at a given location are sometimes unpredictable.

By evaluating peak traffic volumes and passing sight distances, some researchers have suggested minimum pavement widths needed to keep squeeze-point hazards to a minimum. Squeeze-point conflicts (where two motor vehicles happen to pass adjacent to a cyclist) will still occur but will tend to be less frequent (or farther apart) as volume decreases. Although uniform standards are lacking in this regard, the Federal Highway Administration and Washington Department of Transportation provide some guidance on determining appropriate road and shoulder conditions for safe cycling. Of course, as pavement width increases, the potential for conflict diminishes. Yet some roads with narrow widths or lacking striped shoulders may still be suitable for bicycling if volumes are very low and visibility is good.

Route Selection: Off-Street Facilities

Outside the existing road system, linear corridors available to new trail development are scarce. Thus potential new trails are highly dependent on the availability of public land, easements, or other right-of-way on which to locate them. As a result, they will generally be limited to public parks and open space, existing road rights-of-way (where side paths may be an option), new property acquisitions, or private lands where public use or easements have been authorized by the landowner.

In some areas, the public has expressed a strong interest in making local and regional trail connections, despite the lack of any clear route or public corridor for such development. As “potential corridors” they were recorded in the inventory and on the plan maps simply to illustrate the interest that exists to establish new connections in these areas. Although certain natural areas like streams and shorelines possess linear characteristics that would be attractive to trail development, acquiring access may be complicated, especially where multiple ownerships break up the corridor. The route selection criteria were not generally applied to these areas, since there is no assurance that a feasible route can be established.

The principal criteria for selecting off-street routes include the following:

- *Right-of-Way* - Public right-of-way either exists or could potentially be negotiated.
- *Directness & Connectivity* - The route provides a reasonably direct or important link in the system. Again, connectivity is essential.
- *Attractive/Scenic* - Routes may have high, moderate, or low aesthetic appeal in terms of adjacent natural features, views and scenery, historic or architectural features or other qualities. Less attractive routes may still offer important links in the system or could be enhanced through landscaping or other improvements.
- *Safety & Security* - Safety is always an issue of concern. From a practical standpoint, not all safety concerns can be detected or prevented. Unusual safety issues identified in the field were noted.
- *Cost* - The relative cost of improvements needed to make a route suitable for trail development is an important consideration.
- *Major Barriers* - Significant physical barriers which seriously impede the potential for the route to provide a useful link in the system were considered.
- *Barrier-Free (ADA) Trails* - Routes having significant potential for barrier-free access were noted.

A number of other issues arise in planning for off-street facilities, such as environmental sensitivities, high trail density (many trails over a small area), or the potential for conflicts among the various user groups. These concerns influence the location, design, designated use, and overall viability of facilities. They should be taken into account at the earliest stages of

planning and design. Areas with particularly high environmental sensitivity, ecological quality, rarity, or environmental significance should be avoided.

Parallel or "braided" trail systems may be particularly useful in urban settings or sensitive environments where trail use is high, user conflicts are a concern, opportunities for narrow-width walking or nature trails exist, or where facilities are needed to accommodate both recreational and commuter cycling. A braided trail system often utilizes road shoulders or bike lanes that generally parallel an off-street trail nearby. The Pacific Northwest Trail and the Oak Harbor Waterfront Trail are potential candidates for the design of braided or parallel systems.

6.2 FACILITY DESIGN GUIDELINES

Design standards and guidelines are well developed for **on-street** facilities and are routinely used by Island County staff in the design, construction, and maintenance of county roads. In addition to standard guides and manuals for road development, two important and well illustrated technical sources are available for the design of bicycle and pedestrian facilities from the Washington Department of Transportation. The *Design Guide to Bicycling Facilities* and the *Design Guide to Pedestrian Facilities* are both available online at the agency's website. Several cross-sections for typical on-street improvements are included at the end of this section. A nationally recognized source containing similar information is the *AASHTO Guide for the Development of Bicycle Facilities*. Other valuable resources pertaining to non-motorized transportation development are available through the Federal Highway Administration's website, www.fhwa.dot.gov.

Design guidelines for **off-street** trails are less uniformly developed overall and tend to vary among federal, state, and regional entities responsible for trail development. Major sources that are particularly relevant to the Island County trail system include the U.S. Forest Service, Washington State Parks, the Washington Department of Transportation, and others. (Although the Forest Service does not manage lands in Island County, its trail guidelines are widely utilized, particularly for trails built to a "wildland" standard.) Based on these and other sources, general guidelines addressing a range of facility types are suggested to assist with the design of off-street trails in Island County.

As described in Section 5.1.2, Island County trails have been divided into three basic categories: high-standard, medium-standard, and wildland-standard trails. The WSDOT design guides to bicycle and pedestrian facilities mentioned above are a prime source for high-standard trails and should generally be adhered to where a wide and well engineered multi-use trail is the desired facility. These trails are often ADA accessible and may be paved or unpaved with a smooth, compacted surface. Minimum width is generally eight feet, with greater widths up to fourteen feet for higher-volume multi-use trails in urban environments.

The design of medium-standard trails can vary somewhat, depending on their intended purpose and expected use. Some are designed comparable to a high-standard trail, but with a much narrower tread, typically between three and six feet. These trails can also vary in terms of surface treatments, with potentially steeper grades that may or may not be ADA accessible. Common standards for these trails are provided in the table below.

Table 6-1 Guidelines for Medium Standard Trails

	Max. Sustained Grade	Max Short Grade	For Max Distance of	Min. Clearing Width	Min. Clearing Height	Min. Tread Width	Tread Surface
Easy	5%	10%	50'	10'	10'	5' - 6'	Gravel or Asphalt
Moderate	8%	14%	50'	10'	10'	3' - 6'	Gravel or Asphalt
Difficult	8%	14%	200'	8'	8'	3' - 6'	Gravel, Asphalt, Steps, Stairs OK

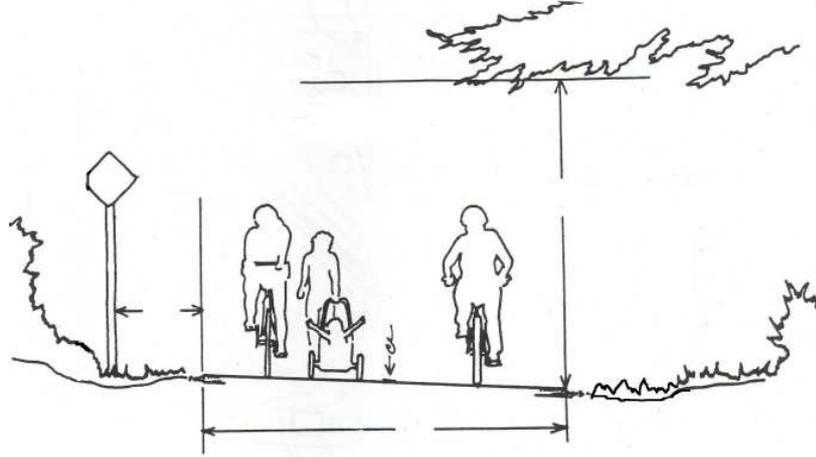
Wildland Trail standards can vary considerably in their design and are usually broken down by targeted users group, and then blended when more than one user type is expected on the trail. Following are the recommended standards for hiker, equestrian, and mountain bike trails.

Table 6-2 Guidelines for Hiker, Equestrian & Mountain Bike Trails

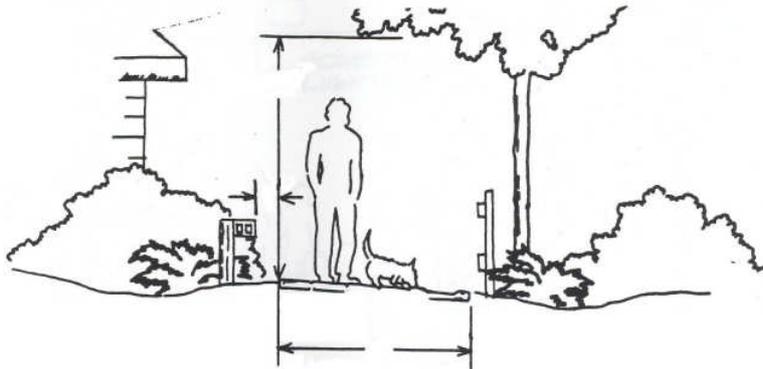
	Max. Sustained Grade	Max Short Grade	For Max Distance of	Min. Clearing Width	Min. Clearing Height	Min. Tread Width	Tread Surface
Hiker							
Easy	8%	15%	100'	8'	10'	24"	Develop for stability
Moderate	12%	20%	200'	6'	8'	24"	Minor obstacles, Steps and stairs ok
Difficult	20%	25%	100'	6'	8'	18"	Negotiable obstacles, Steps and Stair ok
Equestrian							
Easy	8%	15%	200'	8'	10'	24"	Develop for stability
Moderate	12%	20%	200'	6'	8'	24"	Minor obstacles
Difficult	15%	25%	100'	6'	8'	18"	Negotiable obstacles ok
Bicycle							
Easy	5%	10%	100'	60"	8'	24"	Mainly smooth
Moderate	8%	20%	100'	48"	8'	18"	Minor obstacles
Difficult	10%	30%	50'	36"	8'	12"	Negotiable obstacles ok

Typical Trail Cross Sections for high-standard, medium-standard, and wildland-standard trails

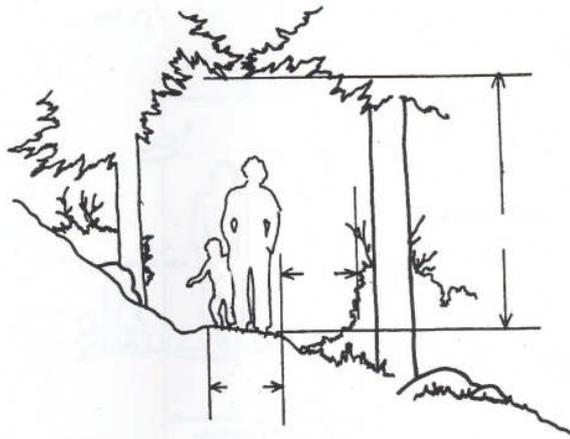
High Standard Multiuse Trail, see WSDOT and AASHTO Guides for widths and dimensions.



Medium Standard Trail, dimension vary, see table 6-1 for widths and dimensions.



Wildland Trail, dimensions vary, see table 6-2 for widths and dimensions.



6.3 ACCESSIBLE DESIGN STANDARDS

Access for people with mobility impairments should be considered for all trails, however not all trails have to be accessible. When developing new trails, accessibility guidelines require that an analysis be conducted to determine whether, and to what extent, access can be provided.

The standards are quite flexible and try to account for a variety of practical and aesthetic considerations, while at the same time providing valuable trail experiences for all. Current draft standards relevant to trail design are available for download on the web at the Access Board, US Department of Justice. With rare exception, all high-standard trails should incorporate ADA standards. Most medium-standard trails should be able to incorporate these standards as well. Where the opportunity exists, some wildland trails should also be built in accordance with the standards.

7 RECOMMENDATIONS

Throughout the planning process, the public's ongoing participation has been crucial to developing an exciting and achievable vision for new trails and new opportunities for recreation and non-motorized travel within Island County.

To move toward that vision and to accomplish the purpose, goals, and objectives of the plan (as outlined in Section 2), the following actions by Island County and others are recommended. Both general and project-specific recommendations for each of the four planning areas are presented.

Recommendations Maps

The following maps are included in this section:

- **7-1:** Countywide short term project locations.
- **7-2:** Countywide on-street (road cycling) recommendations.
- **7-3:** Camano Island off-street (recreation) recommendations.
- **7-4:** North Whidbey off-street (recreation) recommendations.
- **7-5:** Central Whidbey off-street (recreation) recommendations.
- **7-6:** South Whidbey off-street (recreation) recommendations.

Important Notes Concerning Maps:

The maps listed above include 2 distinct types of recommendations that are important to note while reviewing the maps:



Proposed New Trails (purple dashed lines): Trails that are proposed within Island County right-of-ways and can generally be built within the short and medium term.



Potential Corridors (series of orange dots): Trail corridors that have been recommended during the Focus Group or Public Workshop sessions, but may cross private property. These potential corridors will require further research and planning – in addition to support from the property owner(s) and surrounding neighborhoods and communities. They do not indicate a specific route over private property.

Map Disclaimer: *These maps were created for planning purposes only. The information herein is general in nature and does not constitute a detailed map of all existing or proposed facilities. The potential corridors do not indicate a specific route over private property. Due to their general nature, these maps may contain spatial and labeling errors.*

7.1 GENERAL RECOMMENDATIONS

General recommendations are designed to help guide the plan's implementation, followed by more detailed recommendations for specific projects, including an ambitious list of top priority projects.

Short term projects are widely distributed throughout the county to ensure that each community benefits from the plan's implementation. As these projects are developed, the safety and efficiency of non-motorized travel in Island County should improve significantly, while new opportunities for trail-based recreation will add considerably to the region's quality of life, something that is obviously of high value to residents and visitors alike.

Funding and Implementation

Capital facilities planning and budgeting should incorporate near-term projects and other specific actions identified in this plan. Potential grant funding sources should be identified and pursued to ensure that all recommendations can be successfully implemented and that priority projects move forward as smoothly and expeditiously as possible. A degree of flexibility is encouraged in order to take advantage of new opportunities and changing circumstances.

Dedicated Staff and Resources

Island County is the agency primarily responsible for the implementation and oversight of trails within its' jurisdiction. The dedication of staff and agency resources is essential to the success of any plan. A full-time resource should be shared between Island County Public Works and Island County Parks & Recreation to oversee the plan's implementation, including tasks related to project funding, planning, scheduling, design, contracting, and development. The benefits that accrue to the public will likely be more or less proportional to the staff and funding commitments that the county makes in support of these efforts.

Partnerships

Partnerships will likely be an important tool for advancing the vision articulated in this plan. There are a number of local, regional, state, and federal agencies operating in Island County that have a direct interest in trails. These agencies, as well as user groups, nonprofit organizations, private landowners, and others can (and should) work together in a variety of ways to help move projects forward.

Volunteer Support

Volunteers have already accomplished a substantial amount of work in terms of building, improving, and maintaining trails throughout Island County. Their efforts should be encouraged and strongly supported. Island County and other agencies should also consider making a modest investment in volunteer coordination and direct support to organized volunteer efforts in the form of training, tools, materials, equipment, labor, or funding. Volunteer training opportunities, especially for key volunteer members should be explored and encouraged. Two possible sources of training are bringing in a Subaru/IMBA (International Mountain Bike Association) Trail Care Crew or one of several training opportunities offered through Washington Trails Association.

An effort should also be made among public and private entities to establish and fund a paid volunteer coordinator (possibly with grant writing skills) to assist with these efforts and to further implement the recommendations of this plan. In many communities, the return on such an investment has been considerable, especially where stepped up efforts are made to secure grant funding, since volunteer labor and in-kind contributions can often help satisfy local matching requirements. Many areas have also had excellent results from a “hybrid” model where paid professionals perform the difficult or technical work and volunteers provide the bulk of the hand labor. There are several projects in Island County that would be suitable for this approach.

Agency Coordination

Project development under this plan should be coordinated between the agencies responsible for the development and long-term management of facilities. For projects developed by Island County, the Public Works Department would normally oversee any on-street improvements or major trail projects that are funded by transportation-related resources. Purely recreational trails would normally be developed and/or managed by Island County Parks. Washington State Parks, port districts, park and recreation districts, and the incorporated cities will generally oversee projects on their own properties.

Design Guidelines

Trails and roadway improvements should be designed, built, and maintained consistent with accepted guidelines for on and off-street facilities as discussed in Section 8.2.

Education and Safety

Island County should work cooperatively with other agencies, schools, community organizations, and user groups to help develop public education and safety programs that benefit trail users and enhance public safety for everyone. Existing programs such as Washington's Safe Routes to Schools and bicycle training for kids are good examples of the kinds of efforts that have proved successful in many communities. These and other possibilities are highlighted in Section 12.4 Appendix D – Safety & Education.

Walkable Communities

Citizen planning efforts in urban areas should be encouraged and supported in all Island County communities to help delineate local trail networks and related facilities, including walking and biking loops, trailheads, viewing and resting areas, points of interest, interpretation, landscaping, and other amenities. Lighted walkways should be considered where appropriate. Planners should incorporate urban design tools and strategies that can help produce the benefits of walkable communities. Developers should be encouraged, or in some cases required (depending on local regulations), to integrate trails, greenways, and/or bikeways into their development proposals. Such improvements should complement local planning efforts for trail systems, as well the regional systems represented in this plan.

Consistency with Island County Comprehensive Plan

Goals and objectives of the Transportation Element of the Island County Comprehensive Plan include (under Objective 2) a number of important provisions for the development of non-motorized transportation facilities. These are noted below (verbatim) and are fully incorporated herein.

Pedestrian and Bicycle Facilities: Consistent with adopted non-motorized (trail) plans require developers of subdivisions, short subdivisions and other types of regulated development to provide safe and convenient facilities for pedestrians and bicyclists. Develop and adopt facility design standards and threshold levels which reflect the needs of the local community. Such facilities include:

- Sidewalks, improved shoulders, or off street trails within developments to accommodate internal circulation; and
- Connections to adjacent property and transportation facilities (such as roads, trails, and transit routes) to facilitate safe and convenient access to nearby parks, schools, businesses and residential areas, transit routes and trails.

Facilities for Non-Motorized Travel: Provide facilities for travel by non-motorized travel modes by incorporating improvements for non-motorized travel into programmed road improvement projects. The most appropriate design for such facilities will be determined on a case by case basis for individual road improvement projects using criteria including, but not limited to:

- The supplemental classification designations for the roadway for pedestrians, bicycles and equestrians;
- The County's adopted road design standards;
- Adjacent land uses;
- Expected level of demand for use by pedestrians, bicyclists and/or equestrians;
- Accident history (number, type and severity);
- Existing and forecast traffic volumes;
- Physical conditions of the roadway corridor;
- Available right-of-way;
- Project costs;
- Availability of funds for the improvements, including any special funds to pay for improvements for non-motorized travel modes; and
- Community support.

Developing an ongoing program to install improvements for non-motorized travel modes at locations where there are no programmed road improvement projects. The County will establish a program for transportation improvements for non-motorized travel modes, and fund it through the County's Annual Road and/or Capital Facilities Programs. Requests for individual improvement projects would be submitted on an annual basis and will compete for available funds. Criteria to determine priority among requested improvements projects may include:

- Condition of existing facility;
- Adjacent land uses;
- Expected level of demand for use by pedestrians, bicyclists and/or equestrians;
- Traffic volumes on the roadway;
- Potential conflict between travelers using motorized and non-motorized travel modes;

- *Speed limit on the roadway;*
- *Functional classification of the roadway;*
- *Supplemental classification of the roadway for pedestrian, bicycle and/or equestrian modes;*
- *Connections and/or relationship to other facilities for non-motorized travel and/or transit; and*
- *Community support.*

Proceeding with the development of a comprehensive plan for non-motorized transportation in Island County.

Coordinating the work of the Public Works Department and the Parks and Recreation Department in the planning and provision of on road and off road facilities for non-motorized travel modes in accordance with the priorities established in the adopted non-motorized (trail) plan.

Coordination with Schools: *Coordinate with each school district and accredited private school to identify safe_school walking routes which address pedestrian needs around school facilities.*

Low Cost Improvements for Non-Motorized Travel: *Explore opportunities to provide low cost improvements within existing public rights-of-way to improve conditions for non-motorized travel modes.*

Non-Motorized Travel and TDM: *Encourage the use of non-motorized travel modes as part of the County's TDM program to reduce the use of motorized travel modes.*

Plan Adoption

Upon adoption, this plan essentially replaces the 1995 Non-Motorized Trails Plan. Specific actions by Island County will be required to ensure that this Trails Plan is adopted and referenced by all necessary Island County agencies. They include:

- *The Parks and Recreation Element of the Comprehensive Plan* acknowledges the importance of trails, as well as the need to increase access to shorelines and open space. The Parks and Recreation Element specifically incorporates by reference the 1995 Non-Motorized Trails Plan. While many of the recommendations contained in the 1995 plan are generally included herein, adoption of this plan effectively replaces the 1995 plan.
- *Transportation Element of the Comprehensive Plan:* To ensure consistency with adopted policies and objectives for non-motorized transportation, the Non-Motorized Trails Plan should be fully incorporated by reference in this Comprehensive Plan element (this may be accomplished with the adopting ordinance). Once adopted, the Non-Motorized Trails Plan provides critical guidance for the implementation of county policies, goals, and objectives regarding non-motorized transportation. As such, it should be construed as an integral component of the Comprehensive Plan.

- *6-year Transportation Improvement Program and/or Capital Facilities Plan:* Priority projects outlined in this plan should also be identified in the county's six-year Transportation Improvement Program and/or Capital Facilities Plan. This will help ensure that these projects can qualify for grants administered by the Washington Department of Transportation, the Interagency Committee for Outdoor Recreation (IAC), and others.

Related Planning Efforts

Other plans and studies supporting a similar vision for trails and non-motorized transportation have been commissioned in recent years or may be developed in the future. For example, the recent Windjammer Study of the Oak Harbor waterfront and the Whidbey Scenic Isle Way Corridor Management Plan (2005) both offer strong support for trails and may help ensure that real progress is made in moving these ideas forward. Future complementary plans and design efforts should build on the valuable work that has been accomplished to date.

Master Plans and Design Studies

This plan identifies needs and opportunities for trails and non-motorized facilities that are mostly based on a regional or countywide perspective. However, there are a number of locations where a more detailed or localized planning effort is warranted due to various uncertainties or the presence of complex planning and design issues that cannot be easily resolved at this time. Some areas, like Camano Ridge on Camano Island, are experiencing significant and increasing recreational use and ongoing trail development that could benefit from a more detailed, citizen-based planning effort.

Such an effort can help guide the development of new trails, trailhead access, and user amenities, while minimizing user conflicts and impacts to the environment. There are also areas, such as Ebey's Landing National Historical Reserve, where the potential for trail-based enjoyment of the area is extraordinary. Such areas clearly deserve a more focused assessment of their potential for a high-quality trail network. The Pacific Northwest Trail is an example of a major project that is a clear candidate for a separate master plan. A few other areas would benefit from a simple trail location and design study. Key areas that should be considered for further planning, assessment, design studies, or master planning include the following:

Table 7-1 Recommended Master Planning Areas

Camano Island	Whidbey Island	Countywide
<ul style="list-style-type: none"> • Camano Ridge Woods • Elger Bay/Cama Beach Corridor 	<ul style="list-style-type: none"> • Deception Pass State Park • Dugualla State Park • Pacific Northwest Trail • Oak Harbor Trails and Non-Motorized Transportation • Oak Harbor/Fakkema/West Beach Corridor • Libbey Road/Kettles/Grasser's Lagoon Area • Ebey's Landing National Historical Reserve • Coupeville Community Trails • Freeland Community Trails 	<ul style="list-style-type: none"> • Island County Water Trails • Beach Access Study • Bicycle Touring: Maps and Signing Plan

	<ul style="list-style-type: none"> • Freeland/Goss Lake/Langley Corridor • Langley Community Trails Upper Maxwellton Forest Reserve (DNR site) 	
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Environmental Protection

Development of facilities under this plan should avoid adverse impacts to the natural environment and should be located and designed in ways that conserve or restore ecosystems and the natural landscape. A provision for environmental protection and conservation is contained in the Transportation Element of the Comprehensive Plan which is pertinent to non-motorized facilities and is fully incorporated herein.

Environmental Protection and Conservation: Minimize negative environmental impacts created by County transportation facilities and activities by:

- *Appropriately designing, constructing, operating, and maintaining transportation facilities to minimize degradation of existing environmental conditions;*
- *When possible, aligning and locating transportation facilities away from environmentally sensitive areas to preclude direct environmental degradation caused by a facility and indirect environmental degradation created by development around facilities;*
- *Mitigating unavoidable environmental impacts;*
- *Soliciting and incorporating the concerns and comments of interested parties regarding environmental issues into the planning, design, construction, operation, and maintenance of the county transportation system; and*
- *Using integrated vegetation management practices, where practicable using native vegetative species.*

Facility Maintenance and Operations

Facilities should be maintained on a regular basis by the agencies that own or manage the lands they are located on, unless other arrangements have been made. Formal or informal agreements for facility maintenance and operation can be made for projects that extend across two or more jurisdictions, such as the Pacific Northwest Trail or the Rhododendron Trail. As new projects are developed, it will be important for the agencies involved to clarify who will maintain and operate them, and to anticipate any extraordinary expenses or specialized needs, if any, that may arise.

While the acquisition and development of new facilities is envisioned throughout Island County, regular maintenance of *existing* roads and trails will also be very important to ensure that they function safely and efficiently for users. Regular maintenance of existing road shoulders, such as periodic sweeping, can be especially beneficial to cyclists. Whenever practical, the County should consider alternative surface treatments that provide a reasonably smooth surface along road shoulders, especially for primary touring routes identified in this plan.

For off-street facilities, trail maintenance and stewardship provide excellent opportunities for volunteers to get involved, especially where city or county staff are able to assist with equipment, materials, project coordination, or other support.

As new projects are implemented under this plan, low-maintenance design and low-impact construction techniques should be considered to help minimize costs over the long term. Facility maintenance should always be a key consideration during the design process. It is also important to note that facilities that are not well cared for are not always treated with care by users. Maintaining facilities to a reasonable standard not only enhances safety and provides a more enjoyable experience for users, but also encourages good stewardship.

Plan Updates

The Non-Motorized Trails Plan should be reviewed periodically and should be formally updated at least every six years, in order to satisfy general planning requirements of the Washington Interagency Committee for Outdoor Recreation (IAC). A plan adopted in 2006, for example, should be updated in 2012. At a minimum, periodic reviews should be coordinated with any significant updates to the transportation or parks and recreation elements of the Comprehensive Plan, particularly as they relate to non-motorized transportation and/or future trail development in Island County. The following list of plans should be referenced when updating the 2006 Non-Motorized Trails Plan:

- Ebey's Landing National Historical Reserve General Management Plan
- Getting to the Water's Edge on Whidbey and Camano Islands (WSU)
- Island County Plan for Healthy Living (Health Department)
- Island County Transportation Plan
- Trust for Public Lands
- Windjammer Plan
- Any city-related transportation plans

The data gathered for this plan is available in GIS format. If possible, the data and maps should be updated on a regular basis, either as facilities are improved or developed, or as other significant changes occur.

7.2 SHORT-TERM PRIORITY PROJECTS

Recommended trail development projects and on-street improvements for non-motorized transportation are presented in the following sections. Specific projects are suggested for each of the four planning areas, based on public input and timely opportunities to move forward with meaningful trail development.

While basic recommendations are offered for virtually every trail and road segment identified in the Geographic Information System (GIS) database associated with this plan, an effort was made to differentiate between short-term, mid-term, and long-term project priorities, as described below:

Short-Term, Generally Within 5 Years -

These are projects offering major benefits to the public which can potentially be developed over the near term, or within approximately five years after this plan is adopted. Many are already funded or scheduled for development, or there may be unique opportunities, significant safety issues, or major public benefits to be realized that warrant their emphasis as top priority projects. A few projects, due to high cost, access issues, or other difficulties, may require a longer period of time for development. It is recognized that several of these projects might not be built within five years, but they are highlighted so that county staff or others can plan for their development and begin to secure the resources needed to move forward with the design/development phase.

Short-Term Project Locations Map

Map 7-1 on the following page shows the locations of 30 short-term project recommendations.

Brief descriptions follow Map 7-1; more detailed descriptions are included in the regional discussions on subsequent pages.

Mid-Term, Within 5 to 10 Years - These are also very attractive projects for the short term; however, it is realized that not all the best projects can be developed in just a few years. Mid-term projects could potentially be developed over a five to ten-year period. In the event that resources become available or opportunities emerge to move forward with these projects more quickly, then design/development should not be delayed.

Long-Term - All projects identified in this plan are considered important to the future of non-motorized travel and recreational trails in Island County. However, recognizing that not all the projects envisioned can realistically be developed over the next five to ten years, long-term projects are those that may be more likely to see development over the next ten to twenty years. Again, where opportunities or resources become available to expedite their development, they should not be delayed. Long-term projects are included in Appendix C.

An effort was made to ensure that both short-term and mid-term priority projects are equitably distributed among the four planning areas. A total of thirty short-term projects are recommended and all but one are specific to a particular area. Another thirty-five projects are considered mid-term priorities. The distribution of short-term and mid-term projects is summarized in Table 7-1 and the potential uses of the short-term projects are summarized in Table 7-2.

Table 7-2 Distribution of Short and Mid Term Projects

Region	Short-Term	Mid-Term	Total
Camano Island	7	5	12
North Whidbey	8	12	20
Central Whidbey	8	5	13
South Whidbey	7	14	21
Countywide	3	0	3
Totals	33	36	69

Table 7-3 Potential Short-Term Project Uses

							
Camano Island							
1 Camano Hill Shoulders	•				•		
2 Arrowhead Road	•				•		
3 Camano Ridge Woods		•		•		•	
4 Camano Ridge Trailhead		•	•	•		•	
5 Dry Lake Road Trailhead		•					
6 Cama Woods Trail		•					
7 Utsalady and Iverson Kayak Camps							•
North Whidbey							
8 Deception Pass Bridge	•				•		
9 Frostad Road Shoulder Widening	•				•		
10 SR 20 at Grassers Lagoon	•				•		
11 West Beach Shoulder Widening					•		
12 Pacific Northwest Trail		•			•		
13 Ala Spit		•	•				
14 Oak Harbor Waterfront Trail	•		•		•		
15 Freund's Marsh Trail		•	•				
Central Whidbey							
16 Hill Valley Road Shoulder Striping	•				•		
17 New County Road	•				•	•	
18 Libbey Road TrailHead		•		•		•	
19 Coupeville Connecting Trails	•						
20 Cross Prairie Trail		•					
21 East Prairie Trail		•					
22 Rhododendron Trial		•	•		•	•	
23 Smith Prairie Trailhead		•					
South Whidbey							
24 Saratoga Road Shoulder Widening					•		
25 Main Street Sidewalks	•		•				
26 Maxwelton Trail	•				•		
27 Upper Maxwelton Trail	•				•		
28 Langley Connecting Trails	•				•		
29 Possession Point Trail		•					
30 Double Bluff Kayak Camp							•
County-Wide							
31 Bicycle Touring Maps & Signage					•		
32 Island County Water Trails Maps & Signage							•
33 Trails Maps	•	•	•	•		•	

These thirty short-term priority projects are briefly described below. More detailed descriptions are provided by region in Sections 7.3 through 7.5.

Short-Term Projects: Camano Island

1. *Camano Hill Road Shoulders* - Provide wide paved shoulders from Camano Ridge Road to West Camano Drive. Complete shoulder widening east to East Camano Drive as planned.
2. *Arrowhead Road* - Improve this portion of the North Camano Loop for bicycle and pedestrian use, either through shoulder widening or the construction of sidewalks or sidepath within the county right-of-way.
3. *Camano Ridge Woods* - Construct the southernmost and northernmost new trails in the plan.
4. *Camano Ridge Trailhead* - Develop a new trailhead on or near the southwest corner of the property.
5. *Dry Lake Road Trailhead* - Develop a new trailhead along Dry Lake Road to access the Elger Bay route and Cama Beach State Park.
6. *Cama Woods Trail* - Develop a new trail from Cama Beach State Park to the proposed Dry Lake Road Trailhead.
7. *Utsalady and Iverson Kayak Camps* - Develop new kayak campsites at these two locations as part of the Island County and Cascadia Marine Trails.

Short-Term Projects: North Whidbey

8. *Deception Pass Bridge and SR 20* - Improve shoulders and paths along SR 20 through the park and across the bridge to address safety concerns and to enhance bicycle and pedestrian access.
9. *Frostad Road Shoulder Widening* - Widen shoulders (or develop a sidepath) along the short stretch of road between Dike Road and Taylor Road to accommodate bicycle touring and the Pacific Northwest Trail.
10. *SR 20 at Grasser's Lagoon* - In cooperation with the Washington Department of Transportation, plan and develop a separated bicycle/pedestrian route east or west of SR 20 from old Penn Cove Road south to the proposed Libbey Road Trailhead, including a suitable highway crossing.
11. *West Beach Road Shoulder Widening* - Widen shoulders north of Sandusky Road as planned.
12. *Pacific Northwest Trail: Cornet Bay and Hoypus Hill* - Construct a new trail around Cornet Bay and improved shoulders or sidepath along Cornet Bay Road to the Hoypus Hill Trailhead.
13. *Ala Spit ADA Trail* - Construct a new ADA-accessible path behind the existing seawall south of the parking area.
14. *Oak Harbor Waterfront Trail* - Plan and develop waterfront walkways, bikeways, and related facilities generally as envisioned by the Windjammer Study.

15. *Freund's Marsh Trail* - Complete this excellent new trail system and trailhead west of the City Park, including links to neighborhoods and walkable beaches.

Short-Term Projects: Central Whidbey

16. *Hill Valley Road Shoulder Striping* - Stripe shoulders for non-motorized users.
17. *New County Road* - Develop this new road as planned with wide shoulders.
18. *Libbey Road Trailhead and New Link to The Kettles* - Plan and develop a new regional trailhead at the southwest corner of SR 20 and Libbey Road with trail access to The Kettles. Coordinate this with the North Whidbey project, SR 20 at Grasser's Lagoon.
19. *Coupeville Connecting Trails* - Develop new trails and walkways along Ebey Road from SR 20 south to Terry Road then east to Main Street; also from Broadway Street to Main Street and Pennington Loop.
20. *Cross Prairie Trail* - Secure a trail alignment and develop a new trail from the Sunnyside Cemetery to Engle Road.
21. *East Prairie Trail* - Secure a trail alignment and develop a new trail from the Cross Prairie Trail at Engle Road north to SR 20.
22. *Rhododendron Trail* - Develop the planned trail along SR 20 linking the Kettles Trail to Rhododendron Park.
23. *Smith Prairie Trailhead* - Consolidate the Parker Road/SR 20 intersections and develop a new regional trailhead with access to proposed trails at Smith Prairie and a link to the Rhododendron Trail.

Short-Term Projects: South Whidbey

24. *Saratoga Road Shoulder Widening* - Widen shoulders (or consider a sidepath) from Saratoga Woods to the existing wide shoulders northwest of Langley.
25. *Main Street (Freeland) Sidewalks or Path* - Develop sidewalks and/or separated pathway along Main Street, from SR 525 (or Myrtle Avenue) to Newman Road and/or the proposed Freeland Marsh Trail.
26. *Maxwelton Trail* - Develop the planned trail system, including shoulder improvements for cyclists, along Maxwelton Road from the Fairgrounds to South Whidbey schools.
27. *Upper Maxwelton Trail* - Improve the existing trail and develop a looped trail system and trailhead on this newly acquired property south of SR 525.
28. *Langley Connecting Trails* - Work with the Langley community to identify one or more priority routes for new trail development.
29. *Possession Point Trail* - Complete the new trailhead and trail to Possession Point and work to secure a trail link to Possession Beach Park to the north.
30. *Double Bluff Kayak Camp* - Develop a new kayak campsite at an appropriate location.

Short-Term Project: Countywide

31. *Bicycle Touring Maps and Signing Plan* - Develop more detailed maps, descriptions, and a signing plan for the touring routes recommended in this plan.
32. *Island County Water Trails Maps & Signage* - Conduct a detailed assessment of water trail facilities, including kayak launches and campsites throughout the county; make improvements and develop a user map and brochure.
33. *Island County Recreational Trails*- Develop more detailed and accurate maps, descriptions, and a signing plan for the existing trails in Island County and update as additional trails are constructed.

7.3 CAMANO ISLAND

Detailed descriptions of the short-term recommendations for Camano Island are provided below, followed by brief descriptions for each of the medium-term priority projects.

Map References

Each project included in this section can be found on one or more of the following maps.

- **Map 7-1:** Countywide Short-Term Projects (numbered)
- **Map 7-2:** Countywide On-Street Recommendations (predominantly for cycling)
- **Map 7-3:** Camano Island Off-Street Recommendations (including recreational trails)

1. Camano Hill Road Shoulders

Location & Access: North Camano Island.

Existing Facilities: Shoulders along this county road do not meet the four-foot minimum width recommended by this plan.

Proposed Facilities: Widen shoulders from East Camano Drive to West Camano Drive, as planned. As a long-term priority, a sidepath should be developed to a medium standard, if feasible, on one side of the road within the right-of-way between West Camano Drive and Camano Ridge Road.

Estimated Cost: \$1,510,000 (TIP project)

Land Manager: Island County Public Works

2. Arrowhead Road

Location & Access: North Camano Island.

Existing Facilities: Shoulders along this county road do not meet the four-foot minimum width recommended by this plan.



Arrowhead Road Looking East

Proposed Facilities: Widen shoulders and construct pedestrian facilities as planned from East Camano Drive to Utsalady Road.

This will improve a key portion of the North Camano Loop for bicycle and pedestrian use. Shoulder widening addresses the needs of cyclists. The construction of sidewalks or a sidepath (medium standard) within the county right-of-way is recommended for pedestrians.

Estimated Cost: \$2,460,000 (TIP project)

Land Manager: Island County Public Works

3. Camano Ridge Woods

Location & Access: Camano Ridge Woods is located on north-central Camano Island east of West Camano Drive and north of Camano Hill Road. The site is almost entirely wooded hills with young mixed forest and maturing second growth. Unimproved access and limited parking are available near the southwest corner of the property off Carp Lake Road.

Existing Facilities: This is a major public open space area of more than 400 acres, making it the largest county-owned property on the island. An extensive trail system has been developed by local volunteers. Approximately four miles of trails exist and essentially all are open to mountain biking, hiking, and equestrian use. One trail extending east to Can Ku Road is narrow and steep and is only suitable for foot traffic in its existing location and condition. An alternative route for a multi-use trail connecting the community to the east would be an attractive future addition. Many of the existing trails follow well developed logging roads; however some are narrower single-track wildland trails built by users.

Proposed Facilities: User groups have developed an excellent plan to link existing logging road-ends with new trails to form attractive loops offering interesting and varied trail experiences for all three user groups. Implementing this plan for an expanded trail system was the highest priority for many trail advocates on Camano Island. Approximately two miles of new multi-use wildland trails are recommended as a short-term priority.

Some hiking advocates expressed a desire for a hiking-only trail alignment along the north side of the property. If properly designed, this type of separation would be possible to create, but it would require coordination with other user groups and local advocates for it to function well without a considerable enforcement effort. A parallel, but visually separated multi-use trail alignment would also be necessary to provide a link in this area for other users. There is sufficient area on this parcel to develop additional trails if volunteers and funding support are available. Trails should generally be designed to a wildland or medium standard, as appropriate.

Other links to adjacent communities are desirable but would require new acquisitions or trail easements across neighboring properties.

Estimated Cost: \$70,000

Land Manager: Island County Parks

4. Camano Ridge Trailhead

Location & Access: North Camano Island. See Camano Ridge Woods above.

Existing Facilities: Minimal informal parking is available along Carp Lake Road to serve the Camano Ridge Woods open space. Parking is especially challenging for stock trailers.

Proposed Facilities: A new access and trailhead off Carp Lake Road is recommended to provide for improved access and parking. Development of this new trailhead has been identified in the 2006 Island County Parks budget. The new trailhead should be developed on or near the

southwest corner of the property to accommodate stock trailers and other trail users. At a minimum, site amenities should include signing, information kiosk, hitching post, a vandal-resistant concrete vault restroom, and appropriate barriers, if needed, to prevent motorized access to the trail system.

Estimated Cost: \$60,000

Land Manager: Island County Parks

5. Dry Lake Road Trailhead

Location & Access: South Camano Island, west of Cama Beach State Park.

Existing Facilities: No facilities presently exist. A suitable site has been acquired by the county.

Proposed Facilities: It is recommended that a new trailhead be developed, as planned, toward the west end of Dry Lake Road to access Cama Beach State Park to the west (hiker only), and the Elger Bay open space to the east (possible multi-use). Site design should include parking for at least a half-dozen cars. At a minimum, site amenities should include signing, information kiosk, a vandal-resistant concrete vault restroom, and appropriate barriers, if needed, to prevent motorized access to the trail system.

Estimated Cost: \$120,000 (TIP project)

Land Manager: Island County Parks

6. Cama Woods Trail

Location & Access: South Camano Island within Cama Beach State Park. The site could potentially be accessed from the state park and from the proposed Dry Lake Road Trailhead.

Existing Facilities: No facilities currently exist; although the Cranberry Lake Trail is close by and would be linked to this proposed new trail.

Proposed Facilities: Develop a new medium-standard or wildland-standard hiker trail, up to a mile in length, from the existing Cama Beach State Park trail system to the proposed Dry Lake Road Trailhead, with a link to the Cranberry Lake Trail, as planned by Washington State Parks.

Estimated Cost: Undetermined

Land Manager: Washington State Parks

7. Utsalady and Iverson Beach Kayak Camps

Location & Access: North and east Camano Island, generally intended for access from the water, although vehicle access is possible at both locations. Iverson Beach could potentially serve as a kayak launch site.

Existing Facilities: No facilities exist at the Iverson Beach site; however, some site improvements have been made at the Utsalady site by Island County Parks.

Proposed Facilities: Kayak campsites with minimal facilities and a vault toilet are recommended at both locations as part of the Island County and Cascadia Marine Trails.



Stairs at Iverson Beach

Estimated Cost: \$55,000

Land Manager: Island County Parks

Mid-Term Projects

Map Reference: These mid-term projects can be found on **Map 7-2, Countywide On-Street Recommendations**

- *North Camano Loop* - Complete the bicycle and pedestrian improvements along North and East Camano Drives, as described for Arrowhead Road.
- *Elger Bay to Cama Beach Shoulders or Sidepath* – Provide wide, paved shoulders or develop an unpaved trail within the county road right-of-way from Elger Bay Road to the proposed Dry Lake Road Trailhead.
- *East Camano Drive Shoulder Widening* – Widen shoulders as planned between Monticello and Mountain View Roads.
- *West Camano Drive Shoulders and Sidepath* - Provide wide paved shoulders from Camano Hill Road to Cama Beach State Park. As a long-term priority, develop a sidepath on one side of the road within the county road right-of-way.
- *Camano Island Touring Loop* - Improve and sign a bicycle touring loop generally as depicted on the map.

Water Access, Trailheads, and Points of Interest

In addition to the above, the following sites and facilities of interest to trail users and non-motorized travel are recommended for Camano Island:

- English Boom Kayak Camp (potential)
- Livingston Bay Kayak Camp (potential)
- Tillicum Beach Kayak Camp (potential)
- Improved beach access, where feasible

- One or more waysides, overlooks or resting spots for cyclists

Long Term Projects

A number of other long-term projects are recommended for Camano Island, including significant road improvements, new trails, trailheads, water access, and other trail-related facilities. These are summarized in *Volume II*.

7.4 NORTH WHIDBEY

Detailed descriptions of the short-term recommendations for North Whidbey are provided below, followed by brief descriptions for each of the medium-term priority projects.

Map References

Each project included in this section can be found on one or more of the following maps.

- **Map 7-1:** Countywide Short-Term Projects (numbered)
- **Map 7-2:** Countywide On-Street Recommendations (predominantly for cycling).
- **Map 7-4:** North Whidbey Off-Street Recommendations (including recreational trails)

8. Deception Pass Bridge and SR 20

Location & Access: At the north end of Whidbey Island, bicycle and pedestrian safety is a major concern along SR 20 through Deception Pass State Park and over the spectacular Deception Pass bridges. The area is one of the most popular tourist destinations in the state and likely adds considerable revenue to both the Island and Skagit County economies.

Existing Facilities: The travel lanes and the sidewalks on the bridge are narrow. Though there are steel posts and cables between the travel lanes and the sidewalks, park officials have indicated that at least once a month a motor vehicle veers onto the sidewalk and damages the posts and cables. With the amount of recreational traffic using the sidewalks to take in the spectacular view, the safety hazard seems obvious. Additionally, the proximity of the sidewalk to the traffic lanes compromises the recreational experience for the users.

Proposed Facilities: The combination of narrow lanes and walkways, inadequate shoulders, high traffic volumes, turning movements, less than ideal highway crossings, and the tremendous attraction of this area for scenic and recreational enjoyment demand that the area deserves special consideration.

Public officials at all levels are aware of the problem. WSDOT has studied the bridge and determined that the traffic lanes could be expanded onto the existing sidewalk area and new walkways could be created on either side of the bridge, outside of the existing structure, making both motorized and pedestrian traffic safer. However, the cost of these improvements is likely to exceed ten million dollars. The political challenge of raising that level of funding from local, state and federal sources is considerable. At the same time, the public investment seems warranted to address the concerns.

Additionally, SR20 is the only possible route for bicyclist traveling from Island to Skagit County. This is an outstanding destination for bicycle touring and some collisions with motorist have occurred on the busy narrow roadway leading to the bride. Additional shoulder width in this

area would increase bicycling safety and comfort considerably. Improving shoulders and paths along SR 20 through the park and across the bridge will help address safety concerns and enhance bicycle and pedestrian enjoyment of this premier state park.

Estimated Cost: Undetermined
(Contact WSDOT for information on previous estimates)

Land Manager: WSDOT

9. Frostad Road Shoulder Widening

Location & Access: North Whidbey Island, between Taylor and Dike Roads.

Existing Facilities: Shoulders along this county road do not meet the four-foot minimum width recommended by this plan.

Proposed Facilities: Widened shoulders, or possibly a sidepath with the county right-of-way, are recommended along the short stretch of road between Dike and Taylor Roads to accommodate bicycle touring and pedestrian use of the Pacific Northwest Trail. If a path is constructed, it should be designed to a medium standard.

Estimated Cost: \$1,230,000 (TIP project)

Land Manager: Island County Public Works

10. SR 20 at Grasser's Lagoon

Location & Access: This stretch of SR 20 above Grasser's Lagoon between Libbey and Penn Cove Roads represents a major obstacle to non-motorized travel between Oak Harbor and Coupeville.

Existing Facilities: Bicycle and pedestrian routes between Oak Harbor and Coupeville follow several connecting routes along Penn Cove Road, Madrona Way, Libbey Road, and SR 20 itself. High traffic speeds and volumes, limited shoulder width, guardrails, and a difficult highway crossing present major challenges to non-motorized users, essentially creating a bottleneck situation with special planning and design challenges.

Proposed Facilities: There are a variety of needs that should be addressed in any design solution to this difficult stretch of SR 20. Traffic movements in many directions need to be accommodated, including through cyclists heading north or south along SR 20; cyclists heading south from Penn Cove Road to Libbey or Madrona Way (and vice-versa); and cyclists trying to cross from Libbey Road to Madrona Way, or from Penn Cove Road to Libbey Road. An ideal solution to the problem crossing the highway may be a bicycle-pedestrian underpass (possibly a large culvert) in the vicinity of Libbey Road, Madrona Way, or possibly Penn Cove Road. For pedestrians and cyclists traveling between Madrona Way and Penn Cove Road, a separated pathway along the shore



Grasser's Lagoon

outside the existing guardrail could be an especially attractive solution for those users. (The lagoon is an important habitat area managed by the Washington Department of Fish and Wildlife.) Alternatively, a path above the highway across Grasser's Hill, if acceptable to the Ebey's Landing National Historical Reserve, could offer better separation from the highway and significant views, but would still require a suitable crossing near Penn Cove Road.

Due to the extraordinary challenges that exist at this location and the area's importance as a critical link for both cyclists and pedestrians, a design study is recommended for the entire area between Penn Cove Road and Libbey Road, including the proposed Libbey Road Trailhead and new trail to the Kettles. Solutions should provide for a separated pathway and a suitable highway crossing and should anticipate substantial use once facilities are developed. This work should be performed in conjunction with efforts that may currently be underway regarding a potential realignment of the highway through this area. The design study should be carried out in cooperation with the Washington Department of Transportation, Island County Public Works, Washington State Parks, the Washington Department of Fish and Wildlife, and Ebey's Landing National Historical Reserve.

Estimated Cost: Undetermined

Land Manager: WSDOT,
Island County Public Works

11. West Beach Road Shoulder Widening

Location & Access: Along the west shore of Whidbey Island, north of Fort Nugent Road.

Existing Facilities: Shoulders along a short portion of this county road (the hill south of Sunset Beach) do not meet the four-foot minimum width recommended by this plan.

Proposed Facilities: Widen the shoulders north of Sandusky Road, as planned.

Estimated Cost: \$120,000 (TIP project)

Land Manager: Island County Public Works

12. Pacific Northwest Trail: Cornet Bay and Hoypus Hill

Location & Access: Also known as the "PNT," this is an emerging trail of national significance that is intended to link the Pacific Coast to the Continental Divide, from Washington to Montana. The section noted extends around a portion of Cornet Bay and Hoypus Hill and is accessed from Deception Pass State Park.

Existing Facilities: A portion of the PNT extends across Whidbey Island from Deception Pass to the Keystone Ferry south of Coupeville and would likely follow a combination of existing and new trails and road shoulders, passing through Oak Harbor, Coupeville, and the Ebey's Landing National Historical Reserve. This priority section is almost entirely within Deception Pass State Park and consists of existing trails in poor to good condition and some county road shoulder. Trails at Cornet Bay are presently intended for hikers. Some portions of Hoypus Hill have

historically been used by mountain bikes and horses as well. A new trailhead is being developed near the end of Cornet Bay Road which will serve this trail.

Proposed Facilities: Some existing trails would need to be upgraded, and new links are needed in several areas, including a bypass around the environmental education site at the head of Cornet Bay, and new connections between existing trails across Hoypus Hill and Troxell Road to the south. A small land acquisition or easement may be necessary to complete this route to Troxell Road. Trail design and location should consider bicycle and equestrian access as more detailed planning takes place for the PNT route through the state park. Specific routing, design standards, and use designations will be determined by Washington State Parks.

Estimated Cost: \$80,000

Land Manager: Washington State Parks

13. Ala Spit ADA Trail

Location & Access: This small public shoreline access area southeast of Deception Pass State Park is located off Geck Road near the intersection of Jones and Troxell Roads.

Existing Facilities: From a small parking area, a narrow path extends north along the scenic spit for a short distance before merging with the beach environment. South from the parking area, a concrete seawall rises a few feet above a walkable beach at lower tides. An ADA accessible trail could potentially be developed immediately behind the seawall.

Proposed Facilities: Construct a new ADA-accessible path and overlook behind the existing seawall south of the parking area. This path would be designed to a high standard. Trail location and site design will need to protect the existing Cascadia Marine Trail campsite from intrusion by trail users.



Ala Spit Seawall

ADA improvement of the existing trail north of the parking area is problematic since this area appears to be more sensitive to disturbance (vegetation helps anchor the substrate) and portions of the trail are obviously subject to inundation at higher tides. For the first hundred lineal feet or so, the path is located over a base of large rock that was apparently placed here some years ago to armor the shore from erosion and/or to protect the area to the west from wave action. It may be possible to improve the trail surface here for wheelchair access. However, the rest of the spit, as an accretion shoreform, is a dynamic environment where any improvements, such as trail surfacing or related structures, would be vulnerable to storm damage. While some light improvements to the trail could benefit informal accessible use for more ambitious users, it may not be appropriate to designate the existing path as ADA accessible. Protecting the unique natural qualities of the spit would seem to be a high priority here.

Estimated Cost: \$15,000

Land Manager: Island County Parks

14. Oak Harbor Waterfront Trail

Location & Access: This route follows the shoreline south of downtown Oak Harbor adjacent to City Beach Park. Access and parking are available near the east and west ends.

Existing Facilities: A wide, paved walkway follows a level course along the shoreline, with many user amenities close by. A new link to the Freund's Marsh Trail was recently constructed which now allows access to the waterfront from the new trailhead on Scenic Heights Street. East of City Beach Park, the route connects with sidewalks along Pioneer Way which extend eastward to the Oak Harbor Marina and Navy Seaplane Base.

Proposed Facilities: The Oak Harbor waterfront offers strong potential for expanded high-quality bicycle and pedestrian facilities along the shoreline east of City Beach Park. The potential for such improvements was considered along with other waterfront enhancement projects identified in the recent Windjammer Plan. At the site of an old pier, a new pier along the bay is slated for development in the near future. Missing links along existing waterfront pathways are also expected to be resolved soon.

Waterfront walkways, bikeways, and related facilities should be planned and developed generally as envisioned by the Windjammer Plan. The route should also link to a proposed walking route among the heritage oak trees in the downtown area which offers an attractive opportunity of natural and historic interest.

Estimated Cost: Undetermined

Land Manager: City of Oak Harbor

15. Freund's Marsh Trail

Location & Access: This trail in Oak Harbor begins at a new trailhead on Scenic Heights Street and extends across a large meadow and former saltmarsh to City Beach Park where parking is also available for trail and beach access.



Freund's Marsh Trail

Existing Facilities: The new trail was built to a high standard, generally eight feet in width, with gentle grades and a compacted crushed rock surface. The parking area to the west can accommodate about six to eight cars. A Cascadia Marine Trail kayak campsite exists next to a beach parking area near the east end of the trail.

Proposed Facilities: This trail is an important addition to the waterfront trail system in Oak Harbor. The trailhead and planned loop system should be completed as planned, including links to neighborhoods and walkable beaches.

Estimated Cost: Undetermined

Land Manager: City of Oak Harbor

Mid-Term Priority Projects – On-Street

Map Reference: These mid-term projects can be found on **Map 7-2**, Countywide On-Street Recommendations

- *Crosby Road Shoulder Widening* - Widen shoulders from Heller Road to the existing wide shoulders near Airline Way.
- *Swantown Road Shoulders or Sidepath* - Provide wide paved shoulders (or bikelanes) and/or develop an unpaved trail within the public right-of-way (or easements) from Oak Harbor to Joseph Whidbey State Park.
- *Scenic Heights Road Slide Area* - Make minor adjustments to the existing barriers for bicycle and pedestrian access.
- *North Whidbey Touring Loop* - Improve and sign a bicycle touring loop generally as depicted on the map.

Mid-Term Priority Projects – Off-Street

Map Reference: These mid-term projects can be found on **Map 7-4**, North Whidbey Off-Street Recommendations

- *Dugualla State Park Trails* - Develop a looped trail system on this undeveloped state park, including single-use and multi-use trails, with connections to adjoining neighborhoods and the beach below.
- *Dugualla State Park Trailhead* - Develop new trailhead access in conjunction with a new trail system.
- *Dugualla SP Kayak Camp* - Relocate the existing informal kayak campsite to a more suitable location to the north, designed to an appropriate standard.
- *Pacific Northwest Trail* - Plan and develop the balance of this important regional trail corridor from Deception Pass to the Keystone Ferry.
- *Frostad Road Shoulder Widening* - Widen shoulders for cyclists between SR 20 and Dike Road.
- *Maylor Point Trail* - Work with the Navy to secure public access and improvement of the existing trail (old road) to the existing interpretive site overlooking natural areas of the point and harbor.
- *Fakkema Property Trails* - Work with the city of Oak Harbor and the property owners to explore, and where feasible, develop a trail system connecting the city with the West Beach area, including links to neighborhoods.
- *Polnell Point Kayak Camp* – Work with the Navy to secure public access and development of a kayak campsite in a suitable location.

Water Access, Trailheads, and Points of Interest

In addition to the above, the following sites and facilities of interest to trail users and non-motorized travel are recommended for North Whidbey Island:

- Improved kayak launch sites, as needed
- Improved beach access, where feasible
- One or more waysides, overlooks or resting spots for cyclists

Long Term Projects - North Whidbey Island

A number of other long-term projects are recommended for North Whidbey, including significant road improvements, new trails, water access, and other trail-related facilities. These are summarized in *Volume II*.

7.5 CENTRAL WHIDBEY

Detailed descriptions of the short-term recommendations for Central Whidbey are provided below, followed by brief descriptions for each of the medium-term priority projects.

Map References

Each project included in this section can be found on one or more of the following maps.

- **Map 7-1:** Countywide Short-Term Projects (numbered)
- **Map 7-2:** Countywide On-Street Recommendations (predominantly for bicycling)
- **Map 7-5:** Central Whidbey Off-Street Recommendations (including recreational trails)

16. Hill Valley Road Shoulder Striping

Location & Access: South of Libbey Road, this is the access road for Fort Ebey State Park and may serve as a key link in the Pacific Northwest Trail and the Central Whidbey Touring Loop which passes through the park and campground to link with the Kettles Trail.

Existing Facilities: Shoulders along this road do not meet the four-foot minimum width recommended by this plan. However, pavement width may be adequate to accommodate four-foot striped shoulders for non-motorized users.

Proposed Facilities: Stripe four-foot shoulders on each side of the road from Libbey Road to the state park entrance, as pavement width allows. Consult with the park manager regarding signing or other improvements that will help direct users to a continuation of the PNT and Central Whidbey Touring Loop.

Estimated Cost: Undetermined

Land Manager: Island County Public Works

17. New County Road

Location & Access: This proposed county road south of Coupeville would parallel SR 20 to the east, between Houston and Race Roads.

Existing Facilities: None.

Proposed Facilities: Develop this new road as planned with wide shoulders for non-motorized use.

Estimated Cost: \$2,640,000 (TIP project)

Land Manager: Island County Public Works

18. Libbey Road Trailhead and New Link to The Kettles

Location & Access: A site at the southwest corner of SR 20 and Libbey Road has been used informally, especially by equestrians, for access to the Kettles trail system a half-mile to the south. The site appears to lie within state and county road rights-of-way and abuts other undeveloped property.

Existing Facilities: There are no improvements currently, however the site has a compacted surface and room for a few vehicles pulling horse trailers to park and maneuver. An informal trail extends across hilly terrain parallel to the highway and connects to the Kettles.

Proposed Facilities: The site offers strong potential for a more developed trailhead in a strategic location that can serve not only the Kettles area, but also non-motorized users traveling along SR 20, Libbey Road, and Madrona Way. It could also serve as a trailhead or wayside for users of the Pacific Northwest Trail nearby. A new regional trailhead at this location is recommended, along with an improved, medium-standard multi-use trail to access the Kettles. The project should be coordinated with the "SR 20 at Grasser's Lagoon" project (described above). Depending on the developable land area available, site design should include adequate parking, concrete vault toilets, information kiosk, hitching posts, and low maintenance native landscaping. Trail routing and design should carefully consider potential conflicts between user groups. The potential to acquire additional property or easements should be explored, as needed, to help reduce steeper grades, improve visibility, and perhaps provide for some separation between trail user groups.

Estimated Cost: \$190,000 (TIP project)

Land Manager: Island County Public Works

19. Coupeville Connecting Trails

Location & Access: New trails have been proposed in the Coupeville area to help create a pedestrian network accessible to residents over a wide area.



Coupeville Sidepath

Existing Facilities: Several trails exist, including the new sidepath along Broadway Street which provides a model for similar trails within existing public right-of-way. These trails are generally built to a medium standard. On-street facilities within the urban area are generally adequate for bicycling, although children and other cyclists may choose to ride the gravel sidepaths. More experienced cyclists are more likely to ride on the streets.

Proposed Facilities: New medium-standard trails and walkways should be developed as planned, including trails along Ebey Road from SR 20 south to Terry Road then east to Main Street; and from Broadway Street to Main Street and the Pennington Loop.

Estimated Cost: \$400,000 (TIP project)

Land Manager: City of Coupeville

20. Cross Prairie Trail

Location & Access: This proposed trail would be accessed from the existing trailhead adjacent to Sunnyside Cemetery.

Existing Facilities: None, other than the existing trailhead (minimal facilities).

Proposed Facilities: An appropriate trail alignment should be secured and a new medium-standard hiker trail should be developed from the existing trailhead at Sunnyside Cemetery to a suitable crossing at Engle Road. The proposed route would generally cross through and around existing farmlands, cross Ebey Road, and link to the proposed East Prairie Trail described below (at Engle Road). The new trail would be approximately 1.5 miles in length, depending on the route selected.

Estimated Cost: Undetermined *Land Manager:* Ebey's Landing National Historical Reserve

21. East Prairie Trail

Location & Access: This proposed trail could be accessed from the Cross Prairie Trail (described above) at Engle Road, or at its north end where it meets the Rhododendron Trail near SR 20. A longer-term proposal for a new trail to Fort Casey Road and Rhododendron Park could provide an alternative access in the future.

Existing Facilities: None.

Proposed Facilities: A new trail alignment should be secured and a medium-standard hiker trail developed from the proposed Cross Prairie Trail junction at Engle Road, north along Engle Road or across farmlands to Terry Road and the Rhododendron Trail adjacent to SR 20.

Estimated Cost: Undetermined *Land Manager:* Ebey's Landing National Historical Reserve

22. Rhododendron Trail

Location & Access: The proposed Rhododendron Trail would extend along the south side of SR 20 from the Kettles Trail at Main Street, east to the existing trail in Rhododendron Park.



Rhododendron Trail

Existing Facilities: None, other than limited parking and existing trails within the county park.

Proposed Facilities: The high-standard multi-use trail along SR 20 should be developed as planned, including a smooth connection to the existing wide, paved trail in the park, plus a new short link to the parking area adjacent to the ball fields. The total length of new trail construction would likely be between 1.5 and 2.0 miles.

Estimated Cost: \$314,000 (TIP project)

Land Manager: Island County Public Works

23. Smith Prairie Trailhead

Location & Access: Parker Road can be accessed from either of two intersections along SR 20, one at either end of a long curve. A consolidation of these two roads into a single access provides an opportunity to develop a new trailhead serving the Smith Prairie area, as well as the rest of the Ebey's Landing National Historical Reserve.

Existing Facilities: None.

Proposed Facilities: Develop a partnership with AuSable to establish a trailhead on the southwest corner of their property, or if the two Parker Road/SR 20 intersections are consolidated into one, a new regional trailhead could be developed. This will provide access to proposed trails at Smith Prairie and other parts of the national reserve. The trailhead could serve as a gateway into the historic area and should include adequate parking, restrooms, information kiosk, interpretation, native landscaping, and other user amenities compatible with established objectives for historic preservation. Trailhead design should also provide for a high-standard trail link to the Rhododendron Trail which requires a safe crossing of SR 20. Given the potential for this site to serve as a major access to the historic area, a bicycle-pedestrian underpass should be considered to enhance traffic safety and the quality of the trail experience.

Estimated Cost: Undetermined *Land Manager:* Ebey's Landing National Historical Reserve

Off-Street Mid-Term Projects - Central Whidbey Island

Map Reference: These mid-term projects can be found on **Map 7-5**, Central Whidbey Off-Street Recommendations

- *Pacific Northwest Trail* - Plan and develop this important regional trail corridor from Deception Pass to the Keystone Ferry.
- *Coupeville Kayak Camp* - Locate and develop a formal kayak campsite at Captain Coupe Park.
- *Madrona Way* – Implement a separated gravel trail from Broadway to SR 20 along Madrona Way.

On-Street Mid-Term Priority Projects - Central Whidbey Island

Map Reference: These mid-term projects can be found on **Map 7-2**, Countywide On-Street Recommendations

- *SR 20 Shoulder Improvements East of Coupeville* - Work with WSDOT to widen shoulders and/or develop a separated multi-use path from Jacobs Road to Patmore Road.

- *Central Whidbey Touring Loop* - Improve and sign a bicycle touring loop generally as depicted on the map.

Water Access, Trailheads, and Points of Interest

In addition to the above on and off-street projects, the following sites and facilities of interest to trail users and non-motorized travel are recommended for Central Whidbey:

- Fort Casey Kayak Camp
- Rhododendron Trailhead
- Enhance access to the historic Coupeville waterfront, where feasible
- Improved kayak launch sites, as needed
- Improved beach access, where feasible
- One or more waysides, overlooks or resting spots for cyclists

Long Term Projects - Central Whidbey Island

A number of other long-term projects are recommended for Central Whidbey, including significant road improvements, new trails, water access, and other trail-related facilities. These are summarized in *Volume II*.

7.6 SOUTH WHIDBEY

Detailed descriptions of the short-term recommendations for South Whidbey are provided below, followed by brief descriptions for each of the medium-term priority projects.

Map References

Each project included in this section can be found on one or more of the following maps.

- **Map 7-1:** Countywide Short-Term Projects (numbered)
- **Map 7-2:** Countywide On-Street Recommendations (predominantly for bicycling)
- **Map 7-6:** South Whidbey Off-Road (Recreation) Trail Recommendations (including recreational trails)

24. Saratoga Road Shoulder Widening

Location & Access: South Whidbey Island, northwest of Langley.

Existing Facilities: Shoulders along portions of this county road do not meet the four-foot minimum width recommended by this plan.

Proposed Facilities: Widened shoulders and/or possibly a sidepath within the county road right-of-way are recommended between Saratoga Woods and the existing wide shoulders northwest of Langley. This would substantially improve bicycle and pedestrian access from Langley to Saratoga Woods.

Estimated Cost: Undetermined

Land Manager: Island County Public Works

25. Main Street (Freeland) Sidewalks or Path

Location & Access: New paths have been proposed along several streets and undeveloped rights-of-way in the Freeland community to help create a pedestrian network accessible to residents. Main Street and the waterfront park offer parking and access to a potential looped trail system.

Existing Facilities: A narrow, paved trail currently extends along Myrtle Avenue, nearly connecting the commercial center to Freeland Park on the waterfront. This pedestrian path provides a good model for similar trails within existing public right-of-way that could be developed elsewhere in the community as an alternative to sidewalks. This path is generally built to a medium standard, with hard surfacing, although a compacted gravel surface could also be considered for other new trails. Except for East Harbor and Stewart Roads where widened shoulders would be particularly desirable to enhance traffic safety, on-street facilities within the core urban area are generally adequate for bicycling. More experienced cyclists tend to prefer riding on streets and shoulders, while children and other cyclists may choose to ride the sidepaths.

Proposed Facilities: Ongoing planning and urban design efforts are exploring options for the design and location of pedestrian paths and related facilities in the Freeland community. A

detailed community plan for new medium-standard trails and walkways in Freeland should be completed, which provides for a well linked network connecting the commercial center to the scenic waterfront park, as well as other areas of the surrounding area that are experiencing significant new growth and development. A high-standard, multi-use trail or enhanced sidewalks should be considered along Main Street (as planned), from SR 525 (or Myrtle Avenue) to Newman Road, including a link to the proposed Freeland Marsh Trail to the east. Island County should be supportive in these efforts and help ensure that road shoulder improvements and new trails within emerging residential areas are located and designed to blend into the larger community system.

Estimated Cost: \$1,460,000 (TIP project)

Land Manager: Island County Public Works

26. Maxwellton Trail

Location & Access: This proposed multi-use trail extends from the fairgrounds at Langley south along Langley Road to Maxwellton Road, then south along the latter to the South Whidbey schools and South Whidbey Community Park.

Existing Facilities: None, other than existing trails at either end of the proposed new trail. Parking is available at South Whidbey Community Park.

Proposed Facilities: The planned trail system should be developed, including shoulder improvements for cyclists. The proposed trail is approximately 1.5 miles in length. It is recommended that a five-foot wide, medium-standard gravel path, primarily designed for pedestrian use, should be constructed between Langley Road and the South Whidbey schools. As the trail approaches the school properties, the trail width should be increased to eight feet and a paved surface should be considered from here to a junction with the existing trail system within South Whidbey Community Park, due to the higher trail traffic volumes that can be expected at these locations. Marked crossings should be provided at appropriate locations.

This approach reduces the cost of the project considerably, as compared to a previously planned eight-foot wide AASTHO standard, hard-surfaced bike path. In addition to being narrower, the pedestrian standards will allow for somewhat steeper grades and tighter turn radii so that the path can be more easily fit into the natural landscape, fit around other physical barriers, and reduce the need to acquire land or easements to accommodate its construction. The road shoulders along Maxwellton Road are four feet or more in width for most of the distance along this route, making the on-street route generally suitable for bicyclists. These road shoulders should be widened to four feet in two short sections where shoulder width is narrower and sight distance is limited.

Estimated Cost: \$600,000 (TIP project)

Land Manager: Island County Public Works

27. Upper Maxwellton Trail

Location & Access: This 200-plus acre property straddles SR 525 west of Maxwellton and Craw Roads. The site was recently acquired from the Washington DNR by the South Whidbey Parks and Recreation District, with the assistance of the Whidbey Camano Land Trust.

Existing Facilities: The property is undeveloped, somewhat hilly, and covered with maturing second-growth forest. An informal trail in good condition traverses generally north and south through much of that portion lying south of the highway.

Proposed Facilities: The District intends to develop plans for the site, including new and improved trails and trailhead access in the near future. A looped trail system is desirable, as are limited interpretive facilities. The portion of the property north of the highway may help provide an opportunity to link the site to other trails in the vicinity.

Estimated Cost: TBD by the District.

Land Manager: South Whidbey Parks & Recreation

28. Langley Connecting Trails

Location & Access: New trails have been proposed in the Langley area to help create a pedestrian network accessible to residents over a wide area of the community.

Existing Facilities: A narrow, paved trail currently extends along several streets in Langley, connecting the downtown area with the fairgrounds. This pedestrian path provides a good model for similar trails within existing public right-of-way that could be developed elsewhere in the city. These



Langley Waterfront Stairs

trails are generally built to a medium standard, with hard surfacing, although a compacted gravel surface could also be considered for new trails. On-street facilities within the urban area are generally adequate for bicycling, although children and other cyclists may choose to ride the sidepaths. More experienced cyclists are more likely to ride on the streets.

Proposed Facilities: A detailed community plan for new medium-standard trails and walkways in Langley should be developed, which provides for a well linked network connecting the historic downtown waterfront to areas of the city that are experiencing significant new growth and development. New trails within emerging residential areas should be located and designed to blend into the larger community system. Island County should be supportive of these efforts, as appropriate, including the completion of the planned Maxwellton Trail and proposed improvements to the shoulders of Saratoga Road leading into the city.

Estimated Cost: Undetermined

Land Manager: City of Langley

29. Possession Point Trail

Location & Access: This new foot trail (under construction) is on state parks property that can be accessed from the end of Franklin Road above Possession Beach Park.

Existing Facilities: A narrow, moderately steep trail was recently built by volunteers from near the end of Franklin Road to a viewpoint atop the bluff overlooking Possession Sound. No parking or other amenities are currently available.

Proposed Facilities: The trail should be completed and upgraded slightly to a wildland standard and extended to Franklin Road to connect with a proposed new trailhead. An information kiosk is suggested for the trailhead that addresses the historic significance of this location, including the Vancouver expedition to Possession Sound in 1792. Island County should support this effort, including the longer term goal of securing a trail link to Possession Beach Park to the north.

Estimated Cost: \$20,000

Land Manager: Washington State Parks

30. Double Bluff Kayak Camp

Location & Access: This popular site is easily accessed by car at a developed beach parking area off the south end of Double Bluff Road. The new camp would help address a major gap in kayak camping opportunities that exists along the southwest shore of Whidbey Island.

Existing Facilities: Paved parking, restrooms, picnicking and information kiosk presently exist. A walkable beach extends westward for about two miles.

Proposed Facilities: A simple kayak camp with minimal facilities is recommended as part of the Island County and Cascadia Marine Trails. The county should coordinate site planning and design with local kayak enthusiasts who are knowledgeable of the area and the need for facilities. The site should be located away from the existing parking and residential area but within reasonable walking distance of the restrooms, unless another restroom facility (vault toilet) is provided. The camp should not be located directly below the active portions of the bluff.

Estimated Cost: \$10,000 (if utilizing existing restrooms) *Land Manager:* Island County Parks

Mid-Term Off-Street Priority Projects

Map Reference: These mid-term projects can be found on **Map 7-6**, South Whidbey Off-Street Recommendations

- *Greenbank Farm - South Whidbey Trail* - Secure a suitable trail corridor and plan and develop a new trail from South Whidbey State Park to Greenbank Farm.
- *South Whidbey State Park Kayak Camp* - Develop a new kayak campsite near the shore at the state park.

- *Freeland Community Trails* - Improve street shoulders or develop new sidepaths along streets, with an emphasis on creating an attractive walkable loop.
- *Newman Road Sidepath* - Develop a sidepath along Newman Road from Main Street to SR 525, utilizing county right-of-way or potential easements.
- *Freeland to Goss Lake Trail Corridor* - Plan and develop, where feasible, a new regional trail system from Newman Road to the Lone Lake and Goss Lake areas.
- *Langley - Goss Lake Woods Trail Corridor* - Plan and develop, where feasible, this important new trail connection.
- *Maxwelton Trail (Phase 2)* - Extend the Maxwelton Trail to the South Whidbey High School and possibly to the Upper Maxwelton DNR property.
- *Mutiny Bay Kayak Camp* - Develop a new kayak campsite at an appropriate location.
- *Clinton Beach Park* – Complete this new park adjacent to the ferry terminal, including amenities for bicyclists and pedestrians, as planned by the Port of South Whidbey.

Mid-Term On-Street Priority Projects

Map Reference: These mid-term projects can be found on **Map 7-2**, Countywide On-Street Recommendations

- *East Harbor Road Shoulder Widening* - Widen shoulders as needed from Goss Lake Road to Saratoga Road.
- *Saratoga Road Shoulder Widening* - Widen shoulders as needed from Saratoga Woods to East Harbor Road.
- *South Whidbey Touring Loop* - Improve and sign a bicycle touring loop generally as depicted on the map.
- *Bob Galbreath Road Shoulder Widening* - Widen shoulders from old Wilkinson Road bike route to SR 525.
- *Sandy Point Road Shoulder Widening* - Widen shoulders from existing wide shoulders to Langley Road.

Water Access, Trailheads, and Points of Interest

In addition to the above on and off-street projects, the following sites and facilities of interest to trail users and non-motorized travel are recommended for South Whidbey:

- New kayak camps in the Greenbank or Freeland area and near Langley
- Improved kayak launch sites, as needed
- Improved beach access, where feasible
- One or more waysides, overlooks or resting spots for cyclists

Long Term Projects – South Whidbey

A number of other long-term projects are recommended for South Whidbey, including significant road improvements, new trails, water access, and other trail-related facilities. These are summarized in *Volume II*.

7.7 COUNTYWIDE

31. Bicycle Touring: Maps and Signing Plan

Location & Access: Informal cycling routes surround both Whidbey and Camano Islands and could be formalized with signage and maps.

Existing Facilities: Quiet back roads and scenic waterfront views create opportunities for one or more attractive touring loops, coinciding in some areas with the Pacific Northwest Trail. Many of these roads are already used regularly by organized bicycle touring groups and by independent riders. On Whidbey Island, a "Bridge to Boat" route could connect the Deception Pass area with both the Keystone and Clinton ferries by way of scenic, low-traffic back roads along the west and east shores of the island. Touring loops around north, central and south Whidbey Island incorporating major portions of the "Bridge to Boat" route, as well as Camano Island, have also been identified in this plan. In most areas, facilities are generally adequate for reasonably safe and enjoyable cycling, although shoulder widening and restriping in key areas would significantly improve rider comfort and traffic safety.

Proposed Facilities: To make these routes more functional and attractive to both residents and visitors, maps, route descriptions, and related information should be made readily available to users. Directional signing should be provided along the more attractive routes so that users can more easily follow them. Such signing might be as simple as a touring logo attached to an existing road sign, or a more detailed informational sign offering route descriptions, directions and distances to major destinations. All touring routes recommended by this plan should be assessed for their current suitability for signing as bicycle touring routes, including alternate routes where improvements are needed but not expected to occur for some time. Specific shoulder improvements should be identified, and priorities established for those routes which are most suitable for improvements and signing. The products of this effort should include detailed maps of touring routes and destinations, logo design, a map and brochure for users, and a signing plan. Actual sign installations should be carried out once the signing plan is complete and as resources become available.

Estimated Cost: \$20,000
(Excluding actual sign installations)

Project Manager:
Signs: Island County Public Works
Maps: To be determined

32. Island County Water Trails: Maps and Signing Plan

Location & Access: Current and planned water trails surround both Whidbey and Camano Islands and are served by a limited number of launches and campsites.

Existing Facilities: Existing facilities for launching and camping are noted in Figures 5-1 and 5-2 and are briefly identified in Sections 5.3 through 5.6. The local kayaking community has indicated that both the number of sites and the quality of facilities available may not be commensurate with the level of interest in kayaking in Island County. While the demand for facilities can be difficult to measure, it is clear that the unique paddling opportunities that exist

have not been well developed. As noted in Section 4.1, there are many significant gaps between water trail campsites which make it difficult for average paddlers to circumnavigate either island. In many areas, there are long distances between launch sites which limit opportunities for shorter trips lasting a day or less. Where launches are available, sites may not be configured well for launching hand-carried boats, and many sites that are legally accessible are simply unsigned or unimproved. Nevertheless, existing launches and campsites, along with an exceptional paddling environment, provide the foundation for developing a high-quality water trail system in the county.

Proposed Facilities: A thorough assessment of water trails in Island County is recommended, including current sites and facilities, common destinations, and potential improvements. This work can build on the results of a water access assessment expected to be completed in 2006. The County should work with the Washington Water Trails Association (www.wwta.org) and local paddling organizations to identify unique opportunities, suitable sites, and to establish priorities for improving boat access and campsites. Volunteer labor may be available to assist with many of the desired improvements. Campsites should provide for sanitation and minimum impact to the natural environment. As access areas are improved, signing and a small parking areas on-site or close by should be provided, as appropriate. A user map and brochure should also be developed that illustrates access and campsite locations and provides important background and safety information for paddlers.

Estimated Cost: \$40,000
(including short-term improvements)

Project Manager:
Signs: Island County Public Works
Maps: To be determined

32. Island County Recreational Trails Maps

Location & Access: Current and planned recreational trails exist on both Whidbey and Camano Islands but are not well mapped or publicized.

Existing Facilities: Records show that one of the primary requests at Island County's Chamber of Commerce facilities is for Trails Maps. Many groups, such as Friends of Camano Island Parks, have developed their own maps of Island County's recreational trails in order to fill this need. In order to encourage residents and visitors to use the existing trails and support building new trails, good quality, accurate maps are a necessity.

Proposed Facilities: A thorough assessment of all of the recreational trails in Island County is recommended, including current sites and facilities, common destinations, and potential improvements. This work can build on the maps completed for this plan. The County could work with private and/or non-profit entities to complete this work. Recreational maps for Island County, with zoom maps for areas of particular interest (such as the Kettles), could be offered for sale at Chambers of Commerce and other locations.

Estimated Cost: \$20,000
(including short-term improvements)

Project Manager:
Signs: Island County Public Works
Maps: To be determined

8 FUNDING & IMPLEMENTATION

This section addresses the funding and implementation of projects envisioned by this plan. The funding needs for priority projects are summarized and a brief explanation is provided on how cost estimates for these projects were determined. Potential funding sources are discussed, including a brief description of some of the more promising state and federal sources that communities often rely upon for the development of trails and non-motorized transportation facilities. Also provided are suggestions for the future operation and maintenance of facilities.

8.1 SHORT TERM PRIORITY PROJECTS

A list of short term priority projects recommended by this plan is presented in Table 8-1 below, including estimated costs for all Island County projects, approximate timeframes, and the lead agency for each project. Estimates for state and federal agency projects are not included, since they conduct their own scoping, estimating, and budgeting for projects within their jurisdiction. Potential funding sources that may be particularly helpful to these projects are noted. These sources are grant programs administered by the state and are further described in section 8.3

ALEA	Aquatic Lands Enhancement Account
WWRP	Washington Wildlife Recreation Program
TE	Transportation Enhancements
NRTP	National Recreational Trails Program
NOVA	Non-Highway and Off-Road Vehicle Activities Program

Table 8-1 Short Term Projects: Funding and Implementation – continued on next two pages

	Camano Island	Est. Cost	Agency	Development	Potential Matching Fund Source	Funded?
1	Camano Hill Road Shoulders	\$1,510,000	Island County Public Works	2006-2007	T.E.	Yes - TIP
2	Arrowhead Road	\$2,460,000	Island County Public Works	2006-2008	T.E.	Yes - TIP
3	Camano Ridge Woods	\$70,000	Island County Parks	2006-2009	NRTP, NOVA	No
4	Camano Ridge Trailhead	\$60,000	Island County Parks	2006-2007	NRTP, NOVA	\$25,000
5	Dry Lake Road Trailhead	\$120,000	Island County Parks	2007-2008		No
6	Cama Woods Trail	**	Washington State Parks	2006-2007		No
7	Utsalady and Iverson Kayak Camps	\$55,000	Island County Parks	2006-2007	ALEA	No

2006 Island County Non-Motorized Trails Plan

	North Whidbey Island	Est. Cost	Agency	Development	Potential Matching Fund Source	Funded?
8	Deception Pass Bridge and SR 20	**	WA Dept of Transportation	2006-2011	T.E.	No
9	Frostad Road Shoulder Widening	\$1,230,000	Island County Public Works	2007-2008	T.E.	Yes - TIP
10	SR 20 at Grasser's Lagoon	**	WA Dept of Transportation	2006-2011		Yes - TIP
11	West Beach Road Shoulder Widening	\$120,000	Island County Public Works	2006-2007	T.E.	Yes - TIP
12	Pacific Northwest Trail: Cornet Bay and Hoypus Hill	\$80,000	WA State Parks	2006-2009	NRTP, NOVA, WWRP	No
13	Ala Spit ADA Trail	\$15,000	Island County Parks	2007-2009	ALEA	No
14	Oak Harbor Waterfront Trail	**	City of Oak Harbor	2006-2009	T.E.	No
15	Freund's Marsh Trail	**	City of Oak Harbor	2006-2009		No
Central Whidbey Island						
16	Hill Valley Road Shoulder Striping	**	Island County Public Works	2006-2007	T.E.	No
17	New County Road	\$2,640,000	Island County Public Works	2006-2008	T.E.	Yes - TIP
18	Libbey Road Trailhead and New Link to The Kettles	\$190,000	Island County Public Works	2007-2008		No
19	Coupeville Connecting Trails	\$400,000	City of Coupeville	2006-2009	T.E.	\$126,000
20	Cross Prairie Trail	**	Ebey's Landing NHR	2007-2009	WWRP	No
21	East Prairie Trail	**	Ebey's Landing NHR	2007-2009	WWRP	No
22	Rhododendron Trail	\$314,000	Island County Public Works	2006-2007	T.E.	\$314,000
23	Smith Prairie Trailhead	**	Ebey's Landing NHR	2007-2009		No
South Whidbey Island						
24	Saratoga Road Shoulder Widening	**	Island County Public Works	2007-2009	T.E.	No
25	Main Street (Freeland) Sidewalks or Path	\$1,460,000	Island County Public Works	2006-2008	T.E.	Yes - TIP
26	Maxwelton Trail	\$600,000	Island County Public Works	2006-2007	T.E.	\$305,000
27	Upper Maxwelton Trail	**	South Whidbey Parks & Rec	TBD		
28	Langley Connecting Trails	**	City of Langley	2006-2009	T.E.	No
29	Possession Point Trail	\$20,000	Washington State Parks	2006-2007	NRTP	No
30	Double Bluff Kayak Camp	\$10,000	Island County Parks	2006-2007	ALEA	No

2006 Island County Non-Motorized Trails Plan

	Countywide	Est. Cost	Agency	Development	Potential Matching Fund Source	Funded?
31	Bicycle Touring: Mapping & Signing Plan	\$20,000	Island County Public Works	2006-2008		No
32	Island County Water Trails : Maps & Signage	\$40,000	Island County Public Works	2006-2008		No
33	Island County Trails Maps	\$20,000	Island County Public Works	2006-2008		No
	** = Cost undetermined					

On-Street versus Off-Street Project Summary

The following tables group the short-term projects into on-street, off-street and countywide categories and total the costs known to date.

Table 8-2: Known Cost Totals

On-Street vs. Off-Street	Known Costs	% of Total
On-Street Sub-Total	\$9,420,000	82.39%
Off-Street Sub-Total	\$1,934,000	16.91%
Countywide Sub-Total	\$80,000	0.70%
Total Known Costs	\$11,434,000	100.00%

Table 8-3: On-Street Projects and Known Cost Totals

	On-Street (Road) Projects	Est. Cost	Agency	Funded?
8	Deception Pass Bridge and SR 20	**	WA Dept of Transportation	No
16	Hill Valley Road Shoulder Striping	**	Island County Public Works	No
24	Saratoga Road Shoulder Widening	**	Island County Public Works	No
1	Camano Hill Road Shoulders	\$1,510,000	Island County Public Works	Yes - TIP
2	Arrowhead Road	\$2,460,000	Island County Public Works	Yes - TIP
9	Frostad Road Shoulder Widening	\$1,230,000	Island County Public Works	Yes - TIP
10	SR 20 at Grasser's Lagoon	**	WA Dept of Transportation	Yes - TIP
11	West Beach Road Shoulder Widening	\$120,000	Island County Public Works	Yes - TIP
17	New County Road	\$2,640,000	Island County Public Works	Yes - TIP
25	Main Street (Freeland) Sidewalks or Path	\$1,460,000	Island County Public Works	Yes - TIP
	On-Street Sub-Total	\$9,420,000		

Table 8-4: Off-Street Projects and Known Cost Totals

Off-Street (Recreation)				
	Projects	Est. Cost	Agency	Funded?
4	Camano Ridge Trailhead	\$60,000	Island County Parks	\$25,000
19	Coupeville Connecting Trails	\$400,000	City of Coupeville	\$126,000
26	Maxwelton Trail	\$600,000	Island County Public Works	\$305,000
22	Rhododendron Trail	\$314,000	Island County Public Works	Yes
3	Camano Ridge Woods	\$70,000	Island County Parks	No
5	Dry Lake Road Trailhead	\$120,000	Island County Parks	No
6	Cama Woods Trail	**	Washington State Parks	No
7	Utsalady and Iverson Kayak Camps	\$55,000	Island County Parks	No
12	Pacific Northwest Trail: Cornet Bay and Hoypus Hill	\$80,000	WA State Parks	No
13	Ala Spit ADA Trail	\$15,000	Island County Parks	No
14	Oak Harbor Waterfront Trail	**	City of Oak Harbor	No
15	Freund's Marsh Trail	**	City of Oak Harbor	No
18	Libbey Road Trailhead and New Link to The Kettles	\$190,000	Island County Public Works	No
20	Cross Prairie Trail	**	Ebey's Landing NHR	No
21	East Prairie Trail	**	Ebey's Landing NHR	No
23	Smith Prairie Trailhead	**	Ebey's Landing NHR	No
27	Upper Maxwelton Trail	**	South Whidbey Parks & Rec	No
28	Langley Connecting Trails	**	City of Langley	No
29	Possession Point Trail	\$20,000	Washington State Parks	No
30	Double Bluff Kayak Camp	\$10,000	Island County Parks	No
	Off-Street Sub-Total	\$1,934,000		

Table 8-5: Countywide Projects & Known Costs

Countywide				
31	Bicycle Touring: Mapping & Signing Plan	\$20,000	Island County Public Works	No
32	Island County Water Trails: Maps & Signage	\$40,000	Island County Public Works	No
33	Island County Trails Maps	\$20,000	Island County Public Works	No
	** = Cost undetermined			
	Countywide Sub-Total	\$80,000		

Island County Project Summary

As shown in Table below, 20 of the 33 projects involve Island County as the lead agency for further project planning, design, and development. Six projects would likely be carried out by Island County Parks and 14 would be the responsibility of Island County Public Works. Over half of the Public Works projects are already included in the current six-year Transportation Improvement Program. *In total, over 90% of the funding required for Island County's short-term projects has already been budgeted.*

Table 8-6: Island County Government Project Summaries

Island County Parks Projects		Est. Cost	Development	Fund Source	Funded?
4	Camano Ridge Trailhead	\$60,000	2006-2007	NRTP, NOVA	\$25,000
3	Camano Ridge Woods	\$70,000	2006-2009	NRTP, NOVA	No
5	Dry Lake Road Trailhead	\$120,000	2007-2008		No
7	Utsalady and Iverson Kayak Camps	\$55,000	2006-2007	ALEA	No
13	Ala Spit ADA Trail	\$15,000	2007-2009	ALEA	No
30	Double Bluff Kayak Camp	\$10,000	2006-2007	ALEA	No
Total Parks		\$330,000			\$25,000
Island County Public Works Projects		Est. Cost	Development	Fund Source	Funded?
26	Maxwelton Trail	\$600,000	2006-2007	T.E	\$305,000
22	Rhododendron Trail	\$314,000	2006-2007	T.E.	\$314,000
1	Camano Hill Road Shoulders	\$1,510,000	2006-2007	T.E.	Yes - TIP
2	Arrowhead Road	\$2,460,000	2006-2008	T.E.	Yes - TIP
9	Frostad Road Shoulder Widening	\$1,230,000	2007-2008	T.E.	Yes - TIP
11	West Beach Road Shoulder Widening	\$120,000	2006-2007	T.E.	Yes - TIP
17	New County Road	\$2,640,000	2006-2008	T.E.	Yes - TIP
25	Main Street (Freeland) Sidewalks or Path	\$1,460,000	2006-2008	T.E	Yes - TIP
16	Hill Valley Road Shoulder Striping	**	2006-2007	T.E.	No
18	Libbey Road Trailhead and New Link to The Kettles	\$190,000	2007-2008		No
24	Saratoga Road Shoulder Widening	**	2007-2009	T.E	No
31	Bicycle Touring: Mapping & Signing Plan	\$20,000	2006-2007		No
32	Island County Water Trails	\$40,000	2006-2007		No
33	Island County Trails Maps	\$20,000	2006-2007		No
Total Public Works		\$10,604,000			\$10,039,000
Total Island County		\$10,934,000			\$10,064,000

Non-Island County Government Projects

As shown in the table below, the remaining 13 priority projects would be the responsibility of local, state, or federal entities. Oak Harbor, Coupeville, and Langley will likely develop estimates for their own trail projects as part of the normal planning and design process for such facilities. At the state level, Washington State Parks is encouraged to support further planning and development of the Pacific Northwest Trail through Deception Pass State Park as a short-term priority. The Washington Department of Transportation is encouraged to expedite planning and design efforts for two critical projects along SR 20 at Deception Pass and Grasser's Lagoon. That agency would also have a key role in accommodating or developing trailheads at Libbey Road and Smith Prairie. The Ebey's Landing National Historical Reserve would assume the lead role for the three remaining projects near Coupeville.

Table 8-7: Non-Island-County Projects

Agency	Project	Est. Cost	Development	Funded?
City Agencies				
19	Coupeville Connecting Trails	\$400,000	2006-2009	\$126,000
28	Langley Connecting Trails	**	2006-2009	No
14	Oak Harbor Waterfront Trail	**	2006-2009	No
15	Freund's Marsh Trail	**	2006-2009	No
Ebey's Landing NHR				
20	Cross Prairie Trail	**	2007-2009	No
21	East Prairie Trail	**	2007-2009	No
23	Smith Prairie Trailhead	**	2007-2009	No
South Whidbey Parks & Recreation				
27	Upper Maxwellton Trail	**	TBD	No
WA Dept of Transportation				
8	Deception Pass Bridge and SR 20	**	2006-2011	No
10	SR 20 at Grasser's Lagoon	**	2006-2011	Yes - TIP
Washington State Parks				
12	Pacific Northwest Trail: Cornet Bay and Hoypus Hill	\$80,000	2006-2009	No
6	Cama Woods Trail	**	2006-2007	No
29	Possession Point Trail	\$20,000	2006-2007	No

All agencies are encouraged to consider mid-term priority projects (listed in Section 7) as they develop budgets and work plans for the coming years.

Funding should also be provided by appropriate agencies to support the development of more detailed plans or design studies for the projects identified under General Recommendation in Section 7.1, with a special emphasis on community trails in Oak Harbor, Coupeville, Freeland, and Langley, the Pacific Northwest Trail, new trails at Camano Ridge, Dugualla State Park, the Libbey Road/Kettles/Grasser's Lagoon Area, Ebey's Landing NHR, and the Upper Maxwellton Forest Reserve (DNR site), as well as signing, information kiosks, and cycling guides for each of the recommended bicycle touring routes.

Short-Term Project Timeline

The 33 short-term projects are currently scheduled to be completed within the next 5 years. The following table shows the approximate timeline for project completion within this 5-year timeframe.

Table 8-8 Short-Term Project Timeline

Short-Term Project	2006	2007	2008	2009	2010	2011
1 Camano Hill Road Shoulders						
4 Camano Ridge Trailhead						
6 Cama Woods Trail						
7 Utsalady and Iverson Kayak Camps						
11 West Beach Road Shoulder Widening						
16 Hill Valley Road Shoulder Striping						
22 Rhododendron Trail						
26 Maxwelton Trail						
29 Possession Point Trail						
30 Double Bluff Kayak Camp						
31 Bicycle Touring: Mapping & Signing Plan						
32 Island County Water Trails						
33 Island County Trails Maps						
2 Arrowhead Road						
17 New County Road						
25 Main Street (Freeland) Sidewalks or Path						
3 Camano Ridge Woods						
12 Pacific Northwest Trail: Cornet Bay and Hoypus Hill						
14 Oak Harbor Waterfront Trail						
15 Freund's Marsh Trail						
19 Coupeville Connecting Trails						
28 Langley Connecting Trails						
8 Deception Pass Bridge and SR 20						
10 SR 20 at Grasser's Lagoon						
5 Dry Lake Road Trailhead						
9 Frostad Road Shoulder Widening						
18 Libbey Road Trailhead and New Link to The Kettles						
13 Ala Spit ADA Trail						
20 Cross Prairie Trail						
21 East Prairie Trail						
23 Smith Prairie Trailhead						
24 Saratoga Road Shoulder Widening						
27 Upper Maxwelton Trail						

8.2 ESTIMATING COSTS

The cost estimates provided in this plan are intended for general planning and grant seeking purposes only. Trail costs can vary considerably and depend on a number of factors. At the regional planning level, only conceptual information about specific projects is known. Actual costs depend on site conditions, facilities desired, final design features, bids offered, source of funding, and other factors. A refinement of cost estimates can be expected as projects become more clearly defined in the final design phase. It is anticipated that on some projects, work will also be carried out by volunteers working with agency staff and/or contractors.

The estimates are based on costs of completed public trail projects elsewhere in the region that are similar in nature. The figures are based on average costs for clearing, grubbing, excavation, drainage, surfacing, and any major structures that might be anticipated. Twelve percent was added to the cost of wildland trails to account for the difference between the map-scaled trail lengths and actual constructed length. An estimated ten percent of the cost of construction was added for design, contract preparation, and administration. Washington State sales tax was also included. Cost for environmental analysis and permitting are unknown at this time and are not included.

8.3 POTENTIAL FUNDING SOURCES

Funding for the facilities recommended in this plan may be available from a number of federal, state, regional, and local sources. Many of the more common sources are listed below and most are summarized in *Volume II*.

- Transportation Enhancement Grants
- Safe Routes to Schools
- Traffic Safety Near Schools Grants
- Pedestrian Safety and Mobility Program
- Traffic and Hazard Elimination Safety Grants
- National Scenic Byways Grants (includes state-designated byways)
- Public Lands Highways Program
- Surface Transportation Program
- Non-highway and Off-Road Vehicle Activities program
- National Recreational Trails Program
- Washington Wildlife and Recreation Program
- Land and Water Conservation Fund
- Aquatic Lands Enhancement Account

Transportation Enhancements Program

Since 1992, the principal funding source for non-motorized transportation in Washington State has been the federal Transportation Enhancements (TE) program administered by the Washington Department of Transportation. This program is contained within the "Safe Accountable Flexible Efficient Transportation Equity Act: A Legacy for Users" (or SAFETEA-LU) that was enacted by Congress in August 2005. (TE provisions under SAFETY-LU are

similar to those of its predecessor, the Transportation Equity Act for the 21st Century, or TEA-21.)

Both on and off-street facilities may qualify for TE funding except trails that are principally intended for recreational enjoyment, private use, or provide no significant value to non-motorized transportation. (Details are available on the WSDOT website: www.wsdot.wa.gov/TA/ProgMgt/Grants/Enhance.htm.) Qualifying Transportation Enhancement projects in Island County might include:

- Facilities for pedestrians and bicycles
- Safety and educational activities for pedestrians and bicyclists
- Acquisition of scenic easements and scenic or historic sites
- Scenic or historic highway programs (including the provision of tourist and welcome center facilities)
- Landscaping and other scenic beautification
- Historic preservation
- Rehabilitation and operation of historic transportation buildings, structures, or facilities
- Archaeological planning and research

Island County has successfully competed for a number of TE grants in recent years and will continue to apply for these funds as this plan is implemented. The TE program can provide much of the funding for larger projects, although local matching funds of up to twenty percent have been required in the past. The local match may or may not be required in future grant cycles. The most recent round of TE grants (2004-2006) did not require matching funds. Where matching funds are required, the county's Paths and Trails Fund is often utilized for this purpose. This fund represents one-half of one percent of the state fuel tax proceeds returned to the county each year to support local transportation needs. A similar fund also exists for the incorporated cities.

Washington Interagency Committee for Outdoor Recreation (IAC)

Several other important sources, including both state and federal funds, are administered by Washington State's Interagency Committee for Outdoor Recreation. Major sources include:

- NOVA Non-highway and Off-Road Vehicle Activities Program
- NRTP National Recreational Trails Program
- WWRP Washington Wildlife and Recreation Program
- ALEA Aquatic Lands Enhancement Account
- LWCF Land and Water Conservation Fund

Grants under these programs could be pursued to develop a number of projects identified in this plan. Some sources require that an adopted plan (such as this) and a capital facilities plan are in place in order to qualify for funding. Details on all of these programs are available on the IAC website: www.iac.wa.gov/iac/grants.asp.

Safety and Education Funding

A variety of state and federal programs support safety and education efforts within local communities, especially those that benefit children. Washington's Safe Routes to Schools program is a prime example (see *Volume II – Safety and Education*). Other important programs include:

- Traffic Safety Near Schools Grants (not currently funded, but may be funded in the future)
- Pedestrian Safety and Mobility Program (www.tib.wa.gov)
- Traffic and Hazard Elimination Safety Grants (www.wsdot.wa.gov/TA/ProgMgt/Grants/Safety.htm)

Local Sources

Local sources can range from bond issues, special levies, and real estate excise taxes, to the sale of surplus properties, increasing the percentage of state motor vehicle fuel tax proceeds that are dedicated to paths and trails, and the assessment of impact fees on new development.

- *The Paths and Trails Fund* has been a very important funding source in Island County for non-motorized transportation facilities. State law mandates that cities and counties reserve a minimum of one-half of one percent of their state fuel tax proceeds for projects that serve non-motorized users. In many communities, the Fund is utilized as a local match for state and federal grants to support the design and construction of paved shoulders, bike lanes, sidewalks, and separated pathways.
- *The Conservation Futures Levy* is another important source of local funding that can benefit trails. This levy makes up a small fraction of the property taxes collected each year, with approximately \$670,000 in conservation futures funding was available in 2005. These funds are used for land acquisition, including parks, trail corridors, and other recreation or open space areas. Funds cannot be used for development; however, up to fifteen percent of the funds can be used for maintenance and operations on acquired properties.
- *A Real Estate Excise Tax, or REET*, is a locally enacted tax on the sale of property. A rate of up to 0.5 percent can be used to pay for projects identified in the capital facilities plan. A similar one percent excise tax can be used for land conservation purposes, although this option has not been utilized in Island County. (In San Juan County, a REET supports the San Juan County Land Bank which funds land acquisitions and conservation easements, including trail corridors. The Land Bank was originally approved by voters in 1990. In 1999, this popular program was renewed for twelve additional years by a 73 percent majority vote.)
- *Private sector funding sources* also exist and should not be overlooked. Donations of land, easements or right-of-way, as well as contributions of expertise, labor, and materials by businesses, organizations, and individuals have helped some communities develop entire projects or help meet local matching requirements. Partnerships with business, property owners, user groups, trail advocates, and others can help create opportunities and leverage resources. Working in collaboration with organizations like the Whidbey

Camano Land Trust and tourism or economic development groups, can bring similar benefits. The Land Trust, for example, has been instrumental in securing sites and corridors of interest to the public, often through outright land purchases, but also by negotiating conservation easements on lands having significant environmental or recreational value. The Island County Environmental Health Assessment Team (EHAT) established a unique program called "A Walkable Island County", which includes a guide to local trails designed to promote the health benefits of walking.

- *Developer requirements* in many cities and counties require that new developments provide a similar level of service for public parks and trails that exists in the city or county as a whole, or may require the payment of impact fees to help pay for those services. As a result, development projects can be a significant source for new trail opportunities. Some developers view this as a positive contribution to public infrastructure that is highly marketable and benefits the bottom line for their projects. For example, a number of studies have found that access to an attractive trail system can be a major factor in a home-buyer's purchasing decision.

Regional Park and Recreation Districts

In Island County, two regional park and recreation districts have been established, on north and south Whidbey Island, to help generate funds and to provide for parks, trails, and ball fields, and in the case of north Whidbey, a public pool. An effort is underway to create a similar district for the Stanwood-Camano Island area, perhaps following the same boundaries as the school district. Although creation of a district requires approval by only a simple majority of the voters in the affected area, passage of a levy to support the district's activities requires sixty percent approval.

District boundaries are established by the Board of County Commissioners. The South Whidbey Parks and Recreation District, for example, covers the southern one-third of Whidbey Island. The district maintains many high-quality facilities, including an extensive trail system which could soon be expanded through the acquisition of the Upper Maxwellton property from the Washington Department of Natural Resources. A new district serving Camano Island residents could bring similar benefits.

Volunteer Programs

Adopt-A-Trail programs help facilitate labor-intensive volunteer efforts such as clearing vegetation or planting trees and shrubs along trail corridors which can provide major contributions to a given project. The value of volunteer time can often be used as an in-kind local match for grants. Training for trail construction and maintenance is frequently available through the Washington Trails Association. Franchise agreements with utilities and other entities can also include provisions for trail development.

Volunteer efforts can supplement the work of agency staff and outside contractors in "hybrid" projects. In this format, the agency coordinates the project, the contractor provides the technical and heavy construction, and volunteers complete much of the labor-intensive part of the work, such as clearing or relocating native plants. The commitment of volunteer labor can be used to match grants, local funds are only needed for grant-writing and project administration. Clearly, not all projects are suitable for volunteers, but where they can be effective, volunteer programs

can bring very important elements of reduced costs, community ownership, and ongoing stewardship.

There are many examples of successful volunteer programs:

- *The International Mountain Biking Association (IMBA) Trail Care Crews* travel around the country presenting locally-based two and three-day training classes for volunteers. Many interested residents of Whidbey and Camano Islands could potentially benefit from these workshops, and the county would benefit from high-quality, low-cost construction of mountain biking trails.
- *The Washington Trails Association* also sponsors volunteer outings and frequent training opportunities for the construction and maintenance of hiking trails.
- *Backcountry Horsemen of Washington* has been very active in volunteer trail maintenance of equestrian trails throughout the state.
- *Local kayaking groups* have adopted many of the Cascadia Marine Trail campsites in the Puget Sound region and could be active in implementing many of the kayaking recommendations in this plan.
- *Local groups* such as Friends of Camano Island Parks (FOCIP) and others.

Technical Assistance

In lieu of funding, limited technical assistance is sometimes available from state and federal agencies. The National Park Service's Rivers and Trails Conservation Assistance Program provides technical support to agencies and nonprofit groups for planning and design of trails and greenways, and can also help with building community partnerships. The Washington Department of Transportation provides limited technical support for bicycle safety and education programs, as well as facility design and construction. Washington State Parks, the Department of Ecology, and IAC may also provide limited assistance. The National Center on Accessibility is a good source of technical information concerning access to trails and recreation facilities by those with disabilities.

Foundation Grants

Finally, non-profit organizations advocating for trails and non-motorized transportation have had some success in Washington State obtaining modest foundation grants to support their efforts. Some programs may help pay for education, safety enhancements, support for volunteer programs, and in a few cases actual construction of facilities. Growing interest in public health issues nationally has led to improved opportunities for small grant funding for projects that contribute to public health and fitness.