

CITY OF OAK HARBOR
WINDJAMMER PARK
INTEGRATION PLAN

JUNE 2016



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JUNE 2016

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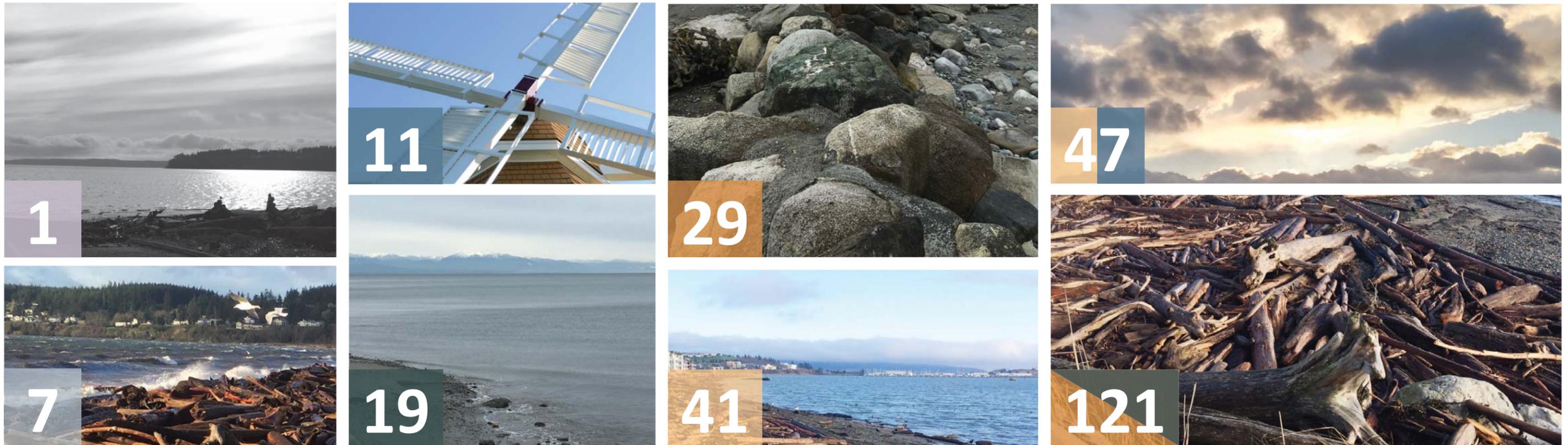
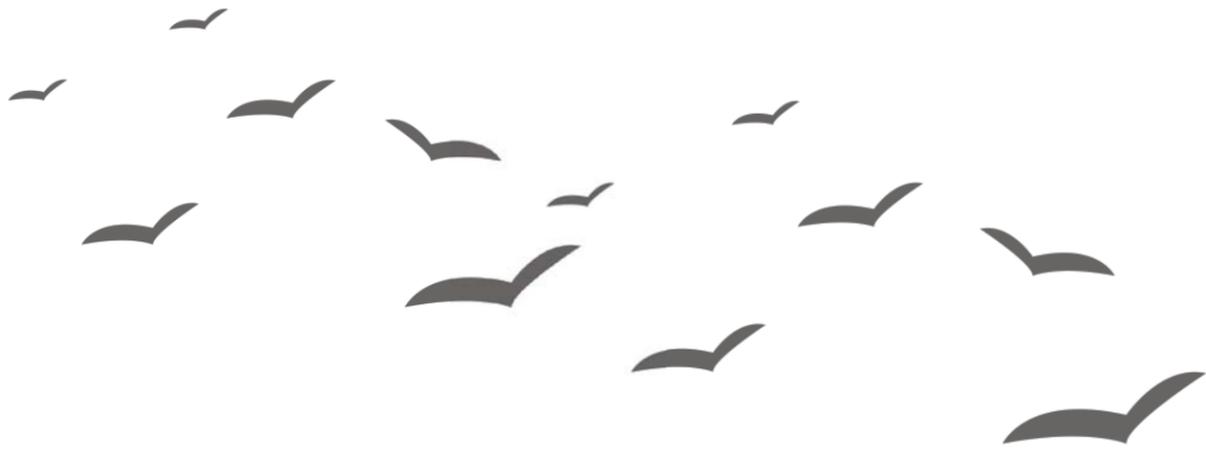


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Executive Summary

Windjammer Park is at the center of Oak Harbor, Washington. It is a jewel of the community: situated adjacent to the central business district, extending into Oak Harbor Bay, off SR 20 in a key location for tourism, and a venue where many locals have experienced annual events since their childhood. It is also home to an aging wastewater treatment facility. After much deliberation and community engagement, in 2012, the Oak Harbor City Council decided to locate a new Clean Water Facility in the vicinity of Windjammer Park, recognizing this public works project could also be a catalyst for additional rejuvenation of the city's park and adjacent downtown.

Final design and construction of the Clean Water Facility are currently underway, affecting areas of Windjammer Park that are used for construction lay down and storage for approximately three years. City permits require that these effects be mitigated and restored at project completion. The City of Oak Harbor is seeking opportunity to make these restorative actions contextually integrated within a broader Windjammer Park master plan. To that end, this document identifies that larger master plan, the "Windjammer Park Integration Plan" (WPIP), building upon previous studies of the Windjammer area. The first phase of work associated with the WPIP will address construction impacts to the park, and are considered part of the project cost for the Oak Harbor Clean Water Facility.

Developing the Plan: Community-Driven Design

As a community asset, Oak Harbor City Council recognized the need for this plan to be representative of community uses and desires. As part of the city's commitment to work with the community, a Community Advisory Group (CAG) representing the diverse interests in Oak Harbor was convened in January 2016. Members were selected based on areas of expertise and expressed interest in the project, after advertisement to the entire community in December 2015. The CAG was chartered as a sounding board of diverse community representatives for the design team, offering meaningful community input on:

- Prioritization and definition of program elements to be included in the WPIP;
- Location and layout of selected program elements in Windjammer Park to inform final design; and
- Phasing of the WPIP.

The group met for five, in-depth workshops in 2016, helping steer direction on priority park

elements for the WPIP, providing feedback on conceptual designs, and providing insight for this recommended plan. Their work was also bolstered with two in-person public meetings, an online open house, and through regular briefings to City Boards and Commissions. When amassed, there was formal participation from nearly 500 members of the Oak Harbor community throughout this iterative planning process.

The CAG concluded their work with a meeting on May 5, 2016. Their conclusions at the end of this workshop series were:

- 1. The group supports the recommended plan, because the process has been inclusive, the design team listened to their input, and the plan incorporates that feedback.**
- 2. The community engagement process has built momentum for the plan, and should be continued as phases or specific park elements are contemplated for implementation. Community engagement and transparent reporting on park progress has a strong potential to support turning the vision into reality.**



COMMUNITY FEEDBACK FOR WINDJAMMER PARK

The following feedback was thematic throughout the process, and is reflected in the recommendation for the Windjammer Park Integration Plan.

- There is consensus that the waterfront park is a resource and asset for the City of Oak Harbor and should be welcoming for locals and visitors.
- The following park elements should be considered ‘a given’ in any future Windjammer Park: canopies, existing wetlands, kayak campsite, kitchens, parking, restrooms, site furnishings and the iconic windmill.
- Family-friendly elements and activities should be prioritized, especially installation of a new splash park. In addition, renovation of the existing lagoon, an event plaza, stage/ amphitheater and waterfront trail have high priority for a future park.
- Flexibility of spaces is important. There have been observations that there are a lot of different elements in the park plan, so spacing between elements should allow for multiple activities, but provide for logical connections between them.
- As advised by the Community Advisory Group, removal of the existing RV park is preferred over renovating it to current standards, which would require either additional park space for equal number of stalls, or smaller number of stalls to remain in the same footprint.
- Neighbors of Windjammer Park should be considered during final design, particularly for automobile infrastructure that could be adjacent the Waterside Condos.
- Views of the water from the park are important both for daily casual users, and for formal events where seeing to the water are important, for example 4th of July and Race Week.
- Removal of the current, formal ball fields can allow for other activities within Windjammer Park. This removal should occur if and when there is another in-city venue sited for these fields.

Park Elements in the Plan

Incorporating public feedback, considering the site analysis and current uses, and integrating the new Clean Water Facility, the following park elements are shown in the recommended plan:

A New Grand Entrance – Relocation of the existing historic windmill to the intersection of SW Beeksma Drive and SW Bayshore Drive. This focal point will be highly visible for locals and tourists from SR 20, truly making Windjammer Park a destination in the community.

Improved Beach Access – Beach access will be safe and accessible for everyone. The plan identifies four access points located along the harbor with adjacent overlooks to provide views of Oak Harbor.

Recreation Amenities – The plan includes a renovated swimming lagoon, hiking trails along the waterfront, multi-purpose lawn, playgrounds, hardcourts, and bocce courts.

Splash Park – The splash park will be coupled with a playground, offering complementary activities and maximizing year-round use.

Multi-use lawn – This plan does not show organized ballfields; once the existing ballfields are relocated, additional lawn will be reconstructed in its place. These two multi-use lawns could be lined for formal sports activities, or used for various events such as festivals, car shows, and Fourth of July events.

Structures – New kitchens, wind shelters, restrooms and picnic and overlook canopies will be added to Windjammer Park.

Event Spaces – Two event plazas and a large stage are included to potentially host a myriad of events including farmers markets, open air markets, art shows, weddings, and holiday events. The stage can accommodate large music, dance, and theatrical performances. Space was also created to accommodate a future community center if desired. These spaces would be new additions to Windjammer Park.

Gardens and Native Vegetative Spaces – The plan shows gardens, natural areas, and enhanced wetlands. Trees and shrubs will be spread throughout the park, including along a new north-south promenade stretching from Pioneer Way to the water's edge. Plantings throughout Windjammer Park and adjacent the Clean Water Facility will include grasses, native shrub plantings, and wetland enhancements that will provide flood retention during large storms. An enhanced shoreline area is shown waterward of an improved sinuous waterfront trail.

Implementing the Plan Over Time

The plan will be realized through an ongoing, dedicated effort to identify funding sources, establish opportunities for community and broader partnerships, and complete final design. Initial work following spring 2016 adoption of the plan will be to design areas that will be restored when the Clean Water Facility is complete in 2018. While any portion of the park could feasibly be built at any point after the first phase, the plan illustrates how a series of six phases could be constructed, concluding with relocation and renovation of the existing ball fields.



Preferred Alternative: Plan Overview





Introduction

Purpose of the Integration Plan

Siting the Clean Water Facility in Windjammer Park presents a unique opportunity to develop a long term plan for the park. To help guide the future vision of this special community space, the City of Oak Harbor has developed a Windjammer Park Integration Plan. The Plan will integrate existing and new elements and build upon past park planning efforts. The Windjammer Park Integration Plan sets the stage for the 28.5 acre park as a long-term vision and guide integrating existing and new program elements, including, public access, recreation, circulation, event spaces and gardens. This Plan identifies overall goals for the park, a summary of the public process and feedback received, concept development, the preferred alternative and overall costs and phasing approach.

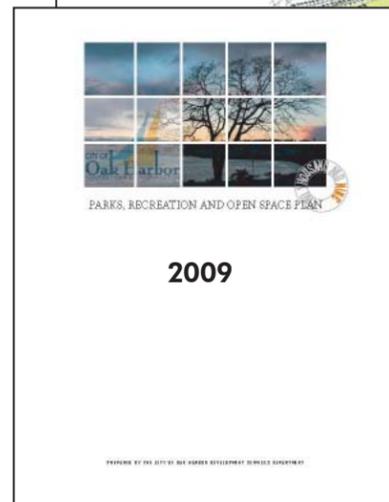
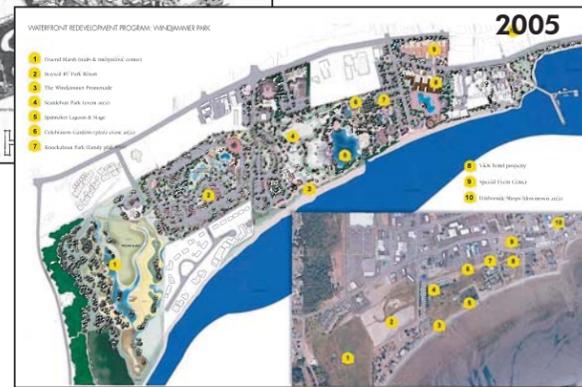
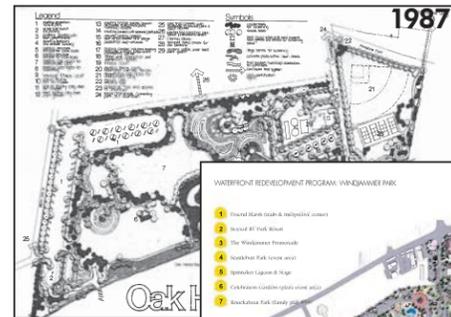
Project Development

The WPIP is the synthesis of past planning efforts, existing reports and required mitigation for the Clean Water Facility (CWF). There were three master plans that preceded the WPIP including, The City Beach Park Master Plan from 1987, The Windjammer Plan from 2005 and the Revised Windjammer Plan in 2007. Existing reports include the Parks, Recreation and Open Space Plan of 2009. These plans and reports contain park elements and park improvements that have been considered and integrated into the WPIP.

Per the Mitigated Determination of Nonsignificance dated September 11, 2013, impacts to the park facilities, structures, equipment, access and other features must be replaced with new facilities, structures, and equipment that meet the current codes. Major impacts caused by the CWF include portions of an existing 57 space RV park that are being used as a laydown yard and staging area. Park land and facilities have been displaced by the expansion of the CWF. Specific park features impacted by the construction that need to be restored include; the RV Park, park land and the restroom and kitchen facilities south of the CWF. Other impacts included the temporal effect the construction will have on park users. The construction of the CWF will take approximately 30 months which will have an impact on the public's ability to use and enjoy Windjammer Park. The restoration, replacement and mitigation of these impacts are the impetus for the WPIP.

INTEGRATION PLAN GOALS

1. Integrate existing and new park elements (such as the windmill and Clean Water Facility) within Windjammer Park
2. Prioritize and define park elements
3. Detail the location and layout of park elements
4. Identify potential funding sources
5. Propose a phased implementation schedule



Park and CWF Interface







Site Description

Windjammer Park, a community park and valuable resource, located in Oak Harbor, Washington is referred to as the jewel of the city. The park is host to a myriad of events including the Polar Plunge, various organized runs and marathons, Forth of July Community Festival. Military Appreciation Day, NW Lions Car Show, Driftwood Day and summer concerts.

The park is adjacent to the Central Business District on the eastside. It is accessed via trails from the downtown, adjacent Waterside Condominiums and Flintstone Park. On the west side of the park walking trails connect to a trail system within the Freund Marsh.





Context Map



Existing Program Elements

1 EXISTING ACCESS

Existing signage directing access into the park is provided by a small sign on HWY 20 that is visible to drivers heading south toward SE Pioneer Way. There is also a sign located at the intersection of SE Bayshore Drive and SE City Beach Street that was installed in 2005. This sign was meant to be temporary until a grand entrance was constructed, per the 2005 master plan.

Park explorers can access the harbor via a non-motorized boat ramp located on the southwest parking lot or by climbing over the driftwood at the park edge. The non-motorized boat ramp requires continued maintenance due to accumulated driftwood blocking access, deterring beachcombers and boaters from using the ramp safely.

It is important to note that the accumulated driftwood that separates the entire waterfront edge of the park from the water is a protected natural resource as determined by the Washington Department of Natural Resources. Moving or displacing the driftwood is illegal.

2 EXISTING TRAILS/CIRCULATION/PARKING

Existing pedestrian circulation through the park is provided through a network of internal park trails and a main waterfront trail along the harbor edge. The trails give the park visitor an opportunity to travel through the park along the linear waterfront asphalt path connecting downtown and the Flintstone Park to Freund Marsh or along curvilinear concrete and asphalt paths connecting different park spaces and features. The trails throughout the park are in need of an overlay treatment due to cracks in the asphalt, and erosion from the harbor and weather. In addition, comments identified in the 2014 Comprehensive Plan, listed trails to the lagoon and play areas as needing to be ADA accessible.

Existing vehicular traffic enters the park off of SW Beeksma Drive and SE City Beach Street. Travelers entering the park

off of SW Beeksma Drive can drive through the Staysail RV park just off of SE Pioneer Way or they can drive south on SW Beeksma Drive to another entrance that leads to the southwest parking lot. Travelers entering the park off of SE City Beach Street can drive south and park along SE City Beach Street or turn off of SE City Beach Street into a parking lot. The southwest lot is primarily used as a park and view site and there is unused space that causes traffic not to flow well. There is no vehicular circulation through the park except for emergency vehicles. Roads and parking lots need to be regraded, resurfaced and repaved. The master plans that preceded the WPIP exhibit reconfigured parking areas for efficiency.

3 EXISTING RECREATION AMENITIES

Windjammer Park has recreational activities throughout the park. In the heart of the park is a swimmable lagoon that is primarily used in the summer months. The water that fills the lagoon at high tide is controlled by a weir structure at the interface with the shoreline. At high tide the water enters the lagoon and is impounded for recreational users. There are numerous playgrounds comprised of two tot lots, one large playground, a small swing area, a large swing set area and one older playground structure adjacent to the RV Park. Additional recreation amenities for park users consist of three baseball fields used by little league teams and two unlit hard surface courts used for basketball.

The lagoon and adjacent infrastructure is in need of aesthetic improvements as well as repair of the wood bench terraces around it. The wood terraces have deteriorated and pose safety issues. The large and small playgrounds adjacent to the lagoon have been reported to need upgrades, where minor repairs would be necessary for the eastern playground near the ball fields. The play structure near the RV Park is outdated and should be replaced. Other repairs reported in the 2009



Parks, Recreation and Open Space Plan would be to regrade and resurface of the hard courts because rainwater and floodwater collect on the courts causing deterioration.

4 EXISTING STRUCTURES

Structures at Windjammer Park include the iconic windmill, three kitchens and two restroom facilities, a canopy with picnic tables beneath it, and a gazebo. The roofs on the kitchen and restroom facilities are in need of repair and updates. Picnic tables and benches are scattered throughout the site and along the waterfront trail. There are five wind shelters along the shoreline pathway that are either unusable or in advanced stages of disrepair. Much of this is due to significant erosion along the shoreline caused by severe storms and constant pounding by the driftwood.

5 MONUMENTS, SCULPTURE AND MEMORIALS

Within Windjammer Park there are monuments, sculpture and memorials. These features include the Blarney Stone dedicated in 1920 to the local Irish Settlers, the Teacher Tribute Garden with sculpture dedicated to four Oak Harbor educators, the little Dutch boy sweeper statue next to the Lagoon and numerous benches with dedication plaques.

6 EXISTING NATIVE AND VEGETATED SPACES

Windjammer Park has vegetated areas throughout the park in the form of multi-purpose lawn, gardens, tree stands and a wetland. The expansive multi-purpose lawn is used for events throughout the year including a car show, festivals, concerts, and unstructured play. There are limited formal gardens located around the windmill and east of the RV Park which is the Teachers Tribute Garden. Trees line the RV Park on the east and south side, creating a green living wall.

There is an existing jurisdictional linear wetland and buffer that line the north border of the park, west of the CWF. The CWF is impacting the buffer of the wetland. Mitigation for impacts will be rectified on site at Windjammer Park.

7 EXISTING EVENT SPACES

The multi-purpose lawn is used as an event space. Today, Windjammer Park does not have an official event plaza or amphitheater. All three master plans prior to this integration plan incorporate a stage and/or amphitheater and an event plaza in the park.

8 EXISTING OVERNIGHT USE

Windjammer Park provides overnight uses for RV drivers, kayakers, and occasional campers. The City-owned and operated Staysail RV Park has 57 hook-ups sites and 23 parking spaces for park parking and campers. The RV Park would benefit with upgrades to the electrical system, parking stall size to accommodate modern RV and possible reconfiguration for pull through spaces. In addition, the lot needs to be resurfaced. In the 2005 and 2007 master plans, the RV Park was moved out of the park and assumed under ownership of a private entity. The RV Park Lot North Lot is currently being used as a staging area for the CWF during construction.

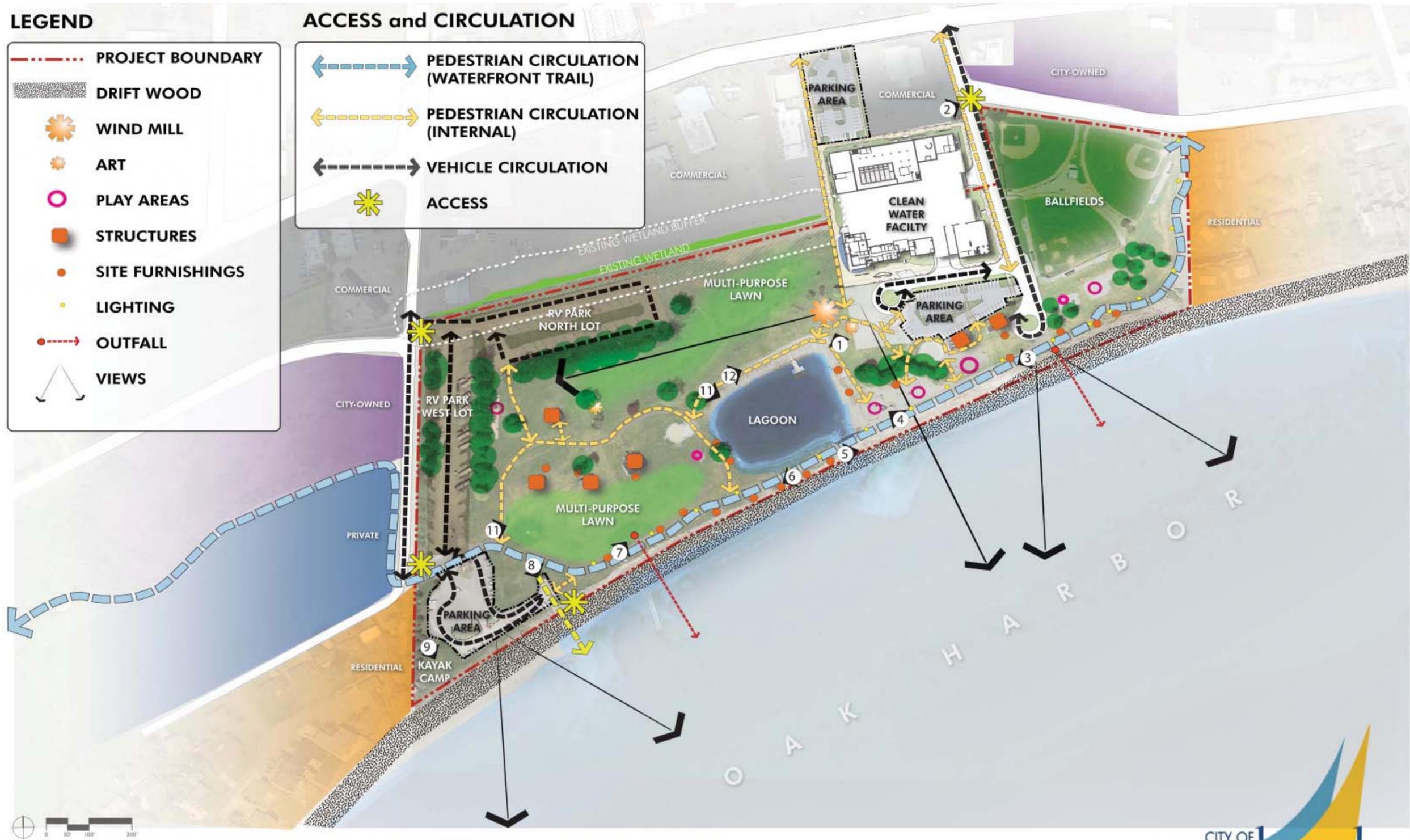
The kayak campsite in the southwest corner of the park is a campground that is part of a larger water trail, Cascadia Marine Trail, which extends from the southern inlets of the Puget Sound to the Canadian border. The site has little visibility and few people know it is there.

LEGEND

- PROJECT BOUNDARY
- DRIFT WOOD
- ✶ WIND MILL
- ✶ ART
- PLAY AREAS
- STRUCTURES
- SITE FURNISHINGS
- LIGHTING
- OUTFALL
- ↖ ↗ VIEWS

ACCESS and CIRCULATION

- ↔ PEDESTRIAN CIRCULATION (WATERFRONT TRAIL)
- ↔ PEDESTRIAN CIRCULATION (INTERNAL)
- ↔ VEHICLE CIRCULATION
- ✶ ACCESS



Site Analysis and Inventory








1 WIND MILL



2 ENTRY SIGNAGE OFF OF SE CITY BEACH ST.



3 WATERFRONT TRAIL



4 PLAY STRUCTURE



5 DRIFT WOOD



6 WIND SHELTERS



7 RESTROOMS AND OUTFALL STRUCTURE



8 BOAT LAUNCH



9 KAYAK CAMP GROUND



10 GAZEBO, CANOPY, AND MULTI-USE LAWN



11 LAGOON



12 TERRACED STEPS AND DOCK AT LAGOON

Site Analysis and Inventory Photographs





The Planning and Design Process

Overview of Engagement Process

The City of Oak Harbor worked closely with the community on developing the Windjammer Park Integration Plan. Through public meetings, City Commissions and the Community Advisory Group (CAG), the Oak Harbor community provided their input on park elements and design as the Plan progressed. As part of the City's commitment to work with the community, a Community Advisory Group representing the diverse interests in Oak Harbor was convened in January 2016. The group met through May 2016, and served as a sounding board for the Windjammer Park Integration Plan design team. Members were selected based on areas of expertise and expressed interest in the project, after December 2015 mailed news letter advertisement to the entire community.

The Community Advisory Group was charged by City Council with providing input and advice regarding proposed layout options, including definitions and locations of programmatic elements. Two public meetings, including an online open house, offered opportunities for the broader community to contribute to the Windjammer Park Integration Plan development. Summaries of the meetings, open house and online survey comments are included in Appendix I.

Summary of Meetings

January 20, 2016 – Community Advisory Group Meeting #1

- Review and adopt CAG charter
- Clarify program elements
- CAG Exercise – Prioritize Park Elements

February 4, 2016 – Community Advisory Group Meeting #2 and Open House

- Introduce WPIP and CAG to the Public
- Park Element Priority List
- Understanding space constraints
- Developing Park Concepts – space trade-offs
- Gather public feedback on park elements at the Open House

March 8, 2016 – Community Advisory Group Meeting #3

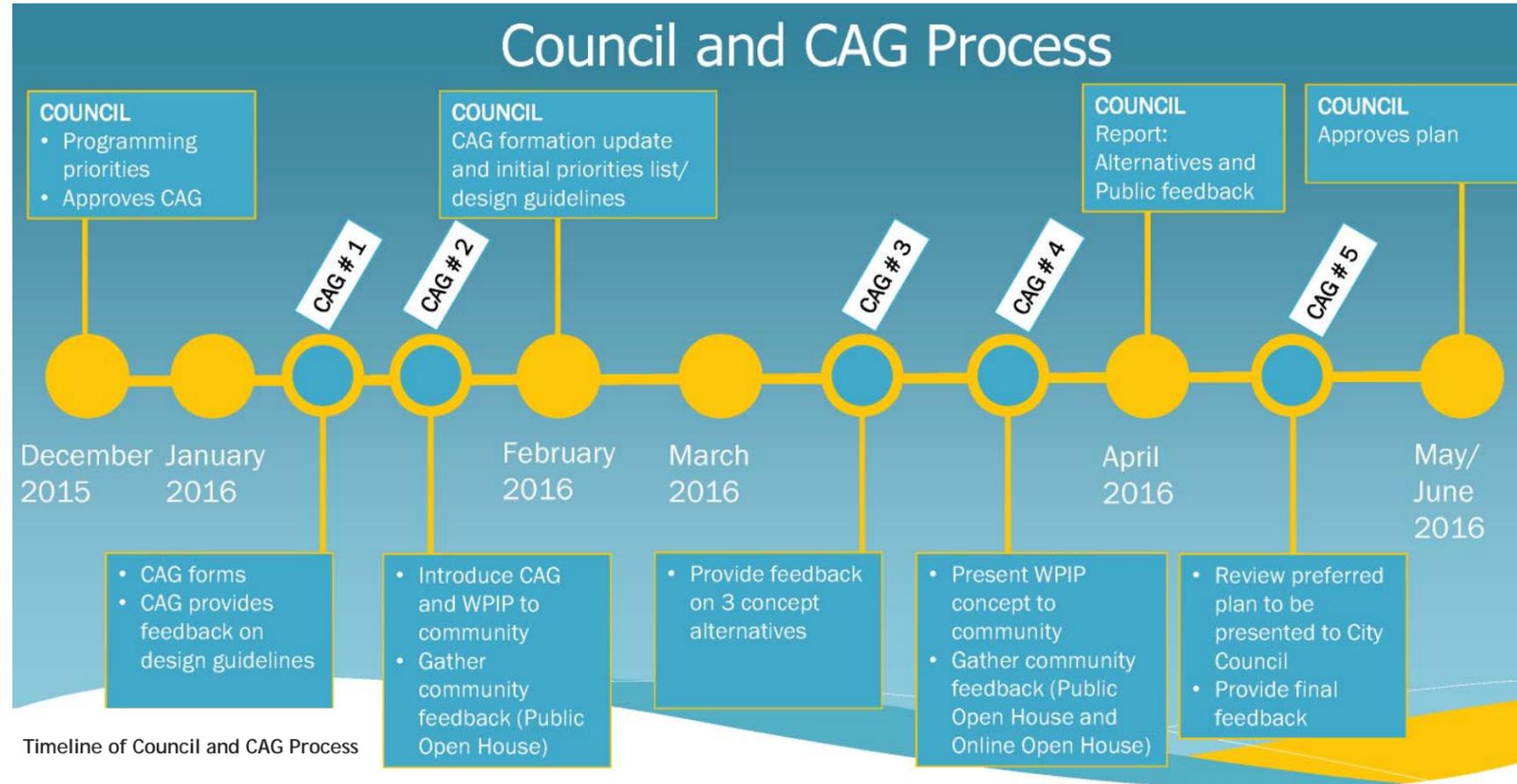
- Presentation on three draft concepts
- CAG Exercise- Concept preference discussion for each concept
- Set stage for preferred concept development

March 29, 2016 – Community Advisory Group Meeting #4 and Open House

- Recap the three concepts
- Present the draft Preferred Concept Plan
- Gather public feedback on park elements at the Open House

May 5, 2016 – Community Advisory Group Meeting #5

- Present feedback received on draft plan
- Present and discussed preferred plan
- Gather feedback for completion of WPIP





Development of Concepts

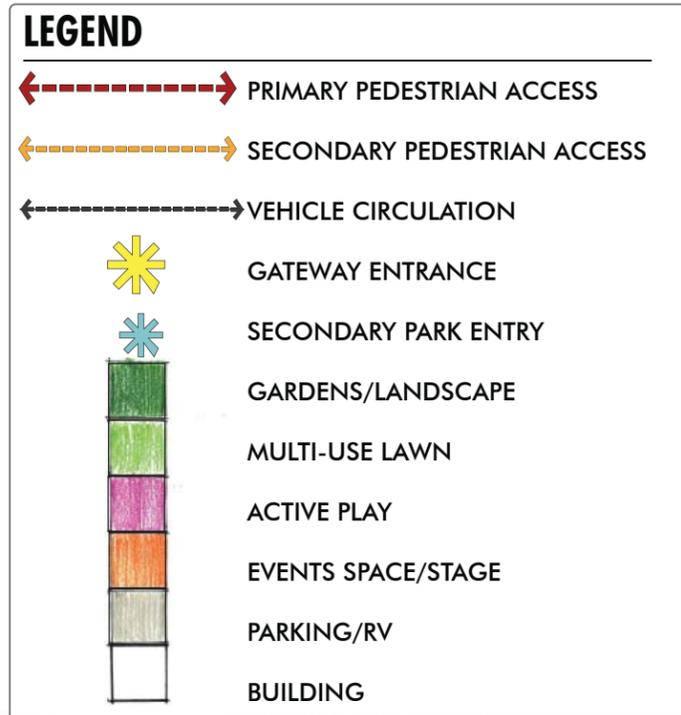
The Community Advisory Group initially provided input on priority park elements for the future Windjammer Park. A park element is an activity, design feature, or structure, that could be included in the final design of Windjammer Park. In any park, examples of park elements include play structures, water features, gardens, multi-use fields, restrooms, and event spaces such as a plaza. The CAG provided input to break park elements into three categories: “given” elements, “high priority” elements and “medium priority” elements (Table 1). The given ranking refers to existing park program elements that will remain, but will likely be renovated, and from the CAG’s point of view, should be available in any future Windjammer Park. High priority elements are features that ranked high in both CAG exercises throughout the planning process.

The next step was incorporating park elements into three concepts. Both given program elements and high priority elements have been incorporated into all three concepts. Medium priority ranking elements were considered in concepts where space was available or for comparison purposes. Themes were assigned to each concept focusing on different aspects of each. They included: a Recreation, Naturalistic, and Civic .

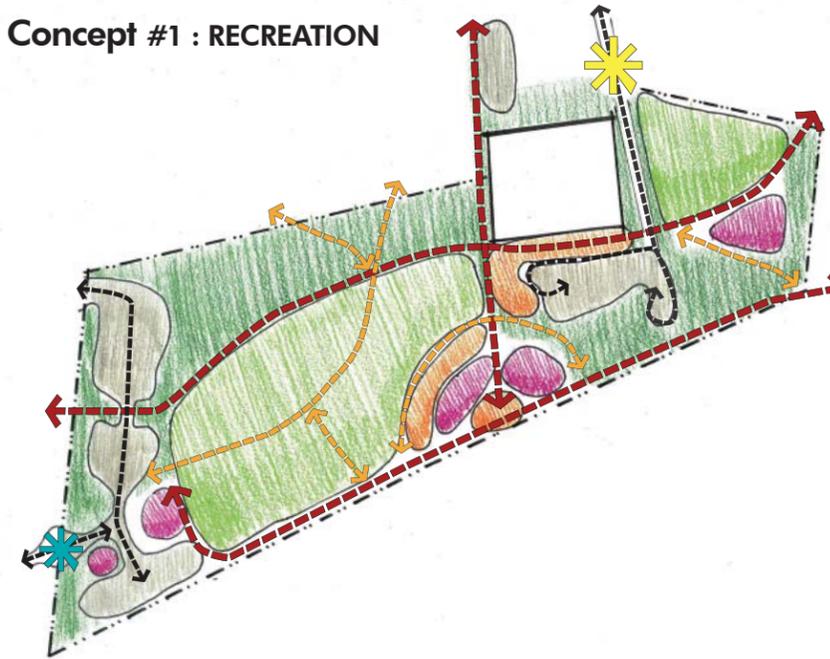
All concepts focused on providing a visible entry to the park, enhancing the user experience with safer trails and beach access, adding more family-friendly park amenities, and creating green spaces. The three concepts explored keeping and removing key elements, such as the RV park and ball fields.

TABLE 1: PRIORITIZED PARK PROGRAM ELEMENTS

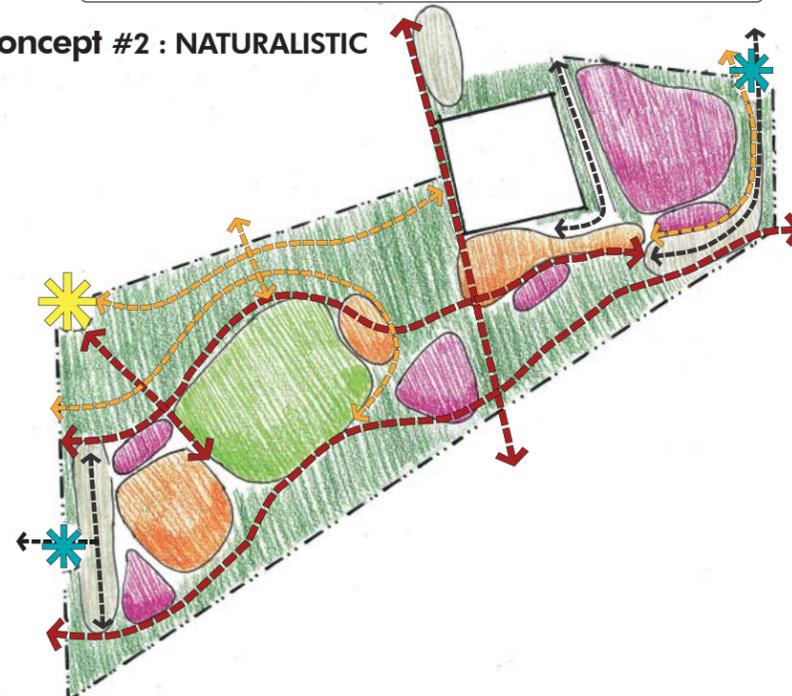
GIVEN	HIGH PRIORITY	MEDIUM PRIORITY
Windmill	Lagoon Renovation	Multi-use Hard Court
Site Furnishings	Splash Park	Educational Elements
Restrooms	Events Plaza	Fitness Trail
Parking	Stage/Amphitheater	Wind Shelters
Kayak Campground	Waterfront trail/Park Trail	Safe connection to trails off-site
Kitchens	Multi-purpose lawn	RV park
Canopy	Playgrounds	Baseball fields
Wetland	Landscape and Gardens	
	Beach Access	
	Grand Gateway	



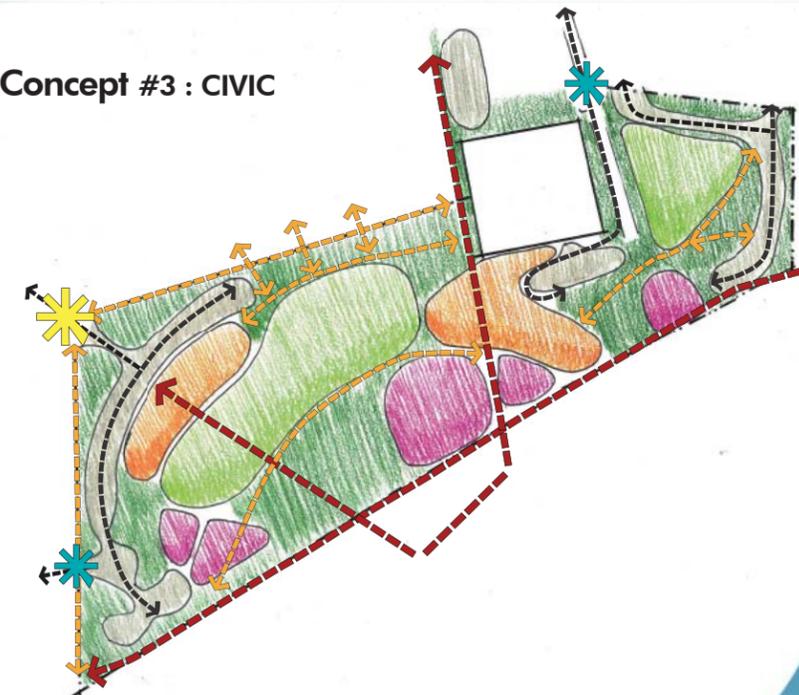
Concept #1 : RECREATION



Concept #2 : NATURALISTIC



Concept #3 : CIVIC



Organizing Diagrams

CONCEPT 1 – RECREATION

The Recreation Concept focused on providing an updated RV Park but did not keep the existing ball fields. The modernized RV Park had 24 spaces that included upgraded hookups and re-sized lots to conform to new RV sizes, but remained within the existing footprint of Staysail RV Park.

The park’s grand entrance was located on SE Beach Street, with a secondary entrance south on SW Beeksma Drive. Both entries provided access for vehicles that lead to parking lots. Additional parking was located along SE City Beach Street. The parking lot on the west edge of the park was a “park and view.”

Pedestrians, cyclists, dog walkers and joggers had options to access the park trails either from downtown, along the existing waterfront trail from Flintstone Park, a new north-south promenade from SE Pioneer Street on the east side of the CWF, or trail connections from Freund Marsh. The windmill was relocated to the terminus of the new north-south promenade to enhance the iconic feature. Natural spaces and wetlands bordered the northern edge of the park, with nature trails and boardwalks over the wetlands. The existing wetland was enhanced as an amenity to the park and park users for environmental education and help with flood retention during large storms.

Recreationalists had a plethora of active and passive options. There was a large multi-purpose lawn in the center of the park that was divided by trails allowing various activities to occur at the same time. There was also another multi-purpose lawn on the east end of the park. These spaces were envisioned to be used for festivals, sports games, car shows and passive activities. Two large playgrounds were situated at opposite ends of the park with a splash park in the center located next to the renovated and re-sized lagoon. The main stage for the park was located at the lagoon, and small events plazas located outside the CWF and near the relocated windmill.



Concept #1: Recreation - Plan Overview





Concept #2: Naturalistic - Plan Overview



CONCEPT 2 – NATURALISTIC

The Naturalistic Concept focused on providing the user an organic park experience with sweeping interior trails, a curvilinear waterfront trail, and garden space to replace the RV Park, and green space connecting the west and east sides of the park.

Similar to the Recreation Concept, the grand entry with a small entry plaza and kiosk was located at the intersection of SW Beeksma Drive and SW Bayshore Road. Different from the Concept 1, vehicles could not enter at SW Beeksma Drive and SW Bayshore Road, but could enter at the secondary park entries south on SW Beeksma Drive and new drive on the east edge of the park. Both of these secondary entrances led to parking lots. Parking on the south side of the CWF was removed to create open space and an east-west connection. The north-south promenade from SE Pioneer Way had a pier at the terminus, where park users could access the beach. Additional beach access was achieved at the boat launch near kayak campground.

The windmill was slightly relocated from its existing site centering on a curving stage north of the lagoon. Additional event spaces consisted of a medium plaza south of the CWF to be used for farmers markets and other events.

Natural spaces were scattered throughout the park including expansive garden plots and wetlands on the north edge, trees lining the north-south promenade, and new tree plantings near the ball fields and new parking areas. Similar to the Recreation Concept, the wetland was enhanced as an amenity to the park. On the harbor side of the curvilinear waterfront trail, the shoreline was enhanced with natural vegetation and trails for users to have a quiet place for contemplation but also served as flood retention.

The Naturalistic Concept considered a variety of active and passive recreation options. The ball fields were left in their original location with some proposed access and landscape improvements. A splash park, centrally located near the plaza had an adjacent lawn for parents to relax and watch their children. The centralized multi-purpose lawn was intended for sports games, the car show, festivals and passive activities. On the west side of the park, there were spaces for basketball and tennis players, bocce ball clubs, and a large playground for all ages. Co-located in this area are picnic shelters and a kitchen building.

CONCEPT 3 – CIVIC

The Civic Concept focused on events spaces, plazas, and stages by connecting the east and west sides of the park through a plaza, located south of the CWF. This concept did not include an RV Park or structured ball fields. The grandest event plaza was located on the west side of the park, with an option to build a community center. A small stage was located off this event plaza with a canopy for performers with audience members watching from the multi-purpose lawn. South of the CWF was a large event plaza that could be used for farmers markets and special events, such as weddings. This plaza connected to a large square stage, where the windmill was left in its existing location.

The grand entrance to the park was located at SE Beach Street. Similar to the Recreation Option, it provided vehicular access, and similar to the Naturalistic Concept, safe pedestrian access was also located at the entrance. The two secondary entrances, south on SW Beeksma Drive and the new drive on the east edge of the park, led to expanded parking areas. A crescent-shaped parking lot on the west side was intended to better connect users to the southwest and the north areas. Another wide u-shaped parking lot was designed on the east edge. Both parking areas contained harbor side parking as park and view facilities. Additional parking was located south of the CWF. From SE Pioneer Street, the north-south promenade ended at the harbor and connected to a boardwalk that crosses over the harbor side. A raised angular walkway connected to the west side trails and provided a harbor experience without requiring passage over the driftwood. For the adventurous beachcomber, the kayak campground and two overlooks on either side of the park, provided beach access. The waterfront trail was straight, and did not curve, similar to the existing configuration but improved for ADA accessibility.

Natural spaces were dispersed throughout the park, including garden plots flanking the west side grand event plaza, wetland enhancements at the park entry and the west side of the CWF. Trees were scattered throughout the event plaza near the CWF with grove plantings near the new east side parking area. Like the previous options, the wetland was enhanced as an amenity to the park. A nature walk was designed to connect the multiuse field on the west side to the splash park.

Recreation options included in the Civic Concept include playgrounds, splash park, hard surface courts, and multi-purpose lawn spaces. The redesigned lagoon with terraced steps was disconnected from the harbor and converted to a potable water system.



Concept #3: Civic - Plan Overview



TABLE 2: WINDJAMMER PARK CONCEPT DEVELOPMENT COMPARISON

	CONCEPT 1: RECREATION	CONCEPT 2: NATURALISTIC	CONCEPT 3: CIVIC
AMPHITHEATER/STAGE	Location: Lagoon	Location: Windmill Plaza	Location: Windmill Plaza
BALL FIELDS	Four multipurpose fields. Relocate little league facility.	Three formal baseball fields (similar to existing).	One multi-purpose ball field. Relocate little league facility.
BEACH ACCESS	Boardwalk extends off of waterfront promenade.	Mid-park path leading to beach.	Via Boardwalk.
EVENT PLAZA	Smallest, with vehicle access and parking.	Large, relocated parking, integrated splash pad, lawn, and playground.	Large, between hill and splash park with limited parking and drop-off area.
EXISTING WETLANDS	Enhanced with boardwalks and mounding.	Enhanced, bordering landscaped gardens and plaza.	Smallest, mixed with formal gardens.
GATEWAY ENTRANCE	SE City Beach/SE Bayshore Dr.	SW Beeksma Dr. and SW Bayshore Dr.	SW Beeksma Dr. and SW Bayshore Dr.
INTERIOR TRAIL NETWORK	Through multi-purpose lawn and wetlands, connecting to SE Beeksma Dr. and northern businesses.	Multiple trails throughout the park and frames great lawn.	Multiple trails throughout the park and frames great lawn.
LAGOON	Smallest with event steps and central stage.	Reshaped and reduced with access steps.	Slightly reduced with access steps to plaza and windmill.
LANDSCAPE AND GARDENS	Fewest formal garden areas. Many trees.	Formal gardens near wetlands, multi-purpose lawn and windmill.	Formal gardens, near lawn and possible community center site.
MULTI-PURPOSE LAWN	Large, separated by pathways.	Graded lawn for events and performances.	Smaller, graded lawn for events and performances.
PARKING	Adjacent clean water facility; near west restroom, near water.	Near ballfields, playground and kitchen on the beach; near west playground and rentable space.	Included near ballfield and east playground, clean water facility, the kayak campsite and the possible community center.
RESERVABLE SPACES	Two kitchens and a picnic area; informal picnic spaces.	Three wooded picnic shelters, one kitchen.	One shelter/kitchen.
RV PARK	A 20-space park includes green space on west side.	Not included. Relocate to adjacent site.	Not included. Relocate to adjacent site.
VEHICULAR ACCESS	Access via SE City Beach St. Parking off SW Beeksma Dr. Downtown via SE Bayshore Dr.	SE City Beach St. access only to facility. SE Bayshore Dr. connects to parking lot via new entry drive.	Major streets connect directly to parking. SE City Beach St. also connects to facility.
WATERFRONT PROMENADE	Straight	Meandering	Straight
WINDMILL	Relocated to the beach in the middle of the park.	Slightly relocated to the middle of the park.	Remains in current location.





The Preferred Alternative Integration Plan

Overall Integration Plan Description

The Windjammer Park Integration Plan envisions the park to be a safe and friendly community space for families. The WPIP embraces a variety of recreational activities, meandering trails, and hardscaped event spaces and plazas. The renewed park will promote a healthy lifestyle, offers opportunity for local stewardship, and provides connections to surrounding trail networks, businesses and other local points of interest. The park is also seen as a catalyst for economic development.

Such a Plan for the public realm could not be considered without integrating the community in the process. The Windjammer Park Integration Plan represents the culmination of a substantial amount of effort among the City of Oak Harbor, City Council, Community Advisory Group members, stakeholders, concerned citizens, and consultants. Existing and new park components, such as the iconic windmill and splash park, were intertwined with the current desires of the community while taking into consideration past planning efforts and integrating the design with the CWF to develop this plan. This Plan will give the City a guide to future development of Windjammer Park

Program Elements of the Integration Plan

ACCESS

A new grand entrance has been designed by relocating the historic windmill to the intersection of SW Beeksma Drive and SW Bayshore Drive Windjammer Park, which will be highly visible for locals and tourists. The location of the historic windmill will identify the park as a community destination. The community expressed the need for the windmill to have a function and by relocating it as a focal element, it becomes a beacon to the park. A secondary entrance is planned at SE City Beach Street and SE Bayshore Drive. This location will have new signage, renovated small plaza and improved streetscape.

Beach access has been improved so it is safe and accessible for everyone. The plan includes four access points that are located along the harbor including the kayak campsite non-motorized boat launch, an overlook just east of the boat launch, the terminus of the new north-south promenade, and finally at the overlook on the far west side of the park. Not all access points are accessible to everyone but at least one is ADA accessible.

RECREATION AMENITIES

Windjammer Park's recreation amenities will appeal to many visitors, and includes: swimming lagoon, splash park, hiking trails, multi-purpose lawn, playgrounds, hardcourts, and bocce ball courts. The lagoon will be reduced in size and will have renovated terraced steps surrounding the north and east sides; however, it will continue to receive water from the harbor as it does today via a weir under a pedestrian bridge. The west edge of the lagoon will have a natural edge for a more organic feel since higher concentrations of swimmers use the east edge.

A splash park was identified as a desired element by the community and will be located to the plaza south of the CWF, close to the harbor. Coupled with the splash park will be a playground. The splash park will also incorporate play equipment so it can be used in the winter as a playground when it is too cold to play in the splash park. Just north of the play area, a lawn is proposed so adults can sit and watch their children while they are playing



PROPOSED PARK ELEMENTS

- | | | | |
|-----------------------------|-----------------------------|------------------------------------|----------------------------|
| A SPLASH PARK | G PLAYGROUNDS | M RESTROOM | S SHELTERS |
| B RENOVATED LAGOON | H LANDSCAPE /GARDENS | N WINDSHELTER | T BOCCE BALL COURTS |
| C EVENTS PLAZA | I BEACH ACCESS | O NATURE WALK | U HARD COURTS |
| D STAGE/AMPHITHEATER | J GATEWAY ENTRANCE | P WETLAND ENHANCEMENT | |
| E WATERFRONT TRAIL | K PARKING | Q KAYAK CAMPGROUND | |
| F MULTI-USE LAWN | L KITCHENS | R NON MOTORIZED BOAT LAUNCH | |

PARK BY NUMBERS

ACRES	~28.5
WATERFRONT TRAIL	~2,150 feet
PLAYGROUNDS	3
HARD COURTS	2
EVENTS PLAZA	2
MULTI-USE LAWN	~7.8 acres
STAGE	2
KITCHEN	3
BATHROOM	4
PARKING SPACES	220
SHELTERS	5
WINDSHELTERS	6

Preferred Alternative: Plan Overview



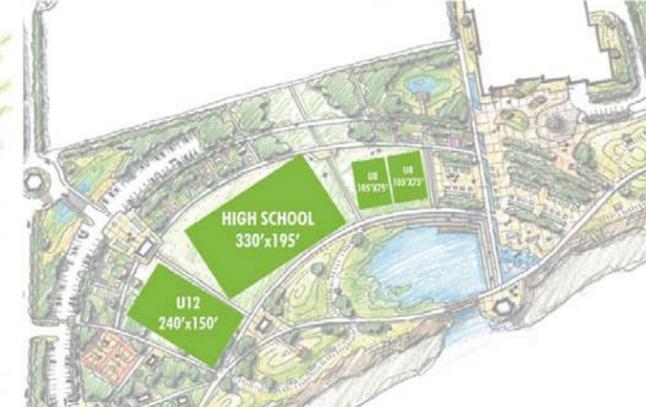
Preferred Alternative: Enlargement 1



1 Grand Entrance with Windmill



2 DIAGRAM: Community Center



3 DIAGRAM: Multi-use Lawn



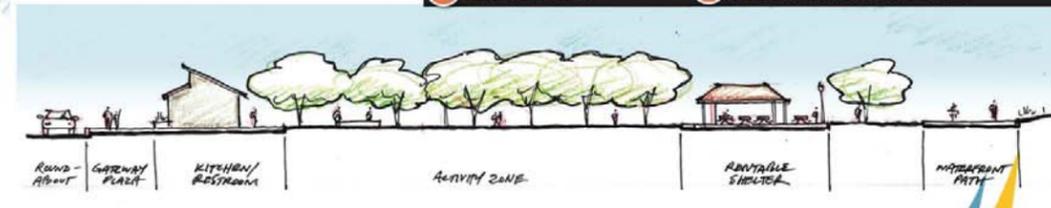
1 Hardcourts 2 Waterfront Trail



3 Playground

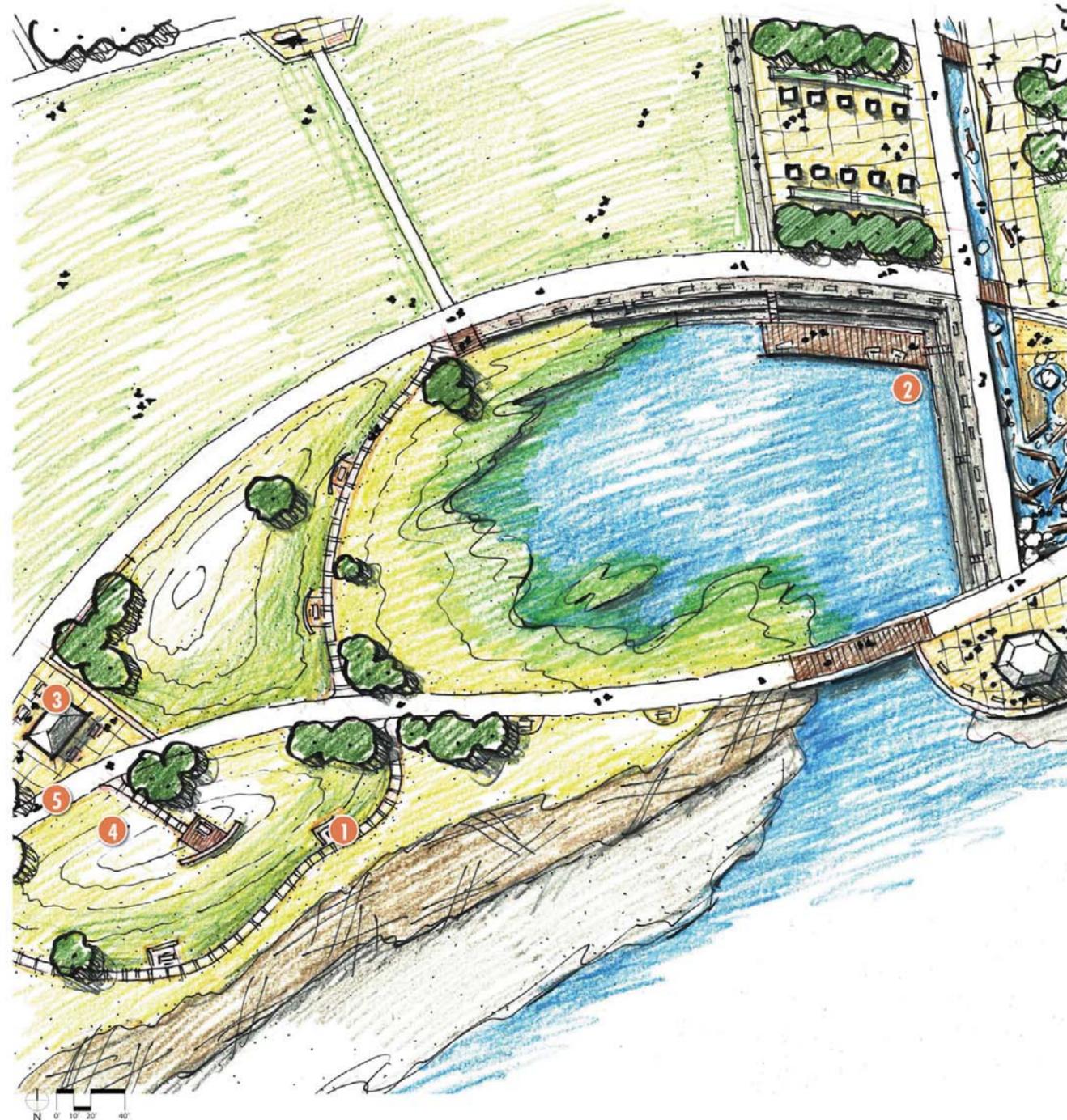


4 Overlook 5 Kitchen/Restroom



SECTION A-A' SCALE: 1" = 30'


 Preferred Alternative: Enlargement 2



Preferred Alternative: Enlargement 3



1 Wind shelters 2 Renovated Lagoon



3 Kitchen/Restroom

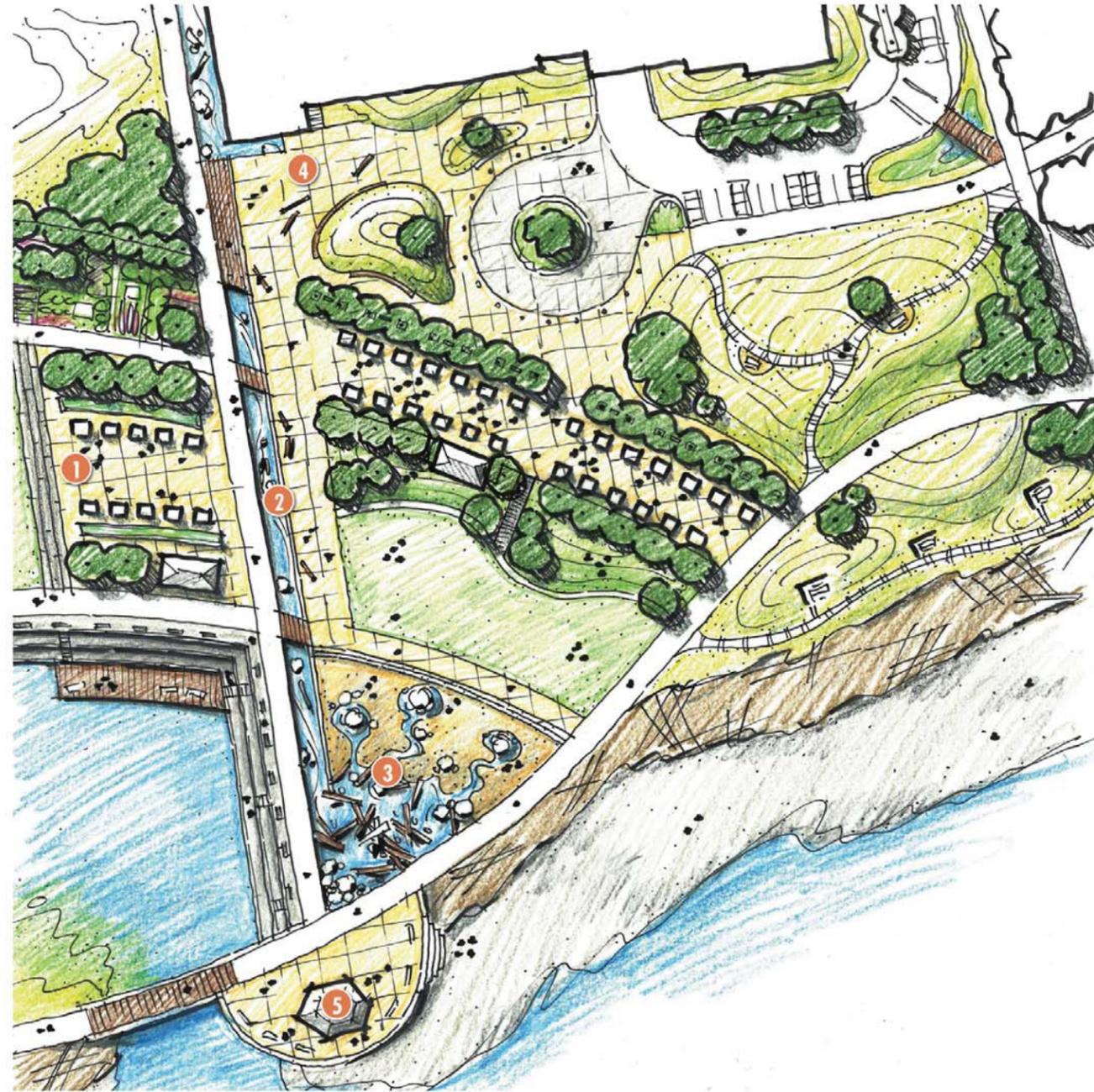


4 Shoreline Enhancement Overview



5 Shoreline Enhancement Perspective





Preferred Alternative: Enlargement 4



1 Stage/Amphitheater

2 Fountain



3 Splash Park and Playground



4 Events Plaza

5 Wind Turbine





Preferred Alternative: Enlargement 5



1 Multi-use lawn



2 Overlook



3 Playground



4 Parking



5 Shelter



6 Kitchen/Bathroom



RECREATIONAL AMENITIES, CONTINUED

at the playground and splash park or use it as a location to watch fireworks. In addition, there will be playgrounds located on the west and east sides of the park. The east side playground will be a larger structure, where the smaller west side playground is a segment of a collection of other park elements such as bocce ball courts, multi-use hard courts and picnic areas. The proposed layout on the west side has a kitchen facility with play and picnic areas stemming off for families to be close by while enjoying different activities.

The final plan does not have organized ball fields. After the little league fields have been relocated, the area in the Park will be reconstructed into a multi-use lawn, with a large playground on the south edge. Sports teams can use the lawn, as well as the large central multi-purpose lawns in the center of the park. The large central multi-purpose lawn is divided by trails; therefore, various activities can occur simultaneously, making space for all types of events. These multi-use lawns will also accommodate festivals, the car show, and Fourth of July events.



GARDENS AND NATIVE VEGETATIVE SPACES

Windjammer Park will contain gardens, natural areas, and wetlands. There are two areas shown for formal gardens in the park, either as community gardens or contemplative spaces. One is located north of the large multi-purpose lawn, bordering both sides of a small plaza, and another is located as part of the south wetland enhancement, adjacent the CWF. Trees will be scattered throughout the park, and will formally line SW Beeksma Drive to Pioneer Street, SE City Beach Street, and along the first half of the north-south promenade coming from SE Pioneer Street. Natural areas dispersed throughout Windjammer Park will include grasses, native shrub plantings and wetland enhancements. Enhancements on the harbor side of the waterfront trail will be planted with a coastal plant palette of grasses. The existing wetland will be enhanced as an amenity, available to park users for environmental education and to support flood retention during large storm events. There will be two main wetland features: one at the main entry with a vehicular and pedestrian bridge over it, and one near the CWF with a viewing platform. Vegetation heights for the wetland and shoreline areas will be low for visibility and safety.



STRUCTURES

Structures in the integration plan include the existing windmill, new kitchens and restroom facilities, new wind shelters, picnic and overlook canopies and a new contemporary windmill. The existing windmill is proposed to be relocated to the grand entry at SW Beeksma Drive and SW Bayshore Drive. This gesture was well received by the CAG members since the iconic structure will mark Windjammer Park as a destination with high visibility from SR 20. Dispersed within the park are three new kitchen facilities. These buildings are located near the southwest parking lot and playground, south of the main multi-purpose lawn, and south of the west side multi-purpose lawn. Kitchen facilities will also have either a restroom in it or adjacent to it. An additional restroom will be located on the large plaza north of the splash park. Picnic shelters are located adjacent to the playgrounds located on the east and west sides of the park. Other structures include wind shelters along the walks at the harbor edge to break harsh gusts coming off the harbor, and canopies located on the overlooks at either end of the park. A new helix windmill is proposed at the terminus of the north-south promenade leading from SE Pioneer Street to the harbor, creating a strong visual element. This modern windmill references the iconic structure, and is proposed to function, whether it is merely kinetic or actually generates power.



EVENT SPACES

Two events event plazas and a large stage are shown in the Windjammer Park Integration Plan. The events plazas are located on opposite sides of the park, where one is close to the main entrance, and the other is south of the CWF. The events plaza near the main entrance can also be used as a smaller, intimate stage. Space was also created on either side of this plaza to accommodate the development of a future community center, if desired. The large events plaza south of the CWF can host a myriad of activities, including farmers markets, open air markets, art shows, weddings, and holiday events. The large stage is to the west of the large events plaza adjacent to the multi-purpose lawn. This venue can accommodate large music shows and dance and theatrical performances. These proposed event spaces are prominent improvements to the existing park, since the current the park does not have a performance area or stage other than at the gazebo.



OVERNIGHT USES

The Windjammer Park Integration Plan does not include an RV Park within the park boundary, however, it does have an expanded and improved kayak campground for overnight use. The campground is in the same location as it currently exists (due to its inclusion on the Cascade Marine Trail) and there is a parking lot adjacent for ease of carrying gear and boats to the site. This site can also serve as a park campground for the community and visitors.

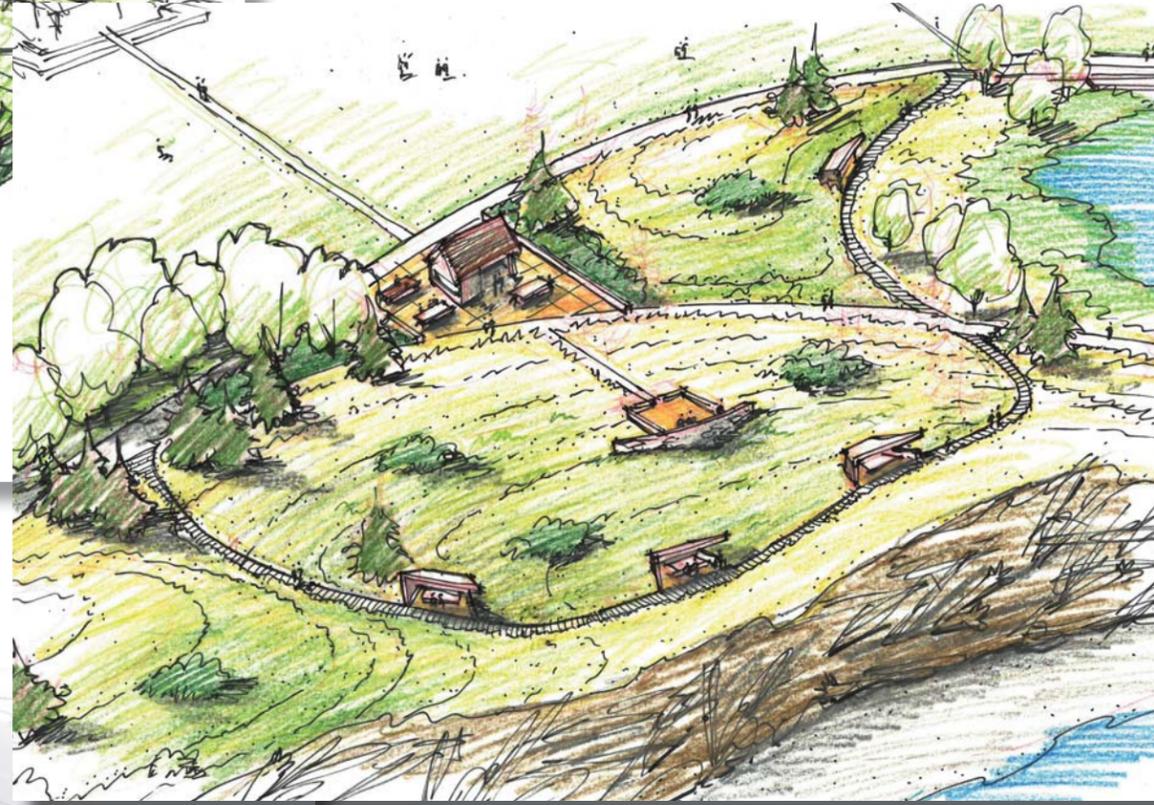
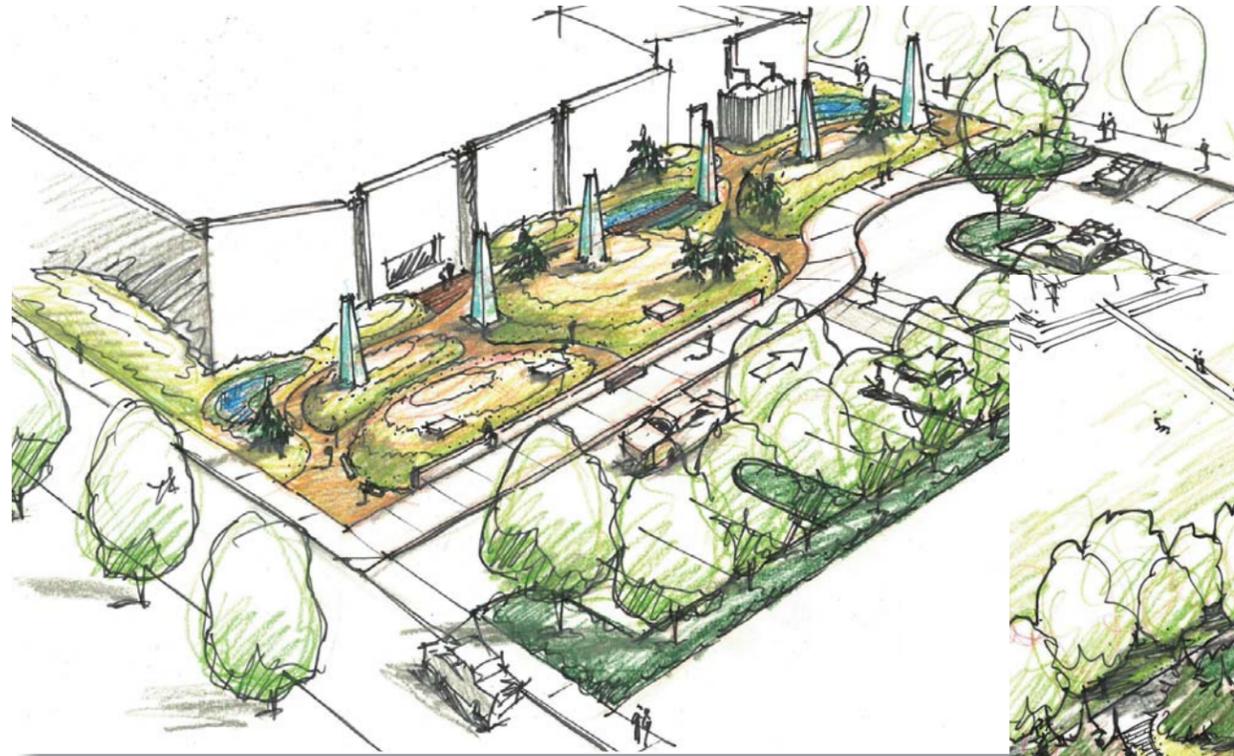


CIRCULATION

Pedestrian and vehicular circulation into and through the park supports primary entries, parking and anticipated connections within the future Windjammer Park. An undulating concrete waterfront trail moves toward and away from the harbor giving the user a meandering experience with varying views. The interior trails are a combination of straight and curved concrete paths that connect to the waterfront trail, to downtown, to Flintstone Park, and to Freund Marsh. North-south trails are predominately straight, where east-west trails curve. The north-south promenade from SE Pioneer Street is a major downtown linkage to park as well as the CWF. There are nature walks proposed with soft surfacing or concrete treads closer to the harbor. These walks may be used as a reprieve from other park activities or extensions of the waterfront trail, providing users a choice of trails.

To enhance the vehicular circulation and create additional parking, a crescent-shaped parking lot has been created on the west side of the park. Moreover, parking has been created along SE City Beach Street and SE Bayshore Drive, north of the multi-use field. The crescent parking lot will double the amount of parking on the west side, and will increase access to different areas of the park. South of the crescent shaped parking lot is park and view lot. Parking on SE City Beach Street will connect to a drop-off loop in front of the CWF.

Although park users cannot drive entirely through the park, some of the interior east-west trails are wide enough for maintenance and emergency vehicle to drive on, in anticipation of event logistics.



Landscape Concepts within the Park and CWF Interfance.



Wetland Enhancement Precedent Images



OVERALL COSTS AND PHASING PLAN



Phasing Plan and Overall Costs

Preliminary Phasing

The Windjammer Park Integration Plan is expected to be implemented in phases over time. Based on preliminary costs and the construction of the CWF, the site has been divided into six phases. Implementation of the Plan is dynamic, meaning phasing is flexible depending on what types of funding may be available. Below is a preliminary list of major items that would be accomplished for each preliminary phase. The first phase of the park will predominately be associated with the construction of CWF and the last phase will take place once the little league fields are relocated to a new site.

The first phase of construction, Phase 1, is generally in the same location where the CWF is impacting the park as depicted on the figure on page 42 and the aerial image taken in May 2016 on page 43. This location coincides with the construction of CWF building footprint, and laydown and staging areas. As outlined in Section 1, Project Development, impacts to the park facilities must be replaced. Phase I of the Park will be constructed on the same timeline as the CWF, with anticipated completion in 2018.

PHASE 1

- Parking at City Beach
- Parking south of the CWF
- Begin plaza and fountain
- Enhance wetland and add overlook
- Begin crescent parking on west side of park
- Install interior trails

PHASE 1B

- Install splash park and playground
- Complete plaza and fountain from Phase 1
- Add a restroom
- Begin shoreline enhancement
- Begin waterfront trail

PHASE 2

- Extend streetscape along SW Beeksma Dr to Pioneer St
- Construct round about at grand entrance
- Relocate windmill
- Complete crescent parking
- Build bridge over wetland
- Complete wetland expansion
- Integrate small plaza south of crescent parking

PHASE 3

- Renovate kayak campsite and non-motorized boat launch
- Reconfigure parking
- Install overlook with beach access
- Construct new kitchen and bathroom facility
- Install playground, bocce ball courts and hard courts
- Continue waterfront trail and interior trails
- Install great lawn
- Build large stage

PHASE 4

- Renovate lagoon and add terraced steps
- Install terminus of north-south promenade with an overlook, new windmill and beach access
- Continue shoreline enhancement, waterfront trail and interior trails
- Install kitchen

PHASE 5

- Relocate ball fields
- Lay sod for multi-purpose lawn
- Add parking along SE Bayshore Dr
- Install kitchen and restroom facilities
- Build large playground
- Continuation of shoreline enhancements, waterfront trail and interior trails
- Construct overlook with beach access

Costs

Overall costs for Windjammer Park are estimated in 2016 at \$18,000,000. This equates to \$630,000 per acre. The planning and construction costs based on preliminary phases are shown in the Project Cost Estimate, Appendix II.

A cost comparison was conducted with other parks that had similar park elements. This comparison is located in Appendix II. The outcome of the cost comparison exercise showed that the cost per acre at Windjammer is slightly less than the average cost per acre, \$640,000, of other parks with similar types of park program elements.

Costs for Phase 1 are associated with the CWF construction and will come from CWF project costs for construction, restoration and mitigation. For additional funding information please refer to page 37.



Preferred Alternative: Phasing

LEGEND

- PROJECT BOUNDARY
- DRIFT WOOD
- ✻ WIND MILL
- ✻ ART PIECE
- PLAY AREAS
- STRUCTURES
- SITE FURNISHINGS
- LIGHTING
- OUTFALL
- ↖ ↗ VIEWS
- CWF CONSTRUCTION within WINDJAMMER PARK

ACCESS and CIRCULATION

- ↔ PEDESTRIAN CIRCULATION (WATERFRONT TRAIL)
- ↔ PEDESTRIAN CIRCULATION (INTERNAL)
- ↔ VEHICLE CIRCULATION
- ✻ ACCESS



Site Analysis and CWF Construction Footprint

TABLE 3: WINDJAMMER PARK POTENTIAL FUNDING SOURCES

Phase	GRANTS AND POTENTIALLY APPROPRIATED CITY FUNDING	POTENTIAL FUNDING SOURCES
1	CWF Project Costs	
1B	Grants and Funding	City General Fund Park Impact Fees Washington State Recreation and Conservation Office(WRSRCO)- Washington Wildlife and Recreation Program (Waterfront parks, picnic shelters, play areas, restrooms) WRSRCO- Estuary and Salmon Restoration Program (Shoreline Enhancements)
2	TBD Based on Funding and available opportunities	WRSRCO- Aquatic Lands Enhancement Account (Parking lots and entry drives) WRSRCO- Land and Water Conservation Fund (Parking) WRSRCO- Washington Wildlife and Recreation Program (Waterfront parks, amphitheater/stage)
3	TBD Based on Funding and available opportunities	WRSRCO- Estuary and Salmon Restoration Program (Shoreline Enhancements) WRSRCO- Washington Wildlife and Recreation Program (Waterfront parks, hardcourts, picnic shelters, play areas, playing fields, restrooms)
4	TBD Based on Funding and available opportunities	WRSRCO- Aquatic Lands Enhancement Account (Lagoon Renovation, waterfront parks, waterfront boardwalks) WRSRCO- Estuary and Salmon Restoration Program (Shoreline Enhancements) WRSRCO- Washington Wildlife and Recreation Program (Waterfront parks, picnic shelters, play areas, playing fields, restrooms)
5	TBD Based on Funding and available opportunities	WRSRCO- Youth Athletic Fields Grant (Relocation of ball fields) WRSRCO- Estuary and Salmon Restoration Program (Shoreline Enhancements) WRSRCO- Washington Wildlife and Recreation Program (Waterfront parks, picnic shelters, play areas, playing fields, restrooms)

POTENTIAL CITY FUNDING, WHERE APPROPRIATE	COLLABORATION WITH LOCAL GROUPS	OTHER IDEAS	OTHER POTENTIAL GRANT RESOURCES FOR PARKS AND RECREATION
General Fund City 2% Lodging Tax .09 Rural County Economic Development Real Estate Tax Park Impact Fees	Arts Commission Knights of Columbus Rotary Club Safeco Community Grants	Fundraising Brick Sales Community Garden and Craft Shows	Weyerhaeuser Company Foundation Wells Fargo Corporate Giving Grants Seattle Fund Safeco Community Grants LL Bean Construction and Recreation Grants Home Depot Community Impact Grants American Express Grant Program Robert Wood Johnson Foundation HUD Community Development Grant Program



CWF Construction Footprint, May 2016

