

# 1. INTRODUCTION

## FREELAND

Nestled between the Olympic and Cascade mountain ranges in the midst of the Salish Sea, Freeland provides a refuge for those who have sought to escape the crowded, fast-paced life-style of the nearby mainland. Located only 40 miles northwest of downtown Seattle on Whidbey Island, Freeland has remained unabsorbed by suburbia. But Freeland's central location on south Whidbey has enabled it to emerge as a viable regional center. Years of unplanned organic growth have had serious implications on the community's look, feel, and function—resulting in suburban style development that threatens Freeland's small-town character. This has prompted citizens to voice concern over their community's future and evolving character.

In an effort to provide local citizens with an opportunity to have more say in their community, Freeland was established as a planning area in 1998 and as a Non-Municipal Urban Growth Area (NMUGA) by the Board of Island County Commissioners (BICC) in 2007. The Freeland NMUGA covers roughly 1,200 acres (or 2 square miles) of land.

The 2007 Freeland Subarea Plan (FSP) provided a vision for the future of Freeland and completed the Growth Management Act (GMA) requirements addressing land use. Following the 2007 plan, additional GMA requirements remained. This 2010 revision to the FSP satisfies the remaining GMA requirements for the Freeland NMUGA, which was made possible by not only community input, but the dedication and countless hours of many community volunteers who put together the 2007 version of the FSP.

[Insert simple, zoomed out map of the Freeland NMUGA]

## SUBAREA PLANNING & THE GROWTH MANAGEMENT ACT



Subarea planning is permitted under the GMA, provided the resulting subarea plan is consistent with local comprehensive plans and county wide planning policies (RCW 36.70A.080 (2)).

Island County Wide Planning Policies (CWPPs) support the subarea planning process by recognizing Freeland's urban characteristics and placing a timeline to initiate subarea planning and determine its Urban Growth Area (UGA) boundary (CWPP #1, Item 7).

The Implementation Strategies within the Land Use element of the Island County Comprehensive Plan also contain supporting language for the designation of Freeland as a NMUGA. Implementation Strategy A.1 directs the County to establish a subarea planning group and defines the study area as inclusive of the Holmes Harbor Water District and Freeland Waster District boundaries.

## **HISTORY**

On September 29, 1998, the Board of Island County Commissioners adopted the Island County Comprehensive Plan (ICCP) which designated the Freeland community as a mixed use Rural Area of Intense Development (RAID) that had both a commercial and a residential component. The RAID designation prohibited Freeland from expanding beyond what existed as of July 1, 1990; prohibited commercial development to occur beyond the scale or intensity that existed as of July 1, 1990; and limited the residential density to that which existed as of July 1, 1990. As a RAID, the Freeland area has some urban characteristics, such as density and variety of existing land uses, but not others, such as adopted land use plans, the provision of a number of urban services, or the ability to incorporate.

The 1998 RAID designation, as it was applied to Freeland, was considered an interim measure while a subarea planning committee began a local effort to consider the designation of Freeland as a NMUGA. The NMUGA designation would satisfy numerous goals of the ICCP including: encouraging efficient compact urban development in designated areas which will promote preservation of rural character; increasing the overall efficiency and quality of such services as drinking water, sanitary sewer and stormwater; preserving agricultural and forestry lands; improving the economic viability of a thriving commercial and community center; providing protection to critical areas and wildlife habitat; and achieving a 50/50 urban/rural split in future growth (that is, half of all future population growth would occur in cities and the other half in unincorporated Island County).

Following the adoption of the Island County Comprehensive Plan, the BICC assembled a community based Subarea Planning Committee comprised of 9 Freeland residents and business owners to prepare a comprehensive land use plan and infrastructure plans for sewer, water, and stormwater. The committee first convened in January 1999 and began conducting community meetings twice a month with periodic public workshops, which were used to present the public with completed phases of the plan and the various concepts that were being considered. Press releases, door-to-door efforts, and a survey were conducted as means of informing the local citizenry and encouraging citizens to become involved in the process. Identification of major planning problems, issues, and desires were the primary outcomes of these meetings.

In the course of preparing the 2007 FSP, 78 public sessions were held by the sub area planning committee during the period of January 1999 to May 2004. A first draft of the

FSP was sent to the Washington State Department of Community, Trade and Economic Development (CTED) and distributed to other state government agencies for review and comment. Comments were received from CTED and several of the other agencies. At the beginning of 2005, the Director of Island County Planning and Community Development determined that data in the Freeland Stormwater Plan was insufficient to allow the Draft Environmental Impact Statement on the subarea plan to be issued. Further public comment and progress on the subarea plan was then put on hold until key issues for “protecting the natural and built environments of the Freeland Sub Area” could be addressed.

During 2005 and 2006, a number of significant planning documents were prepared to address this need. These documents included the Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan and the Freeland Comprehensive Drainage Plan.

The information generated by these studies were then incorporated into the plan and submitted to the Island County Planning Commission for review and ultimate adoption of the FSP by the BICC on December 10, 2007 as an element of the ICCP and designated Freeland as a NMUGA.

## **VISION STATEMENT**

Freeland’s vision statement paints a picture of how the community is envisioned to look and function in the future. The vision (stated below), established in the 2007 Freeland Subarea Plan, is intended to provide a framework for developing goals, principles and policies that will ensure orderly growth in Freeland:

*Freeland in the year 2020 is a comfortable waterfront community that is known for its unique character and expansive views of the surrounding environment.*

*Surrounding the NMUGA boundary are farms, open fields and forest land. Within the subarea, well thought out and consistently administered development regulations have influenced quality infill that is both regionally compatible and locally unique. Views have been preserved for all to enjoy, with parks and public areas sprinkled throughout offering a variety of recreational opportunities to Freeland residents. Residents are offered a multitude of housing choices that are both architecturally intriguing and affordable to the average person.*

*Freeland is a community where people live, work and shop. The central commercial core retains small town character, offering mixed-use living, a vibrant and healthy downtown, and a diverse array of retail, dining, employment, and cultural opportunities. Freeland residents encourage economic development by welcoming diverse economic growth that provides satisfying and stable jobs. Commercial development along Main Street has been incorporated in a tasteful fashion with appropriate landscaping, such as drought-resistant native plants, mature trees, street amenities, and public art; building design balances business opportunity with security and aesthetic values. Outdoor lighting is respectful of neighbors and protects the regional view of the night sky.*

*School aged children and senior citizens share a pronounced appreciation for Freeland's history. Community groups work with property owners to document past and future generations.*

*Freeland has committed to continually reducing traffic, conserving resources and protecting regionally important environmental systems. Freeland's non- municipal urban growth area has sewer capacity to accommodate Island County's growth targets. The sewer system has been phased cost-effectively, minimizes potential harm to the environment, and provides higher water quality and infiltration instead of increased runoff. Improvements to Freeland's Main Street have been coordinated with both sewer and stormwater infrastructure upgrades. Water quality in Holmes Harbor ensures that conditions are suitable and safe for recreational shellfish harvest, swimming, and wading. Residents are well educated and committed to aquifer recharge, and protection of groundwater resources is a high priority.*

*Transportation alternatives exist, putting less reliance on automobiles. Infrastructure has been developed that balances the needs of motorized, non-motorized, and transit modes of transport, particularly along Main Street. Parking and transit locations are adequate and consolidated throughout the sub area.*

*Island County, Washington Department of Transportation, Island Transit, The Freeland Water & Sewer District, the Washington Department of Health, and all other agencies cooperate in developing creative and innovative solutions to required changes in capital facilities, future growth management, and environmental stewardship. In the past, and into the future, both available infrastructure and an overwhelming sense of community encourage attractive options for future growth in the sub area.*

*These ideas are the basis of the goals and policies developed within the following Freeland Sub Area Plan.*

### **A New Approach to Land Use Regulation**

This 2010 update to the FSP takes a different approach to land-use planning than the 2007 FSP. While this approach may be different, it still incorporates the same vision the Freeland community expressed 3 years ago.

The differences in this plan involve fundamental changes to the Proposed Future Land Use Map. The Proposed Future Land Use Map in the 2007 Freeland Subarea Plan used conventional zoning techniques. In contrast, the 2010 version of the FSP uses form-based zoning techniques and what are called "transect" zoning designations.

### **Why the Change?**

With Freeland's designation as a NMUGA, the opportunity exists for greater development in the community. Freeland is at a critical juncture where sprawl-type development threatens to turn the community into another "Anytown, USA". Freeland residents recognize that an important and lasting aspect of growth is the physical character (or urban form)

that emerges from development. The Freeland community has expressed a desire to become a more livable, mixed use community while retaining its small town character (see *Vision Statement* p. 3). By centering regulations on urban form *instead* of land-use, this vision can be better realized.

### **Conventional Zoning & Land Use**

The Conventional zoning approach used in the 2007 FSP was developed in the early 20<sup>th</sup> century as a mechanism for regulating development in order to remedy the ills brought about by haphazard development and the industrial revolution. This approach uses *land-use* as the organizing principle behind regulating development. This means that development regulations are centered on regulating land-use. These regulations are referred to as Conventional Zoning Codes (CZCs). In terms of development, CZCs are often associated with the adage that “form follows function”; that is, the physical characteristics (or form) of a building or object should be based upon its intended function or purpose.

Conventional zoning maps include a list of land-use categories (such as residential, commercial, industrial, etc.) and assign each of these “allowed uses” to specific geographical areas. Land uses are often highly segregated, although in recent years “mixed” use zones have been incorporated, which allow for residential and commercial uses to be integrated within the same development project.

### **Transect Zoning & Urban Form**

The form-based approach, which utilizes Transect zoning, was developed in the late 20<sup>th</sup> and early 21<sup>st</sup> century in response to the notable shortcomings of conventional zoning. This approach uses *form* as the organizing principle behind regulating development. This means that development regulations are centered on regulating the physical form that development takes in an effort to promote good urban design at both the project level and community as a whole. These regulations are referred to as Form-Based Codes (FBCs). It is important to note that FBCs still regulate land use in order to prevent nuisances, just not to the degree that CZCs do. In terms of development, FBCs are based on the adage that “Function follows form”; that is, uses will locate in appropriately designed buildings or spaces. This is because FBCs recognize that building uses are more apt to change than building *form* over time.

Transect zoning maps assign form or “character” designations (i.e. zones) to specific geographical areas in a logical sequence. Compatible land uses are highly mixed. The coloring scheme used for the different zones also shows conceptually the variation in development intensity (from low to high).

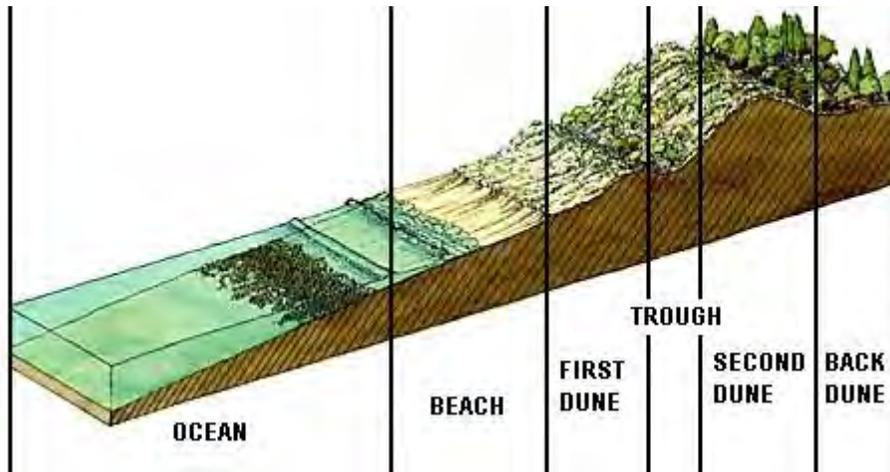
*A Brief Comparison of Conventional and Form-Based Code Types*

Conventional Zoning Code (CZC)	Form-Based Code (FBC)
Organizing principle: land use	Organizing principle: urban form
“Form follows function”	“Function follows form”
Land uses are highly regulated	Land use regulations are usually simplified
Land uses are segregated (although this is changing as some CZCs are incorporating “mixed use” zones)	Allows for the mixing of uses while isolating incompatible uses to prevent nuisances
Usually does not address transportation planning in context of the whole	Requires a well connected and gridded network of streets that are conducive to all users (pedestrians, cyclists, motorists, & public transit)
Usually does not address the location and functionality of civic spaces	Requires civic spaces to be centrally located and functional
Is often times accompanied by design <i>guidelines</i>	Incorporates design <i>standards</i>
Usually does not encourage an orderly pattern of growth	Encourages Traditional Neighborhood Development with a logical distribution and mix of densities within walking distance of central nodes
Written code is difficult for the general public to read and understand	Written code uses simple, graphic based guidelines with minimal text to allow for a more complete understanding of regulations
Written code is <i>proscriptive</i> in that it uses language that describes what is <i>not</i> desired or allowed	Written code is <i>prescriptive</i> —using language and graphics to describe what <i>is</i> desired or allowed

*More about Transects*

A transect is a cross-section of the natural environment that shows a range of different habitats (see Illustration I.1). Ecologists and biologists use transects to study the various environments in which different plants and animals thrive. Transect zoning is based off of this method for studying the environment and reinforces the idea that communities should include a variety of different “habitats” or “T” zones from which people can choose to reside in. This is an important aspect of any community because people thrive in different environments—some in more open settings, some in urban settings, and some in a setting somewhere in-between (see Illustration I.2).

**Illustration I.1 The Natural Transect**



**Illustration I.2 The Rural to Urban Transect**



Images courtesy of the *Center for Applied Transect Studies*.

*More about FBCs*

“Form-Based Codes are vision-based and prescriptive, requiring that all development work together to create the place envisioned by the community...”

“FBCs are holistic, addressing both private and public space design to create a whole place, including buildings, streets, sidewalks, parks...parking, [etc.]. They regulate private development for the impact it has on the public realm.

“FBCs are place-based, building upon and enhancing the unique characteristics of the community and region. To accomplish this, they are inherently customizable, able to regulate a specific, unique vision for each place.

“Form-Based Codes are based on spatial organizing principles, such as the rural-to-urban transect, that identify and reinforce an urban hierarchy. Envisioning and regulating places in this way enable a sense of continuity throughout the community with smooth and often imperceptible transitions between regulatory zones...

“Form-Based Codes regulate the details that are most important for the successful implementation of walkable, human-scaled neighborhoods, focusing primarily on urban form, while also addressing use and other necessary factors. These details include certain aspects of the buildings as they form the walls of the public space, including their placement, height, width, and the particular way they interact with the public space (called the “frontage”). They also include the design and layout of streets and blocks, typically requiring narrower streets laid out in an interconnected, gridded network to accommodate pedestrians and bicyclists, as well as automobiles and transit. FBCs regulate the location of parking to create beneficial impacts, such as protecting pedestrians from moving traffic, while minimizing negative impacts, and they regulate an appropriate mix of compatible uses and building types, enabling diverse, vibrant places.” (*Form-based codes: A Guide for Planners, Urban Designers, Municipalities, and Developers* pgs. 11-12).

### **How the Freeland Subarea Plan is Affected**

Using the Transect and FBC approach, new land-use designations were created and applied to the Freeland NMUGA. The transect land-use designations in this version of the FSP (see Table 1.3 and Map 1.1) are designed to support the original vision for Freeland (see *Vision Statement* p. 3). There are 6 transect designations that range in character from open space to community center. The geographical boundaries of each transect (see Map 1.1) are loosely based on existing conditions and are intended to set the stage for further community development.

#### *Reasoning*

Because of Myrtle Avenue’s direction and location, it has tremendous potential to function as a “traditional” small-town main street with Holmes Harbor serving as a scenic backdrop; therefore, it has been given the Village Center designation. Surrounding Freeland’s Main Street is the Village Interior designation which will allow Main Street to continue to thrive as a regional commercial center (see Table 1.3 for land-use descriptions).

One aspect of creating a walkable community is to enable the basic activities of daily life to be within walking distance of where people live. This is accomplished in part by allowing a mix of land uses either vertically or horizontally. At the community center where development is most compact, mixed use is more vertical (within the same building), whereas outside the center, mixed use is more horizontal (in separate buildings). Horizontal mixed use usually incorporates commercial activity at a central node that is within walking distance.

In an effort to make Freeland more walkable, 4 pedestrian sheds have been identified within the NMUGA (see maps 1.2 & 1.3). A pedestrian shed is the area of land

encompassed by the walking distance from a commercial node. Walking distance is typically considered to be no more than ½ mile, or 10 minutes, from point of origin to destination.

Nodes help ensure that land uses are at least mixed horizontally where vertical mixed use may not be appropriate. Nodes are typically located at intersections for accessibility and visibility reasons. Outside of the central business district, or “down-town”, about 1% to 1.5% of the land area within each shed should be available for commercial use. The nodes identified on maps 1.2 and 1.3 are enabled through land-use designations to function as viable destinations that provide basic services and employment opportunities to the surrounding population.

## **PLAN ELEMENTS**

The remaining chapters of the Freeland Subarea Plan contain goals, principles for eight (8) major subject areas or elements: Land Use, Natural Lands, Open and Civic Space, Capital Facilities, Utilities, Transportation, Economic Development, and Housing.

### **1: Land Use**

This chapter explains the existing and planned land use conditions. The appropriate form, distribution and location of planned land uses are discussed and defined.

### **2: Natural Lands**

This chapter focuses on the preservation and enhancement of the natural environment. The topics discussed include: wetlands, critical aquifer recharge areas, fish & wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, shorelines, critical drainage areas, and archaeologically significant areas, and the identification, classification and inventorying of such areas.

### **3: Open and Civic Space**

This chapter addresses the types of open and civic spaces that exist and are planned for Freeland.

### **4: Capital Facilities**

This focus of this chapter is the planning and provision of needed public facilities and services. This chapter addresses capital costs, financing, levels of service methods and consequences, statutory requirements, and specific related goals and principles.

### **5: Utilities**

This chapter focuses on the provisions of public and private utilities, including electricity and telecommunications.

## **6: Transportation**

This chapter details the transportation goals, principles and implementation strategies which set forth the adopted Level of Service (LOS) standards and other policy commitments. Multimodal transportation networks are discussed.

## **7: Economic Development**

This chapter provides a summary of the strengths and weaknesses of local economy. It identifies goals and principles amend to foster economic growth and development.

## **8: Housing**

This chapter addresses the need for the Freeland Urban Growth Area to accommodate a future population allocated by the Countywide Planning Policies. It also contains plan goals and principles that promote a diversity of housing opportunities at all income levels that can support future job growth in the Subarea.

## **PLAN GOALS, PRINCIPLES, & POLICIES**

Within each element are the goals, principles, and policies that make up the FSP.

A **goal** is a direction-setter. It is an ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature. Consequently, a goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

A **principle** is a broad generalization that is accepted as true. They are the “what” statement that provides the basis, or reasoning, behind policies and development regulations. Good urban planning and design is based off of true principles.

A **policy**, then, provides a more specific course of action that is based on the line of reasoning set forth by the planning goals and principles.

# 1. LAND USE

## INTRODUCTION

Land use and development are the physical manifestation of a community's character. This physical manifestation has the power to influence how people perceive a given place. Long-range planning is crucial in ensuring that a community develops in accordance with local values—that all new development *contributes* to the community's unique character and Sense of Place. The goals and principles outlined in this element will serve as a framework for ensuring Freeland's physical development is an accurate reflection of the people who live there.

## PLANNING FRAMEWORK



The goals, principles, and policies contained in the Freeland Subarea Plan (FSP) must align with the goals and policies of the Washington State Growth Management Act (GMA), the Island County Comprehensive Plan (ICCP), and the County Wide Planning Policies (CWPP) for Island County. Additionally, the goals, principles, and policies among the different elements of the FSP must be internally consistent.

Within this framework, the goals, principles, and policies of the FSP should reflect the desires of the Freeland community.

## Growth Management Act

The State's GMA requires that comprehensive plans include a land use element. According to the GMA, the land use element must cover the following topics (see also the Natural Lands element):

*RCW 36.70A.070(1). A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.*

## **County Wide Planning Policies**

CWPP #1 discuss Urban Growth Areas (UGAs), which are designated areas intended to acquire more intensive land use and development in the relatively near future. At the time of the adoption of these policies, neither Freeland nor Clinton was designated as a NMUGA. Since that time, Freeland has been designated as a NMUGA while Clinton has retained its Rural Area of Intense Development (RAID) status (see CWPP #1, Item 7). These policies state:

- Item 6 For the purposes of these policies, the term “Urban Growth Area” includes both the incorporated land and the surrounding unincorporated area that is planned to accommodate future urban development. Unincorporated areas of the County not contiguous to an incorporated area may be designated as an UGA upon the adoption of a UGA plan that demonstrates how public facilities and services are, or will be, provided consistent with the requirements of the GMA.*
- Item 7 The County and the Municipalities recognize that Clinton and Freeland have many urban characteristics and that it may be appropriate to designate these areas as urban growth areas. Therefore, before the end of 1998, the County shall initiate a sub-area planning process to determine potential UGA boundaries; the urban land use designations for these areas; and the capital facilities that are necessary to provide urban services. It is anticipated that recommendations will be ready for consideration by the County prior to the County’s second annual review of its Comprehensive Plan in the year 2000.*

## **Island County Comprehensive Plan**

The ICCP doesn’t have goal and policy language regarding land-use within Non-Municipal Urban Growth Areas (NMUGAs) but acknowledges the need for subarea planning and NMUGA status for Freeland.

## **Relation to Other FSP Elements**

The Land Use element closely relates to these other elements of the FSP:

- Natural Lands
- Housing
- Capital Facilities
- Utilities
- Transportation
- Economic Development
- Open and Civic Space

## **EXISTING CONDITIONS**

### **Land Use**

Freeland’s central location on south Whidbey has enabled the community to become a regional center of commercial activity. Land uses include a general variety of commercial retail and professional services. Light manufacturing and storage facilities also exist.

The majority of land in Freeland is occupied by detached single-family residences. There is limited multi-family housing.

#### *Future Growth Planning Area*

The designated Future Growth Planning Area (FGPA) extends beyond the boundaries of the current NMUGA boundary around Freeland. The general character and zoning is rural and residential, with higher clustering of homes along the shores of Mutiny Bay.

### **Physical Character**

#### *General Character*

Freeland's Urban Fabric consists of several relatively dense nodes of activity separated by pockets of underdeveloped land. In the central business district of Freeland, the most compact development occurs around the intersection of Main Street and Harbor Avenue. Relatively dense residential areas include the Holmes Harbor Country Club and the Maple Ridge senior housing center.

Buildings generally don't exceed two stories and have relatively deep Setbacks. Architectural styles are predominately Modern—both post-war suburban and craftsman. Lot coverage is fairly low on a majority of parcels because of on-site sewage treatment (septic systems).

#### *View Corridors*

Freeland's hilly terrain provides numerous viewpoints that overlook Holmes Harbor. Streets such as Woodward Avenue, Myrtle Avenue, and Shore Drive also provide travelers with periodic views of the Harbor. A notable view corridor exists across private land between Woodward Avenue and Cameron Road, allowing travelers on State Route 525 to get a glimpse of the water.

#### *Parking*

Parking areas are generally situated between the structure and the right-of-way. Some new developments have parking to the side or rear of the building. Most parking lots are paved. Vegetated islands within parking lots are rare.

Parking lots in Freeland are for the most part located in front of buildings (which makes pedestrian activity less feasible) and in some instances don't connect to neighboring parking lots (greatly hindering internal circulation). On-street parking does occur in some locations but the lack of defined spaces has created conflicts between pedestrians, cyclists and motorists using the roadway.

Freeland has an oversupply of on-site vehicle parking spaces. A parking survey performed in July of 2000 showed that the Freeland business core had approximately 250 parking spaces beyond that required by Island County development regulations. An over-supply of parking contributes to land-use patterns that make a place less conducive to walking and further encourages vehicular use.

#### *On-Site Illumination*

Most structures have attached lighting somewhere on the periphery of the building. This lighting is generally directed downward but some of this lighting is actually directed outward. Sizable parking lots are illuminated—some by standard utility poles and others by stylish lamps.

*Advertising Signage*

Most advertising signs in Freeland are simple and externally illuminated. Generally, only buildings that have deep setbacks have stand-alone signs (i.e., signs not attached to the building). A-framed signs are common and can be found clustered at intersections. Businesses in buildings that have poor visibility from the right-of-way depend on A-frame signs to direct potential customers.

**Table 1.1 Existing Development & Population Intensity**

	No. of Parcels	Acreage	Dwelling Units (L)	Building Units	Population (low)	Population (high)
Residential Totals	1,014	787.38	1,351	NA	3,159	3,159
Commercial Totals	127	165.77	296	1,380	692	3,229
Public/INS/Golf	32	107.51	NA	NA	NA	NA
Total	1,173	1,060.70	1,647	2,731	3,851	6,388

## FREELAND SUBAREA PLAN

### Vision

#### Land Use

A greater mix of land-uses should be encouraged in Freeland to ensure residents are within close proximity to commercial services and quality Civic Spaces. Mixing land uses in Freeland will help reduce auto dependency, facilitate alternate modes of transportation, and safeguard the community against disruptions that hinder transportation (such as high gas prices and snowy/icy roads).

Table 1.2 below lists the land-use designations and their respective descriptions for Freeland.

Table 1.2 LAND-USE DESIGNATIONS & DESCRIPTIONS		
T1 Village Open	<b>Land Use &amp; Character:</b>	Includes open and civic spaces. Natural or altered landscape depending on context.
	<b>Residential Density:</b>	0 units gross / ac. (reasonable use permitted)
	<b>Building Types:</b>	Not applicable
	<b>Building Placement:</b>	Not applicable
	<b>Frontage Types:</b>	Not applicable
	<b>Building Height:</b>	Not applicable
	<b>Type of Civic Space:</b>	All
T2 Village Edge	<b>Land Use &amp; Character:</b>	Residential. Single family homes on relatively large lots with deep setbacks. Transitional zone between rural and more urban zones.
	<b>Residential Density:</b>	2 units gross / ac.
	<b>Building Types:</b>	Detached, Single-Unit House, ADU, Civic Bldg. (civil protection)
	<b>Building Placement:</b>	Large and variable setbacks
	<b>Frontage Types:</b>	Common Lawn, Porch, Portico, Portal
	<b>Building Height:</b>	1-2 Story
	<b>Type of Civic Space:</b>	Parks, Greens, Trails
T3 Village Reside	<b>Land Use &amp; Character:</b>	Residential. Includes a diverse mix of housing types.
	<b>Residential Density:</b>	5-12 units gross / ac.
	<b>Building Types:</b>	Detached single-unit house, Twin House, Village House, Row House, Mansion Apartment, Civic Bldg. (civil protection)
	<b>Building Placement:</b>	Shallow to medium front and side setbacks.
	<b>Frontage Types:</b>	Porches, Porticos, Terraces, Balconies
	<b>Building Height:</b>	1-2 with some 3 story
	<b>Type of Civic Space:</b>	Parks, Greens.
T4 Village Interior	<b>Land Use &amp; Character:</b>	Horizontal and vertical mixed-use. Serves as a regional commercial center.
	<b>Residential Density:</b>	Open*
	<b>Building Types:</b>	Mixed Use Bldg., Courtyard Apartment, Stacked Unit Bldg., Boarding House, Row House, Non-residential Bldg., Civic Bldg.

	<b>Building Placement:</b>	Shallow front setbacks with variable side and rear setbacks.
	<b>Frontage Types:</b>	Dooryard, Forecourt, Terrace, Stoop, Shopfront, Gallery, Arcade, Balcony.
	<b>Building Height:</b>	1-3 story
	<b>Civic Space Types:</b>	Plaza, Park, Green
T4 Village Node	<b>Land Use &amp; Character:</b>	Horizontal mixed use. Serves as a neighborhood commercial center and gathering place.
	<b>Residential Density:</b>	Open*
	<b>Building Types:</b>	Mixed Use Bldg.,
	<b>Building Placement:</b>	Shallow front setbacks, variable side and rear setbacks.
	<b>Frontage Types:</b>	Shopfront, Gallery, Arcade, Balcony.
	<b>Building Height:</b>	1-2 Story
	<b>Civic Space Types:</b>	Plaza, Park, Green
T5 Village Center	<b>Land Use &amp; Character:</b>	Compact, vertical mixed use, and pedestrian oriented. Serves as the community center.
	<b>Residential Density:</b>	Open*
	<b>Building Types:</b>	Commercial Block Bldg., Shopkeeper Bldg., Live/Work Unit, Stacked Unit Bldg., Civic Bldg.
	<b>Building Placement:</b>	Zero front and side setbacks with variable rear setbacks.
	<b>Frontage Types:</b>	Shop front, Arcade, Gallery, Dooryards, Stoops, Balconies.
	<b>Building Height:</b>	2-3 Story
	<b>Type of Civic Space:</b>	Squares, Plazas, Greens
Village Industrial	<b>Land Use &amp; Character:</b>	Industrial.
	<b>Residential Density:</b>	0 (Shopkeeper Unit allowed)
	<b>Building Types:</b>	Industrial Building
	<b>Building Placement:</b>	Toward lot interior, deep setbacks
	<b>Frontage Types:</b>	Not applicable
	<b>Building Height:</b>	1-2 Story
	<b>Civic Space Types:</b>	Not applicable

\*The total number of dwelling units is restricted by height, massing, and lot coverage parameters.

**Table 1.3 Designated Land-Use Capacities**

	Parcels	Acreage	Dwelling Units	Population
Village Center	44	32	Open*	Open*
Village Node	7	23.5	Open*	Open*
Village Interior	122	153.2	Open*	Open*
Village Reside	261	178.2	1570	3925
Village Edge	852	606.3	1041	4100
Village Open	22	71.1	NA	NA
Village Industrial	4	10.9	NA	NA
<b>Total</b>	<b>1312</b>	<b>1075.4</b>	<b>2611</b>	<b>8025</b>

\*The total number of dwelling units is restricted by height, massing, and lot coverage parameters.

### *Urban Form (Physical Character)*

Freeland's emerging character should emulate small-town Americana in an effort to help preserve the community's rural feel (while acquiring new growth) and prevent sprawl-type development. An important part of maintaining a small-town atmosphere in Freeland is ensuring development is human-scaled. Human-scaled development and architecture incorporate design elements that fit well with human senses. In a human-scaled environment, development caters primarily to the pedestrian experience instead of the automobile.

The architectural style of buildings should reflect local values and history, with each new development *adding* to Freeland's unique character. Strategically placed and designed buildings will activate the street and give spatial definition to the Public Realm. Advertising signs that are simple and appropriately scaled will also help preserve Freeland's small-town look and feel.

Freeland streets should be desirable destinations in and of themselves; consisting of bike-lanes, wide sidewalks, trees and other vegetation, furniture, art, uniquely designed street lamps, street vendors, and buried utility lines (see also the Transportation and Utility Elements). A well connected road network in Freeland will link the community together, providing easy access between destinations and shortened trips.

Civic Spaces such as parks, squares and trails will provide the community with places and opportunities to interact.

#### *View Corridors*

Views of Holmes Harbor add value and contribute to Freeland's unique Sense of Place. Consideration needs to be given to protecting and enhancing views of the harbor from both public and private realms.

#### *Parking*

Some new commercial developments in Freeland have their parking lots located behind the building, with the building itself situated along the right-of-way line. New development should continue this pattern by locating parking areas to the sides and rear of buildings. This will help activate Freeland's streets and encourage pedestrian activity.

Freeland's over-supply of parking can be fixed by adjusting parking requirements and implementing innovative techniques that allow for shared use of parking stalls and lots.

#### *External On-Site Illumination*

Special efforts should be made to ensure that external on-site illumination doesn't cause glare on neighboring properties or the night sky.

#### *Advertising Signage*

Freeland residents have voiced concern over suburban style signage typically found along highways and commercial strips. Instead, residents would like to see quality small scaled signage that doesn't degrade the visual landscape.

*Population Growth*

As a designated UGA, Freeland is expected to grow in population from 2,917 to 4,000 by the year 2020. This growth will need to be accommodated within the existing urban growth boundaries. Keeping development human-scaled will help Freeland maintain a small-town look and feel while acquiring additional population.

*Future Growth Planning Area (FGPA)*

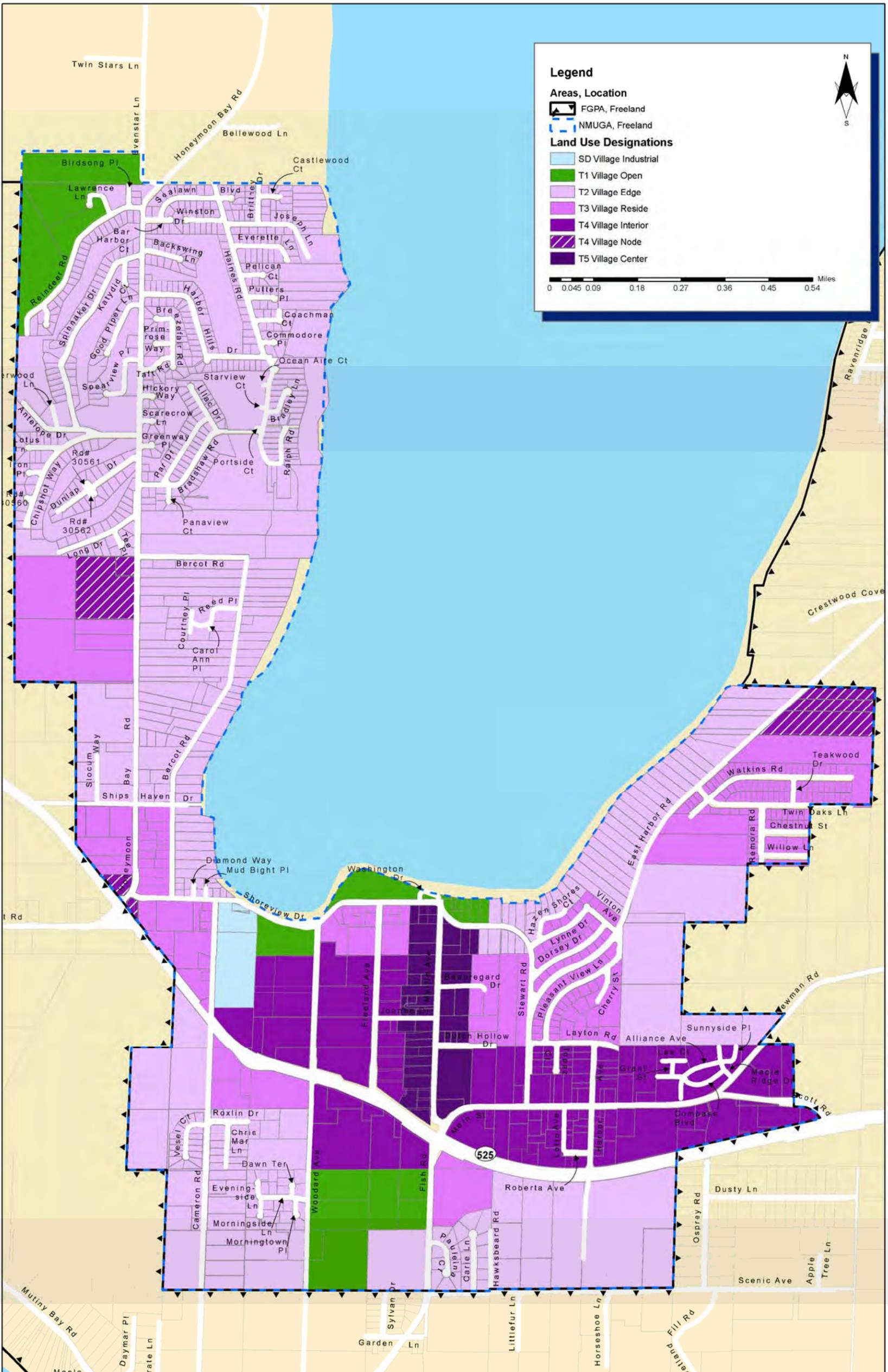
Development in this area should strictly remain rural until it is brought into Freeland's urban growth area. This will help prevent incompatible development from precluding urban level development if Freeland expands.

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Map 1.1 Land Use Designations

Map 1

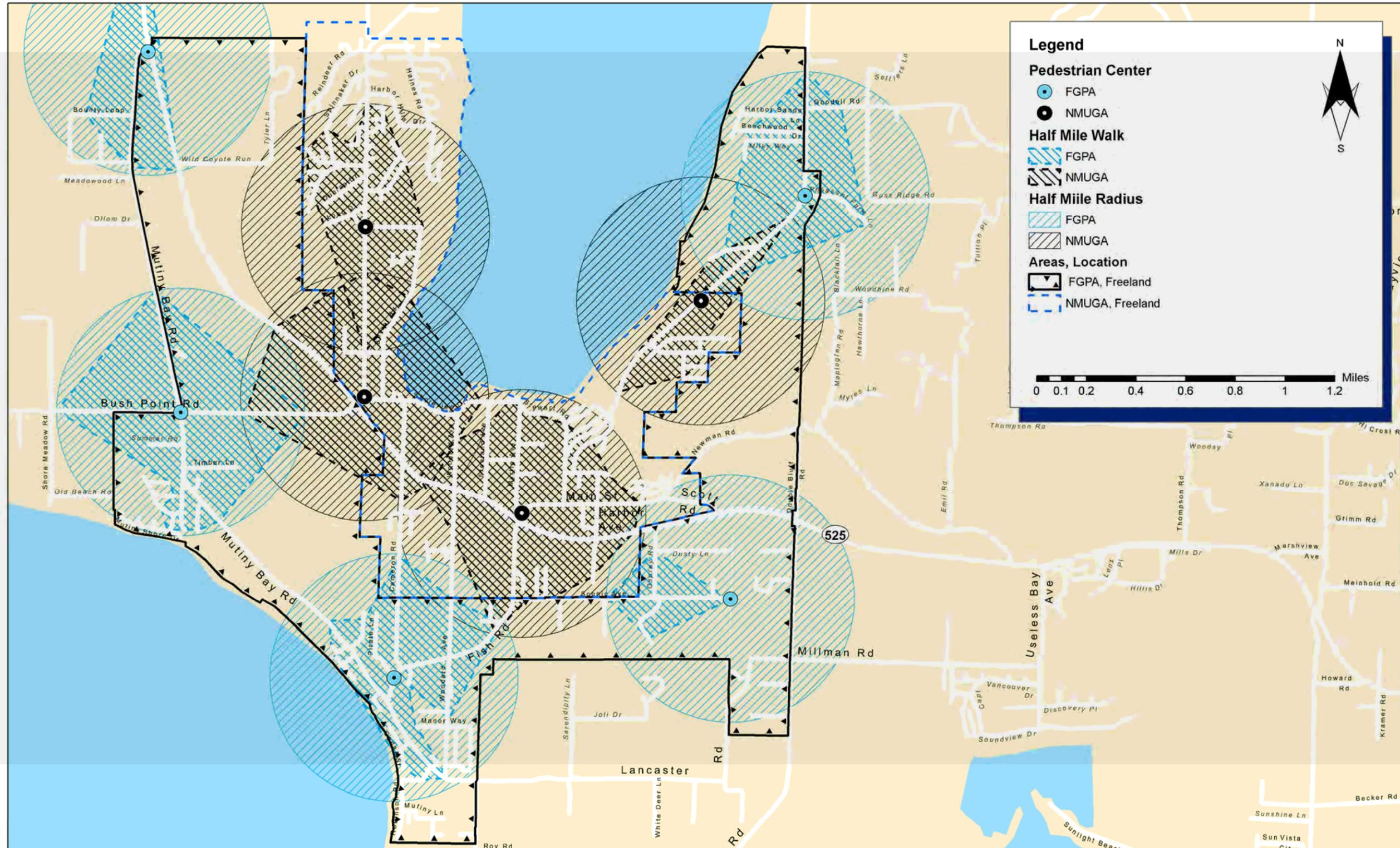
Land Use Designations



Map 1.2 Pedestrian Sheds

Map 2

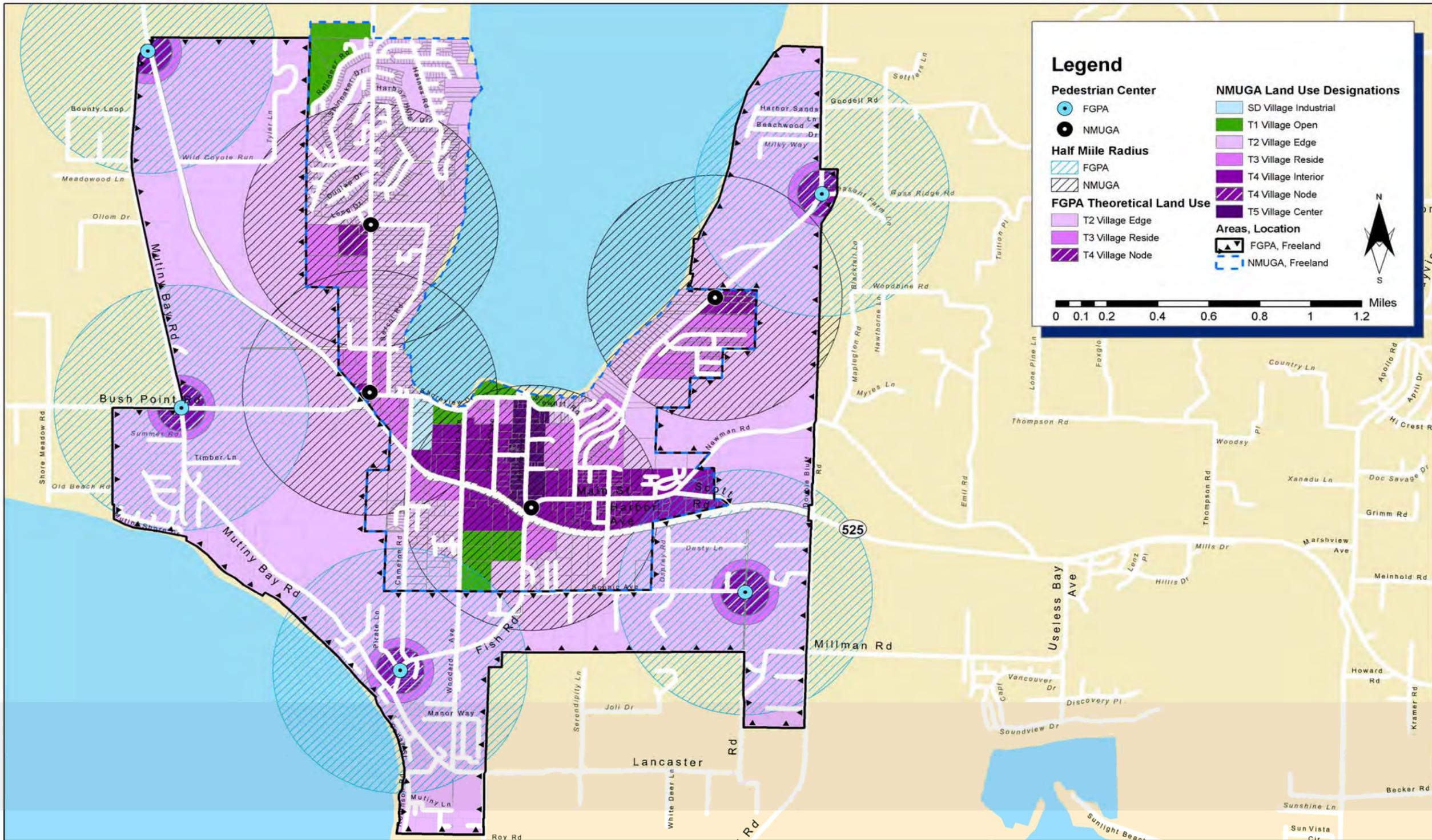
Pedestrian Sheds



Map 1.3 Pedestrian Sheds with Land Use

Map 3

Pedestrian Sheds with Land Use



## FSP LAND USE GOALS, PRINCIPLES, & POLICIES

### Land Use

#### **G1: Encourage efficient land use development.**

- PR1 That land use intensities should follow a logical hierarchal pattern.
  - PO1 Transect zoning should be applied to the Freeland NMUGA and Future Growth Planning Area to ensure a logical distribution of land-use intensities.
  - PO2 The *most* compact development should occur in the Village Center zone and the *least* compact development should occur in the Village Edge zone.
- PR2 That subdivision of land should be orderly and encourage good urban design.
  - PO1 Newly created parcels should be rectangular in shape (except when certain topographical features warrant otherwise).
- PR3 That land use is pedestrian oriented, and mixed.
  - PO1 Building frontages should activate the street.
  - PO2 Compatible land-uses should be mixed throughout the community.
- PR4 That ordinary activities of daily living should occur within walking distance of most dwellings, reducing auto-dependency.
  - PO1 Pedestrian sheds should be identified and mapped within the Freeland NMUGA and FGPA.
  - PO2 Each pedestrian shed should include at minimum the following elements: commercial activity, places of residence, & Civic Space.
- PR5 That appropriate building densities and land uses should be provided within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.
  - PO1 Transit stops should, at a minimum, be located within the Village Center and Village Nodes.
- PR6 That schools should be sized and located to enable children to walk or bicycle to them.
  - PO1 Zoning regulations should allow for, and encourage, schools to be located in residential areas.

- PR7 That civic, institutional, and commercial activity should be embedded in downtowns, not isolated in remote single-use complexes.
  - PO1 Civic and institutional buildings should be located in the Village Center zone or Village Interior Zone.
- PR8 That Civic Spaces should be centrally located, highly visible and easily accessible.
  - PO1 Zoning regulations should require development to be centered around Civic Spaces where appropriate.
- PR9 That infill and redevelopment are encouraged.
  - PO1 Development regulations should encourage infill and redevelopment.
  - PO2 Permitting process for redevelopment should be streamlined.
- PR10 That Future Growth Planning Areas (FGPAs) should be planned for in advance.
  - PO1 Future Village Nodes should be identified in the Future Growth Planning Area.
  - PO2 Planning done for Freeland should be done in the context of not only the NMUGA, but the planning area as a whole.

**G3: Encourage self-sufficient land use practices.**

- PR1 That home industries and occupations are encouraged.
  - PO1 Land-use regulations for home industries and occupations should be simple, direct, and clear.
  - PO2 Permits for home industries and occupations should be simple, affordable and processed quickly.
- PR2 That residents should be permitted to make productive use of their land to provide for household needs.\*
  - PO1 Residents should be allowed to grow crops on their property outright (i.e., no permit required).
  - PO2 Land-use regulations should allow, by permit, residents to raise certain farm animals where appropriate.

*\*The County encourages HOAs to not preclude residents from engaging in sustainable and self-sufficient land-use practices.*

**Physical Characteristics**

**G1: Encourage the physical development of an urban-to rural hierarchy with regards to urban form.**

- PR1 That the community should have a Traditional Neighborhood structure with a discernable center and edge.
  - PO1 Development regulations should result in the creation of a Traditional Neighborhood.
- PR2 That a range of human habitats should be provided for residents of the community.
  - PO1 Each zone should be distinct with transitions between zones almost indiscernible.

**G2: Create within Freeland a distinguished physical character that preserves and maintains a small-town look and feel while accommodating growth.**

- PR1 That development should be human-scaled and not auto-scaled.
  - PO1 Development regulations should include architectural standards that ensure development is human-scaled in order to preserve Freeland's small town atmosphere.
- PR2 That the community's Public Realm should be of high quality design with streets becoming destinations in and of themselves.
  - PO1 Development regulations should include streetscape standards specific to Freeland.
  - PO2 Streetscape design should contribute to Freeland's unique character and sense of place.
- PR3 That architecture and landscape design should grow from local climate, topography, history, and building practice.
  - PO1 Architectural standards should be based on local climate, topography, history and building practice.
  - PO2 Landscape requirements should include use of native species and LID options.
- PR4 That buildings and landscaping should contribute to the physical definition of Thoroughfares and Civic Spaces.
  - PO3 Buildings should give spatial definition to right-of-ways and civic spaces.

- PR5 That buildings should provide their inhabitants with a clear sense of geography and climate through energy efficient methods.
- PR6 That the preservation and renewal of historic buildings should be facilitated, to affirm the continuity and evolution of society.
- PR7 That civic buildings should be distinctive and appropriate to a role more important than the other buildings that constitute the fabric of the community.
- PR8 That civic buildings and spaces should be provided as locations that reinforce community identity.
- PR9 That the harmonious and orderly evolution of Freeland should be secured through use of form-based codes.

**G3: Ensure the urban fabric is well connected.**

- PR1 That new development should contribute to the overall connectedness of the community.
  - PO1 Block standards should be developed to ensure connectivity.
- PR2 That the design of streets and buildings should reinforce safe environments, but not at the expense of accessibility.
  - PO1 Streetscapes and building entrances should be ADA compliant.
- PR3 That individual architectural projects should be seamlessly linked to their surroundings. This issue transcends style.
  - PO1 Site specific development should relate to and provide reasonable connections to neighboring parcels.
- PR4 That site plans should address circulation within and in connection with surrounding properties.

**View Corridors**

**G1: Protect and enhance view corridors within the public and private realms.**

- PR1 That development should preserve as well as utilize scenic views.
  - PO1 Development regulations should be sensitive to potential views within each view shed.

**Parking**

**G1: Reduce the visibility and size of on-site parking areas.**

- PR1 That on-site parking areas should be located to the side and/or rear of buildings.
- PR2 That development should adequately accommodate automobiles while respecting the pedestrian and the spatial form of public areas.
- PR3 That parking stall requirements shouldn't preclude good urban design.
  - PO1 The County should consider implementing parking stall "maximums" in development regulations.
- PR4 That parking areas should accommodate differing modes of transportation such as motorcycles and bicycles.
- PR5 That park-sharing strategies should be encouraged for the purpose of at least one of the following:
  - PO1 Reducing the number of parking stalls needed between adjacent, complimentary uses.
  - PO2 Ensuring parking is more centralized among neighboring uses.
  - PO3 Achieving site design that is urban instead of suburban in character.
- PR6 That in residential areas, on-site parking should be accessed from the side or rear of lots.

**G2: Minimize the hydrological impact of paved surfaces on site.**

- PR1 That development regulations should not preclude Low Impact Design techniques from being incorporated into parking areas.

**External On-Site Illumination**

**G1: Prevent light pollution to the greatest extent possible.**

- PR1 That light pollution be minimized while taking into consideration the following:
  - PO1 The need for reasonable use of outdoor lighting for safety, security, utility, way-finding, and enjoyment.
  - PO2 Minimizing glare and obtrusive light onto neighboring properties and toward the night sky.
  - PO3 Reducing energy consumption.
  - PO4 Protecting natural habitats from the damage of artificial light.

**Advertising Signage**

**G1: Ensure signage is consistent with “small town” character.**

- PR1 That signs should positively contribute to the small-town atmosphere of Freeland.
- PO1 Signs should be externally illuminated (if illuminated).
- PR2 That signs should be of high quality and be human scaled.
- PR3 That signs should be attached to the building in which the advertised business is located.

**Population Growth**

**G1: Accommodate population growth in a manner that is consistent with the GMA.**

- PR1 That population growth should be orderly and urban in nature.
- PR2 That Freeland should accommodate the projected population of 4,000 by the year 2020.

**Future Growth Planning Area**

**G1: Prevent sprawl-type development from occurring within Freeland’s Future Growth Planning Area.**

- PR1 That development regulations should not preclude good urban design and infill in the future.

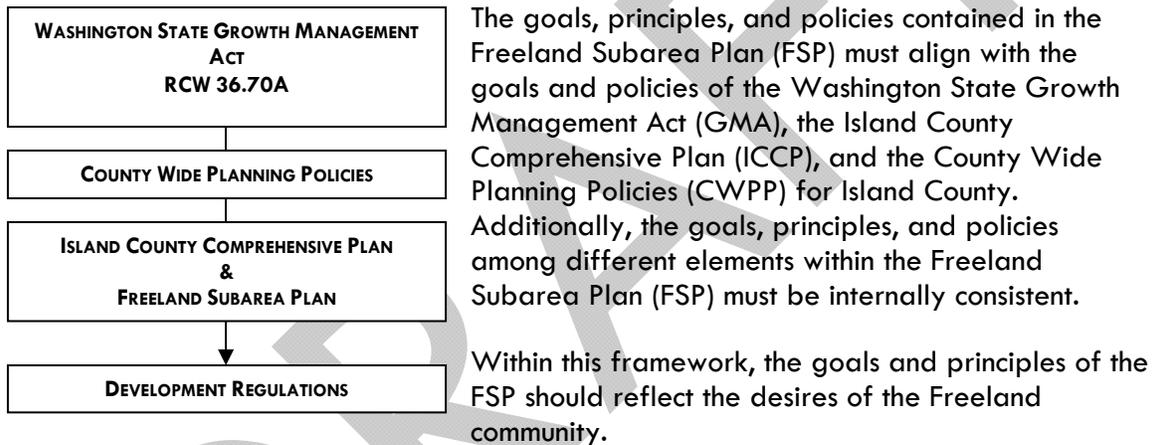
# 2. NATURAL LANDS (CRITICAL AREAS)

## INTRODUCTION

Freeland is situated amongst some of the most environmentally sensitive land of Whidbey Island. This element of the subarea plan addresses the protection, conservation, and restoration of Freeland’s most sensitive natural areas.

Freeland’s natural landscape includes rolling terrain, steep slopes, shorelines, forests, wetlands, and agricultural fields—all of which provide habitat for a variety of species, including humans. Minimizing the impacts of development on the natural environment will become more and more critical as Freeland continues to grow.

## PLANNING FRAMEWORK



## Growth Management Act

The GMA requires certain natural land elements to be addressed in comprehensive planning. The Revised Code of Washington (RCW) states that comprehensive plans must include:

*RCW 36.70A.070(1). A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.*

## **County Wide Planning Policies**

County Wide Planning Policies for Island County address the relationship between Critical Areas and public facilities as well as Critical Areas and Affordable Housing:

*CWPP #2, Item 3. Essential public facilities should not be located in Resource Lands and Critical Areas unless there is a demonstrated need and no alternative siting options are reasonable/feasible. Siting of essential Public Facilities within Resource and Critical Lands must be consistent with the Comprehensive Plans of the County and Municipalities and must be compatible with adjacent land use and consistent with development regulations adopted pursuant to RCW 36.70A.*

*CWPP #7, Item 5. Identification of publicly-owned properties, excluding those designated as Resource or Critical Lands that could serve as possible sites for development of affordable low income or senior housing.*

## **Island County Comprehensive Plan**

The ICCP Natural Lands Element establishes the following goals that are based upon the State goals as well as the values of County residents:

Goal 1 - Conservation of Natural Lands: To conserve a variety of natural lands, in both public and private ownership, for the enjoyment and economic benefit of current and future residents of Island County.

Goal 2 - Rural Character: To retain the county's rural quality and character.

Goal 3 - Maintenance of Ecological Functions and Values: To maintain the important ecological functions and values of natural landscapes such as wetlands, stream corridors, shoreline systems and forests.

Goal 4 - Historic Preservation: To protect historic or archaeological sites, structures and landscapes which are important to local culture.

Goal 5 - Agricultural Protection: To conserve agricultural lands for the continued profitable production of crops, timber and livestock.

Goal 6 - Recreation: To enhance recreational opportunities for county residents.

Goal 7 - Protection of Community Assets: To protect natural scenic, cultural and historic resources as community assets.

Goal 8 - Public Involvement: To continue to promote' active public involvement in decisions concerning the conservation or protection of important natural lands.

Goal 9 - Collaboration: To continue an open dialogue between Island County, incorporated jurisdictions, special purpose districts and other interested individuals and organizations working toward the conservation or protection of natural lands.

## **Relation to other FSP Elements**

The Natural Lands element closely relates to these other elements of the FSP:

- Land Use
- Open and Civic Space

## **EXISTING CONDITIONS**

Critical Areas are Natural Lands that impose limitations on development or that provide important public resources that require special considerations in the planning and development process. In Island County, development in or near the following Critical Areas are regulated by Island County Code Title XVII, Chapter 17.02, and 17.05: wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, shorelines, and archeologically significant areas.

All of the Critical Area types listed above are present within the Freeland NMUGA. These areas, with the exception of archeologically significant areas, have been identified and mapped using the County's Geographic Information System (GIS) program in an effort to identify affected properties and ensure protection of these sensitive lands. It should be noted that these maps are not guaranteed to be completely accurate. Field work, conducted by a qualified professional, will still need to be done whenever a development is proposed.

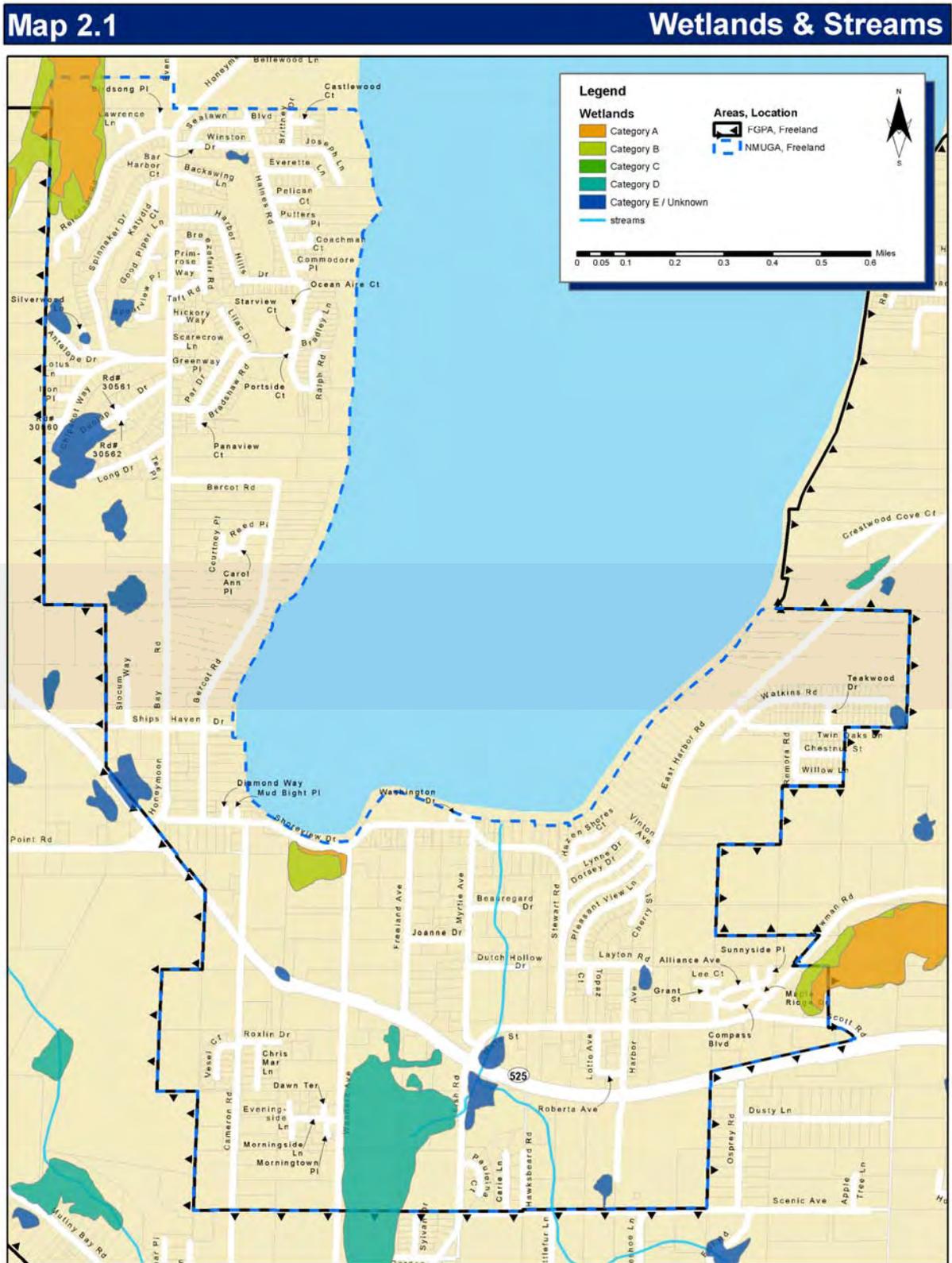
### **Wetlands**

Wetlands in Freeland (see Map 1) occur in the transitional zone between the upland environment and Holmes Harbor. These wetlands perform transitional storage and purification processes associated with water quality. Water level, flow, and frequency have a direct impact on the quality of the ecological processes that these wetlands perform.

Run-off caused by impervious surfaces, altered landscapes, and simplified drainage conveyances, result in diminished ground infiltration and the subsequent natural purification processes that would normally occur. The individual and collective effects of upland development need to be considered in an effort to minimize contaminated run-off and provide healthy habitat for a wide array of plants and animals that depend on clean water.

Because of the limited development potential of parcels with significant wetlands, many municipal areas have incorporated critical areas into civic spaces. In situations where a public dedication is not a viable option, education can be a valuable tool for informing property owners of the options and benefits for protecting the critical area as well as alternatives for innovative development techniques to mitigate impacts to local or regional environmental systems.

Map 2.1: Wetlands and Streams



### **Aquifer Recharge**

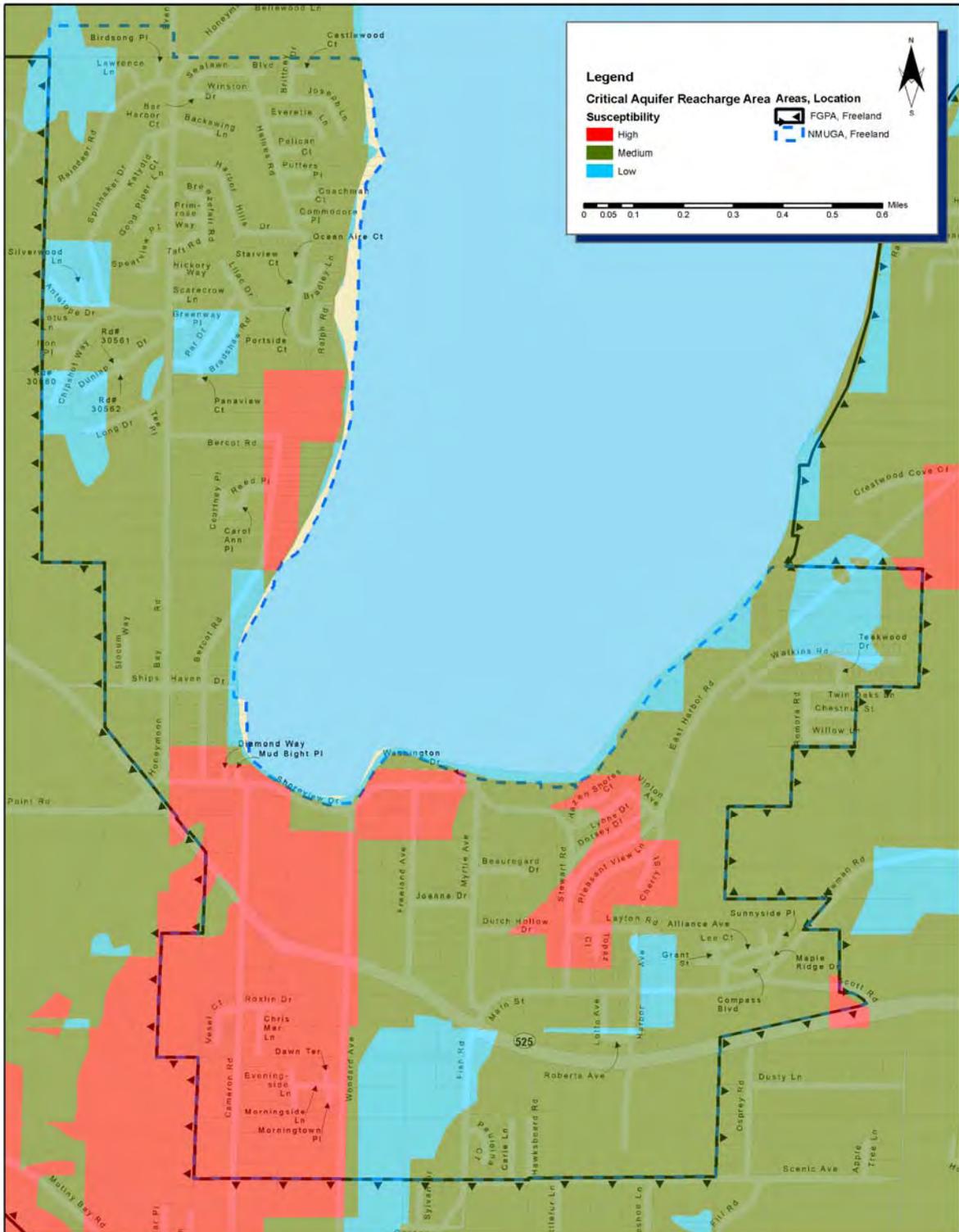
The U.S. Environmental Protection Agency (EPA) designated Whidbey Island as a sole source aquifer in 1982. Consequently, all of Island County is considered a critical aquifer recharge area. This means the Island's aquifer depends entirely on rainfall for regeneration. Ample regeneration not only maintains a supply of fresh water but also excludes salt water from entering the aquifer.

Groundwater conservation is a regional issue that cannot be contained within political boundaries. To address this issue, the county has developed and adopted the Island County Water Resources Management Plan. This plan created a series of recommendations to ensure proper water resource management. The county continually works to fulfill the recommendations of the plan within Freeland and beyond. Map 2.2 shows the areas within the NMUGA which have high, medium, and low susceptibilities to aquifer contamination.

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Map 2.2: Aquifer Contamination Susceptibility

Map 2.2 Critical Aquifer Recharge Areas



### **Fish & Wildlife Habitat Conservation Areas**

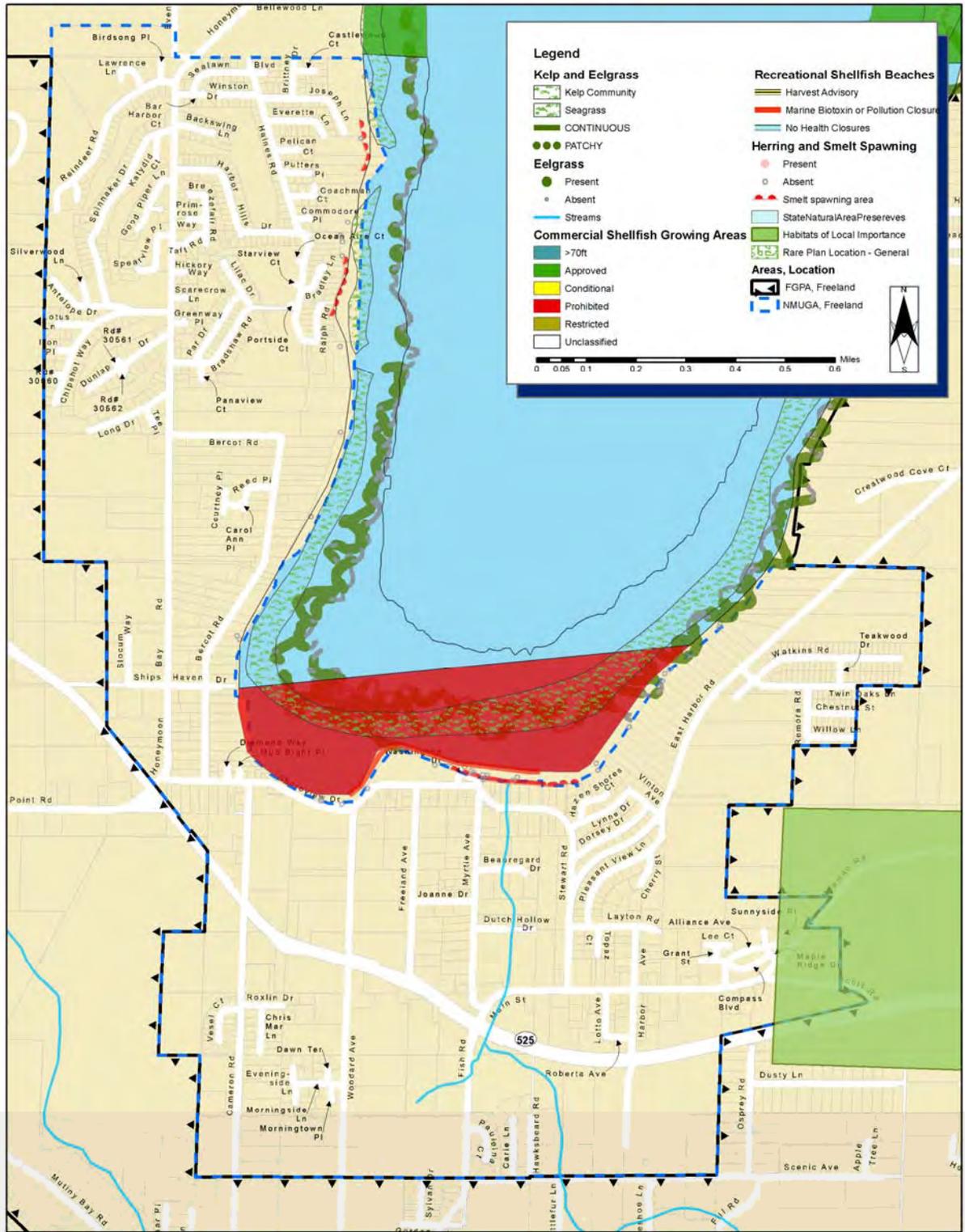
The proximity of Holmes Harbor to the highly productive Skagit, Stillaguamish, and Snohomish Rivers make the harbor a potential feeding station for out-migrating salmon smolts. Similarly, Mutiny Bay is situated along the narrow exit of Puget Sound into the Strait of Juan de Fuca and the Pacific Ocean. Ocean-bound salmon and returning adult spawners may utilize the near shore resources in this area.

Salmon habitat, stormwater drainage and overall watershed management are issues that are dependent upon each other. Marine habitat areas have been delineated adjacent to the Freeland Sub Area in Holmes Harbor (Refer to Map 2.3). These boundaries illustrate an area of known habitat which are regulated by ICC 17.02.050.C, Fish and Wildlife Habitat Conservations Areas, including streams, shellfish beds, kelp and eelgrass beds, herring and smelt spawning areas, natural preserves, and habitats of local importance. It is known that these environments are sensitive to pollution most commonly associated with urban development. All development within Freeland will be required to comply with the regulations of ICC 17.02, Critical Areas Ordinance.

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Map 2.1: Habitat Conservation

Map 2.3 Fish and Wildlife Habitat Conservation Areas

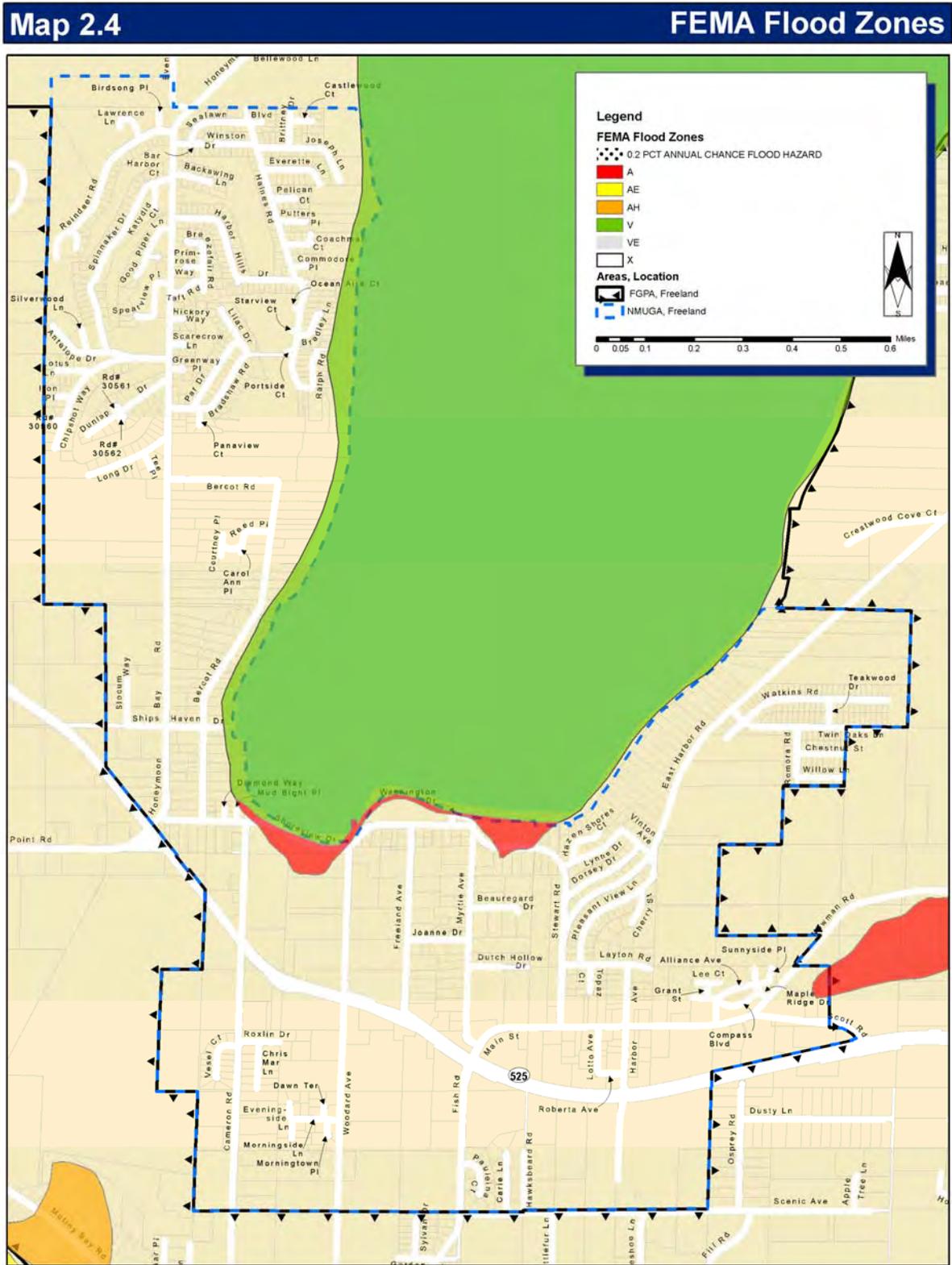


### **Frequently Flooded Areas**

The relative lack of major hydrology in Freeland should not be interpreted as an immunity to flood threats. Flooding can occur during intense storms or as a result of unusually high tides, large seas, and low barometric pressure around low-lying marine shoreline areas. The Federal Emergency Management Agency has designated flood hazard boundaries for high risk areas within the Freeland NMUGA (Refer to Map 2.4). Future development, channeling of surface water, loss of wetlands, and increases in impervious surfaces all increase the rate of runoff and the potential for future flooding. Local conditions require local solutions, but also the understanding that jurisdictional boundaries often are straddled by watersheds which must all be considered when mitigating flood hazards. Freeland is currently categorized as a "Critical Drainage Area," which requires additional stormwater infrastructure for future development in an effort to infiltrate runoff on site, thus reducing cumulative development impacts and potential flooding. FEMA flood regulations are implemented in Chapter 14.02A ICC and primarily triggered at the time building permits are issued.

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Map 2.4: Flood Zones



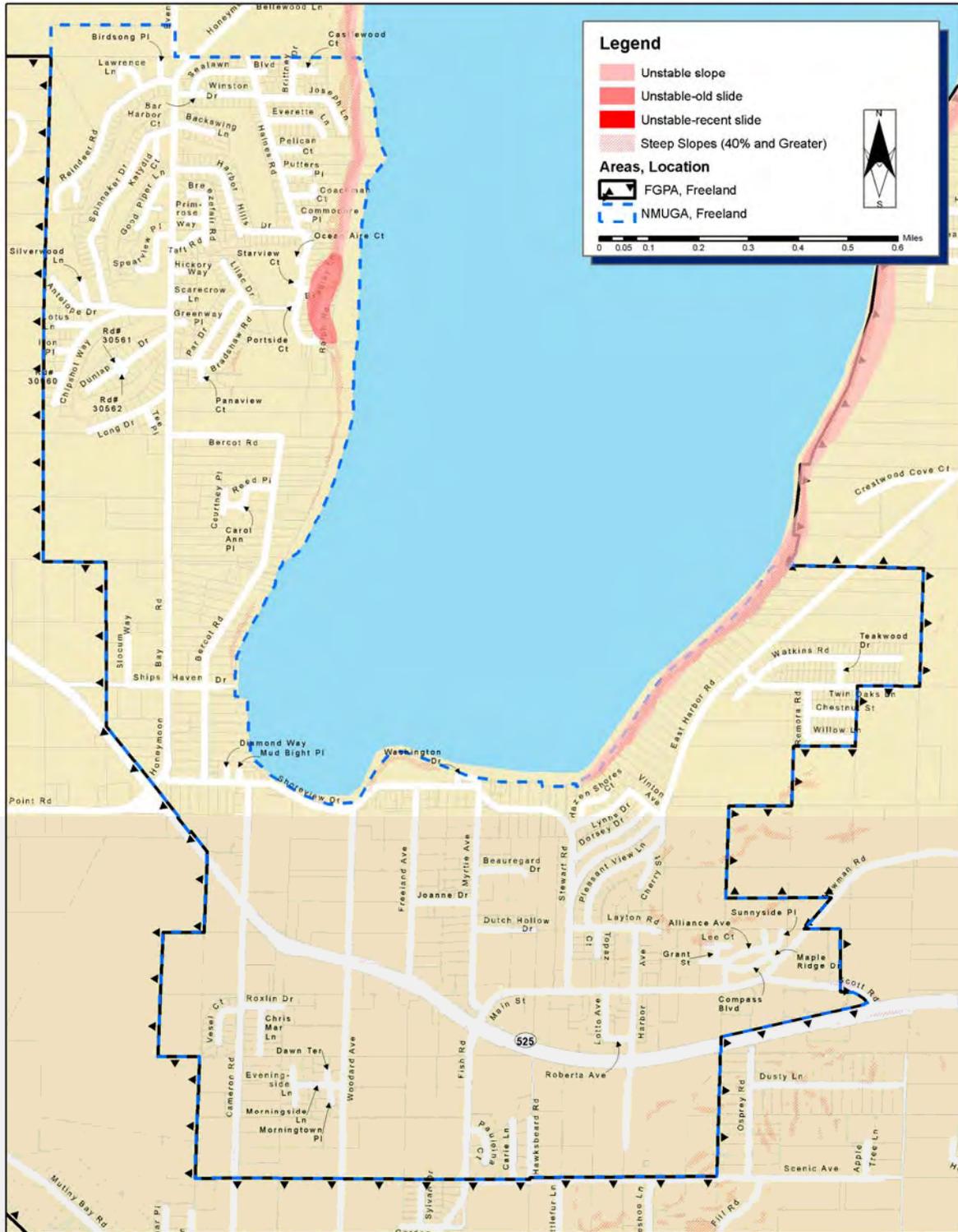
### **Geologically Hazardous Areas (Steep Slopes)**

Steep slopes exist within the Freeland NMUGA, mainly along the western and eastern shores of Holmes Harbor (Refer to Map 2.5). Requirements established in the Island County Code, Chapter 17.03, and Shoreline Master Program Chapter 17.05, regulate development that occurs within Geologically Hazardous areas.

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Map 2.5: Geologically Hazardous Areas

**Map 2.5** **Geologically Hazardous Areas**



## Shorelines

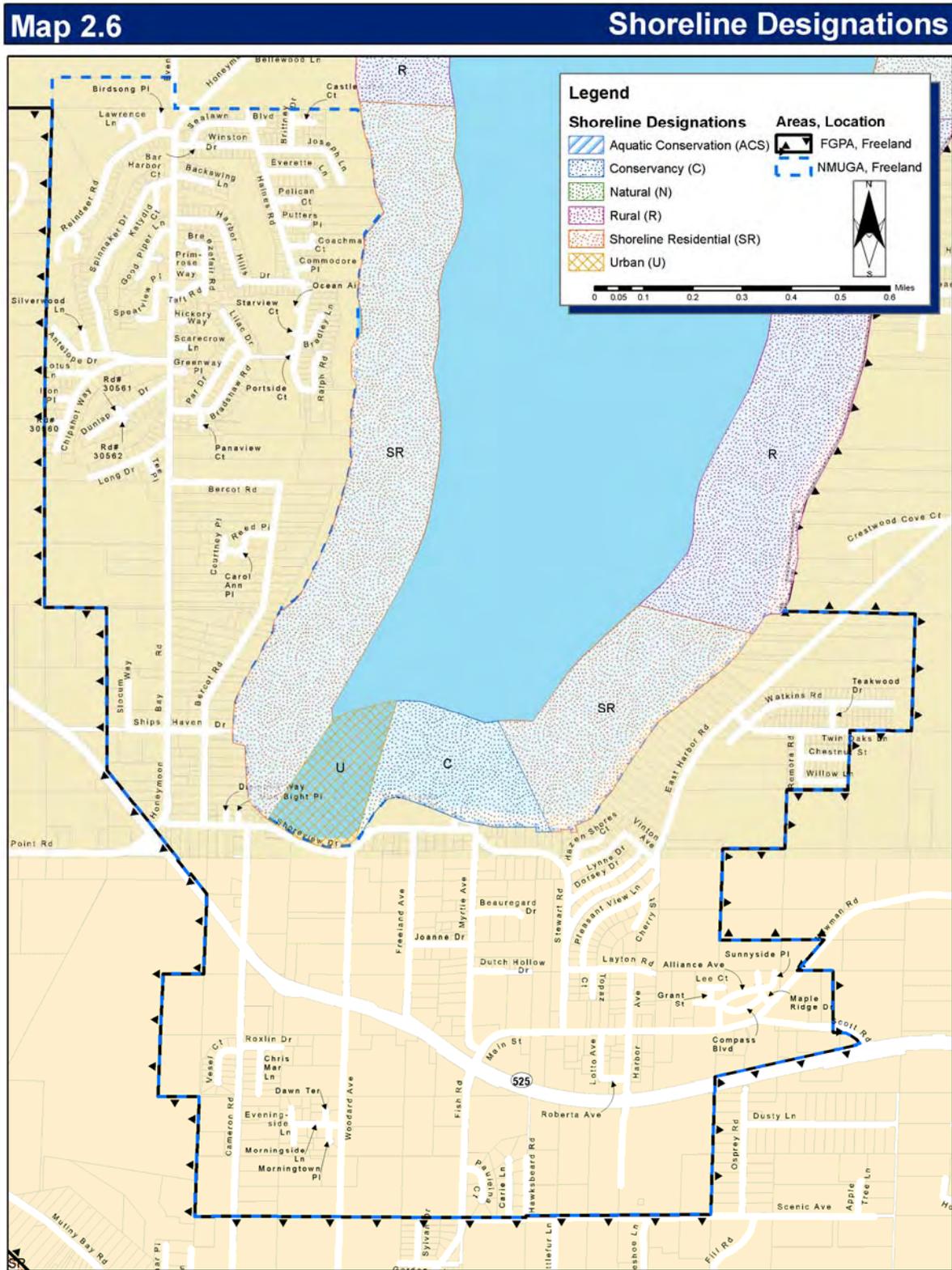
Island County's Shoreline Master Program (SMP) is a policy plan and regulatory program designed to protect public resources and guide future development that occurs along the shorelines of waterways. Island County will update their SMP by the end of 2012. The SMP applies to development within 200 feet of lakes, streams, coastal areas, and associated wetlands of statewide significance. Shoreline review is based on the regional goals and jurisdiction of the Island County SMP. The SMP accomplishes this by giving one of six designations to all shorelines. The shoreline designations consist of: Aquatic, Conservancy, Natural, Rural, Shoreline Residential, and Urban.

The intensity of development allowed on a particular shoreline depends strongly on its shoreline designation. The Freeland NMUGA includes three of these shoreline designations along the shores of Holmes Harbor:

- Urban Environment: generally an area of intensive development including but not limited to urban density residential, commercial, and industrial uses.  
**Extent within the NMUGA:** The shoreline in front of Nichols Brothers Boat Builders, Inc.
- Conservancy Environment: permits varying densities of human activity while retaining the aesthetic, cultural, ecological, historic, and recreational resources.  
**Extent within the NMUGA:** The shoreline near Freeland Hall, Freeland Park, and most of the Southern extent of Holmes Harbor.
- Shoreline Residential Environment: an area that has been modified from its original natural state by residential unit construction. These areas have more development – or more development potential – than the Rural shoreline environment.  
**Extent within the NMUGA:** Both the east and west facing shorelines along Holmes Harbor within the proposed NMUGA designation.

The SMP contains eight Master Program Elements which provide the foundation for the plan's long-range goals: Economic Development, Public Access, Circulation, Recreation, Shoreline Use, Conservation, Historical/Cultural, and Implementation. Use regulations control "Use Activities" within each environment and for those in Shorelines of Statewide Significance. The use regulations are intended to carry out the principles related to each of the 6 classifications and the principles for use activities. They also consider the varied impact of activities on different natural systems. The Shoreline Use regulations for Island County are codified in Chapters 16.21 and 17.05 of the ICC.

Map 2.6: Shoreline Designations



## Critical Drainage Areas

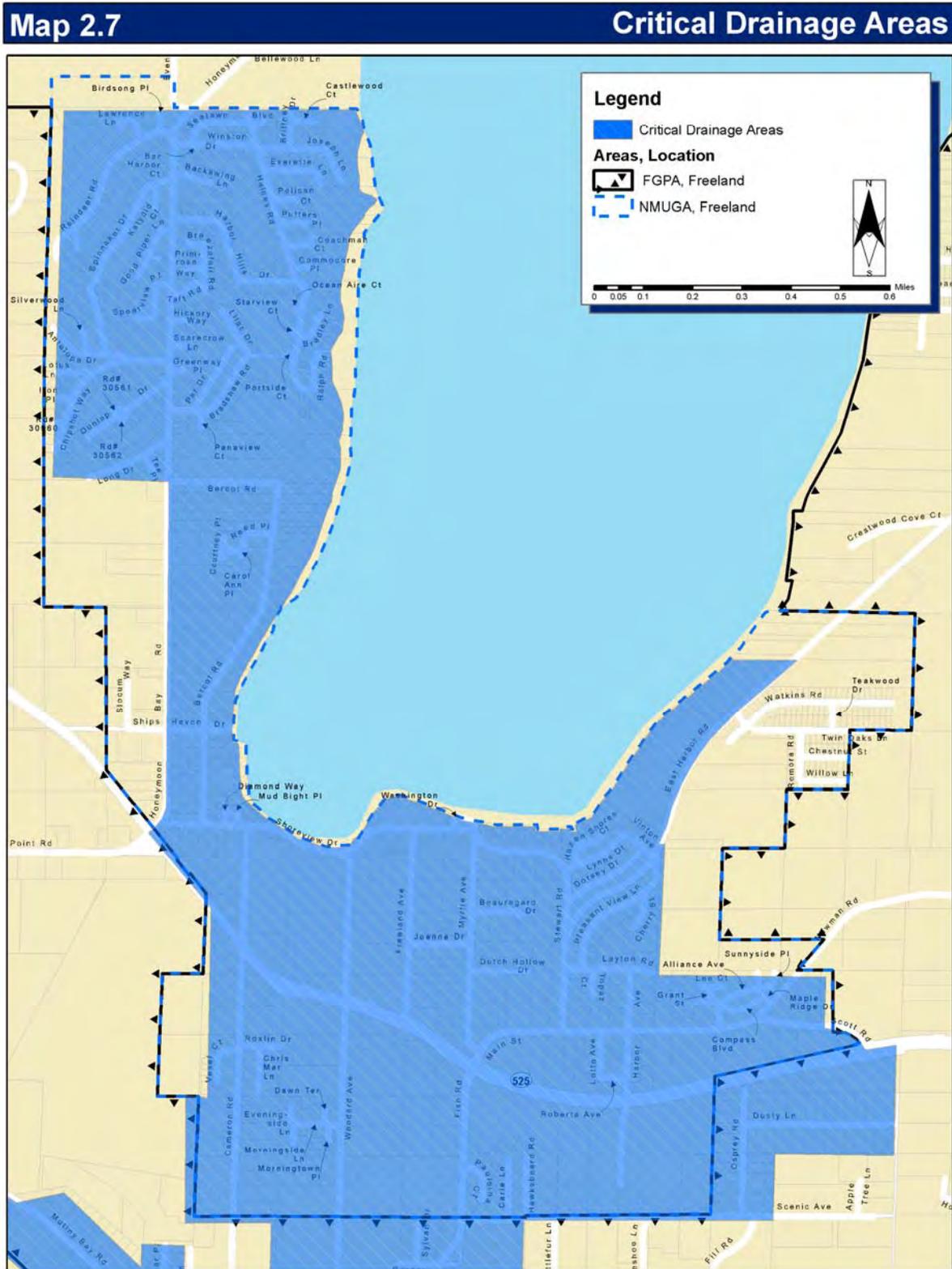
Currently, most of the land area within the Freeland NMUGA is designated as a Critical Drainage Area (see Map 2.7). The Board of Island County Commissioners can designate a Critical Drainage Area if the land meets any one of the following three criteria:

- Areas which are sensitive to the effects of construction or development. These areas are identifiable because the cumulative impacts of development and urbanization have resulted in, or will result in severe flooding, drainage, or erosion and sedimentation conditions.
- Areas that drain to a body of water that has a documented water quality problem and has been designated a “water quality sensitive area.”
- Areas where a basin plan, a watershed ranking process, or Growth Management Act planning has identified the need for additional stormwater control measures.

Chapter 11.03 of Island County Code, Stormwater and Surface Water, is administered by Public Works. This chapter includes number of additional requirements for development proposals related to or in Critical Drainage Areas; a summary of these additional requirements follows:

- In Critical Drainage Areas, small development activities (residential and other) on lots which are larger than 2.5 acres do not qualify for exemptions from stormwater quantity control, source control of pollution, and stormwater treatment best management practices from Chapter 11.03.
- Drainage narratives for small residential developments have additional requirements.
- Small development activities (residential and other) may be required to submit a preliminary drainage plan.
- Projects in Critical Drainage Areas need to mitigate drainage impacts resulting from changes in the volume of runoff, and additional mitigation shall also be required.
- The Drainage Manual has additional surface water quantity and quality controls and design parameters for major development activities in UGAs and RAIDs with Critical Drainage Areas.
- However, retention and detention system requirements from the Drainage Manual might not be applicable if a downstream analysis demonstrates that there will be no negative impacts to Critical Drainage Areas.
- Redevelopments that are considered major developments might need to apply Chapter 11.03 requirements to the entire site and to adjoining parcels that are part of the project (rather than applying requirements only to the portion of the site being redeveloped).

Map 2.7: Critical Drainage Areas



## **Archaeologically Significant Areas**

Archaeologically significant areas are present throughout all of Island County and are typically discovered along shorelines. While the shoreline in Freeland is somewhat developed, it would not be unusual to discover an archaeological resource during redevelopment of a site. Typical resources include shell middens and burial sites. Protection of these resources is required, and the County will continue its policy of including the Department of Archaeology and Historic Preservation and tribal agencies when development occurs within one of these areas. These resources are mapped, but in accordance with State law, are not available for public review in order to protect these resources.

## **FREELAND SUBAREA PLAN**

### **Vision**

The FSP is designed to encourage protection of the environment and enhancement of the area's quality of life while still permitting urban growth. Compliance with Island County's existing critical area regulations will allow urban growth with protection for the natural environment.

Additional opportunities may also exist to create corridors which will benefit fish and wildlife habitat and the community. As unmapped natural lands and other protected areas are identified and delineated through the development review process, open space corridors consisting of wetlands and their vegetated buffers can be linked as open space and wildlife habitat corridors. These critical areas should be set aside as permanent open space, providing for a higher quality of life for the community while protecting resource for future generations. Development on steep slopes or other geologically hazardous areas is restricted by existing regulations, providing another opportunity to permanently protect open space corridors. Within the residential areas, natural and native vegetation should be encouraged for open space areas to provide visual buffers, increase water quality and stormwater runoff control, and to maintain wildlife habitat.

### **FSP NATURAL LANDS GOALS AND PRINCIPLES**

**G1: Critical areas and the natural environment should be maintained, protected and enhanced for the enjoyment of present and future generations.**

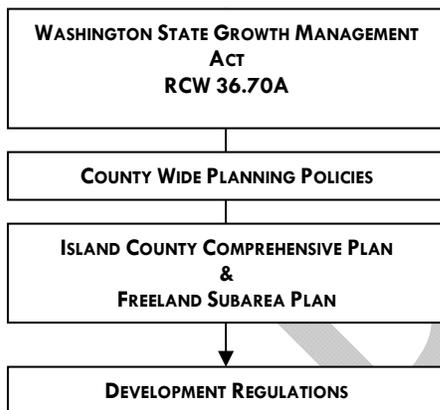
- PR1 That development in and near sensitive ecosystems is carefully managed and limited.
- PR2 That public education efforts regarding the function and value of sensitive areas should be encouraged.
- PR3 That habitat corridors should be protected and preserved within the Freeland NMUGA and FGPA.

# 3. OPEN AND CIVIC SPACE

## INTRODUCTION

The condition of the Public Realm has a profound effect on a community's character, or Sense of Place. Well designed and located Civic Spaces such as parks, plazas, trails, and Thoroughfares (see Transportation) are needed to help create a place that elicits affection from both residents and visitors alike. But more importantly, the benefits of quality Civic Spaces—like increased civic pride, social interaction, and improved physical and mental health—can help strengthen and unify a community. The intent of this element of the Freeland Subarea Plan is to lay the groundwork for improving Freeland's Open Spaces, Civic Spaces, and recreational opportunities.

## PLANNING FRAMEWORK



The goals, principles, and policies contained in the Freeland Subarea Plan (FSP) must align with the goals and policies of the Washington State Growth Management Act (GMA), the Island County Comprehensive Plan (ICCP), and the County Wide Planning Policies (CWPP) for Island County. Additionally, the goals, principles, and policies among the different elements of the FSP must be internally consistent.

Within this framework, the goals, principles, and policies of the FSP should reflect the desires of the Freeland community.

### Growth Management Act

In 2002, the State legislature made Parks, Recreation, and Open Space a mandatory element of comprehensive planning. GMA goals (found in RCW 36.70A.02) for Open Space and recreation include:

*(9) Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.*

### County Wide Planning Policies

County Wide Planning Policy #8 aims to protect the County's rural and scenic character and ensure that residents have a reasonable amount of outdoor recreational opportunities. Policies relevant to the FSP include:

*Item 1 Each jurisdiction intends to include a park, recreation and open space element in its GMA Comprehensive Plan. These elements shall be coordinated and, where*

*appropriate, the County and each of the cities should adopt level of service standards and definitions. Capital facility plans for funding and acquisition of new parks and recreation facilities should also be coordinated between the county and each of the cities to ensure efficient and effective use of public funds.*

- Item 2 Establish a county-wide system of non-motorized trails. Trails would be established on a region wide basis.*
- Item 3 Identify, establish and protect open space corridors and greenbelts within and between urban growth areas through (a) public acquisition of fee or lesser interests in these corridors by purchase donations, incentives such as density bonuses; and (b) by use of the open space tax program.*
- Item 4 Develop and adopt a County-wide plan for the preservation and acquisition of lands for open space, recreation, and natural resources (Natural Lands Plan) that can serve as an "implementation umbrella" for municipal plans with open space components. The Plan should prioritize voluntary acquisition of sites based upon their conservation, open space, or recreation value. The Plan should coordinate implementation programs to acquire and protect these identified sites. The plan should implement County Comprehensive Plan policies regarding protection of the rural character and livability of Island County by protecting open space corridors, areas that are important to separate and define urban growth areas, and areas of more intensive rural development.*
- Item 5 To preserve open space and create recreational opportunities by innovative incentives and/or regulatory techniques such as, but not limited to, purchase of developments rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.*
- Item 6 The use of open space taxation laws shall be evaluated as a useful method of land use control and resource preservation.*
- Item 7 Maintaining recreation and open space corridors shall be coordinated with land use elements.*
- Item 8 A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.*
- Item 9 School districts, local public agencies, State and Federal governments, recreation districts, the Federal government, and private entities should work together to develop joint inter-agency agreements to provide facilities that not only meet the demands of the education for youth, but also provide for public recreation opportunities that reduce the unnecessary duplication of facilities within Island County.*

## **Island County Comprehensive Plan**

[Currently being updated]

## **Relation to Other FSP Elements**

The Open and Civic Space element closely relates to these other elements of the FSP:

- Land Use
- Natural Lands
- Capital Facilities

## **EXISTING CONDITIONS**

### **Civic Space**

#### *Local*

Freeland Park is a scenic 7 acre water-front park located on the south shore of Holmes Harbor. Facilities include a boat ramp, picnic tables, playground, and Freeland Hall (a historic structure that can accommodate 250 people).

#### *Regional*

The Freeland community is also surrounded by a handful of other state, County, and community parks that offer an incredibly diverse array of amenities. Respective parks and recreational facilities are owned and operated by several different agencies— Washington State, Island County, the South Whidbey Parks & Recreation District, and the Port of South Whidbey. These parks include:

1. Greenbank Trails
2. Lagoon Park
3. South Whidbey State Park
4. Munity Bay Park
5. Double Bluff Park
6. Saratoga Woods
7. Putney Woods
8. Goss Lake
9. Lone Lake
10. Marguerite Brons Memorial Park
11. Dave Mackie Park
12. Deer Lake
13. Dan Porter Park
14. Possession Point State Park
15. South Whidbey Community Park

### **Open Space**

Protected (and unprotected) open spaces are generally held in private ownership. The County offers a couple incentive programs for private property owners to protect open space. Types of protected open spaces that can be found in the Freeland community include:

- a. Protected Critical Areas\* (e.g., wetlands, steep slopes, shorelines, etc.)
- b. Farm lands
- c. Forest lands

\* It is important to note that Critical Areas are protected by County regulations, regardless of whether respective property owners are enrolled in a County open space incentive program.

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## FREELAND SUBAREA PLAN

### Visioning Language

#### Civic Spaces

The need for additional Civic Space will become more apparent as Freeland continues to grow. The community has identified several Civic Space types and their associated facilities that they would like to have. Some of their suggestions include: a town square, trails, and recreational sports fields. More Civic Space types are identified and defined below.

Since Civic Spaces can also be privately owned and maintained, it is important that development regulations for the Freeland Subarea allow for—and encourage—their creation. This is particularly important in the Village Center zone, where civic spaces provide areas for public assembly which in turn, adds vibrancy to the central business district.

#### Associated Facilities

Facilities associated with each civic space type need to be identified and defined. Some amenities identified by Freeland residents include accommodations for skateboarding, sports, and boating.

Table X.X Civic Space Types & Descriptions			
Civic Space Type	Description	Optional Facilities	Appropriate Zones
Square	A civic space available for unstructured recreation and civic purposes. It is spatially defined by building frontages. Its landscape consists of paths, lawns, and trees, formally disposed.	<ul style="list-style-type: none"> <li>✓ Benches</li> <li>✓ Water Features</li> <li>✓ Drinking Fountains</li> <li>✓ Picnic Tables</li> <li>✓ Public Art</li> </ul>	T4 Village Interior T5 Village Center
Plaza	A civic space available for civic purposes and commercial activities. It is spatially defined by building frontages. Its landscape should consist primarily of pavers with formally disposed pockets of landscaping.	<ul style="list-style-type: none"> <li>✓ Drinking Fountains</li> <li>✓ Benches</li> <li>✓ Public Art</li> <li>✓ Amphitheater</li> </ul>	T4 Village Interior T5 Village Center
Park	An area available for	<ul style="list-style-type: none"> <li>✓ Playground</li> </ul>	T2 Village Edge

	unstructured recreation. A park may be independent of surrounding building frontages. Its landscaping should be naturally disposed.	<ul style="list-style-type: none"> <li>equipment</li> <li>✓ Boat Launch</li> <li>✓ Dock/Pier</li> <li>✓ Restrooms</li> <li>✓ Picnic Tables</li> <li>✓ Benches</li> <li>✓ Fire Pits</li> <li>✓ BBQ grills</li> <li>✓ Open Shelters</li> </ul>	T3 Village Reside T4 Village Interior
Green	A civic space available for unstructured recreation and suitable for quiet enjoyment. Landscaping is formally disposed.	<ul style="list-style-type: none"> <li>✓ Benches</li> </ul>	T3 Village Reside T4 Village Interior T5 Village Center
Play Field	A civic space available for structured recreation. They are independent of surrounding building frontages although they may be associated with educational facilities. Landscaping is formal.	<ul style="list-style-type: none"> <li>✓ Any facility needed to support various sports</li> <li>✓ Restrooms</li> <li>✓ Concession Stand</li> </ul>	T2 Village Edge T3 Village Reside T4 Village Interior

*Open Space*

The need for Open Space preservation in Freeland will also become more critical as development occurs. Existing Critical Area regulations will help ensure these areas are kept as Open Space.

*Associated Facilities*

Since open space is intended to preserve sensitive lands, facilities should be limited to serving passive recreational pursuits such as meditation and relaxation, bird-watching, and educational opportunities. Residents have suggested creating a boardwalk through the marsh known as Freeland Bog.

*Coordination*

Many of the existing Civic Space facilities are owned and operated by different entities. As the number of residents grows, the demands on all entities will change. It is critical that South Whidbey Parks and Recreation, Port of South Whidbey, Island County Parks and Recreation, Washington State Department of Natural Resources, and Washington State Parks continue to regional coordination efforts.

## **Projected Park & Recreation Demands**

[Joantha]

## **Evaluation of Facilities & Service Needs**

[Joantha]

## **Intergovernmental Coordination Opportunities**

[Joantha]

## **FSP OPEN AND CIVIC SPACE GOALS, PRINCIPLES, & POLICIES**

### **Open Space**

#### **G1: Protect Freeland's environmentally sensitive lands from destruction.**

- PR1 That Critical Areas should remain undeveloped.
- PR2 That Open Space corridors should link critical area habitats in order to reduce habitat fragmentation.

#### **G2: Provide for passive recreational opportunities where appropriate.**

- PR1 That the public should have adequate access to Open Space lands for passive enjoyment and educational purposes.

### **Civic Space**

#### **G1: Diversify Freeland's existing Civic Space Types.**

- PR1 That a range of Civic Space types should be distributed throughout the community.
  - PO1 Civic Space types should be defined and assigned to appropriate zones.
  - PO2 Trails or pathways should link Civic Spaces within Freeland as well as connect Freeland to regional Civic Spaces.
- PR2 That Civic Spaces should be centrally located, highly visible, and easily accessible (see Land Use).
  - PO1 Where appropriate, building frontages should be oriented toward, as well as spatially define, Civic Spaces.
- PR3 That potential Civic Spaces should be planned for and reserved.

PO1 Opportunities for potential Civic Spaces should be identified.

**G2: Maintain and enhance existing Civic Spaces and their facilities.**

PR1 That Civic Spaces as a whole should provide residents with a variety of facilities to ensure local needs are met (see Capital Facilities).

PR2 That Civic Spaces should engender community pride.

**G3: Ensure concurrency exists between new development and Civic Space**

PR1 That the amount of available Civic Space should increase with growth.

**Coordination**

**G1: Encourage public involvement**

PR1 That the public should be actively involved in Civic Space creation and maintenance.

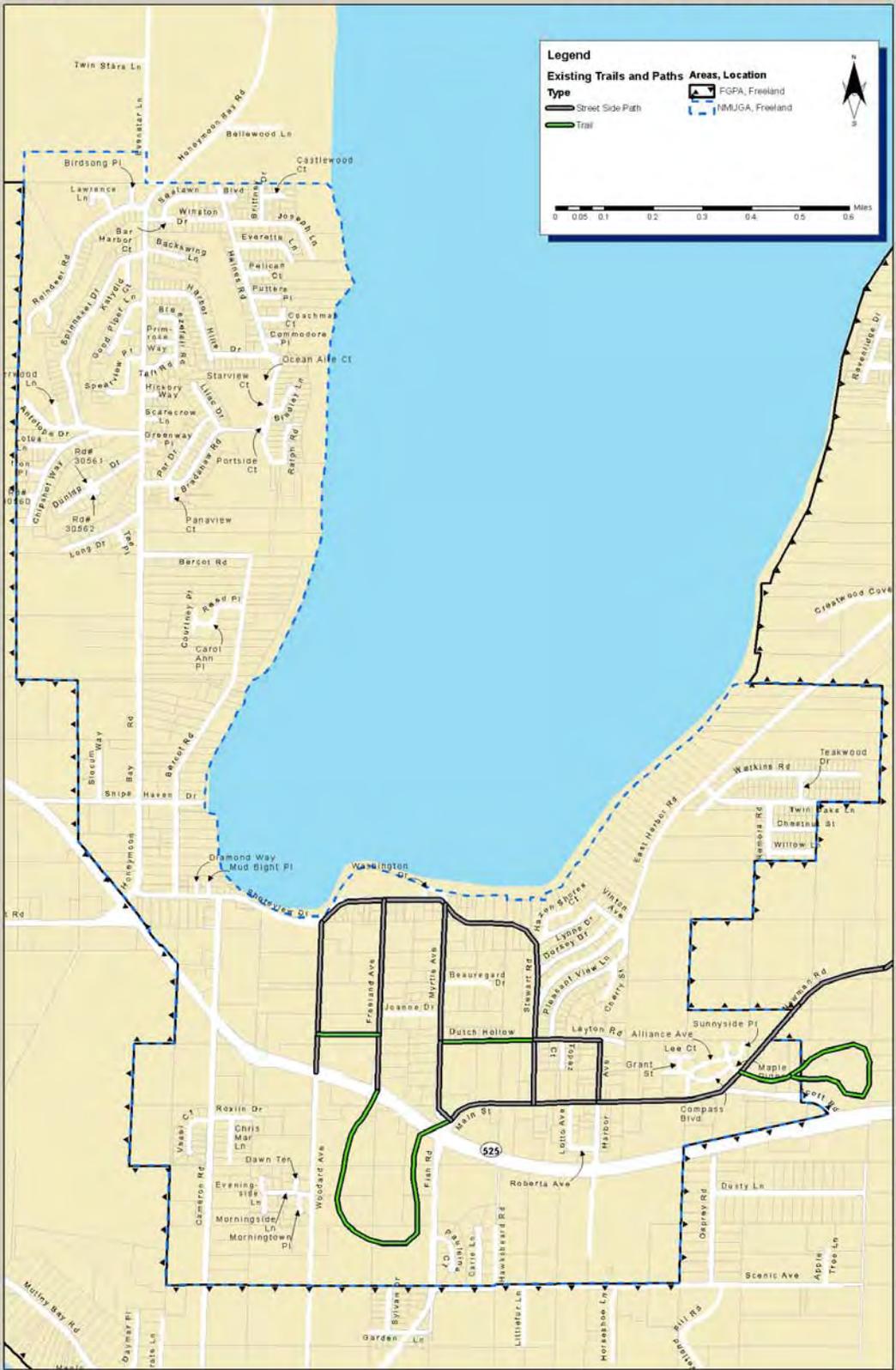
**G2: Promote intergovernmental coordination**

PR1 That differing public agencies and jurisdictions should coordinate planning and maintenance efforts of Civic Spaces.

DRAFT

# Map 7.2

# Existing Trails and Paths





DRAFT

# 4. CAPITAL FACILITIES

## INTRODUCTION

Capital facilities are all the "...facilities needed to support growth, such as: roads, bridges, sewer, water and storm-water facilities, public buildings, parks, and recreation facilities" (Washington State Department of Commerce). Some of these facilities, like roads, are addressed in other elements of the subarea plan.

Freeland's designation as a Non-Municipal Urban Growth Area requires densities that are consistent with urban levels. Capital Facility Improvements are needed in Freeland in order to support the anticipated growth that will occur as a result of this designation.

## PLANNING FRAMEWORK



The goals, principles, and policies contained in the Freeland Subarea Plan (FSP) must align with the goals and policies of the Washington State Growth Management Act (GMA), the Island County Comprehensive Plan (ICCP), and the County Wide Planning Policies (CWPP) for Island County. Additionally, the goals, principles, and policies among the different elements of the FSP must be internally consistent.

Within this framework, the goals principles, and policies of the FSP should reflect the desires of the Freeland community.

## Growth Management Act

The GMA requires that a Capital Facilities Plan (CFP) be included with comprehensive planning. Growth Management Procedural Criteria requires CFPs to include at minimum the following elements:

1. An inventory of existing capital facilities owned by public entities, also referred to as "public facilities," showing the locations and capacities of the capital facilities;
2. A forecast of the future needs for such capital facilities based on the land use element;
3. The proposed locations and capacities of expanded or new capital facilities;
4. At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and

5. A reassessment of the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. Park and recreation facilities shall be included in the capital facilities plan element. (WAC 365-196-415)

The CFP element of the Freeland Subarea Plan (FSP) must be financially feasible, with an identification of the source of probable funding available to pay for new capital facility expenditures. If this is not the case, the land-use element must be reassessed or cost-saving measures identified in the CFP to make the CFP financially feasible.

The GMA also requires that forecasted Levels of Service (LOS) and capital facility needs serve as the basis for the CFP; therefore, the public facilities identified in the CFP must be based on quantifiable and objective measures of capacity, such as acres of park per capita or traffic volume capacity per mile of road.

One of the goals of the GMA is to ensure needed capital facilities are not only available but installed concurrently with new development. According to the Island County Code (ICC) concurrency means:

*...that adequate public facilities are available when the impacts of development occur, except that in the case of transit routes and county/city/town arterial roads and their intersections, concurrent with development shall mean:*

*a. That the capacity of an affected transit route/arterial or arterial intersection(s) is sufficient to accommodate the projected transportation impacts of a proposed development; or*

*b. That improvements, strategies, or other mitigation measures which will achieve or maintain an operating level at or above the level of service standard established for the affected transit route/arterial or arterial intersection(s):*

*(1) Are in place; planned, reasonably funded, and scheduled for completion no later six year after development approval as reflected in most recent version of the adopted Transportation Improvement Program (TIP); or*

*(2) Will be available and complete no later than six years after development approval, as provided by a voluntary financial commitment (where appropriate) by the applicant that is in place at the time of the development's approval. (see Chapter 11.04 ICC)*

The GMA requires concurrency for transportation facilities and requires that all other public facilities are “adequate” to facilitate growth. Existing concurrency management procedures will be used to ensure sufficient facility capacity is available for each proposed development in Freeland’s NMUGA.

### **Island County Comprehensive Plan**

The objectives of the Island County Capital Facilities Element are listed below. The Freeland Capital Facilities Element builds on the objectives, principles, and standards of

the Island County Capital Facilities Element. Accordingly, the Island County Capital Facilities Element should be referenced when reviewing the standards contained within this element of the FSP.

*Objective #1: Define types of public facilities, establish standards for levels of service for each type of public facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing public facilities.*

*Objective #2: Provide needed public facilities that are within the ability of the County to fund the facilities, or within the County's authority to require others to provide the facilities.*

*Objective #3: Provide adequate public facilities by constructing needed capital improvements which (1) repair or replace obsolete or worn out facilities, (2) eliminate existing deficiencies, and (3) meet the needs of future development and redevelopment caused by previously issued and new development permits. The County's ability to provide needed improvements will be demonstrated by maintaining a financially feasible schedule of capital improvements in this Capital Facilities Plan.*

*Objective #4: Implement the Capital Facilities Plan in a manner that coordinates and is consistent with the plans and policies of other elements of the Island County Comprehensive Plan, County-Wide Planning Policies, and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Plan will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.*

*Objective #5: Implement the following programs by the effective date as adopted by the County, to ensure that the goals and policies established in the Capital Facilities Plan will be achieved or exceeded and that the capital improvements will be constructed. Each implementation program will be adopted by ordinance, resolution or executive order, as appropriate for each implementation program.*

### **County Wide Planning Policies**

Relevant CWPPs to capital facilities in the FSP include the following:

*Provide new municipal public works facilities only within, and not beyond Urban Growth Areas. Such facilities include:*

- a) Streets, bridges and sidewalks built to municipal standards,*
- b) Water storage, transmission and treatment facilities,*
- c) Sanitary sewer collection and treatment facilities, and*
- d) Storm sewer collection and treatment facilities.*

*Two exceptions are contemplated:*

*The provision of municipal water service by "Purveyors" whether municipal or private, throughout the unincorporated County as needed to implement the County's "Coordinated Water System Plan", and "Groundwater Management Plan"; and*

The siting of essential public facilities.

*Policy #2: Policies for siting essential public facilities of a county or statewide significance Discusses the siting of essential public facilities of a county or state wide significance*

*Provision shall be made in the County's and Municipalities' development regulations for siting important and essential public or quasi-public facilities of County or State-wide significance. Examples include, but are not limited to, airports, state education facilities, solid waste handling facilities, and public and private utilities. The objective is to achieve inter-jurisdictional consistency in these regulations;*

*Siting requirements will be important factors in determining whether essential public facilities will be located in urban, growth or in rural areas. Siting requirements for County facilities within UGAs will be jointly and cooperatively established with the municipalities;*

*Essential public facilities should not be located in Resource Lands and Critical Areas unless there is a demonstrated need and no alternative siting options are reasonable/feasible. Siting of essential Public Facilities within Resource and Critical Lands must be consistent with the Comprehensive Plans of the County and Municipalities and must be compatible with adjacent land use and consistent with development regulations adopted pursuant to RCW 36.70A;*

*Essential public facilities sited outside of urban and urban growth areas must be self-supporting and not require the extension of Municipal urban services and facilities; and*

*The siting of major energy facilities, including throughput transmission facilities, shall not be considered essential public facilities and therefore, comprehensive plans, development regulations and local policies will apply to the siting of such facilities; (Policy #2, Items 1-5)*

Policy #3: Policies for joint county/municipal planning

*The Municipalities and the County should coordinate capital facilities planning and funding within UGAs. Cooperative effort is best suited to this level of planning and development because many capital facilities and public services, i.e. parks, public and private utilities, youth services, senior services, drainage and transportation facilities are regional in nature. Facility design and construction standards within the UGA shall be established cooperatively with the adjacent city to assure consistency; and*

*The County and Municipalities should also coordinate where appropriate, the development and implementation of long-range plans for youth services, senior services, fire protection, police services, air quality, transportation, solid waste, public*

*and private utilities, and environmental plans such as watershed action and stormwater management plans.*

*The County and the Municipalities, in coordination with the Department of Ecology, have previously adopted a Ground Water Management Plan which provides for the protection of the quality and quantity of ground water used for public water supplies.*

*The County and the Municipalities will develop a list of benchmarks and establish a monitoring program for changes in growth trends using measurable indicators. (Policy #3, Items 2-5)*

### **Relation to Other FSP Elements**

The Capital Facilities element closely relates to these other elements of the FSP:

- Utilities
- Transportation
- Open and Civic Space

### **Other Related Plans**

This capital facilities element is based on the individual capital facilities plans, master plans and studies prepared by facility and service providers operating in the UGA. The following planning documents were used:

1. Island County Capital Facilities Plan 2009-2014
2. Island County Annual Construction Program 2009
3. Island County Solid Waste and Moderate-Risk Waste Management Plan 2008
4. Island County Transportation Improvement Plan 2010-2015
5. Island County Comprehensive Plan: Parks, Recreation, and Open Space Element , 2010
6. Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan, February 2005
7. Island County Comprehensive Plan: Capital Facilities Element, 1998
8. Freeland Sub Area Plan, November 2007
9. Draft Freeland Comprehensive Drainage Plan, May 2005

### **EXISTING CONDITIONS**

## **Levels of Service - Island County Comprehensive Plan**

Levels of Service (LOS) standards are measurements that evaluate the ability of existing capital facilities to serve the demands of a community. The County defines LOS as:

An established minimum capacity of public facilities that must be provided per unit of demand or other appropriate measure of need.

The County has established LOS standards for capital facilities, which are found in the Capital Facilities Element of the Island County Comprehensive Plan (ICCP). For the purpose of the FSP these standards will apply as well. Table 3.1 displays the LOS standards used to determine the adequacy of existing capital facilities and to determine the need for new capital facilities.

Adopted LOS standards may be amended yearly as part of the County's Annual Review Docket process. If a deficiency is found, one option may be to adjust the adopted LOS. Per the ICCP, any LOS standard that is not financially feasible, and also subject to concurrency requirements, must be revised using the following options:

1. Increase revenues to pay for the proposed standard of service; or
2. Reduce the average cost of the public facility, thus reducing the total cost and possibly the quality; or
3. Reduce the demand by restricting population, which may cause growth to occur in other jurisdictions; or
4. Reduce the demand by reducing consumption, which may cost more money initially, but may save money late; or
5. Any combination of 1-4.

TABLE 3.1 – ISLAND COUNTY COMPREHENSIVE PLAN ADOPTED LEVEL OF SERVICE STANDARDS

FACILITY	LOS
Water	Proof of water availability
Solid Waste	5.8 pounds per capita per day
Septage	80 gallons per year per residential equivalent
Stormwater	Conveyance – 25-year storm Retention – 25-year storm  Surface Water Habitat – Restore in-stream flows, reduce peaks, maintain clear fish passage. Requires 100-year design for conveyance  Surface Water Quality – Federal/state water quality standards for receiving waters
School District Facilities	Five usable acres and one additional usable acre per 100 students and for any school housing students above grade six, an additional usable five acres, as specified in WAC 180-26-020
Police	.12 sq. ft. per person in the unincorporated area of the County
Fire	Fire Protection Class # 8*  *Washington State Surveying and Rating Bureau
Community Parks	3.5 acres per 1,000 population in the unincorporated area
Trails	.16 miles per 1,000 population in the unincorporated area

### County Provided Capital Facilities & Services

#### County Parks

Community parks and open space are discussed in more detail in the Parks, Recreation, and Open Space Element of the Freeland Comprehensive Plan. The following discussion addresses only LOS aspects of these facilities.

#### System Description

Freeland Park serves Freeland and the surrounding community. This 7 acre community park is on the south shore of Holmes Harbor, and includes picnic tables, a boat ramp, a playground, and Freeland Hall—a historic structure built in 1915. Other County managed facilities nearby (but outside the Freeland NMUGA) include Double Bluff Beach Access,

Mutiny Bay, Lagoon Point, Baby Island Heights, Island County Fairgrounds, Hunt Property, Lone Lake Fishing Area, and the Goss Lake Fishing Area.

#### Level of Service & Capacity

Discussion of Level of Service: how it is calculated, Survey, public input, Regional comparisons, Population vs. Acreage. All should come from PW Parks Consultant: Moore Iacofano Goltzman (MIG)

#### Deficiencies & Proposed Improvements

A section should follow describing deficiencies and proposed improvements to the system identified by MIG.

### **Solid Waste**

#### System Description

Two County solid waste facilities—Bayview Dropbox and Island Recycling—are located near Freeland. The Bayview Drop Box Station accepts solid waste, limited recyclables, and household hazardous wastes while the Island Recycling facility accepts most recyclables.

Island Disposal provides solid waste and recycling pickup (through individual contracts) for residents and businesses in the Freeland NMUGA. Solid waste collected by Island Disposal is processed at the Island County Solid Waste Complex in Coupeville. This waste is ultimately long hauled by rail to the Roosevelt Regional Landfill in Klickitat County, Washington.

#### Level of Service & Capacity

The LOS for solid waste is established in the Capital Facilities Element of the Island County Comprehensive Plan as 5.8 pounds per capita per day. In 2005, solid waste generation rate was 4.4 pounds per capita per day. This volume must be accommodated at the transfer stations that serve Island County. The 2008 Solid Waste Operational Assessment and Benchmarking Study found that the current capital facilities are sufficient to accommodate the adopted LOS.

#### Deficiencies & Proposed Improvements

The 2008 Island County Solid Waste and Moderate-Risk Waste Management Plan provides recommendations for continuation of the current LOS for solid waste. These recommendations are carried forward in this element of the FSAP. The following are planned solid waste facility improvements relevant to Freeland:

- Increase capacity at the Bayview Drop Box Station
- Expand the Coupeville Transfer Station tipping bays

## **Stormwater & Drainage**

### System Description

There are four main watersheds or “basins” within the Freeland area; three of which cover the majority of the Freeland NMUGA. These basins include the West, Central, and East Basins (see Figure 2.1).

In 2000, the Holmes Harbor Drainage Study was completed, analyzing a portion of the West Basin. In 2005, the County completed the Freeland Comprehensive Drainage Plan, which provided an analysis of the existing drainage conditions and recommended improvements to the surface water systems of the three major basins. Since the Freeland NMUGA is under County jurisdiction, storm-water management issues are reviewed through the County’s Stormwater and Surface Water Ordinance (ICC 11.03), the Island County Stormwater Design Manual, and the Island County Critical Areas Ordinance (ICC 17.02).

The drainage network for these systems is comprised of open drainage ditches, sub-surface storm drains, culverts, sheet flow, and natural channelized systems in undeveloped areas. All but a small portion of the lowland area near Scott and Newman Roads, and a lowland area directly south and west of Cameron Road, ultimately drain into Holmes Harbor.

The West, Central, and East Basins cover 1,397 acres. The West Basin (475 acres) includes 18 sub-basins and extends from the south boundary of the Holmes Harbor Golf and Community Club to Woodard Road on the east. Zoning in this basin is comprised mostly of low and moderate residential density except along S.R 525, where land is zoned business general and mixed use. The basin is drained by two major outfalls, a 24-inch outfall at Ships Haven and a 24-inch outfall vault near the intersection of Cameron and Shoreview Avenue.

The Central Basin (695 acres) includes 17 sub basins north of S.R. 525 and includes the area roughly between Woodard Road and extending approximately one mile east of East Harbor Road. The area south of S.R. 525 is comprised of 12 sub basins (more than 400 acres) and is zoned for rural and low residential densities. The Central basin encompasses the major commercial area of Freeland including the S.R. 525 corridor, as well as commercial properties along the Main Street corridor. This basin is drained by the 36-inch Freeland Park Outfall, which discharges to Holmes Harbor.

The East Basin (227 acres) includes 4 sub basins that lie to the north and south of East Harbor Drive. This area is zoned or designated for low and medium density housing. It is drained by a single 12-inch outfall on the southeast side of Holmes Harbor.

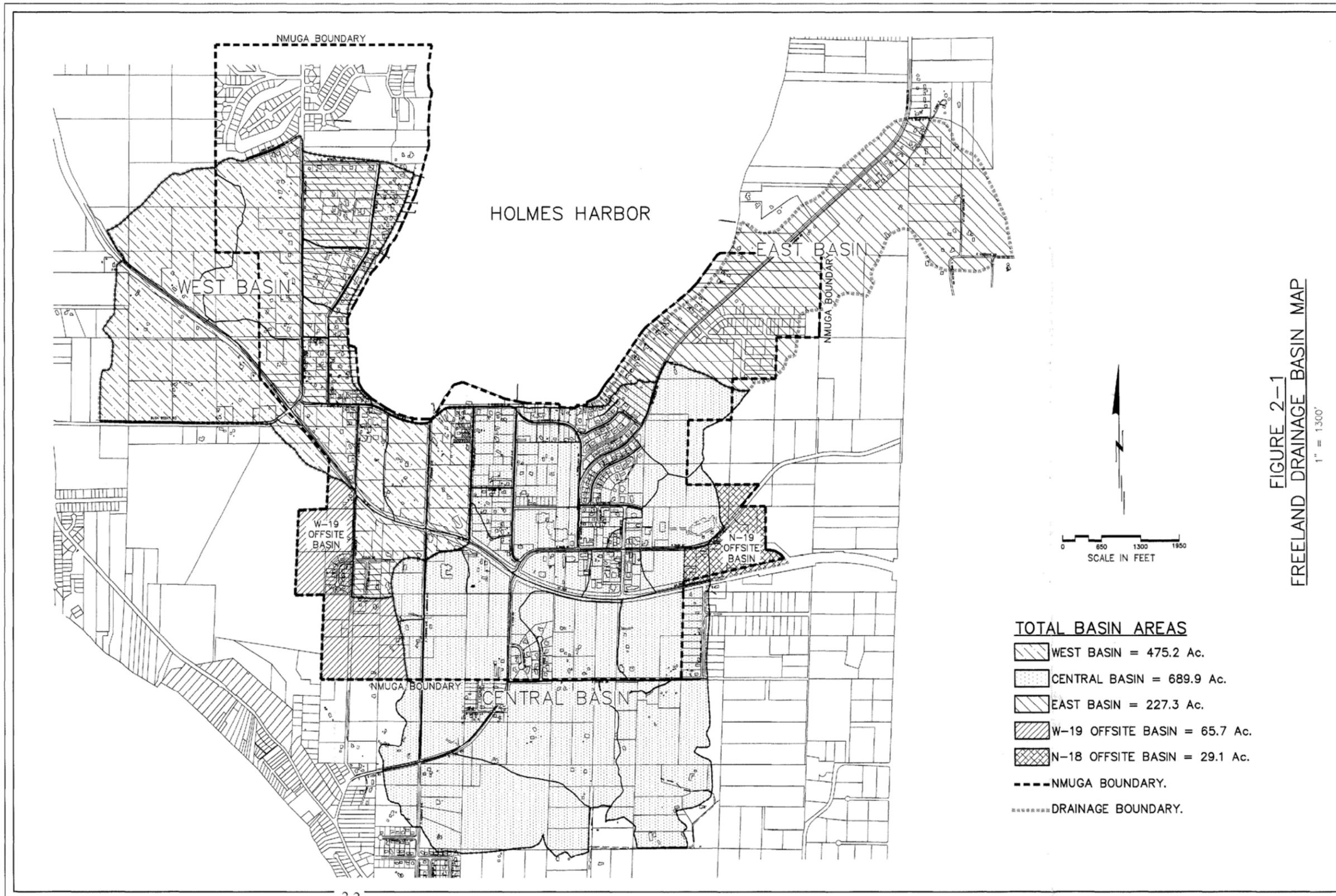


FIGURE 2-1  
 FREELAND DRAINAGE BASIN MAP  
 1" = 1300'

### Level of Service & Capacity Analysis

Existing LOS standards for residential and commercial development are established in the ICCP. They are designed for conveyance and retention of a 25 year storm. To apply the established LOS, Island County has enacted several ordinance which impact stormwater runoff and surface water quality:

- ICC 11.02 Clearing and Grading Requirements
- ICC 11.03 Stormwater and Surface Water
- ICC 17.02 Critical Areas

In addition, Island County has adopted by reference the 1992 *Department of Ecology Stormwater Management Manual for the Puget Sound Basin, Technical Manual*, as well as, the *Island County Surface Water Manual* to provide standards and technical guidance to comply with ICC11.03.

Because of the existing urban development pattern, many stormwater and conveyance systems already exist within the NMUGA. New development will continue to be required to follow stormwater and surface water requirements adopted by Island County.

In 2005 the *Freeland Comprehensive Drainage Plan* was completed. This analysis covered the existing drainage conditions as well as the forecasted condition under full UGA build out. The plan found that the existing stormwater regulations in effect for residential and commercial development are adequate for protecting downstream properties and guarding against the negative impacts of stormwater discharge.

### Deficiencies & Proposed Improvements

The *Freeland Comprehensive Drainage Plan* detailed thirteen problem areas when forecasting for full UGA build out. Table 3.9 shows the Plans solution to each.

**TABLE 3.9–SURFACE WATER DRAINAGE IMPROVEMENTS**  
**Six-Year and Twenty-Year Planning Windows**

PROJECT	DESCRIPTION	PLANNING WINDOW	COST
1	Phase 2 Freeland Park Outfall	6 Year	\$90,000
2	East Harbor Rd – 630 LF 18-inch Storm Drain	6 Year	\$64,000
3	East Harbor Rd – Upsize Culvert	6 Year	\$6,000
4	East Harbor Rd – Construct Bio-filtration Swale	6 Year	\$11,200
5	Shoreview Ave. – Slipline Outfalls & Install Fish Passable Tide Gates	20 Year	\$32,000
6	Woodard Ave. – Upsize Culvert	20 Year	\$6,000
7	Main St. – Upsize Culvert	20 Year	\$8,000
8	Bercot Rd. – Combine Existing Outfalls into Single 18-inch Outfall	20 Year	\$35,700
9	Cameron Rd. – 140 LF of 18-inch Storm Drain	20 Year	\$16,200
10	Ditch Improvements – S.R. 525 to Cameron Rd.	20 Year	\$13,200
11	Pleasant View – Relocate and Upsize Culvert	20 Year	\$11,800
12	Fish Rd. – Upsize Culvert	20 Year	\$8,900
13	Fish Rd. – Construct Bio-filtration Swale	20 Year	\$6,000
<b>TOTAL COST</b>			<b>\$138,400</b>

## Law Enforcement

### System Description

The Sheriff's office (in Coupeville) is responsible for law enforcement within unincorporated Island County and operates dispatch facilities in Oak Harbor, Freeland, and Camano Island. The 2,772 square-foot Freeland Station is the newest dispatch facility and has sufficient space to house additional officers through the six-year capital facilities planning horizon.

As of 2010, the Island County Sherriff's Office has **XX** employees, as follows:

- 1 Sheriff
- 1 Undersheriff
- 1 Chief Civil Deputy

3 Lieutenants

25 Commissioned Deputies

5 Detectives

X Sergeants

X Support Staff

X Volunteers (who respond to search and rescue, public disclosure, and pistol license requests.)

Level of Service & Capacity

The LOS measure for law enforcement is traditionally measured as the ratio of officers to the population served. The ICCP instead measures this LOS as a ratio between facility square-footage and population served. Using the traditional LOS measurement, the County has a ratio of 0.72 commissioned deputies per 1,000 people—the 4th lowest ratio in the state.

The Capital Facilities Element of the Island County Comprehensive Plan says the LOS requirement for law enforcement is 0.12 square-feet of law-enforcement capital facility space per capita (in unincorporated Island County). The current Capital facilities Inventory is shown Table 3.2, and the ratio is .15.

**TABLE 3.2—LAW ENFORCEMENT CAPITAL FACILITIES INVENTORY**

NAME	CAPACITY/QUANTITY (Net Sq. Ft./Count)	LOCATION
County Courthouse Annex	3,400	Coupeville
Evidence Storage	1,152	Coupeville
Camano Precinct	548	Camano Island
North Whidbey Precinct	200	Oak Harbor
Freeland Precinct	2,772	Freeland
<b>Total</b>	<b>8,072</b>	

Deficiencies & Proposed Improvements

Existing law enforcement facility per capita exceeds the LOS standard by 0.03 square feet (based on an estimated population of 53,930). By 2020 the population in unincorporated Island County is anticipated to reach 83,600. To maintain a minimum LOS standard of 0.12 square feet per capita, additional square footage throughout Island County will be needed.

## OTHER CAPITAL FACILITIES & SERVICES

### Fire Protection

#### System Description

Fire District No. 3, established in 1950 and staffed mostly by volunteers, serves all of South Whidbey Island. The district has stations in Freeland, Bayview, Saratoga, Langley, Clinton, and Maxwellton. The district's volunteer fire and rescue team is made up of 103 individuals. The only paid employees for the district are [REDACTED]

Services provided by the district include fire suppression, emergency medical, marine and cliff rescue, and public fire and safety education. The District responded to 1,913 emergency calls in 2008.

The Washington Surveying and Rating Bureau (WSRB) rates the District at Fire Protection Class 7. The Class 7 rating exceeds the 1998 adopted Class 8 LOS for fire protection.

The Freeland station (#31), is at 5535 Cameron Road. The station was built in [REDACTED] and is approximately [REDACTED] sq. ft. Funding for this facility was provided by [REDACTED]. The station houses [REDACTED] fire trucks, [REDACTED] ambulances.

#### Deficiencies & Proposed Improvements

Urban areas typically have a fire protection class rating of 5 or better. As population increases within the Freeland NMUGA, the current LOS standard may need to be adjusted to help ensure adequate service. Increased LOS typically requires increases in funding and staffing. [Proposed improvements missing]

The spatial distribution of fire hydrants—in addition to volume and pressure levels—must be sufficient to provide needed coverage. This can be met through the adaption and enforcement of development standards that are tailored to future growth that is expected in Freeland. Future capital expenditure includes XX and various equipment as detailed in Table 3.3:

**TABLE 3.3—FIRE DISTRICT NO.3 20XX-20XX CAPITAL IMPROVEMENT PLAN**

PROJECT DATE	DESCRIPTION	COST	SOURCE OF FUNDS
	Fire Hydrant Upgrade		
	New Command Vehicle		
	New Aid Vehicle		
<b>TOTAL COST</b>			

## **Water Systems**

### System Description

The Freeland Water and Sewer District (FWSD) serves the greater Freeland community, although some single-family homes have private wells. The FWSD operates two water systems that operate independently; the Harbor Hills Water System (which serves a golf-course community), and the FWSD. These systems are capable of serving 629 and 723 equivalent residential units (ERUs), respectively.

### Water Supply

FWSD obtains its water supply from 2 wells providing 180 and 220 gallons per minute (GPM). An application has been submitted for a third well with a capacity of 135 GPM. FWSD has water rights to 168 acre-feet of annual groundwater withdrawal. FWSD has applied to raise their annual withdrawal to 282.5 acre-feet.

The Harbor Hills Water System obtains water from 3 wells providing 70, 88, and 48 GPM. A fourth well periodically provides water to the reclaimed water pond used for the golf course irrigation system. The Harbor Hills system has water rights to 80 acre-ft of annual withdrawal.

### Treatment and Storage

The FWSD pumps well water to a 200,000 gallon concrete reservoir, where it is stored and treated by chlorination. No other treatment is required.

The Harbor Hills Water System pumps well water into three reservoirs; the South Reservoir, North Reservoir, and the Tel #2 Reservoir. The reservoirs store 95,000, 40,000, and 18,500 gallons, respectively. No treatment is performed.

### Transmission and Distribution

Transmission and distribution pipelines of the FWSD system extend some 63,000 linear feet, or nearly 12 miles of pipes. AC and PVC pipe diameters range from 2 to 10 inches, although more than half have an 8 inch diameter.

The Harbor Hills Water System transmission and distribution pipelines total 31,330 linear feet. PVC pipe diameters range from 2 to 8 inches.

Detailed maps with exscinding infrastructure are available from the FWSD office.

### Level of Service & Capacity Analysis

The FWSD and Harbor Hills systems are considered Class A water systems. These systems are regulated by the State Department of Health. Operation of these systems is guided by the standards in the Washington Administrative Code, Island County Code, and the Island County Coordinated Water System Plan.

FWSD has capacity to serve 723 ERUs, based on a Maximum Day Demand (MDD) of 498 gpd/ERU. This available level of service exceeds the system demand by 280 ERUs with current system infrastructure.

The Harbor Hills water system is designed for 629 ERUs based on a MDD of 424 gpd/ERU. This level of service exceeds the system demand by 111 ERUs.

Deficiencies & Proposed Improvements

There are no immediate deficiencies identified in either the Freeland Water System Plan or the Harbor Hills Water System Plan, but both plans identify improvements to their systems as mandated by WAC 246-290-100.

Future system improvements to the FWSD and Harbor Hills water districts are identified in table 3.4 and 3.5 respectively.

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**TABLE 3.4 –FWSO FUTURE SYSTEM POTENTIAL IMPROVEMENTS PROJECTS SCHEDULE**

Table 3.4 is a copy of Table 38 from the Freeland Water District Water System Plan, January 2004

PRIORITY	PROJECT TITLE	TYPE OF IMPROVEMENT	Prioritization Category	DESCRIPTION	WSP PAGE WHERE NEED IDENTIFIED	"COST ESTIMATE	POTENTIAL FINANCING SOURCE	YEAR
1	Well #3 Emergency Connection	Source	Immediate	Obtain WSDOH source approval. Design and construct emergency physical connection.	Pg60	\$50,000	General Fund	2004-05
2	Perfect New Water Right	Source	Immediate	Perfect New Water Right	pg 60	\$2,000	General Fund	2004-05
3	Install New Pump and New Sounding Tube in Well #2 and Regulate Flows	Source/Controls	Immediate	Install new pump in Well #2 (use on-the-shelf pump for Well #1) and setup controls for 60/40 Well#2/Well#1 split	Pg60	\$8,000	General Fund	2004-05
4	Cameron Road Loop	Distribution	Near Term	Provide 3rd crossing of SR 525. Construct 8" main to connect dead ends south and north of SR 525.	Pg60	\$112,700	General Fund	2004-05
5	Honeymoon Bay Road Loop -Existing Dead End to Bercot Rd	Distribution	Near Term	Construct 8" main extension / loop	Pg60	\$66,420	General Fund	2004-05
6	Install Metering Chlorine Injection Pump(s)	Treatment	Near Term	Install Metering Chlorine injection Pump(s)	Pg 60	\$4,000	General Fund	2004-05
8	Stewart Road Replacement -Dorsey Dr to Myrtle Ave	Distribution	Near Term	Replace existing 6" AC with 8" HOPE	Pg 60	\$114,400	General Fund	2004-06
9	Investigate Well #1	Source	Near Term	TV well/screen after Well #3 connected	Pa 60	\$5,000	General Fund	2004-05
10	Rehabilitate Well #1	Source	Near Term	Depending on investigation rehabilitate screen	Pa60	\$15,000	General Fund	2004-05
11	Dorsey Drive Replacement / Upsize	Distribution	Medium Range	Replace existing 4" with 1,014 LF 8" main.	Pg60	\$60,840	General Fund or PWTF	2004-07
12	New Reservoir	Storage	Medium Range	Construct new reservoir at Well #3 site or existing reservoir site.	Pg60	\$400,000	Loan (e.g., PWTF)	2005-07
13	Implement More Stringent Conservation Measures	Non-Facility	Medium Range	Implement More Stringent Conservation Measures	Pg60	\$2,000	General Fund	2004-07
14	Rate Study	Non-Facility	Medium Range	Conduct rate study	Pa60	\$3,000	General Fund	2004-07
15	Telemetry System Upgrades	Controls	Medium Range	Upgrade telemetry system to PLC	Pg60	\$5,000	General Fund	2005-07
16	Shoreview Ave Replacement -Myrtle Ave to Freeland Ave	Distribution	Medium Range	Replace existing 8" PVC with 10" PVC	Pg 60	\$42,900	General Fund	2005-07
17	Honeymoon Bay Road/Bercot Road Loop	Distribution	Medium Range	Construct 8" main loop	Pg 60	\$88,020	General Fund and/or Loan	2004-07
18	Intertie or Third Reservoir at Bercot & Honeymoon Bay Rd	Storage/Source	Long Range	Construct intertie or third reservoir to provide fire flow with necessary pressures	Pg 60	\$400,000	Loan (e.g., PWTF)	2013+
Fut Proj - 1a	Woodard Rd -Shoreview to SR 525	Distribution	Budget Providing	Construct 8" main loop	Pa 60	\$117,750	Developer Ext	2004-24
Fut Proj - 1b	Woodard Rd to Freeland Ave Alt A	Distribution	Budget Providing	Construct 8" main loop	Pa 60	\$50,250	Developer Ext	2004-24
Fut Proj - 1c	Woodard Rd to Freeland Ave All B	Distribution	Budget Providing	Construct 8" main loop	pg 60	\$52,500	Developer Ext	2004-24
Fut Proj - 1d	SR 525 Crossing on Woodard Rd	Distribution	Budget Providing	Construct 8" main loop	Pa 60	\$64,050	Developer Ext	2004-24
Fut Proj - 1e	SR 525 -Cameron Rd To Woodard Rd	Distribution	Budget Providing	Construct 8" main loop	Pa60	\$83,775	Developer Ext	2004-24
Fut Proj - 2a	Woodard Rd -Morningside to Scenic	Distribution	Budget Providing	Construct 8" main loop	Pa 60	\$99,000	Developer Ext	2004-24
Fut Proj - 2b	Woodard Rd to Scenic Rd -All A	Distribution	Budget Providing	Construct 8" main loop	Pg 60	\$195,750	Developer Ext	2004-24
Fut Proj - 2c	Woodard Rd to Scenic Rd -Alt B	Distribution	Budget Providing	Construct 8" main loop	Pg60	\$94,350	Developer Ext	2004-24
Fut Proj - 3	Scenic Rd -Woodard Rd to Cameron Rd	Distribution	Budget Providing	Construct 8" main loop	Pg 60	\$85,200	Developer Ext	2004-24
Fut Proj - 4	Fish Rd Scenic Rd Loop	Distribution	Budget Providing	Construct 8" main loop	Pa 60	\$42,000	Developer Ext	2004-24
Fut Proj - 5	East Harbor Rd -Dutch Hollow Dr to Dorsey Dr	Distribution	Budget Providing	Construct 8" main loop	Pg 60	\$52,500	Developer Ext	2004-24
Fut Proj - 6	Myrtle Rd -Dutch Hollow Dr to Main	Distribution	Budget Providing	Construct 8" main loop	pg 60	\$57,000	Developer Ext	2004-24
Fut Proj - 7	SR 525 -Main St to Freeland Ave	Distribution	Budget Providing	Construct 8" main loop	Pa 60	\$55,125	Developer Ext	2004-24

**TABLE 3.5 –HARBOR HILLS FUTURE SYSTEM POTENTIAL IMPROVEMENTS PROJECTS SCHEDULE**

Table 3.5 is a summary of section VII Recommended Improvements from the Harbor Hills 2004 Water System Plan

PRIORITY	PROJECT TITLE	TYPE OF IMPROVEMENT	Prioritization Category	DESCRIPTION	"COST ESTIMATE	POTENTIAL FINANCING SOURCE	YEAR
1 a	Treatment Plant	Treatment	Immediate	Construct a 240 gpm water treatment plant at the location of the new well	\$50,000	DWSRF Loan	2003-05
1 b	Treatment Plant – raw water line / equip	Distribution	Immediate	Equipping the new well and installing approximately 300 feet of raw water line to the new treatment plant	\$2,000	DWSRF Loan	2003-05
1 c	Treatment Plant – Transmission	Distribution	Immediate	Installing approximately 3,300 feet of 4 or 6 – inch raw water transmission mains from the North Well and South Well to the treatment plant with buried conduits for well control	\$8,000	DWSRF Loan	2003-05
1 d	Well No. 4 Standby	Source	Near Term	Placing Well No. 4 on standby operation for emergencies	\$112,700	DWSRF Loan	2003-05
1 e	Reservoir construction	Storage	Near Term	At the site of the new well and treatment plant, construction two new reservoirs with a total nominal volume of 210,000 gallons	\$66,420	DWSRF Loan	2003-05
1 f	Booster Pump Construction	Distribution	Near Term	Constructing a booster pump station for domestic and fire flow adjacent to the new reservoirs	\$4,000	DWSRF Loan	2003-05
1 g	Emergency Generator Installation	Controls	Near Term	Installing an emergency generator	\$114,400	DWSRF Loan	2003-05
1 h	Abandoning Reservoirs and Booster Pumps	Distribution	Near Term	Abandoning the existing two reservoirs and booster pump stations	\$5,000	DWSRF Loan	2003-05
2 a	Asbestos Replacement	Distribution	Near Term	To replace existing asbestos cement and glued –joint PVC pipe, installation of 3,300 feet of 8 – inch AWWA C900 PVC distribution main in a common trench with the raw water transmission mains	\$15,000	Capital Reserve or DWSRF loan	2003-05
2 b	Distribution Connection	Distribution	Near Term	Connection of existing services, fire hydrants, etc., to new distribution main	\$60,840	Capital Reserve or DWSRF loan	2003-05
3	Distribution Replacement	Distribution	Long Range	Replace existing asbestos cement and glued-joint PVC pipe and to increase system capacity, schedule the replacement of the present distribution system	\$400,000	Capital Reserve	2003-23
4	Capacity Increase	Distribution	Long Range	Increase system capacity and provide water circulation in the system, install new water mains through golf course easements for Reindeer Road, Chipshot Way, Dunlop Drive and Long Drive South	\$2,000	Capital Reserve	2003-23

## **Wastewater**

### System Description

The majority of homes and businesses within the Freeland NMUGA treat their wastewater with on-site septic systems. There are, however, two sewer service providers in the NMUGA; Holmes Harbor Sewer District and Main Street Sewer District. These two private sewer systems serve the Holmes Harbor Golf Course community and the Maple Ridge Assisted Living Community respectively.

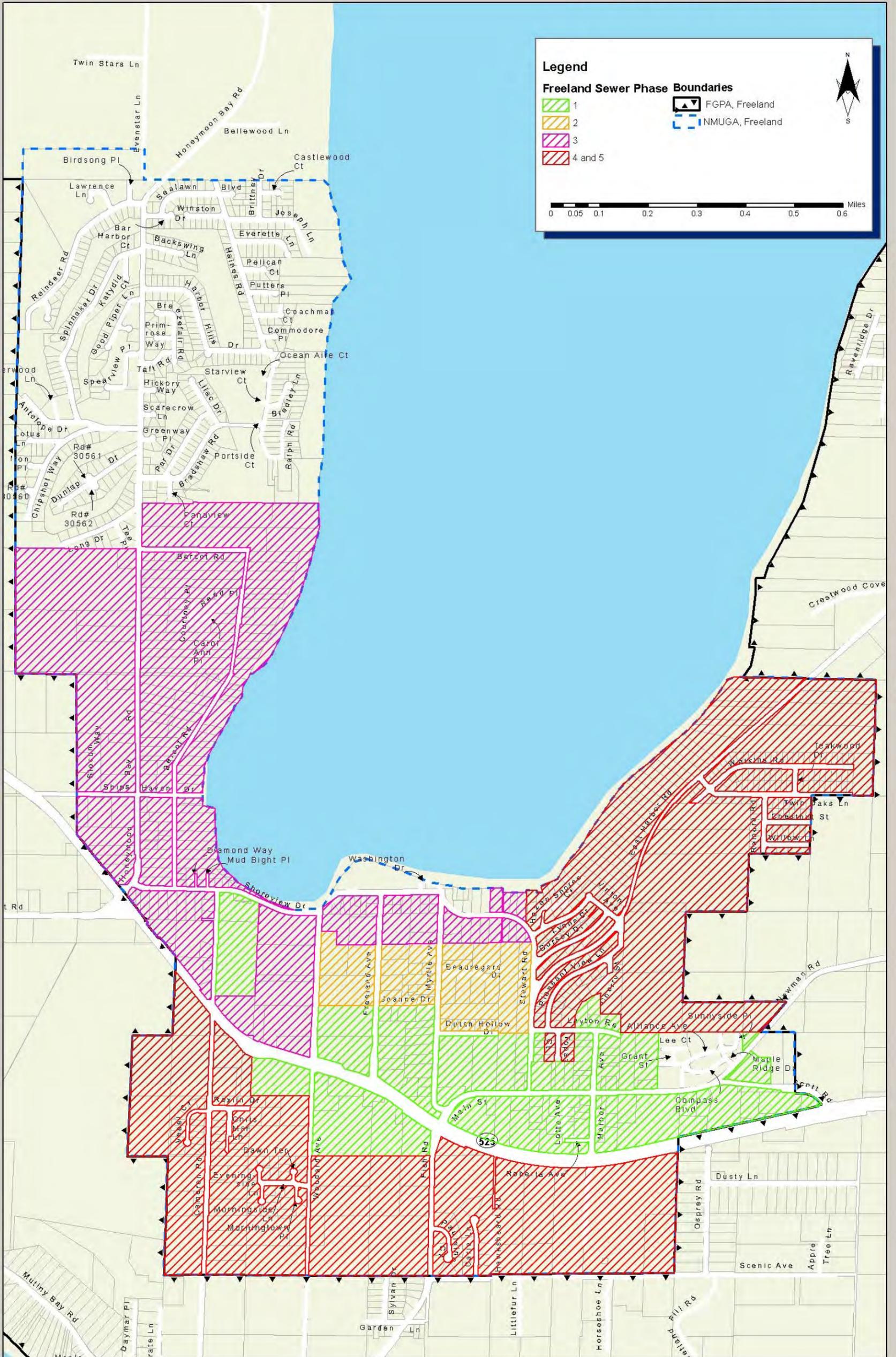
The *Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan* was approved in 2005 and grants are currently being pursued to finance the design, engineering, and installation of a new treatment facility to serve the entire UGA. In 2010 the County authorized the FWSD purchase of a 10 acre treatment site off Mutiny Bay Road and an 80 acre site for surface outfall and infiltration.

The *Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan* breaks the project down into five phases, each representing a geographical area. Map 3.1 (see below) shows the location for each phase of sewer development plan. The five phases include:

- Phase 1: Development of the commercial core, including Nichols Brothers (but not including the Main Street Sewer District)
- Phase 2: Phase 1, plus development of the medium-density residential zoning immediately north of the commercial core
- Phase 3: Phase 2, plus development of the area north and west of the commercial core and on both sides of Honeymoon Bay Road and Bercot Road
- Phase 4: Development of the entire NMUGA at the low-growth scenario (20-year projection)
- Phase 5: Development of the entire NMUGA at the high-growth scenario (50-year projection)

# Map 3.1

# Freeland Sewer Phases



Level of Service & Capacity Analysis

Adequate design of wastewater treatment and conveyance facilities is dependent on the quantity and quality of wastewater generated from each contributing source. Increases in wastewater flows can be attributed to a variety of sources: pollution, business and population growth, extension of sewer service to areas previously on septic systems, and increases in infiltration inflow. It is expected that the majority of increased flow to the new treatment facility will come from the expansion of the sewer system.

The flow design standards established in the Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan are summarized in Table 3.6.

**TABLE 3.6–WASTEWATER FLOW DESIGN STANDARDS**

ANNUAL AVERAGE	LOS
Residential gallons / capita / day (gpcd)	60
Commercial gallons / acre / day (gpac)	1,120

Table 3.7 shows the wastewater flow projections for the each of the five phases up through full build out. Projections were made using the flow design standards along with the adopted population projections for the Freeland NMUGA.

**TABLE 3.7–WASTEWATER FLOW PROJECTIONS**

FLOW (mgd)	CONVENTIONAL GRAVITY SEWERS					SEPTIC TANK EFFLUENT PUMP SEWERS				
	Ph 1	Ph 2	Ph 3	Ph 4	Ph 5	Ph 1	Ph 2	Ph 3	Ph 4	Ph 5
ANNUAL AVERAGE	.065	.11	.23	.38	.59	.055	.092	.18	.29	.50
MAXIMUM MONTH	.093	.16	.34	.57	.83	.074	.13	.25	.41	.68
PEAK DAY	.13	.22	.49	.83	1.15	.10	.17	.35	.57	.89
PEAK HOUR	.25	.42	.89	1.49	2.22	.20	.34	.68	1.11	1.84

Deficiencies & Proposed Improvements

The Holmes Harbor Sewer District and the Main Street Sewer District have identified the deficiencies and proposed improvements discussed below.

During a routine shoreline sanitary survey in 2006, the Washington State Department of Ecology discovered dangerously high levels of fecal coliform bacteria at the south end of

Holmes Harbor. Consequently, shellfish harvesting was closed and the County created the South Holmes Harbor Shellfish Protection Program. The program's purpose is to improve the marine environment and public health by reducing and eliminating non-point and point sources of pollution from around the harbor. Non-point sources of pollution responsible for the high levels of fecal coliform have been difficult to identify but likely include pet and livestock feces as well as failing septic systems. The installation of a sewer system and treatment facility in Freeland should help diminish non-point source pollution and help make the Harbor safe again for shellfish harvesting and swimming.

## **Schools**

### System Description

Public education in Freeland is provided by the South Whidbey School District (SWSD). The district covers all of south Whidbey Island with three traditional and two alternative schools. The three traditional schools are: South Whidbey Elementary, Langley Middle, and South Whidbey High. The two alternative schools are Whidbey Island Academy (K-12) and Bayview School (9-12).

The SWSD facilities easily meet the current demand mainly because enrollment has been declining over the past decade. Consequently, the district is trying to consolidate services to achieve greater operational efficiency. Table 3.8 shows student enrolment has decreased over the past decade from 2,263 (1999) to 1,756 (2008).

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TABLE 3.8—SOUTH WHIDBEY SCHOOL DISTRICT ENROLLMENT HISTORY

Grade	Actual Enrollment 1999-00	Actual Enrollment 2000-01	Actual Enrollment 2001-02	Actual Enrollment 2002-03	Actual Enrollment 2003-04	Actual Enrollment 2004-05	Actual Enrollment 2005-06	Actual Enrollment 2006-07	Actual Enrollment 2007-08	Actual Enrollment 2008-09
K	63	60	55	61	62	47	61	44	49	47
1	138	136	133	115	128	139	111	133	94	103
2	157	140	145	139	121	136	152	119	137	99
3	191	159	151	145	139	119	154	159	112	134
4	146	197	167	156	152	146	124	149	161	106
5	181	152	201	161	160	148	143	123	140	157
6	186	180	157	208	162	160	145	143	126	149
7	209	183	189	166	213	159	165	150	144	131
8	213	217	186	195	179	219	155	171	150	153
9	263	244	240	220	207	180	217	165	174	154
10	222	225	209	234	214	202	174	220	160	173
11	162	164	186	172	198	180	172	151	199	147
12	133	150	137	168	168	175	160	168	160	204
<b>Total</b>	<b>2,263</b>	<b>2,207</b>	<b>2,157</b>	<b>2,140</b>	<b>2,103</b>	<b>2,011</b>	<b>1,933</b>	<b>1,894</b>	<b>1,808</b>	<b>1,756</b>

### Level of Service & Capacity Analysis

South Whidbey School District's LOS standard is 25 students per classroom (1:25 ratio). Since 1998, this ratio has dropped from 27.7 to 23.22 students per class. This shift is the result of declining enrollment.

Interestingly, local population growth and district enrollment numbers have had an inverse relationship. This is likely due to the fact that over the last decade, the number of households with children has decreased while childless households have increased. For instance, the population of South Whidbey in 2000 was 14,007 and SWSD enrolment was at 2,263. By 2009, the population of South Whidbey had increased to 15,390 (+9.8%) yet enrolment was down to 1,756 (-22%).

With increased opportunity for more intensive commercial and residential development in Freeland, there is potential for demographics to again change, possibly resulting in more households with school aged children.

### Deficiencies & Proposed Improvements

The current over-supply of school facilities is the only deficiency identified. SWSD plans to address this issue by scaling back services and is considering consolidating facilities.

### **CAPITAL IMPROVEMENT PLAN**

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures. This enables the governing body to maintain and improve public facilities and infrastructure to meet established standards. A summary of capital improvement projects is presented in Table 3.10

**TABLE 3.10—CAPITAL FACILITIES PLAN SUMMARY**

PROJECT DATE & TYPE	PROJECT DESCRIPTION	FUNDING SOURCE & COST									TOTAL
		Real Estate Tax #1	Real Estate Tax #2	Storm Water Utility	Conservation Futures Fund	Road Fund	Solid Waste Fund	SDBG Grants	Misc. Sources	Remarks	
2009 T	Public Works	\$44.7	\$44.7								\$89.4
2009-2014 P	GMA Infrastructure		\$100.0								\$100.0
2009-2014 O	Parks Development & Improvements		\$250.0								\$250.0
2009 O	6 Year Capital Drainage Program		\$390.0			\$200.0					\$590.0

Legend:  
 R = Repayment, T = Transfer, P = Project, O = Ongoing Projects

## **FSP CAPITAL FACILITIES GOALS, PRINCIPLES, & POLICIES**

### **Concurrency**

#### **G1: Ensure capital facilities are installed/improved concurrently with new and re development.**

- PR1 That new growth should pay for itself.
  - PO1 Development regulations should ensure capital facility improvements take place at the time of development. Fee-in-lieu payments may be appropriate in some instances.
  - PO2 The County should ensure any mitigation or in-lieu fees collected in Freeland are spent in Freeland.
- PR2 That new development should add value to the community.

### **Essential Public Facilities**

#### **G1: Provide for the efficient and effective siting of essential public facilities.**

- PR1 That essential public facilities at the local and regional levels are identified and defined.
- PR2 That essential and adequate public facilities should be planned for and developed to meet the changing needs of the community.

#### **G2: Provide public sewer service to Freeland.**

- PR1 That everyone within the NMUGA should have access to sewer services.
  - PO1 Existing and new development should be required to hook-up to sewer lines as they become available.
- PR2 That sewer service is well planned to ensure coordination and predictability.

### **Civic Spaces**

#### **G1: Ensure the Freeland community has adequate Civic Space.**

- PR1 That citizens should be provided with adequate and accessible Civic Spaces.
  - PO1 Level of Service (LOS) standards should be established to ensure adequate Civic Space (in terms of acreage to population).
  - PO2 Civic Spaces within Freeland should be accessible by non-motorized methods of transportation (see transportation element).

PO3 Additional Civic Space should be provided concurrent with new development and/or mitigated for through payment of a fee-in-lieu.

**G2: Ensure Civic Spaces have adequate facilities.**

PR1 That Civic Spaces as a whole should provide residents with a variety of facilities to meet local needs.

PO1 The County should identify what facilities are desired by the Freeland community for Civic Spaces.

PO2 Desired facilities should be assigned to appropriate Civic Space types.

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# 5. UTILITIES

## INTRODUCTION

Utility services in Freeland are provided and maintained by private entities and special districts (see also Capital Facilities). These services give community residents a high standard of living and allow businesses to thrive. Continual expansion of these services will be needed to accommodate Freeland's projected growth.

## PLANNING FRAMEWORK



The goals, principles, and policies contained in the Freeland Subarea Plan (FSP) must align with the goals and policies of the Washington State Growth Management Act (GMA), the Island County Comprehensive Plan (ICCP), and the County Wide Planning Policies (CWPP) for Island County. Additionally, the goals, principles, and policies among the different elements of the FSP must be internally consistent.

Within this framework, the goals, principles, and policies of the FSP should reflect the desires of the Freeland community.

### Growth Management Act

The GMA requires local comprehensive plans to include a utilities element. According to the GMA, the utilities element shall, at a minimum, consist of “the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to: electrical lines, telecommunication lines, and natural gas lines.”

In addition, State guidelines for implementing the GMA (Chapter 365-196 WAC) state that policies should be adopted that call for:

1. *Joint use of transportation rights-of-way and utility corridors, where possible.*
2. *Timely and effective notification of interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.*
3. *Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.*
4. *Cooperation and collaboration between the county or city and the utility provider to develop vegetation management policies and plans for utility corridors.*

## County Wide Planning Policies

Policy #3 discusses the importance of coordination. Relevant policy items include:

- Item 3 The County and Municipalities should also coordinate where appropriate, the development and implementation of long-range plans for youth services, senior services, fire protection, police services, air quality, transportation, solid waste, public and private utilities, and environmental plans such as watershed action and stormwater management plans.*

## Island County Comprehensive Plan

The ICCP contains a handful of policies regarding utilities. Relevant policies include:

*Policies:*

### *1. Utility Placement & Timing*

- a. Implement timely, predictable, and reasonable permit processes for utility service.*
- b. Review and amend existing regulations as necessary to allow maintenance, repair, installation and replacement of utilities, where consistent with the overall goals of the Comprehensive Plan.*
- c. Work with utility providers to enhance County and private Geographic Information Systems (GIS) development to help increase efficiency in permit processes.*

### *2. Permitting*

- a. When reasonable and feasible, promote the co-location of new public and private utility distribution facilities. Coordinate construction timing to minimize disruptions to the public and disturbances to the environment and archaeological resources, and reduce the cost to the public of utility delivery.*
- b. Use utility corridors for joint uses, such as trails, open space, and recreation.*
- c. Provide timely and effective notification of interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.*
- d. Encourage efficient, cost effective and reliable utility service by ensuring that land will be made available for the location of utility lines, including location within public transportation corridors, consistent with franchise terms and conditions including the possible payment of annual fees.*
- e. Coordinate land use and facility planning to allow eventual siting and construction of distribution lines within rights-of-way which are being dedicated or within roads which are being constructed or reconstructed.*

- f. *Encourage communication among the Washington Utilities and Transportation Commission (WUTC), and utilities regulated by the WUTC, regarding the requirements of the Growth Management Act, especially the requirement that service be provided concurrently with or in advance of demand.*
- g. *Encourage system design practices intended to minimize the number and duration of interruptions to customer service, including underground lines where practicable.*

#### CONSISTENCY WITH URBAN GROWTH AREAS AND LAND USE PLANNING

1. *Planning for utilities is the primary responsibility of the utility providers and must be coordinated with the County Comprehensive Plan.*

#### CONSERVATION, ENVIRONMENT AND HUMAN HEALTH

1. *Facilitate and encourage conservation of resources to delay the need for additional utility facilities.*
2. *Once in place, continuing maintenance of utility facilities may disturb sensitive areas. Utility facilities should therefore be located outside such sensitive areas.*

*While harmful biological effects due to proximity to utility facilities such as electrical transmission lines or cellular tower sites have not been conclusively demonstrated, significant concerns remain, and study of the issues is ongoing. It is impractical to adopt specific standards at this time, as there is no scientific consensus as to what distances or levels might be appropriate. To address these environmental and health concerns, the County and affected utilities should.*

- a. *Promote siting of facilities with respect for natural features, sensitive areas, and water quality and quality.*
- b. *Monitor research into the health effects of emissions from utility facilities.*
- c. *Adopt standards as necessary to protect the public from known health hazards.*

#### NEW TECHNOLOGY

1. *Exercise flexibility in reviewing proposals using innovative new technologies.*
2. *Consider changes to regulations and policies as appropriate to allow new utility technologies.*

#### **Relation to Other FSP Elements**

The Utilities element closely relates to these other elements of the FSP:

- Capital Facilities
- Transportation

## **REGULATORY ENVIRONMENT**

### **Washington Utilities and Transportation Commission**

The Washington Utilities and Transportation Commission (WUTC) is responsible for regulating privately owned utility and transportation businesses in the state. The WUTC is composed of three members (appointed by the governor) to regulate private utilities including electrical, gas, telephone, telecommunications, and water companies. It is the WUTC's responsibility to see that companies provide safe and reliable service to their customers at reasonable rates.

Publicly owned utilities (such as municipal utilities and public utility districts) are regulated by their respective legislative bodies.

WUTC mandates that utility facilities and service must be provided on a uniform or nondiscriminatory basis to all customers and that cost of service must be equitable. State law regulates the rates and charges, services, facilities, and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval.

In accordance with state law, private utilities have an obligation to provide service upon demand. In other words, the utility companies must provide service to customers within their service territory as it is requested. This is known as a utility's duty to serve. Consistent with this duty, the utility providers follow growth and will provide service to development in accordance with service territories.

### **Federal Energy Regulatory Commission**

The Federal Energy Regulatory Commission (FERC) is an independent five-member commission with the US Department of Energy. FERC establishes rates and charges for the interstate transportation and sale of natural gas, transmission and sale of electricity, and licensing of hydro-electric power projects.

### **Northwest Power and Conservation Council**

The Northwest Power and Conservation Council (NWPCC) is an independent commission made up of sixteen representatives, two from each of the eight northwest member states. The NWPCC was formed to give the Pacific Northwest states and region's citizens a say in how growing electricity needs of the region would be provided. The NWPCC was created by the 1981 Northwest Electric Power Planning and Conservation Act, which charged the Council with creating a Power Plan for the region. The purpose of the Power Plan is to ensure adequate, efficient, economical, and reliable power systems for the Pacific Northwest.

### **State Environmental Policy Act (SEPA)**

Utility providers are subject to other federal, state, and local regulations regarding rates, construction and service standards, and competition. The following information provides an overview of some of the major regulations and regulatory authorities with jurisdiction over utilities:

Per WAC 197-11-800(23), many utility activities are exempt from environmental review under SEPA. This includes, except on lands covered by water, the installation of communications lines (telephone, cable television); installation or construction of electric

facilities with an associated voltage of 55 kV or less, including underground installation of existing lines or upgrade of existing 55 kV lines to greater voltages; the installation of natural gas distribution lines (as opposed to transmission lines); and maintenance, repair, replacement, operation, or other activity related to the above, provided such activity does not raise the level of the action above the exemption threshold.

### **Local Utility Regulations**

Local authorities have authority to regulate utilities in a variety of ways subject to review under the State Environmental Policy Act (SEPA), based upon established thresholds, zoning, shoreline management, and utility accommodation or land development ordinances.

Island County regulates placement of utility facilities within County rights-of-way in ICC 11.01, Land Development Standards. All utilities discussed in this plan are subject to these requirements when placing facilities within County rights-of-way. Utility placement on public and private property is subject to the County's development regulations.

### **EXISTING UTILITIES**

#### **Electricity**

Electricity within the Freeland Subarea is provided by Puget Sound Energy (PSE). PSE also maintains a customer service center located in Freeland. PSE has the following planned improvements which will benefit Freeland and greater south Whidbey:

- 15,000 feet of heavy-duty "tree wire"
- Upgrading the south Whidbey substations to increase reliability and system voltages (2010 completion)
- Building a new substation, related transmission lines and new underground distribution lines on the south end of Whidbey Island (2011 completion)
- Instituted a multi-year initiative to materially improve service reliability (2012 completion)

#### **Telecommunications**

Telecommunication is the transmission of information (or data) by wire, radio, cable, electromagnetic waves, satellite, or other similar means. Telecommunication providers provide Freeland residents with phone, internet, radio and television services. Phone services are provided to Freeland residents by Whidbey Telecom and a variety of cell phone providers like T-Mobile and AT&T. Internet and television services are also provided by Whidbey Telecom as well as by Comcast. Radio transmissions are provided by a variety of stations based mainly out of Seattle.

## **FREELAND SUBAREA PLAN**

### **Vision**

### *Electricity*

Puget Sound Energy improves and extends facilities as necessary to keep up with demand. System planners design and build their systems to follow population and employment growth projections based on County plans. An electric system plan is then developed to serve those loads at acceptable levels, taking into account environmental, economic, financial, and operational factors. Utility construction is coordinated with the County and is phased in concurrently with new development.

### *Telecommunications*

Telecommunication providers expand services to meet market demands and are required to do so under RCW 80.36.090. Accordingly, telecommunication services are expected to expand to meet the needs of Freeland residents as the community experiences growth.

### *Location*

Placing existing and future transmission lines underground will help eliminate and prevent conflicts with the pedestrian realm as well as improve the look and feel of streets in Freeland. It will also enhance view corridors looking toward Holmes Harbor. Using stylish street-lamps to illuminate thoroughfares in Freeland would also contribute the street look and feel as well as add to the community's unique sense of place.

## **FSP UTILITY GOALS, PRINCIPLES, & POLICIES**

### **Coordination**

#### **G1: Maintain coordination with utility providers to ensure they can plan for, and provide services to, new development.**

- PR1 That open communication should exist between the County and private local utility providers to ensure coordination.

### **Location & Screening**

#### **G1: Place utility transmission lines underground.**

- PR1 That utility transmission lines should be placed underground so as not to disrupt the public realm.
- PO1 A plan should be developed to place existing above-ground utility lines in Freeland below ground.
- PO2 Extended utility lines put in place to serve new development should be placed underground.

#### **G2: Ensure above ground transmission equipment is screened from view.**

- PR1 That above ground utility equipment should be screened from view so as not to disrupt the Public Realm.

- PO1 Natural vegetation should be used where feasible to screen above-ground utility equipment.

**Right-of-way Illumination**

**G1: Ensure right-of-ways are appropriately lit.**

- PR1 That street lamps should adequately illuminate travel lanes and the Pedestrian Realm.
- PR2 That light pollution be minimized while taking into consideration the following:
  - PO1 The need for reasonable use of outdoor lighting for safety, security, utility, way-finding, and enjoyment.
  - PO2 Minimizing glare and obtrusive light onto neighboring properties and toward the night sky.
  - PO3 Reducing energy consumption.
  - PO4 Protecting natural habitats from the damage of artificial light.

**G2: Ensure street lamps contribute to Freeland's unique sense of place.**

- PR1 That street lamps should contribute to Freeland's unique Sense of Place by being unique in design.
  - PO1 Streetlamp types should be zone specific.
  - PO2 Cobra-head street lamps should be expressly prohibited.

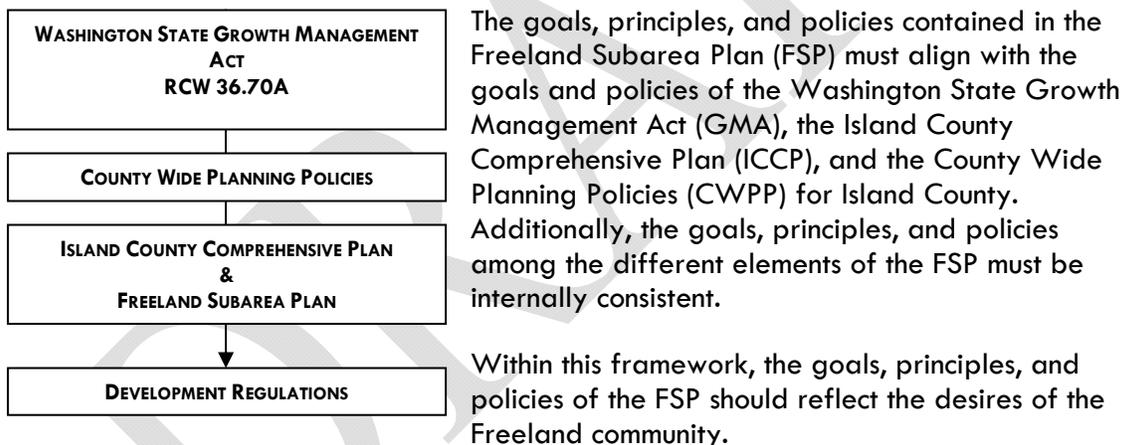
# 6. TRANSPORTATION

## INTRODUCTION

Well designed streets establish an important physical framework for creating healthy and vibrant communities. Street design (which includes spatial configuration) impacts a community's look, feel, and function; therefore, the need for well designed streets in Freeland cannot be overlooked.

Transportation planning for Freeland must take into consideration the needs of various street users (including pedestrians, cyclists, and motorists), proposed zoning designations, and topographical features among other things. Planning must also take into consideration the desired function(s) of specific street types—like Main Street, where accommodations for pedestrians have special emphasis over other street users. The intent of this element of the Freeland Subarea Plan is to ensure a quality transportation network develops in Freeland.

## PLANNING FRAMEWORK



### Growth Management Act

The GMA requires transportation to be addressed in comprehensive planning (see RCW 36.70A.070). One of the main goals of the GMA is to “encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans” (see RCW 36.70A.020).

### Concurrency

One of the goals and requirements of the GMA is to ensure that transportation improvements are installed simultaneously with new development. This concept is known as concurrency. It means:

*WAC 365-196-840 ...that those public facilities and services necessary to support development are adequate to serve that development at the time it is available for*

occupancy and use, without decreasing service levels below locally established minimum standards.

### **County Wide Planning Policies**

County Wide Planning Policy #6 addresses County transportation facilities and strategies. Relevant policy items include:

- Item 1 The Transportation element of the Island County Comprehensive Plan should include Urban Growth Area elements to assure consistency among planning jurisdictions. All transportation planning, including that of Federal and State Agencies as well as Port Districts, should be jointly and cooperatively developed, adopted and implemented through coordinated planning;*
- Item 2 The County and Municipalities will remain actively involved in multi-county regional transportation planning;*
- Item 3 The County and Municipalities will cooperate in the analysis of and response to any major regional industrial, retail/ commercial, recreation or residential development proposals that may impact the transportation systems in Island County;*
- Item 4 The capacity of the roadway system must be planned, built and managed to meet planned land use densities in UGAs, and the development of transportation modes offering alternatives, such as transit and telecommunications, to the automobile should be encouraged.*
- Item 5 The planned transportation system should be implemented in a coordinated and cost-effective manner utilizing a fair and sufficient method of funding.*
- Item 6 All jurisdictions within Island County will cooperate with each other and the State of Washington in coordinated planning for State Highway and Ferry facilities with respect to current revisions to RCW 36.70A as amended by SHB 1487. This coordination recognizes that the State Department of Transportation will be primarily responsible for establishment and maintenance of the level of service for these facilities.*

### **Relation to Other FSP Elements**

The Transportation element closely relates to these other elements of the FSP:

- Land Use
- Utilities

### **Other Related Plans**

Several regional, County, and local transportation planning documents are also relevant to the Freeland Subarea Plan. These include the:

- Island County Comprehensive Plan: Transportation Element, 1998
- Island County Transportation Improvement Plan 2010-2015

- Island County Comprehensive Plan: Parks, Recreation, and Open Space Element, 2010
- Island County Non-Motorized Transportation Plan, 2009 Update

The Island County Non-Motorized Trails Plan was adopted in 2006 and last updated in 2009. The plan focuses on facilitating non-motorized travel alternatives such as walking, cycling, horseback riding, and boating. The Non-Motorized Trails Plan includes two projects in Freeland—the “bridge-to-boat” multi-use trail, and the Main Street sidewalk project.

The “bridge-to-boat” trail is a multi-use trail planned to run the length of Whidbey Island—from Deception Pass to the Clinton Ferry terminal. The trail is being built in phases, with the first segment already completed along SR 20 near Coupeville. Another segment along SR 525, connecting Freeland’s Main Street to Bayview Road, is included in the County’s 2010-2015 Transportation Improvement Plan (TIP).

The Main Street Sidewalk project consists of medium and high-standard sidewalks and paths in Freeland. This pedestrian network would connect Freeland’s commercial center to Freeland Park, Freeland Marsh, and other surrounding residential and commercial areas.

- Island County Comprehensive Plan: Capital Facilities Element, 1998
- Whidbey Scenic Isle Way Corridor Management Plan, 2004

### **Public Input**

The 2006 Main Street Concept Study helped the community identify ways to encourage and facilitate pedestrian activity while accommodating motor vehicles on Freeland’s Main Street. The concept study resulted in the following suggestions from the community (which can also be applied to all streets in general within Freeland):

1. Retain “small town” character
2. Landscaping – fully mature plantings and trees – along Main Street that is not too uniform and uses low maintenance, drought tolerant, native plants
3. Public art
4. Transit stop improvements (such as pull-outs and bus stops)
5. On street parking on Main Street (combinations of angled and parallel) that retains the number of parking spaces, possibly by consolidating some into a central municipal parking lot
6. Sidewalks on both sides of the street (which maintain rural in character, i.e. not too wide – around 6 feet – and with simple design treatments such as gray scored concrete with accent pavers)
7. Use durable and cost effective materials
8. Controlled driveway access
9. Street amenities such as benches, trash receptacles and pedestrian-scale lighting
10. Planted medians east and west of the business core (Concept A of the Main Street Study) or a roundabout at the corner of Main and Harbor Ave. (Concept B)
11. Mid-block crossings at certain locations

## 12. Curb bulb-outs at intersections

### **NETWORK DESCRIPTION**

#### **Classification**

The Freeland NMUGA roadway network is classified using two systems: the Federal Functional Classification System (FFCS) and the County system used for comprehensive planning. The classification systems operate independently, but together, allow for the effective management of the County's roadway system. In each system the roadway is divided into classes according to the function of each roadway segment as defined by the respective classification system. Classification defines the major role of a road within the complete existing and future roadway network. The Federal Functional Classification System includes: Principal Arterial, Minor Arterial, Collector, and Local Access. The County's system uses the following classifications: State Highway, Major Arterial, Secondary Arterial, Collector, Private Roads, and Other Roads.

#### **Ports**

The Port of South Whidbey owns and manages the boat ramp facility at Freeland Park. This facility, conjunction with the seven others run by the Port, provides marine access to the Freeland and South Whidbey Island Community.

### **EXISTING CONDITIONS**

#### **Circulation**

The street network within Freeland is predominately auto-oriented. Sidewalks, bike-lanes, and trails are rare, although some footpaths and bike lanes do exist. Many narrow roads in Freeland have unimproved shoulders with adjacent open swales that carry storm-water runoff. The spatial configuration of the existing street network forms long vertical blocks—resulting in only a few east-to-west connectors (inclusive of Shoreview Drive, Main Street, and SR 525). Intersections are controlled by signs except for the signalized intersection of Main Street and SR 525. Excluding the highway, speed limits range from 25-35mph. Street illumination is mostly absent except at certain intersections.

#### *Motor Vehicle Traffic*

Freeland's central location on the south end of Whidbey Island has enabled it to emerge as a regional economic center. South Whidbey residents rely on motorized transportation to access commercial services and employment opportunities within Freeland. High levels of automobile use have not only contributed to congestion, but have influenced land-use patterns in Freeland that have in turn have reduced the feasibility and safety of non-motorized modes of travel. Residents desire increased safety and convenience of all modes of transportation.

The GMA requires jurisdictions to use Level of Service (LOS) standards as a tool for evaluating the performance of intersections and street segments in relation to LOS goals established by respective jurisdictions. LOS standards generally are focused on motorized traffic and do not take into consideration the needs of alternate modes of transportation. As a result, alternate modes of transportation are often neglected in order to maintain or achieve LOS goals for motor vehicle traffic.

The 1998 Island County Comprehensive Plan lists Level of Service projections for intersections in the Freeland area (see Table 5.1). For information regarding what LOS designations mean, refer to the Transportation Element of the Island County Comprehensive Plan.

**TABLE 5.1—SUMMARY OF INTERSECTION LEVELS OF SERVICE  
Freeland Intersections**

INTERSECTION	LOS 1996	LOS 2003	LOS 2020
SR 525 – Honeymoon Bay Road/Bush Point Road	C	D	F
SR 525 – Main Street/Fish Road	C <sup>1</sup>	C <sup>2 3</sup>	D <sup>2 3</sup>
Main Street – East Harbor Road	C <sup>3</sup>	C <sup>3</sup>	C <sup>3</sup>
SR 525 – Harbor Avenue	B <sup>3</sup>	C <sup>3</sup>	E <sup>3</sup>
SR 525 – Scott Road	C <sup>3</sup>	E <sup>3</sup>	F <sup>3</sup>

<sup>2</sup> analyzed as signalized

<sup>3</sup> considered to be in Freeland's NMUGA

In the Draft Island County Transportation Improvement Program for 2008-2013, the following areas in Freeland have been identified as planned projects:

- 2008 – 2009 Woodard Road Section 1 (SR 525 to Church Access) – Vertical grade improvement, planned joint funding with WSDOT
- 2008 – 2010 East Harbor Road/Stewart Avenue Intersection Re-Alignment
- 2009 – 2012 Freeland Area Draining Improvement – Repair, replace, and install various culverts and outfalls, planned joint REET funding
- 2009 to 2012 – SR 525/Honeymoon Bay Road Signal – Intersection improvements with minor channelization, planned joint funding with STP(S) and WSDOT
- 2011 to 2013 – Freeland Main Street Improvements – road reconstruction, curb, gutter, and sidewalk.

#### *Transit Service*

Island Transit's mission is to increase mobility while decreasing traffic congestion, resulting in efficient travel throughout Island County. In pursuit of this goal, Freeland must establish a transit system that provides a realistic alternative to driving a car. The transit needs of Freeland residents can be divided into three types of services:

- Regional: Connecting Freeland to other municipalities in the region as well as other modes of transportation like the Washington State Ferry system.
- Local: Connecting the Freeland business core with outlying residential areas.

- In-town: Providing a convenient cross-town shuttle.

Island Transit provides 18 fixed routes—4 of which provide service to Freeland—six days a week (no Sunday service). Route 1 links Freeland to Oak Harbor and the Clinton ferry terminal. By taking Route 1 to Oak Harbor, riders can transfer to Route 411 which will take them to Mount Vernon, Interstate 5, and other regional public transportation providers. Route 5 provides the most extensive service throughout Freeland. It connects Freeland and Langley via East Harbor Road and Saratoga Road. Route 7 provides a similar service as Route 1, connecting Freeland to the Clinton Ferry dock, but diverts from the state highway at Maxwellton Road and again at Langley Road; providing a service connection to Langley.

Island Transit also maintains a Park & Ride lot in Freeland; at the intersection of State Route 525 & Woodard Avenue. This facility was created through as a joint use project between Trinity Lutheran Church and Island Transit. Para transit and Vanpool services are also provided by Island Transit.

#### *Non-Motorized Transportation*

Non-motorized transportation includes all modes of travel that do not involve an engine. Walking, cycling, horseback riding, skateboarding, and canoeing or kayaking are some common ways people in the northwest travel by non-motorized means. The benefits of such travel are numerous: increased physical and mental health, reduced air and ground pollution, decreased traffic congestion, and reduced consumption of natural resources (which includes both financial and environmental benefits).

It is important that streetscapes and land-uses include certain design elements that make non-motorized methods of travel not only feasible, but safe. Freeland's existing infrastructure does not support non-motorized methods of travel. For example, within Freeland's business core, only 170 lineal feet of sidewalk exists along 8,300 lineal feet of roadway and these sidewalks are immediately adjacent to travel lanes. Elsewhere within the community, roadways are often narrow—absent of sidewalks, bike lanes, or even paved shoulders.

#### *Connectivity*

Freeland's existing street network has a connectivity index of 1.33 on a scale of 0 to 2.5, with 2.5 being perfect connectivity. The connectivity index was calculated by counting all street segments between intersections (called "links") and dividing that number by the number of intersections and cul-de-sacs (both termed "nodes"). Private roads within Freeland were not included because they do not contribute to street connectivity.

The connectivity index doesn't tell the full story surrounding a street network's overall connectivity, but it does at least provide a glimpse into the condition of the road network. In order to get better look at connectivity, block size, the existence (or non-existence) of sidewalks, bike lanes, and non-motorized trails must be taken into consideration.

## **Streetscapes**

### *State Route 525*

The Freeland community is bisected by State Route (SR) 525 (see Figure 5.1). SR 525 serves as the primary north-south corridor through south and central Whidbey Island. The highway is a simple two lane thoroughfare with wide shoulders. It provides controlled and uncontrolled access to several roads within Freeland. Some of the businesses are oriented toward SR 525 and have direct access from the highway.

In 2005, the Washington State Department of Transportation designated SR 525 as a scenic byway because of its rural character and access to scenic vistas, including views of Holmes Harbor and Munity Bay. The implications of this designation within Freeland's Non-Municipal Urban Growth Area (NMUGA) include... The Island County Board of Commissioners adopted the Whidbey Scenic Isle Way Corridor Management Plan in 2004. The plan establishes goals, makes recommendations, and provides a plan of action for the preservation and enhancement of the highway character.

### *Main Street*

Freeland's Main Street runs east-to-west for 0.6 miles and varies between 2 and 3 lanes. There are no sidewalks but along a few segments there are paved shoulders that are shared by parked vehicles, pedestrians, and cyclists. Street lamps can be found at some of the intersections.

### *County Roads*

The transportation network within Freeland is comprised of nearly 16 miles of roadway. Arterial and collector roads form a basic grid while local streets meander. East Harbor Road is a north-south arterial which provides access to Freeland from the Goss Lake and East Harbor regions and their residential communities. Scott Road branches off from SR 525 and merges into Main Street, providing un-signalized access to Freeland's commercial core. Fish Road approaches Freeland from the south, connecting the Double Bluff and Admiralty Heights neighborhoods with Freeland. Bush Point Road and Honeymoon Bay Road meet at SR 525, connecting the east and west Central Whidbey shoreline neighborhoods to Freeland.

## **FREELAND SUBAREA PLAN**

### **Vision**

#### *Circulation*

Although the transportation network within Freeland is relatively well connected, additional improvements are needed to accommodate anticipated growth. This includes adding new streets and trails to the existing network and ensuring street right-of-ways accommodate all modes of transportation (see Streetscapes below).

Block size impacts the functionality of a well connected street network. Freeland's large blocks are more conducive to the automobile, and therefore, encourage people to drive. Smaller block sizes would help facilitate pedestrian activity, particularly in Freeland's Village Center zone. In any case, the street network should not form blocks larger than 10 acres in size to ensure the transportation network facilitates all modes of travel.

Private roads, cul-de-sacs, and gated communities should be expressly prohibited because they disrupt neighborhood connectivity and instead contribute to automobile dependency and traffic congestion.

### *Streetscapes*

Streetscape improvements are needed in Freeland to enhance traveler safety and right-of-way appearance. Improvements include adding elements like bike lanes, park lanes, planter strips, street trees, street lamps, sidewalks, and furniture. Adding these elements and others will help ensure existing right-of-ways accommodate the needs of all users.

Developing local streetscape standards can help ensure consistency between improved and new streets in terms of cross-section design. These standards can also ensure that right-of-ways are multi-modal, that is, they are designed to accommodate the needs of all users.

Traffic calming techniques may need to be implemented on streets where speeding and “cut-through” motor-vehicle traffic is a potential concern. In any case, pedestrian connectivity shouldn’t be compromised.

Buildings need to activate and spatially define streets within Freeland to help give the community identity and sense of place.

## **LEVELS OF SERVICE, CAPACITY & NEEDS ASSESSMENT**

This assessment is necessary to identify and analyze existing and future transportation deficiencies, impacts of development on the transportation system, and to identify needed transportation improvement projects.

### **Transportation Network Analysis**

#### **Levels of Service & Capacity Analysis**

##### **Traffic Forecast**

##### **State Route 525**

##### **Island County Transit**

### **FINANCE PLAN**

Island County is required under GMA to prepare a plan for financing the transportation improvements included in this Transportation Element. The Island County Transportation Improvements Program (TIP) identifies transportation revenue sources that are available for undertaking the maintenance, administration, operation, and improvement of the County transportation system. Included in the TIP is a listing of transportation improvement projects, a schedule of program expenditures, and a summary of revenue sources (local, state, and federal) available to fund the identified costs.

No additional improvements are needed in order to continue providing the adopted level of service. Even so, the County remains committed to providing its citizens with the best transportation system possible within funding capabilities. While no capacity projects are proposed, safety, structural, and preservation projects are necessary.

## **FSP TRANSPORTATION GOALS, PRINCIPLES, & POLICIES**

### **Circulation**

#### **G1: Increase travel mode options for Freeland residents.**

- PR1 That the transportation network should include a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the community to reduce auto dependency.
- PO1 Streetscape design standards specific to Freeland should be developed and incorporate Complete Street design concepts.
- PO2 Streetscape design standards for Freeland should address the following:
- i. Roadway type (classification)
  - ii. Right-of-way width
  - iii. Estimated pedestrian crossing time
  - iv. Curb-face to curb-face width
  - v. Number of traffic lanes
  - vi. Speed limit
  - vii. Bicycle lanes (for roads with speeds > 25mph)
  - viii. Parking lanes (for on-street parking)
  - ix. Curb type
  - x. Planter-strip type
  - xi. Landscaping
  - xii. Sidewalk width
  - xiii. Curb radius
  - xiv. Intersection spacing
- PR2 That the interconnected networks of Thoroughfares should be designed to disperse traffic and reduce the length and number of automobile trips. High connectivity can also improve emergency response times.
- PO1 Development regulations should include block standards.
- PO2 Private roads should be prohibited because they disrupt the connectivity of urban transportation networks.
- PO3 Cul-de-sacs should be prohibited because they disrupt the connectivity of urban transportation networks.
- PO4 Gated communities should be prohibited because they disrupt the connectivity of urban transportation networks.
- PR3 That the local transportation network should be well connected to the regional network.

#### **G2: Support economic vitality.**

- PR1 That transportation corridors should be planned for and reserved in coordination with land use.
  - PO1 A transportation gridline map should be developed to serve as a guideline for placement of future roads.
  - PO2 Frontage improvements in compliance with the transportation plan should be required of applicants proposing new or redevelopment projects.
- PR2 That wayfinding signs should be used to direct travelers toward commercial services.
  - PO1 Wayfinding signs should be consolidated.
- PR3 That sidewalks in commercial areas should be wide enough to create an active pedestrian environment and allow for business activity to “spill out” onto the sidewalk.
- PR4 That street naming/numbering schemes should properly orient travelers.
  - PO1 Scott Road should be re-named to Main Street to help orient highway travelers into Freeland.
  - PO2 A local road and address numbering system should be developed for Freeland.

### **Streetscape**

#### **G3: Foster pedestrian and bicycle accessibility.**

- PR1 That the Pedestrian Realm should be designed to accommodate the needs of a broad range of users, including older pedestrians, people with disabilities (ADA compliant) and children.
- PR2 That bicycle facilities should be provided for cyclists in conjunction with land uses.
- PR3 That building entrances in commercial areas should be oriented toward the street to facilitate walkability and pedestrian access to businesses and transit services.

#### **G4: Ensure streetscapes contribute to Freeland’s unique sense of place.**

- PR1 That streetscapes should incorporate unique design elements to help establish a unique identity within the community.
- PR2 That streets should be destinations in and of themselves.
  - PO1 Main Street and Myrtle Avenue should be pedestrian-oriented.

**G5: Preserve the rural character and scenic byway designation of SR 525.**

- PR1 That State Route 525 should retain its rural character and Scenic Isle Way designation.
- PO1 Development adjacent to highway 525 should be screened from view by natural vegetation.
- PO2 Development adjacent to the highway should be oriented toward local roads.
- PO3 Parcels adjacent to the highway should not have direct access to SR 525.

**G6: Create a safe travel environment.**

- PR1 That the overall width and design of the right-of-way (ROW) should take into consideration the *needs* of the pedestrian, cyclist, and motorist (motor-vehicle travel lanes should not be wider than necessary).
- PR2 That lines, pavement materials, etc. clearly denote designated travel lanes for various users.
- PR3 That the desire to achieve high(er) LOS for motor vehicles should not jeopardize the safety or feasibility of non-motorized travel modes.
- PR4 That street lamps should adequately illuminate travel lanes *and* the Pedestrian Realm (see Utilities).
- PR5 That traffic calming devices/techniques should be used where appropriate.
- PR6 That the number of vehicular “curb-cuts” through the pedestrian realm should be minimized by introducing alleys, combining access drives, etc.

**G7: Provide for physical comfort.**

- PR1 That streetscape designs and related development standards should take into consideration the *physical comfort* of all ROW users, particularly pedestrians and cyclists, in order to facilitate alternate modes of travel.
- PR2 That travel corridors for non-motorized modes of travel should be continuous and serve the same destinations motorized travel lanes.
- PR3 That sidewalk width should be scaled to the intensity of adjacent land use to ensure functionality.
- PR4 That street furniture such as bus shelters, benches, and refuse bins should be provided where appropriate to accommodate pedestrians.

PR5 That landscaped planter-strips should be used where appropriate to provide a buffer between sidewalks/trails and travel lanes and shade for pedestrians.

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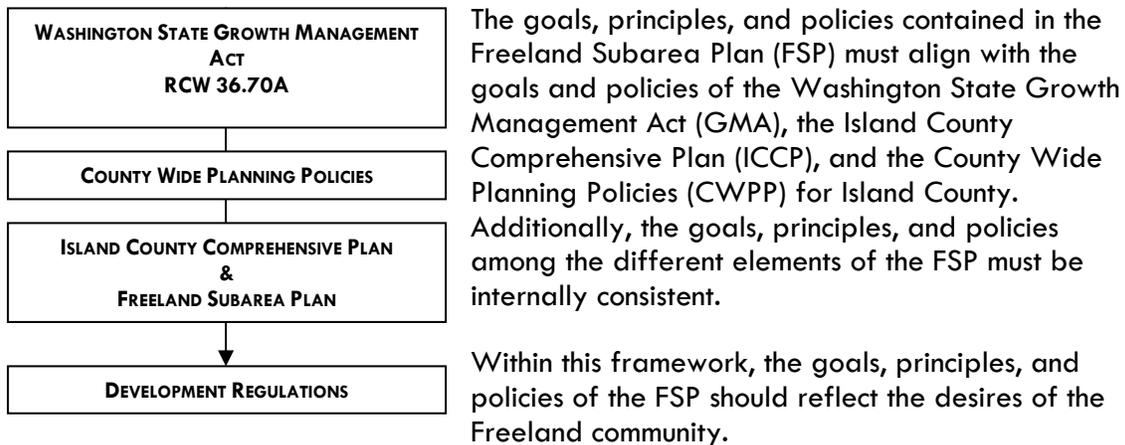
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# 7. ECONOMIC DEVELOPMENT

## INTRODUCTION

Freeland's central location on south Whidbey Island and position along State Route 525 have enabled the community to become a regional center for economic activity. Over 170 businesses—inclusive of retail, professional services, manufacturing, and agricultural operations—exist in Freeland. A long-range economic development plan will help ensure continued economic vitality in the community.

## PLANNING FRAMEWORK



### Growth Management Act

The GMA requires that an economic development element be included in comprehensive plans and include the following information (see RCW 36.70A.070):

- (a) *a summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate;*
- (b) *a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, workforce, housing, and natural/cultural resources; and*
- (c) *an identification of policies, programs, and projects to foster economic growth and development and to address future needs.*

### County Wide Planning Policies

CWPP #4 aims to ensure economic vitality and expand opportunities for employment to meet the needs of a growing population while retaining the County's quality environment. Policies relevant to the FSP include:

- Item 1 Economic growth should be encouraged within the capacities of the County's natural resources, public services and public facilities;*
- Item 2 A joint comprehensive economic development plan aimed at diversifying the economy in appropriate areas of the County should be formulated. Economic development should implement and be consistent with the Comprehensive Land Use and Capital Facilities Plans. The plan should:*
- a. Consider the goods, services and employment requirements of existing and projected population;*
  - b. Identify the siting requirements of businesses which have the highest probability of economic success in Island County and the least negative impact on the quality of life;*
  - c. Based on citizen input, existing land use patterns and local capacity (geographic, environmental and other considerations), determine areas suitable for desirable retail, commercial and industrial uses; and*
  - d. Encourage expansion of the tax base to support the infrastructure and services required by a growing population.*
- Item 3 Future retail/commercial/industrial development should be encouraged in urban or commercial centers as identified in the Comprehensive Plan of the County and Municipalities;*
- Item 4 Land use regulations and infrastructure plans of the County and Municipalities should be amended or developed as necessary to implement the economic development plan;*
- Item 5 Economic development in the four geographic regions of the County, i.e. North, Central and South Whidbey and Camano Island should proceed in a coordinated, but independent, fashion consistent with the Comprehensive Plans of the County and Municipalities; and*
- Item 6 The County and the Municipalities will seek the participation and cooperation of Port Districts within areas of overlapping responsibility/jurisdiction.*

### **Island County Comprehensive Plan**

The ICCP does not contain an economic development element. At the time of adoption, economic development elements were not required if state funding was not provided. Regional coordination of economic development activities is provided by the Island County Economic Development Council.

### **Relationship to Other FSP Elements**

The Economic Development element closely relates to these other elements of the FSP:

- Land Use
- Transportation
- Capital Facilities

## EXISTING CONDITIONS

Freeland’s central place on south Whidbey and situation along SR 525 have enabled a variety of businesses to thrive in the community—from small scale “mom and pop” shops and restraints to larger scale grocery and hardware stores. A number of vacant and underdeveloped lots in Freeland provide plenty of room for future economic growth (see Table 6.1).

TABLE 6.1 Developable Area

Zoning Type	Total Acreage	Developable Acreage*	Already Developed	Notes
Village Center				
Village Interior				
Village Reside				
Village Edge				
Village Open				
Village Industrial				
<b>Total:</b>				

\*This number was determined by subtracting critical area acreage, infrastructure easements, and setbacks.

### Analysis

#### Strengths

[workforce, education, natural/cultural resources, housing, commercial/industrial opportunities]

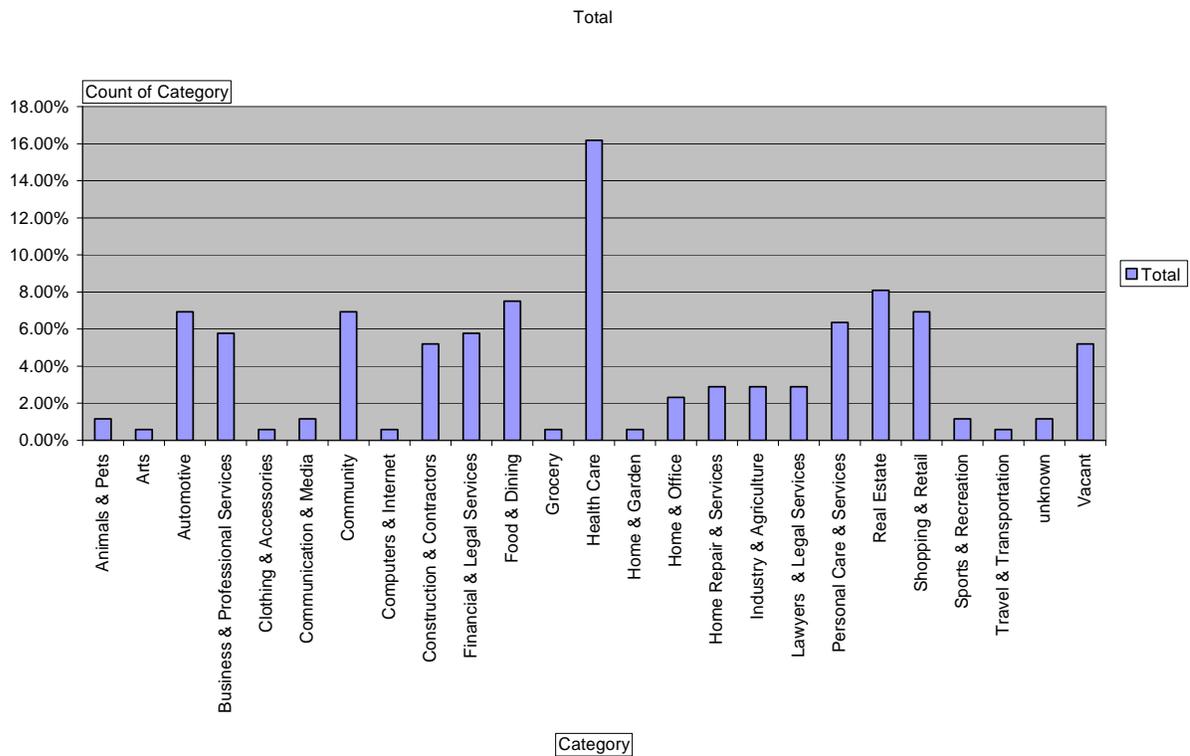
#### Weaknesses

[workforce, education, natural/cultural resources, housing, commercial/industrial opportunities]

Inadequate transportation, storm-water, water, and sewer systems have been limiting factors for economic development on south Whidbey Island.

The local workforce continues to rely on off-island employment centers, stressing the County’s already limited accessibility to the mainland.

**Chart 6.1 Percentage of Business by Type**



**FREELAND SUBAREA PLAN**

**Opportunities for Economic Development**

Island County hopes to achieve equal distribution of population growth between Rural and Urban Growth Areas (UGAs). Currently, rural areas (i.e., non-UGAs) in the County are absorbing the majority of new population growth. Since Freeland has been established as a Non-Municipal UGA (NMUGA), it can be expected that a portion of future population growth in the County will be absorbed by Freeland, thus increasing the community’s population and opportunity for economic growth.

Significant population and economic growth in Freeland depend on the installation of a sewer system. Having sewer in place will stimulate economic growth by allowing for more intensive and diversified land uses—particularly in Freeland’s commercial core. Currently, plans have been adopted and funding is being sought to build a sewer treatment facility.

The Business Recruitment and Retention Plan (October 1997) submitted by the Island District Economic Development Council, serves as a starting point for developing implementation strategies for assisting businesses and encouraging appropriate new businesses in Freeland.

The Business and Land Use Needs for Island County, submitted by the EDC, serve as a starting point for establishing the needs for Freeland’s economic future.

The County's rural character is a direct economic asset. It is a major factor behind the tourism industry and a major attraction for retirees and new businesses that want to provide a higher quality of life for their employees. This should be a factor in development of businesses in Freeland.

## **FSP ECONOMIC DEVELOPMENT GOALS, PRINCIPLES, & POLICIES**

### **Economic Development**

#### **G1: Support Freeland's surrounding rural landscape**

- PR1 That the viability of working lands should be protected from intense development pressures.
  - PO1 The County should continue its current use valuation programs to encourage the viability of working lands surrounding Freeland.
  - PO2 The County should consider developing "right to farm" policies to protect farmers adjacent to the NMUGA from nuisance lawsuits.
  - PO3 Renewable energy projects should be allowed and encouraged on working lands around Freeland to provide land owners with additional sources of income and Freeland residents with possibility of obtaining locally generated power.
  - PO4 The County should allow value-added farm and forest products processing to take place on working lands to allow local land owners the opportunity to make products that can then be sold in local markets like Freeland.
  - PO5 Farmers market's should be allowed and encouraged in Freeland to provide opportunities for local farmers and artisans to sell their products directly to the local market.
  - PO6 The County should consider starting a "buy local" campaign.

#### **G2: Help Freeland thrive economically**

- PR1 That the assets of existing communities should be taken care of.
  - PO1 Public and private funds for development as well as infrastructure and facility improvements should be invested in already existing places like Freeland (i.e., new growth should be directed toward the NMUGA).
  - PO2 Streetscape improvements should be made to help make commercial and residential areas within Freeland more appealing and functional for alternate modes of travel (see Transportation element). This in turn can help encourage private sector investment in Freeland.

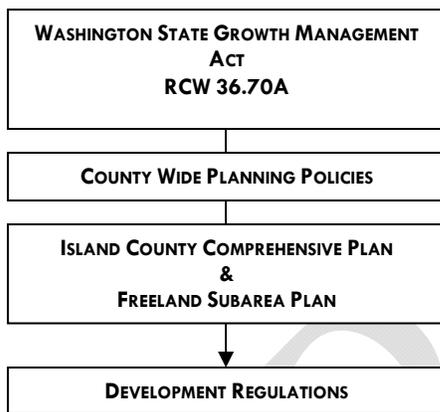
- PO3 Land use policies and regulations should provide incentive for infill development and redevelopment (see Land Use element).
- PO4 The County, in partnership with the Freeland community, should develop a business recognition program to reward businesses that add architectural and economic value to the community.
- PO5 The County should seek the assistance of the Island County Economic Development Council to establish a strategy for attracting businesses to Freeland that are clean, environmentally friendly, and provide living wage jobs.
- PO6 The County should help ensure that the infrastructure needed to support more intense development in Freeland is planned for and provided.
- PO7 Land-use regulations should ensure and encourage mixed use throughout the community to ensure residents are within close proximity to commercial services (see Land Use element).

# 8. HOUSING

## INTRODUCTION

Housing needs in Island County vary greatly in terms of type, size, location, and price. Vibrant and healthy communities often have a variety of housing options within close proximity. This variety not only provides residents with options, but allows people to “age in place”; that is, people can easily move *within* a neighborhood as their housing needs change over time. This element of the Freeland Subarea Plan establishes the goals and policies needed to encourage not only a mix of housing types, but affordable housing within Freeland.

## PLANNING FRAMEWORK



The goals, principles, and policies contained in the Freeland Subarea Plan (FSP) must align with the goals and policies of the Washington State Growth Management Act (GMA), the Island County Comprehensive Plan (ICCP), and the County Wide Planning Policies (CWPP) for Island County. Additionally, the goals, principles, and policies among the different elements of the FSP must be internally consistent.

Within this framework, the goals, principles, and policies of the FSP should reflect the desires of the Freeland community.

### Growth Management Act

The GMA requires a housing element be included in comprehensive plans. The housing element must include:

*RCW 36.70A.070(2). A housing element ensuring the vitality and character of established residential neighborhoods that: (a) Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth; (b) includes a statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and (d) makes adequate provisions for existing and projected needs of all economic segments of the community.*

Also, goal 4 of the GMA states:

RCW 36.70A.020(4). Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

### **County Wide Planning Policies**

Relevant County Wide Planning Policies regarding housing include:

*CWPP #1, Item 6. For the purposes of these policies, the term "Urban Growth Area" includes both the incorporated land and the surrounding unincorporated area that is planned to accommodate future urban development. Unincorporated areas of the County not contiguous to an incorporated area may be designated as an UGA upon the adoption of a UGA plan what demonstrates how public facilities and services are, or will be, provided consistent with the requirements of the GMA.*

*CWPP #1, Item 7. The County and the Municipalities recognize that Clinton and Freeland have many urban characteristics and that it may be appropriate to designate these areas as urban growth areas. Therefore, before the end of 1998, the County shall initiate a sub-area planning process to determine potential UGA boundaries; the urban land use designations for these areas; and the capital facilities that are necessary to provide urban services. It is anticipated that recommendations will be ready for consideration by the County prior to the County's second annual review of its Comprehensive Plan in the year 2000.\**

*CWPP #7, Item 1. A wide range of housing development types and densities throughout the County should be encouraged and promoted to meet the needs of a diverse population and provide affordable housing choices for all.*

*CWPP #7, Item 2. Manufactured home parks at Urban densities, should be located within Urban Growth Area.*

*CWPP #7, Item 3. Multifamily housing, at urban densities, should be located within UGAs and/or unincorporated Rural Centers.*

*CWPP #7, Item 4. The County and Municipalities should provide appropriately zoned lands and/or location criteria to assure the inclusion of multi-family housing and manufactured home parks within Urban Growth Ares and should provide for other types of housing for individuals with special needs throughout the county.*

*CWPP #7, Item 5. The Comprehensive Plans of the County and Municipalities should consider housing and housing provision options such as:*

- a. Development of boarding houses, single-room occupancy housing, scattered site housing, and accessory housing such as elder cottages, guest houses and/or attached apartments;*
- b. Establishment of a public/private housing trust fund to provide loans and grants for development of low to moderate-income housing and housing for persons with special needs;*

c. Identification of publicly-owned properties, excluding those designated as Resource or Critical Lands, that could serve as possible sites for development of affordable low income or senior housing; and

d. Identification of regulatory relief actions such as inclusionary zoning, density bonuses for the development of lower-cost housing or in-lieu-of payments into a housing trust fund, forgiveness of impact or mitigation fees for low-income housing as authorized under the Growth Management Act or priority permit process treatment of housing developments intended for or including affordable housing.

CWPP #7, Item 6. It is intended that provisions for affordable housing will be required elements of the economic development and comprehensive plans of the County and the Municipalities.

*\*In 2007, Freeland was designated as a Non-Municipal Urban Growth Area and the Clinton community decided to retain their Rural Area of Intense Development (RAID) designation.*

### **Island County Comprehensive Plan**

The ICCP speaks at length about the difficulty of ensuring the availability of affordable housing in Island County and establishes a goal and policies to help make the development of affordable housing possible.

#### **Goal:**

*Encourage the availability of affordable housing for all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.*

#### **Policies:**

A. *Promote fair and equal access to housing for all persons.*

B. *Encourage a broad range of housing types, densities and programs including attached housing, housing appropriate to seniors, co-housing, self-help housing for low-income households and residential care housing.*

C. *Promote, as the most appropriate mechanism in the County for the development of affordable housing, the construction of multifamily units, primarily rentals, in areas where higher densities are permitted and where infrastructure, including public transportation, is already available.*

D. *Consider density incentives to encourage affordable housing development for county residents.*

E. *Provide for duplexes, triplexes and fourplexes in the Rural Residential district which is delineated by defined logical outer boundaries of areas of more intensive rural development.*

F. *Provide for PRDs to include either attached or detached housing units, while preserving rural character.*

G. *Ensure residential developments are planned to minimize public expenditures for public facilities and services.*

H. Encourage emergency shelter for special needs populations such as youth, domestic violence and chronically mentally ill.

I. Encourage transitional housing for youth, adults and families coordinated with critical support services.

J. Encourage a range of permanent housing options through small project-based structures and scattered site rental assistance coordinated with appropriate services as necessary. Housing to be dispersed throughout the community, developed through collaboration with private developers, public agencies and non-profit organizations.

K. Decrease barriers to successful implementation of homeless programs by developing local community support and encouraging legislation which both supports the community's ability to provide services and protects the rights of the individual.

L. Ensure Comprehensive Plan and Land Use Plans incentives and appropriate language to facilitate low income housing and services for the homeless and contain the Continuum of Care priorities and vision statement.

M. Housing will be provided in accordance with the County-wide Planning Policies.

*(Housing Element of the ICCP, section D)*

#### **Relation to other FSP Elements**

The Housing element closely relates to these other elements of the FSP:

- Land Use
- Transportation
- Capital Facilities

#### **EXISTING CONDITIONS**

##### **Housing Stock**

Although Freeland was settled in the late 1800s, significant tracts of housing did not exist until the 1950s and new residential developments since have generally coincided with regional building trends.

Current housing options in Freeland are limited primarily to detached, single-family residences because sewer systems, which are needed to support denser housing types, are limited.

##### *Housing & Available Land Inventory*

##### **Building Form**

Single-family homes in Freeland have relatively deep front and rear setbacks, even on smaller lots. Septic system requirements have, for the most part, determined the building placement on individual parcels. Garages typically protrude from, or are aligned with, the front façade, taking direct access from the street. Most homes are 1 or 2 stories in

height and have a Modern architectural style (both Post-war suburban and Northwest Craftsman).

### **Density & Population**

According to the ICCP, Freeland's estimated population for 2010 is 2,917 residents. This equates to a density of 2.75 people per acre, or 1.18 dwelling units per acre (assuming an estimated average household size of 2.34 people).

Freeland's population is projected to reach 4,000 by the year 2020. The addition of 1,083 individuals will result in the need for ±463 new housing units. This growth will bring Freeland's population density to an average of 3.77 people per acre, or 1.6 dwellings per acre, moving closer to the GMA's required average of 4 dwelling units per acre in Urban Growth Areas.

### **Housing Affordability**

The median home price in Freeland is roughly \$XXX,XXX while housing units for rent average \$XXXX per month. The median household income in Freeland is \$XXXXX.

There are a number of resources available for low income individuals and families. Some of these resources include the Island County Housing Authority, Saratoga Community Housing, and Whidbey Island Share a Home.

## **FREELAND SUBAREA PLAN**

### **Visioning Language**

#### *Housing Stock*

Freeland's housing stock needs to be diversified to allow for more housing type options and price ranges. Opportunities for more housing types to be built in Freeland will be made possible when the planned sewer system is installed (see Utilities Element).

#### *Building Form*

New buildings should activate and give spatial definition to the street. This will not only contribute to Freeland's sense of place, but will enliven the public realm—giving the community a lively and welcoming feel. Buildings that are situated toward the lot interior and surrounded by parking lots, contribute to sprawl type development that runs counter the desire of Freeland residents.

#### *Density*

The GMA sets basic density requirements within urban growth areas. Since population growth on south Whidbey will be directed toward Freeland, the amount of available housing within Freeland should be able to accommodate future population projections. Appropriate urban densities in Freeland will also help maximize the efficiency of resource needs and their associated costs.

Density levels within a community should vary so as to provide a range of housing types and settings that can accommodate variable market demands. Good urban design

includes a logical distribution of density, with the highest densities at the community center (or at distributed nodes) and lower densities toward a community's edge. Areas of high residential density should always be mixed in with, and well connected to, commercial areas and compatible employment centers.

### *Affordable Housing*

More affordable housing options are needed in Freeland. Often, conventional zoning regulations unintentionally create obstacles to Affordable Housing. Numerical parameters set in development regulations need to take into account the financial implications of requiring "minimums" as well as other potential limitations to affordability. Incentives and allowed innovative design techniques can help make Affordable Housing a reality in Freeland.

Affordable Housing options in Freeland need to be distributed throughout the community. Dispersal of Affordable Housing provides financially limited members of the community more opportunities to be integrated into, rather than isolated from, everyone else. Ensuring easy access to commercial, employment, and transit services will help provide opportunities for personal financial growth.

## **FSP HOUSING GOALS, PRINCIPLES, & POLICIES**

### **Housing Stock**

#### **G1: Diversify Freeland's housing stock.**

- PR1 That within neighborhoods, a range of housing types and price levels should be provided to accommodate diverse ages and incomes.
- PO1 Development regulations should specify a variety of desired and allowed building types appropriate to each zone.
- PO2 Encourage the building of Accessory Dwelling Units (ADUs) with single-family residences.
- PO3 Ensure variety in residential densities.

### **Building Form**

#### **G1: Ensure variety in Building Form.**

- PR1 That communities should provide meaningful choices in living arrangements as manifested by distinct physical environments.
- PO1 Allow "clustering" of home sites in residential plants to preserve critical areas.
- PO2 Development regulations should allow and define spatial arrangement options for housing (i.e. building homes around green courts, linear courts, and other civic spaces).

- PO3 Residential plats consisting of single-family homes should provide a variety of floor plans evenly mixed throughout the development.

**G2: Ensure quality design.**

- PR1 That architectural design should grow from local climate, topography, history, and building practice.
- PO1 Development regulations should incorporate architectural standards.
- PO2 Development regulations should ensure water and territorial views of residences are utilized and protected.

**Affordable Housing**

**G1: Ensure zoning regulations enable affordable housing.**

- PR1 That Affordable Housing should be distributed throughout the community to match job opportunities, be within access to public transit, and to avoid concentrations of poverty.
- PO1 Affordable housing policies and strategies should be developed for Freeland.
- PR2 That development regulations provide a variety of options for encouraging the creation of affordable housing.
- PO1 The County should provide regulatory incentives/options for encouraging affordable housing. Examples include:
- i. Allowing accessory dwelling units (ADUs)
  - ii. Awarding Density bonuses
  - iii. Creating an efficient development review process for projects that incorporate affordable housing units.
  - iv. Developing flexible rehabilitation codes
  - v. Creating inclusionary zoning code requirements
  - vi. Creating “permit ready” house plans.
  - vii. Allowing modest minimum lot sizes
  - viii. Encouraging a diverse mix of housing types and sizes (including manufactured homes and Single-Room Occupancy Buildings)
- PO2 The County should provide financial incentives/options to encourage affordable housing. Examples include:

- ix. Waiving or reducing permit fees
- x. Establishing a Housing Trust Fund
- xi. Providing infill incentives
- xii. Establishing linkage fees.
- xiii. Creating a Live Near Your Work program

DRAFT

## DEFINITIONS

**A-Grid:** cumulatively, those Thoroughfares that by virtue of their pre-existing pedestrian-supportive qualities, or their future importance to pedestrian connectivity, are held to the highest standards prescribed by this Code. See B-Grid. (Syn: primary grid.)

**Accessory Building:** an Outbuilding with an Accessory Dwelling Unit.

**Accessory Dwelling Unit:** an Apartment not greater than XXX square feet sharing ownership and utility connections with a Principal Building; it may or may not be within an Outbuilding. (Syn: ancillary unit)

**Affordable Housing:** dwellings consisting of rental or for-sale units that have a rent (including utilities) or mortgage payment typically no more than 30% of the income of families earning no more than 80% of median incomes by family size for the county.

**Allee:** a regularly spaced and aligned row of trees usually planted along a Thoroughfare or Path.

**Amenity:** a physical feature of element that adds value to the Public Realm.

**Apartment:** a Residential unit sharing a building and a Lot with other units and/or uses; may be for rent, or for sale as a condominium.

**Arcade:** a Private Frontage conventional for Retail use wherein the Facade is a colonnade supporting habitable space that overlaps the Sidewalk, while the Facade at Sidewalk level remains at the Frontage Line.

**Attic:** the interior part of a building contained within a pitched roof structure.

**Auto-Oriented:** a built environment that caters to--and is designed around--automobile use.

**Avenue (AV):** a Thoroughfare of high vehicular capacity and low to moderate speed, acting as a short distance connector between urban centers, and usually equipped with a landscaped median.

**B-Grid:** cumulatively, those Thoroughfares that by virtue of their use, location, or absence of pre-existing pedestrian-supportive qualities, may meet a standard lower than that of the A-Grid. See **A-Grid**. (Syn: secondary grid.)

**BRT:** see **Bus Rapid Transit**.

**Backbuilding:** a single-story structure connecting a Principal Building to an Outbuilding.

**Base Density:** the number of dwelling units per acre before adjustment for other Functions. See **Density**.

**Bed and Breakfast:** an owner-occupied Lodging type offering 1 to 5 bedrooms, permitted to serve breakfast in the mornings to guests.

**Bicycle Lane (BL):** a dedicated lane for cycling within a moderate-speed vehicular Thoroughfare, demarcated by striping.

**Bicycle Route (BR):** a Thoroughfare suitable for the shared use of bicycles and automobiles moving at low speeds.

**Bicycle Trail (BT):** a bicycle way running independently of a vehicular Thoroughfare.

**Block:** the aggregate of private Lots, Passages, Rear Alleys and Rear Lanes, circumscribed by Thoroughfares.

**Block Face:** the aggregate of all the building Facades on one side of a Block.

**Boulevard (BV):** a Thoroughfare designed for high vehicular capacity and moderate speed, traversing an Urbanized area. Boulevards are usually equipped with Slip Roads buffering Sidewalks and buildings.

**Brownfield:** an area previously used primarily as an industrial site.

**Build-to Line:** The setback line at which the building frontage must sit.

**Build-to-Zone:** The setback range in which the building frontage must sit.

**Bus Rapid Transit:** a rubber tire system with its own right-of-way or dedicated lane along at least 70% of its route, providing transit service that is faster than a regular bus.

**CLD or Clustered Land Development:** a Community Unit type structured by a Standard Pedestrian Shed oriented toward a Common Destination such as a general store, Meeting Hall, schoolhouse, or church. (Syn: Hamlet, Conservation Land Development, cluster)

**Civic:** the term defining not-for-profit organizations dedicated to arts, culture, education, recreation, government, transit, and municipal parking.

**Civic Building:** a building operated by not-for-profit organizations dedicated to arts, culture, education, recreation, government, transit, and municipal parking, or for use approved by the legislative body.

**Civic Parking Reserve:** Parking Structure or parking lot within a quarter-mile of the site that it serves.

**Civic Space:** an outdoor area dedicated for public use. Civic Space types are defined by the combination of certain physical constants including the relationships among their intended use, their size, their landscaping and their Enfronting buildings.

**Civic Zone:** designation for public sites dedicated for Civic Buildings and Civic Space.

**Commercial:** the term collectively defining workplace, Office, Retail, and Lodging Functions.

**Common Destination:** An area of focused community activity, usually defining the approximate center of a Pedestrian Shed. It may include without limitation one or more of the following: a Civic Space, a Civic Building, a Commercial center, or a transit station, and may act as the social center of a neighborhood.

**Common Yard:** a planted Private Frontage wherein the Facade is set back from the Frontage line. It is visually continuous with adjacent yards.

**Community Unit:** a regulatory category defining the physical form, Density, and extent of a settlement. The three Community Unit types addressed in this Code are CLD, TND, and RCD. Variants of TND and RCD for Infill (*Article 4*) are called Infill TND and Infill RCD. The TOD Community Unit type may be created by an overlay on TND or RCD.

**Configuration:** the form of a building, based on its massing, Private Frontage, and height.

**Connectivity:** the rate at which the Transportation Network weaves together the overall Urban Fabric.

**CZC:** Conventional Zoning Code.

**Corridor:** a lineal geographic system incorporating transportation and/or Greenway trajectories. A transportation Corridor may be a lineal Transect Zone.

**Cottage:** an Edgeward building type. A single-family dwelling, on a regular Lot, often shared with an Accessory Building in the back yard.

**County:** refers to Island County, Washington.

**Courtyard Building:** a building that occupies the boundaries of its Lot while internally defining one or more private patios.

**Critical Areas:** land that is not suitable for development because of its sensitive nature. Critical Areas include: wetlands, aquifer recharge areas, fish and wildlife conservation areas, frequently flooded areas, and geologically hazardous areas.

**Curb:** the edge of the vehicular pavement that may be raised or flush to a Swale. It usually incorporates the drainage system.

**DDC:** Development and Design Center.

**Density:** the number of dwelling units within a standard measure of land area.

**Design Speed:** is the velocity at which a Thoroughfare tends to be driven without the constraints of signage or enforcement. There are four ranges of speed: Very Low: (below 20 MPH); Low: (20-25 MPH); Moderate: (25-35 MPH); High: (above 35 MPH). Lane width is determined by desired Design Speed.

**Developable Areas:** lands other than Critical Areas.

**Development and Design Center (DDC):** A component of the Planning Office assigned to advise on the use of this Code and to aid in the design of the Communities and buildings based on it.

**Disposition:** the placement of a building on its Lot.

**Dooryard:** a Private Frontage type with a shallow Setback and front garden or patio, usually with a low wall at the Frontage Line. (Variant: **Lightwell**, light court.)

**Drive:** a Thoroughfare along the boundary between an Urbanized and a natural condition, usually along a waterfront, Park, or promontory. One side has the urban character of a Thoroughfare, with Sidewalk and building, while the other has the qualities of a Road or parkway, with naturalistic planting and rural details.

**Driveway:** a vehicular lane within a Lot, often leading to a garage.

**Dwelling Unit:** a single legal residence.

**Edgeyard Building:** a building that occupies the center of its Lot with Setbacks on all sides.

**Effective Parking:** the amount of parking required for Mixed Use after adjustment by the Shared Parking Factor.

**Effective Turning Radius:** the measurement of the inside Turning Radius taking parked cars into account.

**Elevation:** an exterior wall of a building not along a Frontage Line. See: **Facade**.

**Encroach:** to break the plane of a vertical or horizontal regulatory limit with a structural element, so that it extends into a Setback, into the Public Frontage, or above a height limit.

**Encroachment:** any structural element that breaks the plane of a vertical or horizontal regulatory limit, extending into a Setback, into the Public Frontage, or above a height limit.

**Enfront:** to place an element along a Frontage, as in “porches Enfront the street.”

**Estate House:** an Edgeyard building type. A single-family dwelling on a very large Lot of rural character, often shared by one or more Accessory Buildings. (Syn: country house, villa)

**Expression Line:** a line prescribed at a certain level of a building for the major part of the width of a Facade, expressed by a variation in material or by a limited projection such as a molding or balcony. (Syn: transition line.)

**Extension Line:** a line prescribed at a certain level of a building for the major part of the width of a Facade, regulating the maximum height for an Encroachment by an Arcade Frontage.

**Facade:** the exterior wall of a building that is set along a Frontage Line. See **Elevation**.

**Forecourt:** a Private Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back.

**Form-Based Code:** a method of regulating development to achieve a specific urban form. Form-based codes are used to create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through **County** regulations.

**FSP:** Freeland Subarea Plan. Name given to the long-range plan for Freeland.

**Frontage:** the area between a building Facade and the vehicular lanes, inclusive of its built and planted components. Frontage is divided into **Private Frontage** and **Public Frontage**.

**Frontage Line:** a Lot line bordering a Public Frontage. Facades facing Frontage Lines define the public realm and are therefore more regulated than the Elevations facing other Lot Lines.

**Function:** the use or uses accommodated by a building and its Lot, categorized as *Restricted*, *Limited*, or *Open*, according to the intensity of the use.

**FGPA:** Future Growth Planning Area. With regards to Freeland, the FGPA is the region into which the NMUGA boundary can expand into.

**Gallery:** a Private Frontage conventional for Retail use wherein the Facade is aligned close to the Frontage Line with an attached cantilevered shed or lightweight colonnade overlapping the Sidewalk.

**GIS (Geographic Information System):** a computerized program in widespread municipal use that organizes data on maps. The protocol for preparing a *Regional Plan* should be based on GIS information.

**Green:** a Civic Space type for unstructured recreation, spatially defined by landscaping rather than building Frontages.

**Greenfield:** an area that consists of open or wooded land or farmland that has not been previously developed.

**Greenway:** an Open Space Corridor in largely natural conditions which may include trails for bicycles and pedestrians.

**Greyfield:** an area previously used primarily as a parking lot. Shopping centers and shopping malls are typical Greyfield sites.

**GMA:** Growth Management Act.

**Hamlet:** See **CLD**. (Syn: cluster, settlement.)

**Highway:** a rural and suburban Thoroughfare of high vehicular speed and capacity. This type is allocated to the more rural Transect Zones (T-1, T-2, and T-3).

**HOA:** Home Owners Association.

**Home Occupation:** non-Retail Commercial enterprises. The work quarters should be invisible from the Frontage, located either within the house or in an Outbuilding. Permitted activities are defined by the Restricted Office category.

**House:** an Edgeward building type, usually a single-family dwelling on a large Lot, often shared with an Accessory Building in the back yard. (Syn: single.)

**Infill:** *noun* - new development on land that had been previously developed, including most Greyfield and Brownfield sites and cleared land within Urbanized areas. *verb*- to develop such areas.

**Infill RCD:** a Community Unit type within an Urbanized, Greyfield, or Brownfield area based on a Long or Linear Pedestrian Shed.

**Infill TND:** a Community Unit type within an Urbanized, Greyfield, or Brownfield area based on a Standard Pedestrian Shed.

**Inn:** a Lodging type, owner-occupied, offering 6 to 12 bedrooms, permitted to serve breakfast in the mornings to guests.

**ICCP:** Island County Comprehensive Plan. The long-range plan for Island County.

**Layer:** a range of depth of a Lot within which certain elements are permitted.

**Lightwell:** A Private Frontage type that is a below-grade entrance or recess designed to allow light into basements. (Syn: light court.)

**Linear Pedestrian Shed:** A Pedestrian Shed that is elongated along an important Mixed Use Corridor such as a main street. A Linear Pedestrian Shed extends approximately 1/4 mile from each side of the Corridor for the length of its Mixed Use portion. The resulting area is shaped like a lozenge. It may be used to structure a TND, RCD, Infill TND, or Infill RCD. (Syn: elongated pedestrian shed.)

**Liner Building:** a building specifically designed to mask a parking lot or a Parking Structure from a Frontage.

**Live-Work:** a Mixed Use unit consisting of a Commercial and Residential Function. The Commercial Function may be anywhere in the unit. It is intended to be occupied by a business operator who lives in the same structure that contains the Commercial activity or industry. See **Work-Live**. (Syn.: flexhouse.)

**Lodging:** premises available for daily and weekly renting of bedrooms.

**Long Pedestrian Shed:** a Pedestrian Shed that is an average 1/2 mile radius or 2640 feet, used when a transit stop (bus or rail) is present or proposed as the Common Destination. A Long Pedestrian Shed represents approximately a ten-minute walk at a leisurely pace. It is applied to structure an RCD Community Unit type. See **Pedestrian Shed**.

**Lot:** a parcel of land accommodating a building or buildings of unified design. The size of a Lot is controlled by its width in order to determine the grain (i.e., fine grain or coarse grain) of the urban fabric.

**Lot Line:** the boundary that legally and geometrically demarcates a Lot.

**Lot Width:** the length of the Principal Frontage Line of a Lot.

**Main Civic Space:** the primary outdoor gathering place for a community. The Main Civic Space is often, but not always, associated with an important Civic Building.

**Manufacturing:** premises available for the creation, assemblage and/or repair of artifacts, using table-mounted electrical machinery or artisanal equipment, and including their Retail sale.

**Meeting Hall:** a building available for gatherings, including conferences, that accommodates at least one room equivalent to a minimum of 10 square feet per projected dwelling unit within the Pedestrian Shed in which it is located.

**Mixed Use:** multiple Functions within the same building through superimposition or adjacency, or in multiple buildings by adjacency, or at a proximity.

**Natural Lands:**

**Net Site Area:** all developable land within a site including Thoroughfares but excluding land allocated as Civic Zones.

**Network Pedestrian Shed:** a Pedestrian Shed adjusted for average walk times along Thoroughfares. This type may be used to structure Infill Community Plans.

**NMUGA:** Non-Municipal Urban Growth Area. Basically, an unincorporated town or city characterized by an urban level of development.

**Office:** premises available for the transaction of general business but excluding Retail, artisanal and Manufacturing uses.

**Open Space:** land intended to remain undeveloped; it may be for Civic Space.

**Outbuilding:** an Accessory Building, usually located toward the rear of the same Lot as a Principal Building, and sometimes connected to the Principal Building by a Backbuilding.

**Park:** a Civic Space type that is a natural preserve available for unstructured recreation.

**Parking Structure:** a building containing one or more Stories of parking above grade.

**Passage (PS):** a pedestrian connector, open or roofed, that passes between buildings to provide shortcuts through long Blocks and connect rear parking areas to Frontages.

**Path (PT):** a pedestrian way traversing a Park or rural area, with landscape matching the contiguous Open Space, ideally connecting directly with the urban Sidewalk network.

**Pedestrian Oriented:** a built environment that caters to--and is designed around--the pedestrian experience.

**Pedestrian Shed:** An area that is centered on a Common Destination. Its size is related to average walking distances for the applicable Community Unit type. Pedestrian Sheds are applied to structure Communities. See **Standard, Long, Linear** or **Network Pedestrian Shed**. (Syn: walkshed, walkable catchment.)

**Planter:** the element of the Public Frontage which accommodates street trees, whether continuous or individual.

**Plaza:** a Civic Space type designed for Civic purposes and Commercial activities in the more urban Transect Zones, generally paved and spatially defined by building Frontages.

**Principle:** a basic generalization that is accepted as true and that can be used as a basis for reasoning.

**Principal Building:** the main building on a Lot, usually located toward the Frontage.

**Principal Entrance:** the main point of access for pedestrians into a building.

**Principal Frontage:** On corner Lots, the Private Frontage designated to bear the address and Principal Entrance to the building, and the measure of minimum Lot width. Prescriptions for the parking Layers pertain only to the Principal Frontage. Prescriptions for the first Layer pertain to both Frontages of a corner Lot. See **Frontage**.

**Private Frontage:** the privately held Layer between the Frontage Line and the Principal Building Facade.

**Public Frontage:** the area between the Curb of the vehicular lanes and the Frontage Line.

**Public Realm:** outdoor areas of the built environment Intended to be accessible to, and used by, the general public.

**RCD:** see **Regional Center Development**.

**Rear Alley (RA):** a vehicular way located to the rear of Lots providing access to service areas, parking, and Outbuildings and containing utility easements. Rear Alleys should be paved from building face to building face, with drainage by inverted crown at the center or with roll Curbs at the edges.

**Rear Lane (RL):** a vehicular way located to the rear of Lots providing access to service areas, parking, and Outbuildings and containing utility easements. Rear Lanes may be paved lightly to Driveway standards. The streetscape consists of gravel or landscaped edges, has no raised Curb, and is drained by percolation.

**Rearyard Building:** a building that occupies the full Frontage Line, leaving the rear of the Lot as the sole yard. See *Table 9*. (Var: Rowhouse, Townhouse, Apartment House)

**Recess Line:** a line prescribed for the full width of a Facade, above which there is a Stepback of a minimum distance, such that the height to this line (not the overall building height) effectively defines the enclosure of the Enfronting public space. Var: Extension Line.

**Regional Center: Regional Center Development or RCD.**

**Regional Center Development (RCD):** a Community Unit type structured by a Long Pedestrian Shed or Linear Pedestrian Shed, which may be adjoined without buffers by one or several Standard Pedestrian Sheds, each with the individual Transect Zone requirements of a TND. RCD takes the form of a high-Density Mixed Use center connected to other centers by transit. See **Infill RCD**, (Var: town center, downtown. Syn: **Regional Center**)

**Regulating Plan:** a Zoning Map or set of maps that shows the Transect Zones, Civic Zones, Special Districts if any, and Special Requirements if any, of areas subject to, or potentially subject to, regulation by the Code.

**Residential:** characterizing premises available for long-term human dwelling.

**Retail:** characterizing premises available for the sale of merchandise and food service.

**Retail Frontage:** Frontage designated on a Regulating Plan that requires or recommends the provision of a Shopfront, encouraging the ground level to be available for Retail use. See **Special Requirements**.

**Road (RD):** a local, rural and suburban Thoroughfare of low-to-moderate vehicular speed and capacity. This type is allocated to the more rural Transect Zones (T1-T3).

**RAID:** Rural Area of Intense Development. See also CLD.

**Rowhouse:** a single-family dwelling that shares a party wall with another of the same type and occupies the full Frontage Line. See **Rearyard Building**. (Syn: **Townhouse**)

**Secondary Frontage:** on corner Lots, the Private Frontage that is not the Principal Frontage. As it affects the public realm, its First Layer is regulated.

**Sense of Place:** those unique elements of a community's physical character that make it a special place, distinct from anywhere else.

**Setback:** the area of a Lot measured from the Lot line to a building Facade or Elevation that is maintained clear of permanent structures, with the exception of Encroachments listed in *Section X.X*. (Var: build-to-line.)

**Shared Parking Factor:** an accounting for parking spaces that are available to more than one Function.

**Self Sufficiency:** providing for oneself or household; not requiring outside aid for support. Also, being prepared for potential emergencies.

**Shopfront:** a Private Frontage conventional for Retail use, with substantial glazing and an awning, wherein the Facade is aligned close to the Frontage Line with the building entrance at Sidewalk grade.

**Sidewalk:** the paved section of the Public Frontage dedicated exclusively to pedestrian activity.

**Sideyard Building:** a building that occupies one side of the Lot with a Setback on the other side. This type can be a Single or Twin depending on whether it abuts the neighboring house.

**Slip Road:** an outer vehicular lane or lanes of a Thoroughfare, designed for slow speeds while inner lanes carry higher speed traffic, and separated from them by a planted median. (Syn: access lane, service lane)

**Specialized Building:** a building that is not subject to Residential, Commercial, or Lodging classification.

**Special District (SD):** an area that, by its intrinsic Function, Disposition, or Configuration, cannot or should not conform to one or more of the normative Community Unit types or Transect Zones specified by the Code. Special Districts may be mapped and regulated at the regional scale or the community scale.

**Special Flood Hazard Area:** a designation by the Federal Emergency Management Agency (FEMA) that may include the V (Velocity) Zones and Coastal A Zones where building construction is forbidden, restricted, or contingent upon raising to the Base Flood Elevation.

**Special Requirements:** provisions of Section X.X, Section X.X, and Section X.X of this Code and/or the associated designations on a Regulating Plan or other map for those provisions.

**Square:** a Civic Space type designed for unstructured recreation and Civic purposes, spatially defined by building Frontages and consisting of Paths, lawns and trees, formally disposed.

**Standard Pedestrian Shed:** a Pedestrian Shed that is an average 1/4 mile radius or 1320 feet, about the distance of a five-minute walk at a leisurely pace. See Pedestrian Shed.

**Stepback:** a building Setback of a specified distance that occurs at a prescribed number of Stories above the ground.

**Stoop:** a Private Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk for privacy, with an exterior stair and landing at the entrance.

**Story:** a habitable level within a building, excluding an Attic or raised basement.

**Street (ST):** a local urban Thoroughfare of low speed and capacity.

**Streetscape:** the visual elements of a street such as the road bed, sidewalks, landscaping, adjacent buildings, etc. that combines to form a street's character.

**Streetscreen:** a freestanding wall built along the Frontage Line, or coplanar with the Facade. It may mask a parking lot from the Thoroughfare, provide privacy to a side yard, and/or strengthen the spatial definition of the public realm. (Syn: streetwall.)

**Substantial Modification:** alteration to a building that is valued at more than 50% of the replacement cost of the entire building, if new.

**Sustainability:**

**Swale:** a low or slightly depressed natural area for drainage.

**T-zone: Transect Zone.**

**Terminated Vista:** a location at the axial conclusion of a Thoroughfare. A building located at a Terminated Vista designated on a Regulating Plan is required or recommended to be designed in response to the axis.

**Thoroughfare:** a way for use by vehicular and pedestrian traffic and to provide access to Lots and Open Spaces, consisting of Vehicular Lanes and the Public Frontage.

**TND:** Traditional Neighborhood Development, a Community Unit type structured by a Standard Pedestrian Shed oriented toward a Common Destination consisting of a Mixed Use center or Corridor, and in the form of a medium-sized settlement near a transportation route. (Syn: village. Variant: **Infill TND**, neighborhood.)

**TOD:** Transit Oriented Development. TOD is created by an overlay on all or part of a TND or RCD, or by designation on a Regional Plan, permitting increased Density to support rail or Bus Rapid Transit (BRT) as set forth in Section X.X.

**Townhouse:** See **Rearyard Building**. (Syn: **Rowhouse**)

**Transect:** a cross-section of the environment showing a range of different habitats. The rural-urban Transect of the human environment used in the Code template is divided into six Transect Zones. These zones describe the physical form and character of a place, according to the Density and intensity of its land use and Urbanism.

**Transect Zone (T-zone):** One of several areas on a Zoning Map regulated by the Code. Transect Zones are administratively similar to the land use zones in conventional codes, except that in addition to the usual building use, Density, height, and Setback requirements, other elements of the intended habitat are integrated, including those of the private Lot and building and Public Frontage.

**Transportation Network:** The transportation system as a whole--inclusive of all roadways, trails, paths, etc. both in public and private ownership.

**Turning Radius:** the curved edge of a Thoroughfare at an intersection, measured at the inside edge of the vehicular tracking. The smaller the Turning Radius, the smaller the pedestrian crossing distance and the more slowly the vehicle is forced to make the turn.

**Urban Boundary Line:** the extent of potential urban growth as determined by the projected demographic needs of a region. The Urban Boundary Line may be adjusted from time to time.

**UGA:** Urban Growth Area. The extent of potential urban growth as determined by existing geographical determinants.

**Urban Fabric:** the overall physical make-up (form) of the community.

**Urbanism:** collective term for the condition of a compact, Mixed Use settlement, including the physical form of its development and its environmental, functional, economic, and sociocultural aspects.

**Urbanized:** generally, developed. Specific to the Code, developed at T-3 Density or higher.

**Variance:** a ruling that would permit a practice that is not consistent with either a specific provision or the Intent of this Code.

**Warrant:** a ruling that would permit a practice that is not consistent with a specific provision of this Code, but that is justified by its Intent.

**Working Lands:** Large tracts of land used for the production of resources.

**Work-Live:** a Mixed Use unit consisting of a Commercial and Residential Function. It typically has a substantial Commercial component that may accommodate employees and walk-in trade. The unit is intended to function predominantly as work space with incidental Residential accommodations that meet basic habitability requirements. See Live-Work. (Syn: Live-With.)

**Yield:** characterizing a Thoroughfare that has two-way traffic but only one effective travel lane because of parked cars, necessitating slow movement and driver negotiation. Also, characterizing parking on such a Thoroughfare.

**Zoning Map:** the official map or maps that are part of the zoning ordinance and delineate the boundaries of individual zones and districts. See **Regulating Plan**.