

FREELAND SUB AREA PLAN

RESOURCE DOCUMENT

*AN ELEMENT OF THE
ISLAND COUNTY COMPREHENSIVE PLAN*

NOVEMBER, 2007 VOLUME 2/2



INCLUDES APPENDICES A-H

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APPENDICES

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APPENDIX A

CONSISTENCY MATRIX - GMA GOALS/REQUIREMENTS

GOALS/REQUIREMENTS	LOCATION IN PLAN
A. PLANNING GOALS RCW 36.70A.020	
1. Urban –growth - Encourage development in urban areas where adequate public facilities or services exist or can be provided in an efficient manner.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Municipal Urban Growth Areas
2. Reduce –sprawl - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Commercial Development and Residential Development
3. Transportation - Encourages efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Transportation, and Transportation Element -
4. H–using - 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.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Housing, and Housing Needs Assessment
5. Economic development - Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Economic Development
6. Property –rights - Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Government
7. P–mits - Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Government
8. Natural resource industries - Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.	Policy Plan/ Land Use Element, Chapter IV Goals and Policies - Rural Forest Lands, Rural Agriculture Lands, Agricultural Resource Lands
9. Open space and recreation - Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Natural Lands and Parks and Recreation, and Parks and Recreation Plan
10. Environment - Protect the environment and enhance the state’s high quality of life, including air and water quality and the availability of water.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Environmental Quality
11. Citizen participation - Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Government, and Technical Appendix Record of Public Participation
12. Public facilities and se–vices - Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Public Facilities and Public Services, and Capital Facilities Element
13. Historic preservation - Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.	Policy Plan/ Land Use Element, Chapter IV Goals and Policies - Historic Preservation, Natural Lands Element and Ebey’s Landing Historical Preserve Plan
B. DEFINITION OF TERMS	Glossary
C. REQUIRED PLAN ELEMENTS	
1. Land Use Element	
a. Identification of relevant urban growth area(s)	Policy Plan/Land Use Element, Chapter III Future Land Use - Urban Element Designations
b. Integration of relevant county-wide policies.	Policy Plan/Land Use Element, Chapter III Goals

Freeland Sub Area Plan • Appendix A- Consistency Matrix

1	c. Designation of the general distribution and general location and extent of uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open space, public utilities, public facilities, and other land uses.	and Policies - Government Policy Plan/Land Use Element, Chapter III Future Land Use - Rural Element Designations and Future Land Use Plan Map
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3	d. Population densities, building intensities, and estimates of future population growth.	Policy Plan/Land Use Element, Chapter III Future Land Use
4	e. Provisions for protection of the quality and quantity of ground water used for public water supplies.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Environmental Quality
5	f. Review of drainage, flooding and stormwater run-off in the plan area and nearby jurisdictions, and guidance for corrective actions for discharges that pollute.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Environmental Quality
6	g. Future Land Use Map (or maps)	Policy Plan/Land Use Element, Chapter III Future Land Use - Future Land Use Plan Map
7	2. Housing Element	
8	a. Integration of relevant county-wide policies	Policy Plan/Land Use Element, Chapter III Goals and Policies - Housing, and Housing Needs Assessment
9	b. Inventory and analysis of existing and projected housing needs	Housing Needs Assessment
10	c. Statement of goals, policies and objectives for the preservation, improvement and development of housing.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Housing and Residential Development
11	d. Identification of sufficient land for housing, including but not limited to, government assisted housing, housing for low-income families, manufactured housing, multi-family housing, group homes, and foster care facilities.	Housing Needs Assessment
12	e. Adequate provisions for existing and projected housing needs of all economic segments of the community.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Housing and Residential Development
13	3. Capital Facilities Element	Capital Facilities Plan and Capital Improvement Program
14	a. Integration of relevant county-wide policies.	Policy and Land Use Element, Chapter IV Goals and Policies - Public Facilities and Government, and Capital Facilities Plan and Capital Improvement Program
15	b. Inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities.	Capital Facilities Plan and Capital Improvement Program
16	c. Forecast of the future needs for such capital facilities.	Capital Facilities Plan and Capital Improvement Program
17	d. Proposed locations and capacities of expanded or new capital facilities.	Capital Facilities Plan and Capital Improvement Program
18	e. Six-year plan (at least) that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.	Capital Facilities Plan and Capital Improvement Program
19	f. Requirement to reassess the land use element if probable funding falls short of meeting existing needs and any other measures to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.	Capital Facilities Plan and Capital Improvement Program (Revenues Requiring Referendum)
20	4. Utilities Element	Island County Comprehensive Plan Utilities Element
21	5. Transportation Element	Island County Transportation Element
22	a. Integration of relevant county-wide policies.	Island County Transportation Element
23	b. Land Use assumptions used in estimating travel.	Island County Transportation Element, Chapters III and VI
24	c. Facilities and service needs, including: (i) Inventory of air, water and land transportation facilities and services, including transit alignments, to define existing capital facilities and	Island County Transportation Element

1	travel levels as a basis for future planning.	Island County Transportation Element
2	(ii) Regionally coordinated level of service standards for all arterial and transit routes to serve as a gauge to judge performance of the system.	Island County Transportation Element
3	(iii) Identification of specific actions and requirements for bringing into compliance any facilities and services that are below an established level of service standard.	Island County Transportation Element
4	(iv) Forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing and capacity needs of future growth.	Island County Transportation Element
5	(v) Identification of system expansion needs and transportation system management needs to meet current and future demands.	Island County Transportation Element
6	d. Finance, including:	
7	(i) Analysis of funding capability to judge needs against probable funding resources.	Island County Transportation Element
8	(ii) Multi-year financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, and RCW 36.81.121 for counties and RCW 35.58.2795 for public transportation systems.	Island County Transportation Element
9	(iii) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met	Island County Transportation Element
10	e. Intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions.	Island County Transportation Element
11	f. Demand management strategies.	Island County Transportation Element
12	D. URBAN GROWTH AREAS	
13	1. Area designated (if any) outside or incorporated city boundaries already characterized by urban growth or adjacent to territory already characterized by urban growth which is designated as urban growth area(s), shall include urban densities, greenbelts, and open Areas.	none identified
14	2. Role of county-wide policies in designating urban growth areas(s).	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Non-municipal Urban Growth Areas
15	3. Provisions adopted for joint county and city planning within urban growth area(s).	Policy Plan and Land Use Element, Chapter IV Goals and Policies - Urban Growth Areas
16	E. SITING PUBLIC FACILITIES	
17	1. Process or criteria for identification of essential public facilities, including those facilities that are typically difficult to site, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities and in-patient facilities including substance abuse facilities, mental health facilities and group homes.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Economic Development, Public Facilities, Public Services, and Transportation
18	2. Process for siting essential public facilities.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Economic Development, Public Facilities, Public Services, and Transportation
19	3. Provisions which address the situation dictate that no comprehensive plan may preclude the siting of essential public facilities.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Economic Development, Public Facilities, Public Services, and Transportation
20	4. Integration of relevant county-wide policies.	Policy Plan/Land Use Element, Chapter IV Goals and Policies - Economic Development, Public Facilities, Public Services, Transportation
21	F. REVIEWS	
22	1. Natural resource-lands - Review of designations and regulations for consistency with comprehensive plans. Natural lands include agricultural lands, forest lands, and mineral resource lands.	Policy Plan/Land Use Element, Chapter III Future Land Use - Rural Agricultural Lands and Mineral Lands Overlay and Chapter IV Future Land Use - Rural Agricultural Lands and Mineral Lands Overlay
23	2. Critical-areas - Review of designations and regulations for consistency with comprehensive plans. Critical areas include: (a) wetlands, (b) aquifer recharge	Policy Plan/Land Use Element, Chapter III Future Land Use - Wetlands, Aquifer Recharge Areas,

1	areas, (c) fish and wildlife conservation areas, (d) frequently flooded areas, and (e) geologically hazardous areas.	Fish and Wildlife Habitat Conservation Areas, Frequently Flooded Areas and Geologically Hazardous Areas (Steep/Unstable Slopes) and Chapter IV Future Land Use - Wetlands, Aquifer Recharge Areas, Fish and Wildlife Habitat Conservation Areas, Frequently Flooded Areas and Geologically Hazardous Areas (Steep/Unstable Slopes)
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4	G. INVENTORIES	
5	1. Identification of open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails and connection or critical areas.	Policy Plan/Land Use Element, Chapter III Future Land Use and Natural Lands Plan (to be completed late 1998)
6	2. Identification of lands useful for public purposes, such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses.	Transportation Element and Capital Facilities Plan
7	H. CONSISTENCY	
8	1. Internal Plan provisions, if any, which describes how parts of the plans fit together, such as consistency of plan elements and future land use map, consistency of land use and capital facilities elements.	Policy Plan/Land Use Element, Chapter I Overview - Purpose and Components of the Plan
9	2. Interjurisdictional.	Policy Plan/Land Use Element

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1 **APPENDIX B**

2 **BUILDABLE LANDS ANALYSIS**

3 **Purpose:**

4 The build-out estimate that follows attempts to answer ‘What growth is possible given existing
5 parcels, uses, and the potential for creation of new parcels under the *Freeland Sub-Area Plan*
6 designations and densities’. This analysis focuses on the population potential for residential and
7 mixed use land use designations that have been proposed in the Freeland Sub Area Plan but also
8 contains build-out and population potentials for the existing land use designations which can be
9 used as a frame of reference. These scenarios are defined as follows:

- 10 1. **Existing Land Use Designations - RAID:** Rural Area of Intensive Development
11 (RAID). This scenario is based on the current zoning classifications adopted on
12 September 29, 1998. The analysis includes a Residential, Mixed Use and Commercial
13 component for estimating build-out.

14 **Proposed Land Use Designations - NMUGA:** Non-Municipal Urban Growth Area (NMUGA).
15 This planning scenario would provide for greater densities and growth potential if Freeland is
16 designated an NMUGA, and would incorporate infrastructure improvements that address area-
17 wide storm water runoff, sewage disposal and potable water. The analysis includes a
18 Residential, Mixed Use and Commercial component for estimating build-out.

19 **Data Source Information:**

20 The initial database was created using the Island County Assessors data, providing parcel
21 numbers, land and structure value, and size of the parcel. This information along with ground
22 truthing resulted in the *Freeland Sub-Area Planning Phase 1-Existing Conditions Report*. This
23 document identifies attributes of the Natural and Built Environment. Existing communities and
24 neighborhoods were evaluated and reports were documented identifying the number of parcels,
25 residents, and the current percentage of build-out. The communities were also evaluated by
26 identifying critical area locations. In March of 2000 a private consultant R.W. Beck created the
27 ‘Existing Infrastructure Report’. The report evaluated the existing water, sewer and storm
28 drainage requirements for the Freeland sub-area. The current draft *Freeland Sub-Area Plan*, is
29 a collection of all the previous reports as well as a more comprehensive analysis of future
30 projections in implementing the NMUGA planning scenario. Information gathered for the
31 Buildable Lands Analysis represents field evaluations of all the affected parcels in the NMUGA
32 designation.

33 **Data Sources:**

- 34 1. **Assessors Data:** The assessors office assigns a 13 digit number to each parcel in Island
35 County to link important information such as: size of the parcel, owners of the parcels,
36 current land-use of the parcel, assessed value and current rate of taxation of the property
37 and any structures located on the parcel.

GIS: Identify Critical Areas including: wetlands identified by the National Wetlands Inventory (NWI), prepared by the United States Fish & Wildlife Service (USFW), ‘floodplains’ identified by the Federal Emergency Management Agency (FEMA), Marine FHWCA’s identified by the Washington Department of Ecology (WDOE), geologically hazardous areas identified by Coastal Zone atlas 1974, and the Freeland Parcel Layer digitized by the Island County Assessors office and exported into GIS?

2. e GIS.

Planning and Zoning: The Island County Comprehensive Plan regarding future urban growth projections.

Island County Comprehensive Plan, Exhibit A: Findings of Fact and Legislative intent. Population projections for Urban Growth Areas and RAIDs including Freeland and Clinton.

Table 1-B. Example of Data Gathered

Key	Parcel Number	Current Zoning	Sub Area	Convert or Divide	Acres
678190	S8245-00-00001-4	R	LD	Y	3.755
279415	S7165-08-0000A-1	RR	HD	G	0.369
279424	S7165-08-0000A-2	RR	HD	G	3.844
279460	S7165-08-0000B-4	RR	HD	G	4.733
279479	S7165-08-0000B-5	RR	HD	G	0.368

Definitions:

Key: The Key is the unique identifier in the Island County Assessor’s Database.

Parcel Number: A thirteen- (13) digit number assigned by the Island County Assessor’s office.

Sub Area: A defined area that identifies the geographic extent of Freeland for the purpose of establishing a non-municipal urban growth and land use designations within.

Residential Classifications:

LD: Low Density consisting of parcels intended for single-family residents and duplexes at a density of less than three (3) dwelling units per acre.

MD: Medium Density consisting of parcels intended for single-family dwellings at a density of three (3) to six (6) dwelling units per acre, including single-family homes, duplexes, triplexes, and fourplexes.

1 **HD: High Density** consisting of parcels dedicated to the development of multifamily
2 dwellings. Provides an area of higher density housing while ensuring full access to
3 services. Parcel densities are six (6) to ten (10) dwelling units per acre.

4 **MU: Mixed Use** densities were calculated for five (5) to eight (8) dwelling unites per
5 acre. Designation allows for a variety of residential, commercial, and light-
6 manufacturing uses defined more specifically within three categories:

7 **Mixed Use Transitional:** Serves as a transitional area between one land use
8 designation and another.

9 **Mixed Use Residential:** Areas were the character of the neighborhood is
10 primarily residential, but where specified low impact non-residential uses are
11 encouraged.

12 **Mixed Use Commercial:** Commercial pedestrian friendly areas, where
13 residential and non-residential uses within a project compliment each other.
14 These areas typically provide for higher density housing opportunities with an
15 integrated non-residential component.

16 **RE: Rural Estate** preservation of existing and future single-family developments at a
17 density of 1 dwelling unit per acre.

18 Commercial Sub-Area Classifications:

19 **BG: Business General** consisting of parcels intended for lands in and around the
20 Freeland “Central Business District” on which general commercial development exists.
21 Incorporates a broad range of commercial and retail service uses.

22 **BO: Business Office** consisting of parcels designated for business and professional uses
23 with little or no retail sales.

24 **BV: Business Village** consisting of parcels providing for retails sales of convenience
25 goods as well as personal and business services needed to support people residing in rural
26 areas.

27 **I: Industrial** A business use or activity at a scale greater than home industry involving
28 manufacturing, fabrication, assembly, warehousing and/or storage.

29 **R: Reserve** consisting of parcels that are in public ownership such as parks and public
30 utilities.

31 **Convert:** The build-out potential is based on a few assumptions regarding the effect of the
32 change in zoning classification due to the transition to the NMUGA planning scenario. Also see

33 **Develop:** Development of vacant or underutilized parcels of land in otherwise built-up areas.

34 **Y:** Indicates a “Yes”, meaning the parcel is anticipated to convert to the new designated
35 use.

36 **N:** Indicates a “No”, meaning the parcels is not anticipated to convert to the new
37 designated use or the use is not predicted to change.

38 **G:** Refers to the Holmes Harbor Golf course.

1 **Acres:** Gross acreage of parcel, and converted acreage dependent on existence of critical areas
or infrastructure.

2 **NMUGA:** Non Municipal Urban Growth Area (NMUGA).

3 **RAID:** Rural Area of Intensive Development (RAID).

4 **Current Zoning:** Island County Zoning ordinance adopted September 28 1998.

5 Zoning Classifications:

6 **Rural:** The Rural zone is the principal classification for Island County. Densities are
restricted to (1) dwelling unit per five (5) acres.

7 **Rural Residential:** The Rural Residential Zone purpose is to define the logical outer
boundary of development of densities of more intensity than the **Rural Zone**. In
Freeland the Rural Residential Zone allows a density of 3 dwelling units per acre.

8 **Rural Center:** The Rural Center Zone is applied to Existing areas of intense Non-
Residential and Mixed-Use development and encompasses the Logical Outer Boundary
of the Existing pattern of development. Densities range from three (3) dwelling units per
acre to (14) dwelling units per acre.

9 **Dwelling Unit:** Any building or portion thereof which contains living facilities for not
more than one family. Living facilities include provisions for sleeping, cooking and
sanitation, as required by Island County.

10 **Density:** A measure of intensity of development, generally expressed in terms of
dwelling unites per acre. It can also be expressed in terms of population density.

11 **Growth Management:** A method to guide development in order to minimize adverse
environmental and fiscal impacts and maximize the health, safety and welfare benefits to
the residents of the community.

12 **Land Use:** A term used to indicate the utilization of any piece of land.

13 **Parcel:** A unit of land with legally defined boundaries.

14 **Population Projections:** Exhibit A 'Finding of Facts and Legislative Intent'.
Information is in the section titled 'Areas of more Intensive Rural Development',
Countywide projections are provided by the Office of Financial Management. The
County determines regional and sub-area projections.

15 **Zoning:** A police power measure, enacted by local government, in which the community
is divided into districts or zones within which permitted and special uses are established
as are regulations governing lot size, building bulk, placement, and other development
standards. The Zoning Ordinance consists of two parts, the text and the map.

16 **Carrying Capacity:** The maximum number current and potential dwelling units
factoring in the presence of critical areas and other regulated restrictions.

17 **Field Verification:** Ground truthing and analysis was done on 12-13-01, 12-14-01, 12-
18-01, and 01-02. Parcels were identified in the field to verify and document the

1 following: New construction Vacant Parcels, Parcels structural value greater than
2 \$25,000, Parcel lines, Condition of structures relative to the willingness to redevelop,
3 documentation of underdeveloped parcels, and documentation of the existing uses.
4 Parcels that were found to be developed with a perceived structural value greater than
5 \$25,000 that was not documented in our database were assigned a generic structural
6 value of \$99,999. Information and updates were imported into the counties GIS project
7 for the Freeland Buildable Lands Analysis.

8 Critical areas ground truthing was done on 01-03-02, mapped wetlands and hydrology
9 were verified for areas with-in the NMUGA boundaries.

10 **Persons per Household:** (See Appendix "C") The number of people per household was calculated
11 for the Freeland sub-area based on 2000 Census block data. Twenty-six census blocks were
12 identified that were located completely with-in the NMUGA boundaries. Information that was
13 obtained from the individual Census Blocks included the following information: block number,
14 tract number, total population, total number of households, number of occupied households, and
15 the number of vacant household. For the purposes of the Freeland Buildable Lands Analysis the
16 number of occupied households was divided by the total population, which resulted in an
17 average of 2.34 people per household.

18 **Critical Areas:**

19 **Wetlands:** The wetland information was obtained from the United States Department of
20 Fish and Wildlife Services (USF&WS) National Wetland Inventory (NWI) Database. In
21 1986, A private consultant Pentec used the NWI data as a baseline from which they
22 added other delineated wetland information to mylar maps of Island County. The mylar
23 maps were then digitized and imported into our current GIS system projected in a
24 stateplane south coordinate system.

Geological Hazardous Area: The Geologic Hazardous area data was derived from the
1979 Coastal Zone Atlas. The areas were digitized by Island County Staff in 1998. The
following codes were assigned to the Island County Slopes: **U:** Unstable, **URS:** Unstable
Recent Slide, **UOS:** Unstable, old Slide.

Streams: The Streams coverage comes from Washington State Department of Natural
Resources (DNR). The Coverage identifies water types numbered from 1-9. With-in the
Freeland NMUGA boundary only water types 4,5,9 exist.

Water Types:

4: Pursuant to Island County Code table 17.02.110.C, type 4 streams have a
channel width of two (2) feet or wider at the Ordinary High Water Mark
(OHWM). Type 4 streams are all natural waters not classified as type 1,2,or 3
and for the purpose of protecting downstream waters.

5: Pursuant to Island County Code table 17.02.110.C, type 5 streams have a
channel width less than two (2) feet at the Ordinary High Water Mark (OHWM).
Type 5 streams are all natural waters not classified as type 1, 2,3,or 4 or seepage
areas, ponds and drainage ways having short run-off periods.

1 **9:** Type 9 streams are water-types that are undefined by the Island County
2 Critical Areas Ordinance.

3 **Critical Area Analysis:**

4 **Available Acres:** Each parcel was assessed a 15% reduction in the total gross
5 acreage to accommodate building setbacks, infrastructure easements etc. The
6 15% reduction was assessed after the critical areas were subtracted from the gross
7 acreage using the following formula:

$$\begin{aligned} X &= \text{Gross Acreage} & Y &= \text{Critical area Acreage} \\ (X - Y - ((X - Y) * 0.15)) &= \text{Available Acreage} \end{aligned}$$

8 **Wetlands:** A 100-foot buffer was applied to all of the known wetlands
9 documented on the Island County GIS. The GIS system was used to ‘Clip’ the
10 known wetland and buffer locations to the Freeland Sub-Area NMUGA
11 boundary. The next step was to use the ‘Intersect’ command to apply each
12 individual parcel boundary to the known wetlands and buffers. Once all of the
13 boundaries were identified in the GIS the total acreage of known wetlands and
14 buffers for each parcel could be extracted from the GIS database.

15 Each parcel was assessed a 15% reduction in the total gross acreage to
16 accommodate building setbacks, infrastructure easements etc. All of the parcels
17 with-in the NMUGA were then re-evaluated applying the wetland buffers and the
18 parcel improvement restrictions to come up with an individual parcels report on
19 available build-out acreage.

20 **Geologic Hazardous Areas:** A 100-foot buffer was applied to all of the known
21 Geologic Hazardous areas within Island County. The Geologic Hazardous Areas
22 and buffer theme was then ‘Clipped’ to the Freeland Sub-Area NMUGA
23 boundary. The next step was to use the ‘Intersect’ command to apply each
24 individual parcel boundary to the known Geologic Hazardous Areas and
25 associated buffer. Once all of the boundaries were identified in the GIS we were
26 able to extract the total acreage of known Geologic Hazardous Areas and buffer
27 on each parcel.

28 Each parcel was assessed a 15% reduction in the total gross acreage to
29 accommodate building setbacks, infrastructure easements etc. All of the parcels
30 with-in the NMUGA were then re-evaluated applying the Geologic Hazardous
31 buffers and the parcel improvement restrictions to come up with an individual
32 parcels report on available build-out acreage.

33 **Hydrology:** The Island County Hydrology theme was ‘Clipped’ to the Freeland
34 Sub-area NMUGA boundary. All known Hydrology within the NMUGA
35 boundary was identified. The GIS theme showed that only water types 4-9
36 existed within the Freeland NMUGA. Pursuant to the Island County Critical
37 Areas Ordinance 17.02.030 water types 4-9 require a 50-foot Buffer. A 50-foot
38 buffer was applied to the Freeland hydrology layer; the theme was again clipped
39 to the NMUGA boundary so none of the applied buffer outside the NMUGA

1 boundary would be calculated into the analysis. The next step was to use the
 2 ‘Intersect’ command to apply each individual parcel boundary to the known
 Hydrology and associated buffer. Once all of the boundaries were identified in
 the GIS we were able to extract the total acreage of known Hydrology and buffer
 on each parcel.

3 Each parcel was assessed a 15% reduction in the total gross acreage to
 4 accommodate building setbacks, infrastructure easements etc. All of the parcels
 with-in the NMUGA were then re-evaluated applying the hydrology and buffers
 5 and the parcel improvement restrictions to come up with an individual parcels
 report on available build-out acreage.

6 **Critical Areas Merged:** For the purpose of establishing a accurate assessment of
 7 the total Freeland NMUGA acreage affected by Critical Areas, we needed to
 merge all of the Critical Area themes into one. By merging all of the themes into
 8 one we can identify any overlapping Critical Areas or buffer boundaries that may
 have otherwise been subtracted from the total available acreage more than one
 9 time.

10 The Wetland and Hydrology themes were first merged preserving the affected
 parcel numbers and the affected acreage. The goal of this process was to only
 11 account for overlapping critical area boundaries once. Example: A 2-acre parcel
 that was 50 % covered by a wetland and stream would only subtract the 1-acre
 12 from the total acreage once. The Geologic Hazardous areas were then merged to
 the Wetland/Hydrology theme resulting in a comprehensive Critical Areas theme.
 13 The Critical Areas Merged theme identified all Critical Areas and buffers within
 the Freeland NMUGA and was used to calculate the Scenario 5 Buildable Lands
 14 Analysis

15 **Analysis of Current Zoning:**

16 The following analysis is a projection of Freeland build-out under the current Island County
 Zoning Ordinance adopted September 28, 1998. The sum of this analysis can be compared to the
 17 analysis of the proposed NMUGA to show the differences in population density due to the
 identification of Freeland as a Non Municipal Urban Growth Area (NMUGA). Currently the
 Freeland NMUGA boundaries are defined by five zoning designations.

18 **Rural:** 1 dwelling unit per 5 acres

19 **Rural Residential:** 3 dwelling units per acre

20 **Rural Center:** 3 to 14 dwelling units per acre

21 **Reserve:** Not designated for dwelling units, public space for public access

22 **Rural Forest:** 1 dwelling unit per 10 acres

23 *Table 2-B. Current Zoning NMUGA Boundaries*

Frequency	Acreage	Critical Acreage	Available Acreage
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Rural: *1 dwelling Unit per 5 acres*

	<i>Vacant:</i>	<i>126</i>	<i>212.87</i>	<i>25.66</i>	<i>159.13</i>
Currently	<i>Developed:</i>	<i>80</i>	<i>185.8</i>	<i>26.4</i>	<i>135.49</i>
	Total:	206	398.67	52.06	294.62

Rural Residential: *3 dwelling Units per acre*

	<i>Vacant:</i>	<i>431</i>	<i>219.18</i>	<i>56.55</i>	<i>138.24</i>
Currently	<i>Developed:</i>	<i>376</i>	<i>163.32</i>	<i>17.37</i>	<i>124.05</i>
	Total:	807	382.5	73.92	262.29

Rural Center: *3-14 dwelling units per acre*

	<i>Vacant:</i>	<i>50</i>	<i>62.9</i>	<i>.9</i>	<i>52.7</i>
Currently	<i>Developed:</i>	<i>77</i>	<i>102.87</i>	<i>7.28</i>	<i>82.25</i>
	Total:	127	165.77	8.18	134.95

Public & Institution:

	<i>NMUGA:</i>	<i>24</i>	<i>87.6</i>	<i>19.6</i>	<i>N/A</i>
Currently	<i>Developed:</i>	<i>8</i>	<i>19.91</i>	<i>7.55</i>	<i>N/A</i>
	Total:	32	107.51	27.15	N/A

Rural Forest: *1 dwelling Unit per 10 acres*

	<i>Vacant:</i>	<i>1</i>	<i>6.21</i>	<i>0</i>	<i>5.28</i>
Currently	<i>Developed:</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0.00</i>
	Total:	1	6.21	0	5.28

Freeland Totals

<i>Residential:</i>		<i>1014</i>	<i>787.38</i>	<i>125.98</i>	<i>562.19</i>
Commercial:		<i>127</i>	<i>165.77</i>	<i>8.18</i>	<i>134.95</i>
Public/INS.		<i>32</i>	<i>107.51</i>	<i>27.15</i>	<i>79.15</i>
Totals:		1173	1060.6	161.31	776.29

Current Zoning Methodology:

This inventory was based on the most up to date information from within the Freeland NMUGA following field verification completed in January 2002. The updates were compiled in the GIS layer and designated as Scenario 5. Parcels were initially evaluated by looking at the structural value field. Structural values greater than \$25,000 were assumed to equal one dwelling unit and were given a value of 1 and were designated as ‘**Developed**’. Values less than \$25,000 were assumed to be vacant and were not given a value, but were designated as ‘**Vacant**’.

The next step was to calculate the percentage of critical areas for each parcel. The critical area field was updated during the previous field verification and consisted of wetland, streams, and geologic hazardous areas. Each of the three critical area themes were merged together into one theme that reported the effected acreage for each parcel with out overlapping boundaries. This

critical acreage was divided by parcel acreage to report the percentage of critical acreage for each parcel within the NMUGA boundary. The percentage of critical area was used to determine the availability of acreage for future development. Each parcel in the NMUGA is entitled to “Reasonable Use.” For parcels that are 90% or more covered in critical area, it was assumed that there was little development potential, therefore, regardless of the parcel size it was determined that only a single dwelling unit could be built on the site. Based on this conclusion, 1 dwelling unit has been allocated to these parcels. For parcels that are 75 to 90% effected by critical area, 1/4 of the gross acreage will be calculated for development. Likewise, 1/2 of the gross acreage will be calculated for parcels that indicate 50 to 75% critical areas. Parcels in the 25 to 50% range will be assessed 3/4 of the gross acreage for future development. Any parcel with less than 25% critical area will be calculated using the full acreage. Table 5 below summarizes the formula that was used to calculate potential dwelling units.

Table 3-B. Potential Dwelling Units with Critical Areas

<u>% Critical Area</u>	<u>% of Developable Land</u>
Less than 25%	100%
26% to 50%	75%
51% to 75%	50%
76% to 90%	25%
Greater than 90%	1 dwelling Unit

Developed parcels were evaluated to determine if additional dwelling units could be created on the property. The percentage of critical areas that encumbers each lot was used to determine the percentage of gross acreage that should be multiplied by the allowed density in order to determine the potential number of dwelling units. Where a range of densities may be allowed within a specific zoning designation the potential number of dwelling units is displayed as a low and high value.

Vacant parcels were first evaluated looking at the percentage of critical areas; the number of dwelling units was then calculated by applying the zoning density permitted under the existing land use designation to the amount of land that is not encumbered by critical areas using the above identified range of percentages. **Vacant** dwelling units were reported with a low and a high number depending on the range of zoning density.

Population was derived by multiplying the dwelling units by 2.34 to predict the potential infill during the 20-year period.

Rural:

Zoning in the rural zone pursuant to the Island County Zoning code chapter 17.02, is one (1) dwelling unit per five (5) acres. In the **Rural** zone there are 80 currently developed parcels on 185.8 acres with 26 acres of critical areas. Vacant lands make up 126 parcels on 212 acres with 25 acres of critical acres. 136 dwelling units could potentially be

1 developed on the 126 vacant parcels. Currently there is a population of 177 people on
2 parcels zoned rural with in the proposed NMUGA boundaries. At full build out 495
3 residents would occupy the rural zone.

Rural Residential:

3 Seven parcels in this zone are part of the Holmes Harbor golf course. The golf course
4 will not be calculated as buildable land for the purposes of this analysis. Zoning density
5 in the rural residential zone is 3 dwelling units per acre. Currently, there are 376
6 developed parcels on 163 acres with 17 acres of critical areas. The current population in
7 the rural residential zone within the NMUGA boundary is
8 877 residents. At 3 dwelling units per acre, this zone could potentially handle an
9 additional 142 dwelling units that translates to an additional 332 residents on parcels
10 currently developed. Vacant lands make up 219 acres on 431 parcels, with 56 acres of
11 critical areas. At 3 dwelling units per acre 621 dwelling units could be created on the
12 vacant parcels at full buildout. Assuming full buildout of the vacant land in this zone
13 would translate to an additional 1453 people for a total population in the Rural
14 Residential zone of 2662.

Rural Center:

10 The current zoning in the rural center district applies a range of densities with 3 dwelling
11 units per acre being the low and 14 dwelling units per acre being the high. Consideration
12 was given in this analysis to not apply any potential dwelling units to existing uses that
13 are not likely to change within the next 20 years. Existing use was confirmed in field
14 observations completed December 2001, information was updated to the GIS database
15 summarizing the existing use. Currently, there are 77 developed dwelling units on 102
16 acres with 7 acres of critical acres. At 3 (low) dwelling units per acre, 86 more dwelling
17 units could potentially be created. At 14 (high) dwelling units per acre, an additional 501
18 dwelling units could potentially be created on parcels that are underdeveloped. Currently
19 there are 50 vacant parcels on 62 acres with .9 acres of critical areas. The vacant parcels
20 could potentially create 174 additional dwelling units at 3 (low) dwelling units per acre
21 and 843 at 14 (high) dwelling units per acre.

16 Population estimates for underdeveloped parcels are purely based on the formula of the
17 number of dwelling units per acre multiplied by 2.34. Critical areas were factored into
18 this equation by applying a standard formula based on the ratio of critical areas to gross
19 acreage. The ratio that is applied to all of the underdeveloped parcels is summarized in
20 table (CC) under the heading Residential Methodology. The following figures are
21 estimated potential populations based on formulas and are an attempt to ascertain the
22 likely buildout potential. In the Rural center zone there currently are 36 developed
23 dwelling units with a population of 84 at 3 (low) dwelling units per acre. At 3 (low)
24 dwelling units per acre under developed parcels could potentially be intensified by an
25 additional 86 dwelling units resulting in an increase in population of 201 people. At 14
26 (high) dwelling units per acre, underdeveloped parcels could potentially be increased by
27 501 dwelling units resulting in an increase in population of 1172 people. Vacant lands
28 developed at 3 (low) dwelling units per acre would result in 174 dwelling units and a
29 population increase of 407 residents. At 14 (high) dwelling units per acre, 843 dwelling
30 units could potentially be developed in this zone resulting in an additional 1973 people.

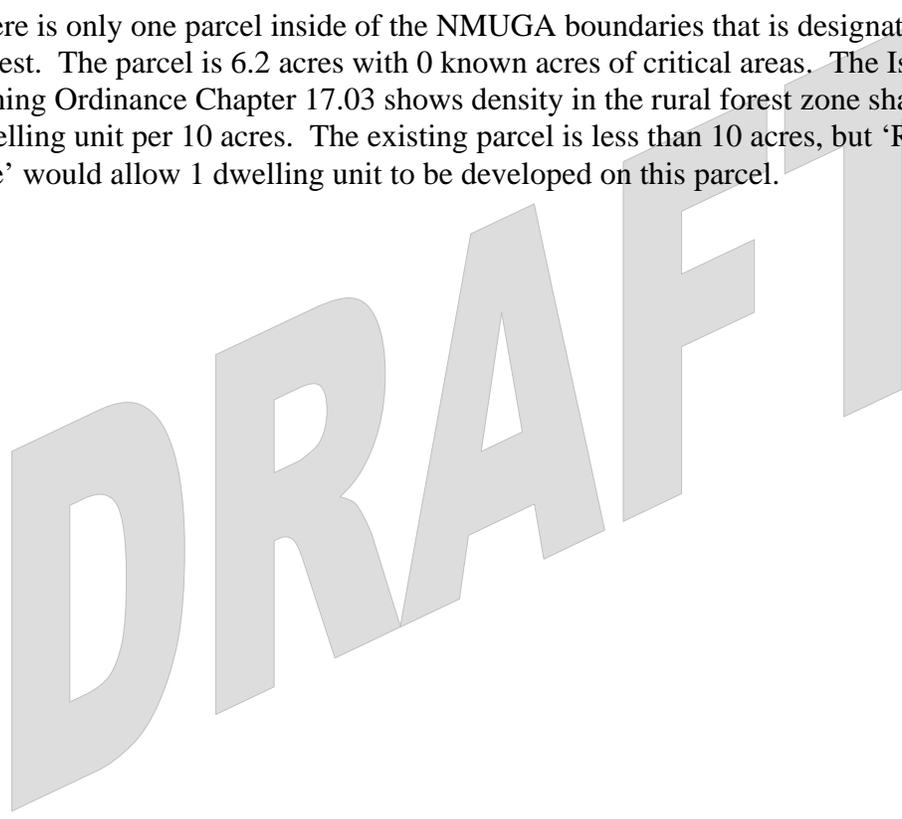
1 Total populations in this zone are 692 at 3 dwelling units per acre and 3229 at 14
2 dwelling units per acre.

3 **Public/Institutional:**

4 Thirty-two parcels on 107 acres are designated as public, golf or institutional land. For
5 the purposes of this analysis these parcels are not considered to have a potential to
6 develop. The intent of the public/institutional zoning designation is to preserve the area
7 for public access and open space.

8 **Rural Forest:**

9 There is only one parcel inside of the NMUGA boundaries that is designated as Rural
10 Forest. The parcel is 6.2 acres with 0 known acres of critical areas. The Island County
11 Zoning Ordinance Chapter 17.03 shows density in the rural forest zone shall be 1
12 dwelling unit per 10 acres. The existing parcel is less than 10 acres, but 'Reasonable
13 Use' would allow 1 dwelling unit to be developed on this parcel.
14
15
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22 *Table 4-B. Freeland Dwelling Units/Population Current Zoning*

23	# of Parcels	Dwelling Units (low)	Dwelling Units (high)	Population (low)	Population (high)
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Rural: *1 dwelling Unit per 5 acres*

	<i>Vacant:</i>	126	130	N/A	304	N/A
Currently	Developed:	80	76	N/A	177	N/A
	Potential:		6		14.04	
	Total:	206	212	N/A	495	N/A

Rural Residential: *3 dwelling Units per acre*

	<i>Vacant:</i>	431	621	N/A	1453	N/A
Currently	Developed:	376	376	N/A	877	N/A
	Potential:		142	N/A	332	N/A
	Total:	807	1138.0	N/A	2662	N/A

Rural Center: *3-14 dwelling units per acre*

	<i>Vacant:</i>	50	174	843	407	1973
Currently	Developed:	77	36	36	84	84
	Potential:		86	501	201	1172
	Total:	127	296	1380	692	3229

Public & Institution

	<i>NMUGA:</i>	24	N/A	N/A	N/A	N/A
Currently	Developed:	8	N/A	N/A	N/A	N/A
	Total:	32	N/A	N/A	N/A	N/A

Rural Forest *1 dwelling Unit per 10 acres*

	<i>Vacant:</i>	1	1.0	N/A	3	N/A
Currently	Developed:	0	0.0	N/A	0	N/A
	Total:	1	1.0	N/A	3	N/A

Freeland Totals:

<i>Residential</i>		1014	1351	1351	3159	3159
Commercial		127	296	1380	740	3450
Freeland	Totals:	1173	1647	2731	3851	6388

Population Projections for Freeland as a RAID:

Table 5-B. Island County Population Projections

Population	1996	2020	24-year Growth	% of Growth
South Whidbey	13,600	26,000	12,400	28%
Langley UGA	1,000	2,200	1,200	
Freeland RAID	1,400	2,500	1,100	
Clinton RAID	900	2,000	1,100	
Unincorporated	12,600	23,800	11,200	

Employment	1996	2020	22-year Growth	% of Growth
South Whidbey	2,708	5,634	2,926	25%
Langley UGA	509	1,310	801	7%
Unincorporated	2,199	4,324	2,125	18%

Source: Island County Comprehensive Plan 1998, Washington State Office of Financial Management 1995

The population estimates are projected through the year 2020. The data was adopted through countywide Planning Policies based on three factors:

1. 1995 Washington State Office of Financial Management (OFM) 2020 High Series population growth forecast;
2. Municipal population projections prepared by the cities for their individual planning periods projected to the year 2020 using the rate of growth assumed by the municipalities in their comprehensive plans;
3. The Island County EDC Jobs Forecast dated February 2, 1998.

NMUGA Infill Analysis:

The Freeland NMUGA buildout potential is based on maximum buildout with the only allowances made being those for critical areas and infrastructure. Infill analysis accounts for structural value, structures age and parcel acreage in determining future subdivision of parcels, as well as lots converting to their zoned use under current zoning.

The Freeland Buildable Lands Analysis is based on a few general assumptions. The development of a sanitary sewer system and stormwater system is a primary assumption for this analysis based on a 20-year timeframe. For the purpose of this analysis, a parcel with a structural value of less than \$25,000 is considered vacant. Population is a result of the number of dwelling units multiplied by 2.34.

5 Analysis: Scenario 5 utilizes the Freeland NMUGA zoning classifications and densities identified in the June 2001 draft Freeland Sub-Area Plan. The summary shows the total gross acres and the total acreage effected by the existence of known critical areas from the Island County GIS database. Ground truthing on 01-03-02 was performed in the field to verify the existence of critical areas within the scenario 5 NMUGA boundaries.

Residential Analysis:

The residential analysis was based on Scenario 5 that was adjusted by the Freeland Sub-Area Planning Committee on July 12, 2001. The analysis is based on a 20-year timeframe. The Infill analysis accounts for structural value, structural age/condition, and the size of the parcel. Populations are calculated as 2.34 multiplied by the number of dwelling units. Density ranges for the four zones were as follows:

- Rural Estate:** 1 dwelling unit per acre.
- Low Density:** 1 to 3 dwelling units per acre.
- Medium Density:** 3+ to 6 dwelling units per acre.
- High Density:** 6 to 10 dwelling units per acre.
- Mixed Use:** 5 to 8 dwelling units per acre.

The Freeland Buildable Lands Analysis will report the existing dwelling units and populations as well as the potential dwelling units and population growth under the number 5 NMUGA planning scenario.

Table 6-B. NMUGA Residential Parcels

		Frequency	Acreage	Critical Acreage	Available Acreage
Low Density:		<i>1 to 3 dwelling units per acre</i>			
	Vacant:	151	251.48	58.67	163.89
<i>Currently</i>	<i>Developed:</i>	209	216.6	34.85	154.49
	Potential				
	Total:	360	468.08	93.52	318.38

Med. Density: *3 to 6 dwelling units per acre*

	Vacant:	389	131.18	18.43	95.84
Currently	Developed:	218	62.91	6.22	48.19
	Potential				
	Total:	607	194.09	24.65	144.02

High Density: *6 to 10 dwelling units per acre*

	Vacant:	4	3.57	0	3.03
Currently	Developed:	9	2.83	0	2.41
	Potential				
	Total:	13	6.4	0	5.44

Mixed Use: *5 to 8 dwelling units per acre*

	Vacant:	15	35.41	5.25	25.64
Currently	Developed:	12	46.97	2.98	37.39
	Potential				
	Total:	27	82.38	8.23	63.03

Rural Estate

	Vacant	14	43.07	.03	36.58
Currently	Developed:	15	34.31	0	29.16
	Potential:				
	Total:	29	77.38	.03	65.75

Residential Totals: 1036 828.33 126.43 596.62

Residential Methodology:

The data exported from the GIS consisted of the following fields; Parcel Numbers, Parcel Acreage, Critical Areas Acreage, Available Acreage, Structural Value, Likely to Convert, Current Use, Likely to redevelop, Sub-Area Zoning, and Overlay Zone information.

Parcel acreage was calculated in the GIS using the existing parcel boundaries exported to the Appendix B database. Updates were made to the GIS consulting the Island County Assessor’s CAD drawings of updated parcel boundaries (12-18-2001). The available acreage was calculated by reducing each parcel area by 15% after the Critical Areas were subtracted to account for future development lot and building setbacks and easements.

The Structural Value field was used as an identifier of parcels currently qualifying as improved or not improved. Improved parcels were assign a “1” to represent a Structural Value of \$25,000 or more. A “0” was applied to Not Improved parcels with a structural value of less then \$25,000.

To calculate the total number of dwelling units within each of the land use designations, parcel acreage was multiplied by the given land-use density and each existing dwelling unit was subtracted.

1 **Example:** (Acreage * Land-Use Density) – Existing Dwelling Units = Land-Use Dwelling Unit

2 (2.5 acres * LD High 2.99) – 1 = (6.47) Low Density High Dwelling Unit

3 The calculations resulted in dwelling units for both low and high densities with-in each land-use
4 category. Subtracting the improved/not improved from the dwelling unit's result in data
5 reflecting the potential dwelling units and growth for the Freeland NMUGA.

6 The existing dwelling units are calculated by the sum of the improved (1), not improved (0) for
7 each Land-Use category. Populations are calculated by multiplying 2.5 by the Improved/Not
8 Improved Land-Use category.

9 Total dwelling units are a result of the total Available Acres multiplied by the Land-Use Density.
10 The dwelling units were than multiplied by 2.34, resulting in the total population for each
11 residential land-use category.

12 **Convert:** The convert field was initially based on structural value: A vacant lot or a
13 structural value of less than \$25,000 is believed to convert and is assigned a "YES". For
14 parcels that are not likely to change use even though the zoning would allow for a
15 different use are designated as "NO". Parcels that the existing use and zoning intensity
16 will not change the designation "NA" is used. The Holmes Harbor Golf Course has
17 identified parcels as "Golf". In this analysis, parcels outside of the Freeland NMUGA
18 are designated as "JPA". Field verifications were applied heavily to this field.

19 **Develop:** The convert field provides us with a very general overview of the effects of the
20 5 NMUGA. The Develop field was created to look at a more specific reaction for each
21 parcel within the 5 NMUGA. Structural value and parcel acreage were used to create
22 some objective thresholds in determining how many parcels were likely to redevelop
23 within the next 20 years. Each parcel was evaluated using four different categories.

24 Parcels that have a high potential to develop are categorized as **Yes-**. **Yes-** parcels mostly
25 consist of vacant buildable lots, but can also be lots were the current structure is worth
26 less than \$25,000 and will potential be removed from the property and replaced with a
27 newer structure of greater value.

28 Parcels that are at the low end of their density threshold, but have a structure worth
29 between \$25,000 and \$75,000 are designated as **Remodel-**. Lots in this category have a
30 high potential of being remodeled, but lack the acreage to build an additional structure or
31 sub-divide.

32 **Add-** refers to parcels that are underdeveloped in relation to the allowed lot density.
33 Structural values over \$75,000 assume that existing structure will most likely be left
34 alone with-in the next 20 years, but additional structures could be built on the parcel.

35 **No-** are parcels that are currently built close to the full potential of the lot, structural
36 values above \$75,000 indicate the lot will not be redeveloped during the next 20 years.
37 Field observations were applied heavily to this field.

1 **Current Use:** A result of field observations, Single family homes are designated as
2 “Residential”. Commercial structures were identified and specific uses were entered into
3 the database.

3 **Low Density (1): 1 to 3 dwelling units per acre**

4 Low-density residential lands are intended for single-family residences and duplexes at a density
5 of less than 3 dwelling units per acre. For the purposes of this analysis a threshold of 1.0 acres
6 was established. Any parcels at or smaller than 1 acre would be allowed 1 dwelling unit on the
7 property, parcels larger than 1 acre would allow for more than 1 dwelling unit to be developed.

6 **Yes-1:** This category represents lots that are likely to redevelop within the next 20 years.
7 Lots in this category can range from vacant lots to lots with structures valued at less than
8 \$25,000.

8 **Remodel-1:** Lots in this category are likely to be remodeled within the next 20 years.
9 The zoning is low density with a structural value between \$25,000 and \$75,000 on lots
10 less than 1.0 acres in size.

11 **Example:** A \$50,000 home that will probably not be rebuilt, but will more than likely be
12 remodeled. The parcel lacks the acreage for an addition to the home, but the structural
13 value indicates that the structure has a good chance of being remodeled in the next 20
14 years.

15 **Add-1:** Lots in this category have the potential for additions to the current structures.
16 The zoning is low density with a structural value of greater than \$25,000 on lots larger
17 than 1.0 acres.

18 **Example:** A home that will not be demolished and rebuilt, but the parcel has the acreage
19 to allow for expansion of the existing structure or development of additional dwelling
20 units.

21 **No-1:** This category represents parcels that are more than likely to not change from their
22 current state within the next 20 years. Structural values within this category are greater
23 than \$75,000 on lots less than 1.0 acres in size.

24 **Example:** A home with a high structural value on a parcel less than 1.0 acre in size. The
25 parcel is too small for development of an additional dwelling unit, but the structural value
26 of the house is more than likely too high to remodel.

27 **Yes-1:** Structural value < \$25,000

28 **Remodel-1:** Structural value between \$25,000 - \$75,000, lots < 1 acre

29 **Add-1:** Structural Value > \$25,000 lots > 1 acre

30 **No-1:** Structural Value > \$75,000 lots < 1 acre

31 **Medium Density (2): 3 to 6 dwelling units per acre**

32 The medium density zone is intended for single family homes, including duplexes, triplexes and
33 fourplexes. For the purposes of this analysis a threshold of .35 acres is set. Any parcels at or
34 smaller than .35 acres would only be allowed 1 dwelling unit, parcels larger than .35 acres could
35 accommodate multiple dwelling units.

1 **Yes-2:** This category represents lots that are likely to redevelop within the next 20 years.
2 Lots in this category can range from vacant lots to lots with structures valued at less than
3 \$25,000.

4 **Remodel-2:** Lots in this category are likely to be remodeled within the next 20 years.
5 The zoning is medium density with a structural value between \$25,000 and \$75,000 on
6 lots less than .35 acres in size.

7 **Add-2:** Lots in this category have the potential for additions to the current structures.
8 The zoning is medium density with a structural value of greater than \$75,000 on lots
9 larger than .35 acres.

10 **No-2:** This category represents parcels that are more than likely to not change from their
11 current state within the next 20 years. Structural values within this category are greater
12 than \$75,000 on lots less than .35 acres in size.

13 **Yes-2:** Structural value < \$25,000

14 **Remodel-2:** Structural value between \$25,000 - \$75,000, lots < .35 acre

15 **Add-2:** Structural Value > \$25,000 lots > .35 acre

16 **No-2:** Structural Value > \$75,000 lots < .35 acre

17 **High Density(3): 6 to 10 dwelling units per acre**

18 The high-density zone is established to provide concentrated areas of multi-family dwellings.
19 For the purposes of the Buildable Lands Analysis a threshold of .16 acres was set to distinguish
20 between currently developed parcels that are likely to further develop and parcels that can only
21 be remodeled. The .16 is a calculation of the amount of acreage that would be required to meet
22 the established zoning density at the low end of the range of densities.

23 **Yes-3:** This category represents lots that are likely to redevelop within the next 20 years.
24 Lots in this category can range from vacant lots to lots with structures valued at less than
25 \$25,000.

26 **Remodel-3:** Lots in this category are likely to be remodeled within the next 20 years.
27 The zoning is medium density with a structural value between \$25,000 and \$75,000 on
28 lots less than .16 acres in size.

29 **Add-3:** Lots in this category have the potential for additions to the current structures.
30 The zoning is medium density with a structural value of greater than \$75,000 on lots
31 larger than .16 acres.

32 **No-3:** This category represents parcels that are more than likely to not change from their
33 current state within the next 20 years. Structural values within this category are greater
34 than \$75,000 on lots less than .16 acres in size.

35 **Yes-3:** Structural value < \$25,000

36 **Remodel-3:** Structural value between \$25,000 - \$75,000, lots < .16 acre

37 **Add-3:** Structural Value > \$25,000 lots > .16 acre

No-3: Structural Value > \$75,000 lots < .16 acre

Mixed Use (4): 5 to 8 dwelling units per acre

Areas designated as mixed use are characteristic of transitional zones between areas of differing uses. For example a mixed-use zone might be established between an industrial area and a residential to soften the impact of the dramatic change in use. For the purpose of this analysis a threshold of .2 acres is established to distinguish parcels appropriate for development of multiple dwelling units and parcels that are restricted to one dwelling unit. Parcels larger than .2 acres could potentially accommodate multiple dwelling units, parcels less than .2 acres would be restricted to 1 dwelling unit.

Yes-4: This category represents lots that are likely to redevelop within the next 20 years. Lots in this category can range from vacant lots to lots with structures valued at less than \$25,000.

Remodel-4: Lots in this category are likely to be remodeled within the next 20 years. The zoning is mixed use with a structural value between \$25,000 and \$75,000 on lots less than .2 acres in size.

Add-4: Lots in this category have the potential for additions to the current structures. The zoning is medium density with a structural value of greater than \$75,000 on lots larger than .2 acres.

No-4: This category represents parcels that are more than likely to not change from their current state within the next 20 years. Structural values within this category are greater than \$75,000 on lots less than .2 acres in size.

Yes-4: Structural value < \$25,000

Remodel-4: Structural value between \$25,000 - \$75,000, lots < .2 acre

Add-4: Structural Value > \$25,000 lots > .2 acre

No-4: Structural Value > \$75,000 lots < .2 acre

Rural Estate (5): 1 dwelling unit per acre

The Rural Estate zone is established with the intention of preserving the existing relatively low density single-family land-use pattern. Existing view amenities of the western marine environment in this zone will be preserved by limiting lot density to one (1) dwelling unit per acre.

Yes-5: Structural value < \$25,000

Remodel-5: Structural value between \$25,000 - \$75,000, lots < 1 acre

Add-5: Structural Value > \$25,000 lots > 1 acre

No-5: Structural Value > \$75,000 lots < 1 acre

Table 7-B. NMUGA Residential dwelling units & populations

# of Parcels	Dwelling Units (L)	Dwelling Units (H)	Population (low)	Population (high)
-----------------	-----------------------	-----------------------	---------------------	----------------------

Low Density: *1 to 3 dwelling units per acre*

	Vacant:	151	246	574	575	1343
Currently	Developed:	209	209	209	489	489
	Potential		66	262	154	613
	Total:	360	521	1045	1218	2445

Med. Density: *3 to 6 dwelling units per acre*

	Vacant:	389	479	657	1120	1537
Currently	Developed:	218	218	218	510	510
	Potential		31	89	72	208
	Total:	607	728	964	1702	2255

High Density: *6 to 10 dwelling units per acre*

	Vacant:	4	21	36	49	84
Currently	Developed:	9	22	22	51	51
	Potential		0	4	0	9
	Total:	13	43	62	100	144

Mixed Use: *5 to 8 dwelling units per acre*

	Vacant:	15	149	240	348	561
Currently	Developed:	12	11	11	25	25
	Potential:		184	305	430	713
	Total:	27	344	556	803	1299

Rural Estate: *1 dwelling unit per acre*

	Vacant:	14	40	40	93	93
Currently	Developed:	15	15	15	35	35
	Potential:		16	16	37	37
	Total:	29	71	71	165	165

Residential Totals: 1036 1707 2698 3988 6308

Commercial Methodology:

Commercial parcels are very subjective in relation to how they would be affected by the zoning changes of the scenario 5 NMUGA. For this reason field observations were a key indicator of whether the parcels is underdeveloped or currently developed to its full potential. Location, structural condition, accessibility, parking etc. were key components in determining the potential of the commercial parcels.

Table 8-B. NMUGA Commercial Parcels

1 **Business Office: (BO)**

2 The business office designation is intended to provide professional and business office space.
3 Dwelling units are encouraged in a location above or behind the business activity.

4 **Yes-BO:** This designation represents parcels with a high potential to develop. Parcels in
5 this category could either be vacant or have a relatively low structural value.

6 **No-BO:** Parcels in this category are either currently utilizing the full potential of the lot
7 or the structure on the parcel has a relatively high enough value to indicate that the parcel
8 has a low probability of redeveloping with-in the next 20 years.

9 **UD-BO:** This designation refers to parcels that are currently under developed, structural
10 values or field observations indicate that the parcel could be further developed in the
11 future.

12 **Business Village: (BV)**

13 The business village designation is intended for a mixed commercial/retail and residential
14 development. Dwelling units are encouraged to develop above the street level to promote a
15 “traditional” atmosphere.

16 **Yes-BV:** This designation represents parcels with a high potential to develop. Parcels in
17 this category could either be vacant or have a relatively low structural value.

18 **NO-BV:** Parcels in this category are either currently utilizing the full potential of the lot
19 or the structure on the parcel has a relatively high enough value to indicate that the parcel
20 has a low probability of redeveloping with-in the next 20 years.

21 **UD-BV:** This designation refers to parcels that are currently under developed, structural
22 values or field observations indicate that the parcel could be further developed in the
23 future.

24 **Industrial: (I)**

The industrial designation is the most intense commercial zone with in the NMUGA, Parcels are
intended for a broad range of manufacturing, technological and industrial uses. Dwelling units
are not intended for this zone.

Yes-I: The parcels has a high probability of either being further developed or is
currently a vacant parcels ready for future development.

No-I: Parcels designated Industrial that the use is either currently industrial or the
structural value is high enough that the parcels would not redevelop.

Reserve: (R)

No-R: Parcels in this category range from public parks to areas providing essential
public services. None of the public parcels will convert or develop in the next 20 years;
therefore all of these parcels have been removed from the Freeland Buildable Lands
Analysis.

Institution: (INS)

INS: Institutional uses, for churches, post office, power substations, etc.

1 **Residential Conclusions:**

2 **Low Density:** In scenario 6, 360 parcels on 468 acres will be designated as Low Density.
3 Critical Areas make up for 93 acres in this zone, which reduces the total available
4 acreage with the 15% setback & easement reduction to 368 acres. Currently there are
5 209 dwelling units on parcels currently zoned Rural and Rural Residential. The
6 NMUGA would allow for an additional 312 dwelling units at 1 dwelling unit per acre, or
7 836 dwelling units at 3 dwelling units per acre. Population in the Low Density zone
8 would increase from the current 489, to 1218 at 1 dwelling unit per acre and 2445 at 3
9 dwelling units per acre.

10 **Medium Density:** In scenario 6, 607 parcels on 194 acres will be designated as Medium
11 Density. Critical Areas make up for 24 acres, which reduces the total available acreage
12 to 153 with the 15% for setbacks & easements. Currently there are 218 dwelling units on
13 parcels currently zoned Rural and Rural Residential. The NMUGA would allow for an
14 additional 510 dwelling units at 3 dwelling unit per acre, or 746 dwelling units at 6
15 dwelling units per acre. Population on the Medium Density zone would increase from
16 the current 510, to 1702 at 3 dwelling units per acre and 2255 at 6 dwelling units per
17 acre.

18 **High Density:** In scenario 6, 13 parcels on 6 acres will be designated as High Density.
19 There are no Critical Areas in this zone, so only the 15% setback and easement reduction
20 would be applied. The total available acreage in the High-Density zone is 6.3 acres.
21 Currently there are 9 dwelling units on parcels currently zoned Rural and Rural
22 Residential. The NMUGA would allow for an additional 32 dwelling units at 6 dwelling
23 units per acre, or 53 dwelling units at 10 dwelling units per acre. Population in the High-
24 Density zone would increase from the current 21, to 95 at 6 dwelling units per acre or
25 144 at 10 dwelling units per acre.

26 **Mixed Use:** In scenario 6, 27 parcels on 82 acres will be designated as Mixed Use.
27 Critical Areas make up 8 acres, which reduces the total available land to 73 acres
28 including the 15% setback reduction. Currently there are 11 dwelling units on parcels
29 currently zoned Rural and Rural Residential. The NMUGA would allow for an
30 additional 324 dwelling units at 5 dwelling units per acre, or 535 dwelling units at 8
31 dwelling units per acre. Population in the Mixed-Use zone would increase from the
32 current 25, to 782 at 5 dwelling units per acre or 1278 at 8 dwelling units per acre.

33 **Rural Estate:** In scenario 6, 29 parcels on 77 acres will be designated as Rural Estate.
34 Critical Areas make up .03 acres, which reduces the total available land to 76.19 acres.
35 Currently there are 15 dwelling units on parcels currently zoned Rural and Rural
36 Residential. The NMUGA would allow for an additional 56 dwelling units at 1dwelling
37 unit per acre. Population in the Rural Estate zone would increase from the current 35 to
38 165 people.

39 **Reserve/Institutional/Recreational:** In scenario 6, 32 parcels on 107 acres will be
40 designated as Recreational, Institutional or Reserve land. Critical Areas make up 27
41 acres; these areas are not intended for future developments so available acreage and
42 population figures are not applicable.

Commercial Conclusions:

Business General: In scenario 6, 47 parcels on 73 acres will be designated as Business General. Critical Areas make up 5 acres which reduces the total available land to 66 acres with the 15% setback and easement reduction.

Business Office: In scenario 6, 9 parcels on 4.9 acres will be designated as Business Office. There are no critical areas within the business office zone therefore the 15% setback & easement reduction would be applied directly to the gross acreage resulting in an available acreage of 4.83. Dwelling units are only documented with existing residential structures with values above \$50,000 of which there are none in this zone.

Business Village: In scenario 6, 45 parcels on 35.7 acres will be designated as Business Village. There are no critical areas in this zone, therefore only the 15% setback and easement reduction will be applied. The total available acreage in the Business Village zone is 35.15 acres.

Industrial: In scenario 6, 4 parcels on 10.7 acres will be designated as industrial. Critical Areas make up 1.9 acres, which reduces the total available land to 9.14 acres.

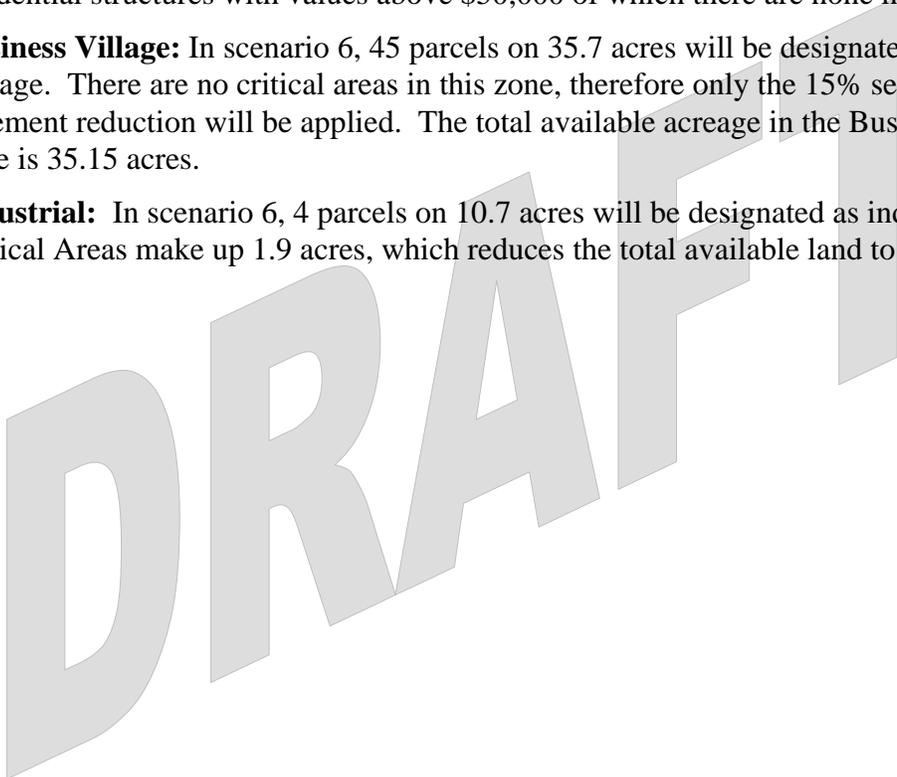


Table 9-B. Commercial Dwelling Units & Population

		# of Parcels	Dwelling Units (L)	Dwelling Units (H)	Population (low)	Population (high)
Business General:						
	Vacant:	18	0	0	0	0
<i>Currently</i>	<i>Developed:</i>	29	26	26	60	60
	Potential		26	26	60	60
	Total:	47	52	52	120	120
Business Village:						
	Vacant:	14	19	80	44	187
<i>Currently</i>	<i>Developed:</i>	31	1	1	2	2
	Potential		12	29	28	67

	Total:	45	32	110	74	256
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Business Office

	Vacant:	2	0	0	0	0
<i>Currently</i>	<i>Developed:</i>	7	0	0	0	0
	Potential					
	Total:	9	0	0	0	0

Industrial

	Vacant:	1	N/A	N/A	N/A	N/A
<i>Currently</i>	<i>Developed:</i>	3	N/A	N/A	N/A	N/A
	Potential					
	Total:	4	0	0	0	0

Commercial Totals: 105 84 162 194 376

Freeland Buildable Lands Conclusions:

Freeland NMUGA Current Zoning:

The following table represents the Freeland NMUGA boundaries at the full build-out potential with the current Island County zoning. The commercial zone was evaluated under the current zoning and the NMUGA scenarios, exempt parcels were identified in both analysis.

Table 10-B. Current Zoning Totals

Current Zoning	# of Parcels	Acreage	Dwelling Units (L)	Dwelling Units (H)	Population (low)	Population (high)
Residential Totals:	1014	787.38	1351	1351	3159	3159
<i>Rural Center</i>	<i>127</i>	<i>165.77</i>	<i>296</i>	<i>1380</i>	<i>692</i>	<i>3229</i>
Public/Golf/INS:	32	107.51	N/A	N/A	N/A	N/A
Freeland Totals:	1173	1060.7	1647	2731	3851	6388

Freeland NMUGA Zoning:

The following conclusions are based on the scenario 5 planning analysis of the Freeland sub area proposed NMUGA designation. The analysis is based on field observations and Island County data that are explained above.

Table 11-B. NMUGA Zoning

NMUGA Zoning:

	# of Parcels	Acreage	Dwelling Units (L)	Dwelling Units (H)	Population (low)	Population (high)
Residential Totals:	1036	828.33	1707	2698	3988	6308
Commercial Totals:	105	124.82	84	162	194	376
Public/Golf/INS:	32	107.51	0	0	0	0
Freeland Total:	1173	1060.7	1791	2860	4182	6684

DRAFT

2000 Census “Persons Per Household”

State Code	County Code	Tract #	Block #	Global Block #	Total Pop.	Total Occupied DU's
53	029	971300	2036	530299713002036	18.00	6.00
53	029	971300	2025	530299713002025	36.00	17.00
53	029	971300	2023	530299713002023	164.00	70.00
53	029	971300	2024	530299713002024	6.00	3.00
53	029	971300	2997	530299713002997	0.00	0.00
53	029	971300	2032	530299713002032	51.00	18.00
53	029	971300	2033	530299713002033	27.00	14.00
53	029	971300	2034	530299713002034	35.00	16.00
53	029	971300	2035	530299713002035	5.00	2.00
53	029	971300	2039	530299713002039	2.00	1.00
53	029	971300	2040	530299713002040	54.00	28.00
53	029	971300	2041	530299713002041	0.00	0.00
53	029	971300	2042	530299713002042	21.00	9.00
53	029	971300	2043	530299713002043	11.00	7.00
53	029	971300	2044	530299713002044	25.00	13.00
53	029	971300	2045	530299713002045	0.00	0.00
53	029	971900	1037	530299719001037	6.00	3.00
53	029	971900	2034	530299719002034	22.00	8.00
53	029	971900	2035	530299719002035	23.00	8.00
53	029	971900	1035	530299719001035	0.00	0.00
53	029	971900	1036	530299719001036	34.00	12.00
53	029	971900	1038	530299719001038	28.00	13.00
53	029	971800	2016	530299718002016	0.00	0.00
53	029	971800	2017	530299718002017	0.00	0.00
53	029	971800	2018	530299718002018	0.00	0.00
53	029	971800	2019	530299718002019	60.00	20.00
					628.00	268.00

Pop./Occupied DU's = 2.34
268/628

APPENDIX D

SEWER WORKSHOPS

Sewer Workshop #1 February 8, 2003

The following materials were mailed to all property owners within the proposed Freeland Sub-Area or NMUGA boundary. The first sewer workshop concentrated on analysis of alternative collection systems leading to a preferred alternative that will provide the sewer consultant with direction in continued sewer planning for the Freeland Sub-Area. Approximately 100 people attended the Saturday workshop of which we received close to 50 returned questionnaires.

Invitation for Sewer Workshop #1:

Directions to:
Trinity Lutheran Church
Gymnasium
 15341 State Highway # 525
 Freeland, WA 99249

From North: Proceed south on Highway 20 that will transition into Highway 525 just south of Coopersville. Continue past Greenbank for approximately 5 miles to Freeland, on your right hand side will be the Trinity Lutheran Church.

From South: Proceed north on Highway 525 straight through the traffic light at the intersection of Main Street. Highway 525, the Trinity Lutheran Church will be on your left hand side approximately 200 yards north of the intersection.



Please join us for a Sewer Planning Workshop



*Saturday February 8, 2003
 11am to 1PM Session
 Freeland Community Center
 Trinity Lutheran Church
 Gymnasium*

Island County along with the Freeland Sub-Area Planning Committee would like to extend an invitation for you to attend a very important workshop in Freeland.

Over the course of the next 12 months a comprehensive sewer plan will be developed. We need community input regarding project cost, alternative options and we request that property owners make the following time to attend an informational session in Freeland, please join us for a public meeting on February 8, 2003. The presentation will provide an overview of the project and the budget options for collection methods as well as a brief overview of the Freeland Planning Process.

When: Saturday February 8, 2003
 11am to 1PM (11:00am to 12:00pm)

Location: 15341 State Highway # 525
 Freeland, WA 99249

Trinity Lutheran Church
 Gymnasium
 15341 State Highway # 525
 Freeland, WA 99249

The workshop is critical in helping us decide the future of your community. Join us to learn about collection system alternatives and provide us with your comments and input on the project before a decision is made.

Questions on the material or the Workshop or following up:

- What is a RAMP?
- How do we fund the sewer collection?
- Why do we need another workshop?
- How do we fund another workshop?
- How do we fund another workshop?
- How do we fund another workshop?

If you are unable to attend the workshop on February 8, you are still able to learn more about the workshop. Contact planning@islandcounty.com for more information or to request a presentation for your group.

Island County Planning & Community Development
 PO Box # 1000
 Coquille, WA 97531
 503-237-2200
 planning@islandcounty.com
 jacob@islandcounty.com

Sub-Area History & Schedule:

**History of Sub-Area Planning Process
In Freeland**

On September 28, 1998, the Board of Island County Commissioners (BICC) adopted the Island County Comprehensive Plan. The "Plan" establishes the strategies for managing growth that is anticipated to occur over the next 20 years in Island County. It is a plan that implements the requirements of the Washington State Growth Management Act (GMA) which establishes a number of goals that counties must strive to achieve. These goals include preservation of rural character, protection of agricultural and forestry lands, protection of the environment and reduction of sprawl. One of the strategies in the Plan is to implement policies that attempt to reduce the development pressures on agriculture and forest lands, low density rural lands and critical environmental systems and to provide housing and commercial development alternatives in areas that are capable of accommodating it.

A large portion of future population and economic growth is expected to occur in our County's three cities of Oak Harbor, Coupeville and Langley. Policies and strategies have been established which strive to direct future population, and the commercial services needed to serve this population, into each of the cities. Through effective implementation, these policies and strategies will greatly increase the level of protection that can be afforded to the rural character of Island County by virtue of reducing the development pressures in these areas. Protection of Island County's rural character, agriculture and forestry lands and critical environmental systems can be further enhanced by adopting policies that will provide housing and commerce alternatives in other "non-municipal" areas that are prepared to accommodate it.

The Freeland Sub Area Planning Committee was formed by the Board of Island County Commissioners in order to prepare a customized plan for Freeland which would manage growth that is likely to occur in Freeland over the same 20 year time frame. Due to the fact that much of the land in and around Freeland has already been subdivided, much of the anticipated population can already be accommodated on existing vacant and undeveloped parcels. The Freeland Sub Area Planning Committee was charged with developing a plan that would manage this growth both in a manner that would establish where in Freeland it might occur as well as how it might look.

A draft Freeland Sub Area Plan has been prepared by the citizens based Freeland Sub Area Planning Committee. It represents the vision of what Freeland would look like in 20 years and is based on concepts, goals and ideas developed through citizen and Committee participation. It is the first draft of a Plan that will continue to be shaped by more citizen participation and input from the residents of Freeland. Accompanying any Freeland Sub Area Plan that may be adopted in the future will be a comprehensive plan for sewer, stormwater and water services. The February 8, 2003 workshop is the first workshop that focuses on the sewer element of the Sub Area Plan. Several workshops will be scheduled over the coming months to discuss the issues of sewer in Freeland. These workshops will focus on such issues as sewage collection alternatives, transmission alternatives, distribution alternatives, and methods of treatment and costs. Our first workshop on February 8th will focus on collection system alternatives.

We will be doing our best to keep everyone informed of the date, time and outcome of these workshops by way of public notice and press releases in the South Whidbey Record, additional invitations, and our desire to bring presentations to your home owners association and other groups as well as posting of fliers in the community. For very obvious reasons you as a landowner will be very anxious to hear how much the sewers will cost. Please understand that we are in the early stages of this study and that accurate cost estimates will not be known until the study is at or near completion. We very much hope to see you at our series of workshops. If you are unable to attend, please do not hesitate to contact us about bringing a presentation to you and your neighbors.

**Sub-Area Planning Process
Schedule**

The following is a general description of the three phases of the Sub-Area Planning Process. The Freeland Sub-Area plan is based on the assumption that Freeland will develop sewer and stormwater infrastructure in order to be defined as a Non-Municipal Urban Growth Area (NMUGA). There are many complex issues that will generate various questions during this process. In order for the planning process to be successful the citizens of Freeland will need to become familiar with the issues related to designating Freeland as a NMUGA. The public outreach effort is intended to provide information and gather input from the Freeland citizens which will be used as the basis in the decision making process.

Phase 1: Sub-Area Planning Advisory Group

Island County is planning under the guidance of the Washington State Growth Management Act (GMA). Designation of Freeland as a NMUGA is a GMA issue, which requires a general understanding of GMA principles. The following is a list of goals to achieve during phase 1 of the sub-area planning process:

1. **Introduction:** History of growth in the area, issues for the future.
2. **Public Involvement:** Mobile media, workshops, direct mailers, etc.
3. **Sub-Area Education:** GMA, RAID & Sub-Area Planning concepts.
4. **Comprehensive Plan:** Drafting of a general comprehensive land-use plan.
5. **Infrastructure:** General introduction to sewer, stormwater & transportation infrastructure.

Phase 2: Island County Planning Commission

Phase 2 places a higher emphasis on public participation and co-ordination of the regulatory agencies and implementation. Follow-up phase 1 education and public involvement is also important during this part of the sub-area planning process.

1. **Coordination:** Island County, Potentially Holmes Harbor Sewer & Water Districts, Freeland Water District.
2. **Follow-up:** Continued work on meeting goals 1-3 of phase 1 for any potential participants that missed out during phase 1.
3. **Additional steps to be identified by the Board of Island County Commissioners and Planning Staff.**

Phase 3: Board of Island County Commissioners

Phase 3 generally involves the deployment of implementation strategies that lead to the final plan approval and the creation of the Local Improvement District (LID).

1. **Public Comments:** Written public comments.
2. **Additional steps to be identified by the Board of Island County Commissioners and Planning Staff.**

Thank you Letter to Workshop participants:



**ISLAND COUNTY
PLANNING & COMMUNITY DEVELOPMENT**

Phone: (360) 678-7300 • Item Center (360) 538-4522 • Item 5, Whidbey (360) 32-1511
Fax: (360) 678-7300 • P.O. Box 5000, Coupeville, WA 98229-5000
Internet Home Page: <http://www.islandcounty.net/planning/>

The Island County Department of Planning and Community Development would like to extend our appreciation for your attendance at the Freeland Sewer Workshop on February 8, 2003 at Trinity Lutheran Church. Your participation and input is critical to this effort.

Over the next 12 months we will be e-mailing notices, invitations and other information related to planning efforts in Freeland. We welcome input on any of these items and hope that we will see you at future meetings and workshops. You will be notified of future sewer workshops in Freeland that will discuss discharge alternatives, collection alternatives, funding alternatives and all of the other important issues on this subject.

Regularly scheduled Freeland Sub Area Planning Committee meetings are held on the second and fourth Thursday of the month from 7 pm to 9 pm at the Trinity Lutheran Church (however, these meetings are held in the smaller building up near the highway). You are welcome and encouraged to attend these meetings.

We would also like to reiterate our willingness to come to your homeowners association meetings or other get-togethers that you may participate in so that we can discuss these issues in greater detail.

Since you have provided us with your e-mail address please note that in order to reduce mailing costs, we will be delivering future invitations to you via e-mail. If your e-mail address changes please let us know.

Again, thank you for your participation.

1 The following materials were mailed to all property owners within the proposed Freeland Sub-
 2 Area or NMUGA boundary. The second sewer workshop concentrated on the sewer system
 3 design choices and the system treatment methods available for use within Freeland.
 4 Information gathered in this workshop was used to determine which treatment method is the
 5 preferred alternative for Freeland. Approximately 60 people attended the Saturday workshop.
 6 Almost 25 completed questionnaires were returned for this workshop.

7 *Invitation for Sewer Workshop #2:*

Directions to:
Trinity Lutheran Church Gymnasium
 18341 State Highway # 525
 Freeland, WA 98249

From North: Proceed south on Highway 20 that will transition into Highway 525 just south of Copewick. Continue past Greenbush for approximately 5 miles to Freeland, on your right hand side will be the Trinity Lutheran Church.

From South: Proceed north on Highway 525 straight through the traffic light at the intersection of Main Street & Highway 525, the Trinity Lutheran Church will be on your left hand side approximately 200 yards north of this intersection.



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*Please join us for
 A Second
 Sewer Planning
 Workshop*



*Saturday May 10, 2003
 Starting at 11am
 Freeland Community Center
 Trinity Lutheran Church
 Gymnasium*

*Island County along with the Freeland Sub-Area Planning Committee
 would like to extend an invitation for you to attend
 a very important workshop in Freeland.*

<p>Over the course of the next 6 to 8 months a comprehensive sewer plan will be developed. We need community input regarding possible sewer treatment & disposal system alternatives, especially from property owners within the planning area. To learn more about potential sewers in Freeland, please join us for a public workshop on May 10, 2003 the presentation will provide important information about sewer system design choices for treatment & disposal methods.</p> <p>Date: Saturday May 10, 2003</p> <p>When: Starting at 11:00am discussion to follow presentation.</p> <p>Where: Freeland Community Center Trinity Lutheran Church Gymnasium 18341 State Route 525 Freeland, WA 98249</p>	<p>Your attendance is critical in helping to decide the future of your community. Join us to learn about treatment & disposal system alternatives and provide us with some community input on the proposed sewer alternatives.</p> <p>Our previous sewer planning workshop on February 8, 2003 was a very successful event (please see comments from last workshop). We would also like to invite you to the following future sewer planning events:</p> <ul style="list-style-type: none"> ▪ Sewer Alternative Review Workshop, scheduled for June 21, 2003. ▪ Recommended Alternative Workshop, scheduled for August 9, 2003. 	<p>If you cannot make it to the workshop on May 10th, but would like to learn more about the criteria & sewer planning process please feel free to contact us to make arrangements for bringing the presentation to your group.</p> <p>Island County Planning & Community Development P O Box #5000 Copewick, WA 98239 360-678-7902 pam@co.island.wa.us</p>
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23 **Sewer Workshop #3 June 28, 2003**

The following materials were mailed to all property owners within the proposed Freeland Sub-Area or NMUGA boundary. The third sewer workshop concentrated on potential locations of the sewage treatment facilities. Public input from this workshop was used to determine which site out of those determined feasible by the consultants and the County was the most preferred location of the treatment facility in the community. Approximately 40 people attended the Saturday workshop of which nearly 20 returned questionnaires.

Invitation for Sewer Workshop #3:

Directions to:
Trinity Lutheran Church Gymnasium
 18341 State Highway # 525
 Freeland, WA 98249

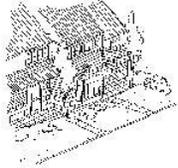
From North: Proceed south on Highway 20 that will transition into Highway 525 just south of Coppenhik. Continue past Greenbank for approximately 2 miles to Freeland, on your right hand side will be the Trinity Lutheran Church.

From South: Proceed north on Highway 525 straight through the traffic light at the intersection of Main Street & Highway 525, the Trinity Lutheran Church will be on your left hand side approximately 200 yards north of this intersection.



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*Please join us for
 A **Third**
 Sewer Planning
 Workshop*



*Saturday June 28, 2003
 Starting at 11am
 Freeland Community Center
 Trinity Lutheran Church
 Gymnasium*

*Island County along with the Freeland Sub-Area Planning Committee
 would like to extend an invitation for you to attend
 a very important workshop in Freeland.*

Over the course of the past few months Island County and the Freeland Sub-Area Planning Committee have been working toward the completion of a comprehensive sewer plan. It is expected the plan will be completed by the end of the year. We need community input, especially from property owners within the planning area. To learn more about potential sewers in Freeland, please join us for a public workshop on June 28, 2003 the presentation will provide important information about potential locations for a sewage treatment system.

Date: Saturday June 28, 2003
When: Starting at 11:00am discussion to follow presentation.
Where: Freeland Community Center
 Trinity Lutheran Church
 Gymnasium
 18341 State Route 525
 Freeland, WA 98249

Your attendance is critical in helping to decide the future of your community. Join us to learn about the potential sites of sewage treatment & disposal systems and provide us with community input on the locations.

Our previous sewer planning workshops held on February 8 and May 10, 2003 were very successful events (please see comments from last workshop). We would also like to invite you to the following future sewer planning events:

- Sewer Alternative Review Workshop, scheduled for June 28, 2003
- Recommended Alternative Workshop, schedule to be announced.

If you cannot make into the workshop on June 28th, but would like to learn more about the sub-area & sewer planning process please feel free to contact us to make arrangements for bringing the presentation to your group.

Island County Planning & Community Development
 P O Box #5000
 Coppenhik, WA 98239
 360-676-7902
pamd@co.island.wa.us

Sewer Workshop #4 May 8, 2004

The following materials were mailed to all property owners within the proposed Freeland Sub-Area or NMUGA boundary. The fourth and final sewer workshop concentrated on the draft product produced by the consultants based on input from Freeland residents. The type of system chosen, the potential locations of the sewage treatment facilities, and the cost to citizens were discussed. Public input from this workshop was used to determine if the report produced adequately addressed the concerns of Freeland. Approximately 25 people attended the Saturday workshop of which 5 returned questionnaires.

Invitation for Sewer Workshop #4:

Directions to:
Trinity Lutheran Church Gymnasium
16341 State Highway # 525
Freeland, WA 98249

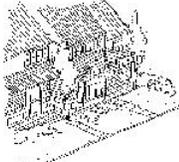
From North: Proceed south on Highway 20 that will transition into Highway 525 just south of Coppeville. Continue past Overbank for approximately 1/2 mile into Freeland, on your right hand side will be the Trinity Lutheran Church.

From South: Proceed north on Highway 525 straight through the traffic light at the intersection of Main Street & Highway 525, the Trinity Lutheran Church will be on your left hand side approximately 200 yards north of this intersection.



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A
Sewer Planning
Workshop



Saturday May 8, 2004
Starting at 10:00am
Freeland Community Center
Trinity Lutheran Church
Gymnasium

Please join us for

Island County along with the Freeland Sub-Area Planning Committee

Island County along with the Freeland Sub-Area Planning Committee
would like to extend an invitation for you to attend
a very important workshop in Freeland.

<p>Over the course of the last year Island County and the Freeland Sub-Area Planning Committee have been working toward the completion of a comprehensive sewer plan. The first draft of the plan has been finished. To learn more about the completed sewage plan for Freeland, please join us for a public workshop on May 8, 2004. The presentation will provide important information about the locations for a sewage treatment system, the cost estimates, and implementation information.</p> <p>Date: Saturday May 8, 2004</p> <p>When: Starting at 10:00 am, discussion to follow presentation</p> <p>Where: Freeland Community Center Trinity Lutheran Church Gymnasium 16341 State Route 525 Freeland, WA 98249</p>	<p>Join us to discuss the completed sewage plan developed with the input of Freeland citizens. Participation from the community is needed, especially from property owners within the planning area. Your attendance is critical in helping to decide the future of your community.</p> <p>Our previous sewer planning workshops held on February 8, May 10, and June 23, 2003 were very successful events. We would like to continue this trend. We would also like to invite you to the following planning events:</p> <p>◆ Freeland Sub-Area Planning Committee meeting scheduled on:</p> <ul style="list-style-type: none"> • May 13, 2004 at 7pm Trinity Lutheran Church • May 27, 2004 at 7pm Trinity Lutheran Church 	<p>If you cannot make it to the workshop on May 8th but would like to learn more about the sub-area & sewer planning process please feel free to contact us to make arrangements for bringing the presentation to your group.</p> <p>Island County Planning & Community Development PO Box 5600 Coppeville, WA 98239 360-679-7502 pam@co.island.wa.us</p>
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APPENDIX E

ISSUE PAPERS

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1 **Freeland Mission Statement**

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3 **&**

4 **Freeland Vision Statement**

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Freeland's *MISSION* is creating a healthy, vibrant, safe place where people love to visit, learn, walk, bike, work and live.

Freeland's *VISION* Statements - *DRAFT*

1. **Small Town Character and Community Identity**

We see Freeland as a distinct urban enclave, bordered in several directions by farms, open fields, and woodlands. As we approach the Freeland outskirts, we note the dramatic change in character from the rural countryside to the urban streetscape (landscaped central median, overarching street trees, attractive streetlights) of Freeland. We appreciate the architecture that is unique to Freeland, free of the plastic, fast food franchise architecture prevalent in so many other communities.

2. **Getting Around**

We see a community with "full-service streets" in which cars and pedestrians, bicyclists and buses are equally at home. We see streets with ample sidewalks and paths, large trees reaching over the street, and attractive pedestrian-scaled streetlights. We see well-planned neighborhoods, designed to encourage walking from home to work, from home to the corner store, from home to the transit stop, and from home to parks.

3. **Environmental Quality**

We see a community with clean air, made possible by less dependence upon the automobile, and the recruitment of environmentally compatible industry. Compared to other communities, we see more people walking and biking or taking public transportation. Our community is designed to cause less traffic congestion and require shorter commutes. We have less storm water runoff and pollution in our streams due to our smaller, landscaped parking areas and compact two and three story commercial areas.

4. **Community Appearance**

We see a community of clean, tree-lined streets, subtle commercial signage, with residential and commercial buildings of architectural distinction nestled amidst well cared for landscaping. We see adequate and consolidated parking areas with cars tucked behind landscaped walls and hedges or parked to the rear of buildings. Main Street has been transformed into a grand, landscaped boulevard from the SR 525 intersection to the downtown. Scott Avenue has been developed in similar grand fashion. Businesses and homeowners have installed lighting which respects their neighbors and protects the view of the night sky.

5. **Historic Preservation**

We see the entire community, from school-aged children to senior citizens, with a keen appreciation for Freeland's rich history. There is constant attention and energy being poured into the Freeland's historic buildings and other natural historic resources.

6. Downtown Freeland

We see a healthy, vibrant downtown with attractive streets and well-maintained sidewalks filled with people and activity. We see a diverse array of shopping, dining, working, and cultural amenities. We see a downtown which is the social and cultural center of the community, and a place where we want to take visitors. At night, we see the lights on in upper story residential windows throughout the downtown area.

7. Neighborhoods

We see safe, secure, peaceful, and well cared for neighborhoods in every part of Freeland, with streets free of litter, and attractive landscaping. We see well tended homes with neighbors greeting neighbors on sidewalks and front porch swings. We see families pushing baby carriages to nearby parks. We see children riding their bikes to the neighborhood corner store for a loaf of bread or a Saturday afternoon ice cream.

8. Public Safety

We see a community of neighbors and business owners committed to community based policing. We see police officers on the beat, getting to know the neighborhood kids, and their parents. We see a sheriff's department which is committed to supporting, rather than replacing, the collective will and determination of the people to have a community free of drugs, violence and crime.

9. Housing

We see a wide range of housing choices and prices, single family homes, some with accessory/garden cottages, condominiums and townhouses, apartments and dwelling units over downtown shops. We see neighborhoods with several different housing types where the elderly, young families, singles and others share experiences and help one another.

10. Economic Opportunity

We see a community of workers with satisfying occupations, and a diverse local economy with employment in services, retail, manufacturing, professional, home/cottage industries, technology and agriculture, among others. We see workers with pride in their work and the prospect of advancement as they go on to develop their skills and value.

11. Fiscal Responsibility and Better Services

We see a more compact "town" development pattern resulting in considerable cost savings to the taxpayer when compared to a sprawling development pattern. These savings have been realized through fewer miles in paved streets, shorter water and sewer

lines, more efficient trash collection over shorter routes, more efficient law enforcement, as well as many other government services.

12. Parks, Recreation and Open Space

We see large community parks, smaller neighborhood parks, and tiny pocket parks well distributed throughout the community. Larger community parks have clusters of playing fields for organized athletic leagues. Smaller neighborhood parks have multi-purpose fields for informal athletic events as well as areas for unstructured play. We see parks convenient to neighborhoods as well as to office workers during their lunch hour.

13. Green ways

We see a system of interconnected green ways adjoining area streams, intermingled with the urban fabric of Freeland and stretching into the countryside. We see a system of short and long loops, designed for walking, running, hiking, skating and biking, which connect an array of schools, parks, nature preserves, and neighborhoods.

14. Water and Sewer Services

We see well maintained, financially self-supporting water supply and waste water treatment facilities and service areas, designed and strategically placed to both accommodate and lead the planned, compact growth of our community.

15. Schools

We see schools which are, at their foundations, under girded by community involvement and parental support. We see schools that are located in proximity to neighborhoods so as to be natural gathering places for people to come together to solve community problems.

16. The Arts, Entertainment, Sports and Culture

We see an appreciation for the arts which begins with Freeland's historic seaside roots, but extends to many other traditional and contemporary art forms and cultural events. We see Freeland as host for a variety of cultural events, including the arts, entertainment, and sports competitions. We see gathering places for young and old people alike to develop their skills and share their talents with others.

17. Culture Diversity and Acceptance

We see a community which embraces and appreciates the strengths and interests of a diverse population made greater by the common objectives of quality education, economic opportunity, public safety, and civic purpose.

18. Inter-governmental Cooperation and Regionalism

We see Freeland as an integral part of a much greater region. As such, we see our Freeland area residents working constructively with nearby towns and counties on a collective regional vision. In particular, we see a need for cooperation on issues such as water quality, air quality, transportation, and growth management

19. Human Nature

Freeland is a community where children, teenagers, young adults, adults and senior citizens are nurtured and encouraged in learning and applying successful living principles based on the wisdom of validated historical truth, continually being discovered, rediscovered, and remembered.

Land Use

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LAND USE

I. ISSUES

- A. What factors and assumptions should be used when determining population estimates and population capacity?
- B. What residential densities are appropriate in Freeland? How much residential land should be designated in Freeland?
- C. If some residential densities will be lower than four dwelling units per acre, what are some justifying factors?
- D. How much commercial land should be designated in Freeland?

II. BACKGROUND

- A. **Growth Management Act.** The Third Compliance Order from the Western Growth Management Hearing Board contains language regarding “limited areas of more intensive rural development”. Their discussion of RCW 36.70A.070(5) is as follows:

“Thus, ‘existing areas or uses’ that may have ‘more intensive rural development’ must be actual areas or uses capable of having a ‘logical outer boundary’ based on characteristics of the surrounding area, and not simply undeveloped land which was zoned for intensive use at the time the County became subject to GMA’s requirements. While undeveloped land may be part of such an area, it cannot in and of itself constitute the area of more intensive development under these sections of GMA.”

“Conclusions: The new amendments to GMA contained in RCW 36.70A.070(5) allow limited exceptions where more intensive development is allowed in rural areas. These exceptions are generally limited to areas with some significant development in place, not merely lightly developed areas with historically higher density zoning. The new amendments simply reiterate GMA’s goals of reducing sprawl and containing urban growth to areas where services can be provided effectively.”

- B. **Island County Comprehensive Plan and Development Regulations.** On September 29, 1998, the BICC adopted the Island County Comprehensive Plan and implementing development regulations. It was on this date that a RAID designation was given to Freeland. RAIDs are a Comprehensive Plan Land Use designation that are either residential, commercial or mixed use. The Freeland RAID actually consists of two separate adjacent RAIDs, a commercial RAID that is zoned Rural Center and a residential RAID that is zoned Rural Residential. The Rural Center zone is the most intense commercial zone type in Island County and allows a variety of uses ranging from grocery stores to retail office space to gas stations to light industrial activities. Design regulations were also established that apply to the RC zone which are uniformly applied to all commercial development in Island County. The Rural Residential zone allows a density of 3 dwelling units per acre. Development in both the RC and the RR zone do not require the installation of such urban services as sewer, water and stormwater and therefore necessitate on-site treatment.
- C. **Western Washington Growth Management Hearings Board Order.** On June 2, 1999, the Western Washington Growth Management Hearings Board issued an order that applauded Island County’s effort to establish a citizen based sub-area planning committee that would explore designation of Freeland as a non-municipal urban growth area (NMUGA) and given the importance of how this designation relates to accomplishing the goals of the Comprehensive Plan, set forth a compliance schedule for NMUGA designation. However, the Hearings Board also stated that the County had to take interim actions to ensure that development would not result in sprawl while the committee was doing their work. Over the next 12 months and through several different legislative actions, the BICC adopted ordinances that would limit the scale of commercial development, limit the location of certain types of commercial development and reduce the boundary of the Freeland RAID by eliminating that portion which lies south of SR 525 and a portion of land referred to as the Holly Farm. The Hearings Board responded to these actions by stating the RAID was now in compliance with the Growth Management Act.

LAND USE

III. ISSUE DISCUSSION

- A. **Residential Area vs. Residential Density.** The current density within the RAID is 3 dwelling units per acre. RAID densities were established by calculating the average parcel size of all residential parcels less than five acres within the RAID. Depending upon the average, each RAID was then assigned a density of either 1 dwelling unit (du)/acre, 2 dus/acre and 3 dus/acre.

Previous Hearings Board decisions have clearly stated that if an area is designated urban, the area must have an average density of at least 4 dus/acre. If Freeland is designated as an NMUGA, the residential component must have an average density of at least 4 dus/acre. There are areas within Freeland that may be appropriate to designate at a lower density of 4 dus/acre, but sound reasons must be given for this type of low density. Reasons that may be cited include presence of wetlands and other critical areas, a desire to recognize a defined area as a greenspace (however, this must include policies that designate and regulate these areas as greenspace), etc.

Other Hearings Board decisions have also stated that the amount of area designated for residential use and the corresponding densities must be sized relative to the projected population of the NMUGA. Specifically, the land area that is designated residential, in combination with the assigned densities, should not allow a population capacity that is in excess of 125% of the projected population.

- B. **Commercial Area vs. Employment Density.** The current commercial area in Freeland is zoned Rural Center. The Rural Center zone is a designation that is present in various areas of the county and allows a variety of different non-residential and mixed uses. Development within the Rural Center zone is subject to non-residential design guidelines, as well as numerous other county-wide land use development standards. Rural Center uses and development standards are uniformly administered county-wide regardless of what character, identity or uniqueness has developed over the years. Designation of Freeland as an NMUGA, and the subsequent adoption of a comprehensive plan and development regulations, will allow local control in determining how commercial land there will be and what it will look like.

To determine the amount of commercial land, two different methods have been identified by the Department of Community, Trade and Economic Development (DCTED). The first method requires calculating the total gross floor area developed for new employment uses over a given time (probably the last five years), subtract critical areas, their buffers and public lands to arrive at total net employment acres developed. Then estimate the total square footage of improvements for all employment uses. Finally, divide the total square footage of improvements by the total buildable area to arrive at a floor area ratio (FAR). The second method is an employment density calculation based on a ratio such as employees per net acre by using employment estimates. The County has not been tracking development for new employment uses as referenced in the first methodology and would therefore have difficulties calculating this factor. The County has, on the other hand, identified employment estimates in the Comprehensive Plan. While these estimates have not been done for the Freeland NMUGA, an estimate could be derived from those that are listed.

One factor that needs to be considered is that Freeland does not just serve the area that will be identified as the NMUGA. It serves a much broader geographic area and is considered by many to be the commercial hub of South Whidbey. This being the case, close attention should be paid to the population that Freeland actually serves, both in terms of jobs that may be generated and the number of people that utilize those services. Furthermore, seasonal influences may also be a factor to consider. During the summer months, all of Whidbey Island experiences a significant increase in population that increase the demand for retail and general commercial services.

- C. **Buildable Lands.** One component of designating Freeland as an NMUGA that must be fulfilled is performing a buildable lands analysis. This analysis will be essential in answering many of the questions and supporting the positions that are established in sections A and B above. The purpose of this buildable lands program is to determine whether Freeland is achieving urban densities. There are three steps that provide a framework to review and evaluate the status of buildable lands, (1) estimate the number of acres needed to accommodate future residential and employment growth; (2) estimate the number of acres of residential and employment land suitable for development; (3) compare needs and acres to determine sufficiency of suitable land within each comprehensive plan designation.

LAND USE

Land needs are calculated by estimating the actual density and projecting population growth and its distribution. Land supply is derived by estimating the gross acreage of vacant, partially-used and under-utilized land, as well as determining buildable area of vacant, partially-used and under-utilized land. These two figures should be a fairly close match.

Two concepts mentioned above include Buildable Area and Vacant, Partially-Used and Under-Utilized Land. Buildable Area is integral to the issue of area vs. density.

Buildable area includes those lands that are currently capable of supporting some type of development. To derive this estimate, wetlands, steep slopes, streets, utility easements, critical area buffers and other areas where development would not typically occur, are subtracted from the land supply in order to gain a better perspective of the actual buildout potential. Estimating how much area is buildable is essential in determining how much population can “fit” within a certain area. Likewise, having an idea of how much buildable area exists within a commercial area, will assist in making a conclusion as to how much commercial land is appropriate to serve a given population.

Vacant, Partially-Used and Under-Utilized Land are categories used to determine the status of development on a parcel as it currently exists versus the potential that is allowed based on zoning. Vacant lands are those that have no development and therefore includes all buildable area on the vacant parcel into the land supply. Partially-Used lands are those that are currently using a portion of the land, but there is enough land that would allow other uses or more development, i.e. a single-family residence located on a 10 acre parcel that is zoned 4 dwelling units per acre. Under-Utilized Lands are those that are currently occupied, but that zoning allows a much more intensive use, i.e. a single-family residence located on a parcel zoned for multi-family. This classification also includes redevelopable lands and land that market forces are likely to convert development to a more intensive use.

IV. OPTIONS

A. **RESIDENTIAL** – The following is a list of factors that can be modified as a part of the population equation.

1. The overall size of the NMUGA boundary. Modifying the size of the NMUGA will have an impact on how much population can be located within Freeland. This option is viable at the outset of the sub-area planning process, however, once the boundary has been designated, future evaluation of the effectiveness of the defined urban growth area is suppose to use adjustments to the boundary as a last alternative.
2. The assigned density within each residential zoning district. Modification of the density within the zoning district will obviously result in a change in the number of people that can be accommodated within that zone.
3. The size of each individual zoning district.
4. Assumptions that are made when determining buildable lands; vacant, partially-developed and under-utilized lands; market influences; social trends, etc. Level of detail that is applied to each of these factors, and others, will influence the estimated capacity. For example, relying on the wetland maps that the County uses will yield a different land reduction factor than if each one were to be accurately surveyed. Local jurisdictions are suppose to make allowances for a certain percentage of residential and commercial land that will not be available for development because of market trends or individual desires to develop or not to develop.
5. Persons per household. The County has established an average household size of 2.5 persons per house for all of South Whidbey. This figure may be different for the Freeland area.

B. **COMMERCIAL** – The following is a list of options that are relevant in determining commercial land needs.

1. County-wide employment forecasts have been prepared as a part of the County’s Comprehensive Plan. With assistance from the Island Economic Development Council, these figures can be extrapolated for Freeland.

LAND USE

2. Calculate the amount of commercial land needed either by determining an amount of commercial acreage necessary per person that Freeland serves or calculate the amount of floor area necessary to accommodate employment projections in Freeland.
3. Assumptions that are made when determining buildable lands; vacant, partially-developed and under-utilized lands; market influences; social trends, etc. Level of detail that is applied to each of these factors, and others, will influence the estimated capacity. For example, relying on the wetland maps that the County uses will yield a different land reduction factor than if each one were to be accurately surveyed. Local jurisdictions are suppose to make allowances for a certain percentage of residential and commercial land that will not be available for development because of market trends or individual desires to develop or not to develop.
4. Assumptions that will be made regarding determining future demand, i.e. area/population that Freeland serves, certain uses may have a different sphere of influence and thus serve a different area, compare estimates of future population age groups with appropriate types of commercial uses that support these populations, etc.
5. Assumptions that will be made regarding how much of each lot can be used for the actual commercial use. Modification of height restrictions within each commercial zone will impact how many square feet of building can be located on site. The same question can be applied to the issues of open/community space, sidewalks, parking, landscaping, etc.

Design Review

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DESIGN REVIEW

I. ISSUES

- A. What types of architectural styles and finishes are desired?
- B. What standards should there be that address the size, type and style of signs and lighting?
- C. What standards should there be that address bulk, size, setbacks and height requirements for residential and commercial structures?
- D. What type of landscaping requirements should be adopted?

II. BACKGROUND

- A. **Growth Management Act.** The Growth Management Act does not require adoption and implementation of development standards that address design. Incorporation of development standards that address such issues as lighting, building design, landscaping, signs, etc. are typically included in ordinance form as a result of ideas and thoughts expressed by the community that address concerns of how the community should look and feel. Additionally, in the case of Freeland, design standards in the Rural Center and Rural Residential zones have been established as a means of achieving the goal of preserving rural character, which is specifically set forth as a priority in the GMA. While Freeland would not normally be considered rural, it is a small urban community located in a larger rural setting.
- B. **Island County Comprehensive Plan and Development Regulations.** On September 29, 1998, the BICC adopted the Island County Comprehensive Plan and implementing development regulations. Several elements within these documents have been included that address the various aspects of design. Specific aspects of design are addressed differently depending upon whether development proposals are residential or commercial. Currently, for those areas that are zoned Rural Residential, specific standards are being applied to development proposals that address signage associated with home occupations; residential lighting limitations; landscaping, design and screening guidelines related to non-residential development; setbacks and uses. In the Rural Center zone, a different, more rigorous set of criteria have been established that address these same aspects of design with additional emphasis on site coverage and intensity of use. In addition to the various aspects of design set forth in the Zoning Ordinance, Design Guidelines (Appendix C of the Zoning Ordinance) have been established to be used as examples of illustrative design guidelines that are applicable to both residential and commercial development. These illustrative examples extract the content of the code and provide sample drawings of design, landscaping, styles screening, etc.
- C. **Western Washington Growth Management Hearings Board Order.** The Growth Management Hearings Board Order of June 2, 1999 (and subsequent Orders of clarification) ruled that the Freeland RAID did not comply with the Growth Management Act. Specifically, the boundaries were determined to be too large and the uses too intense. The County responded to the Order by reducing the boundaries and limiting the intensity of commercial uses. This is the only impact that Hearings Board Orders have had on design of development within Freeland.

III. ISSUE DISCUSSION

The Freeland RAID is actually comprised of a residential RAID and a mixed use/commercial RAID. In the Rural Residential Zone, the residential component of the Freeland RAID, the allowable density is three dwelling units per acre. There is no variation in residential density within Freeland and the goals and policies that have been established to address residential development within Freeland are no different than those that are applied to all of the other areas in the County that are zoned Rural Residential. In other words, the goals, policies and regulations that have been established in the Rural Residential zone are homogeneous and are therefore applied identically throughout the entire county. Likewise, the Rural Center Zone is located in a number of geographically diverse areas throughout the County but regulated by a set of homogeneous development standards. As a result, development proposals in areas like

DESIGN REVIEW

Bayview, Clinton and Ken's Korner are reviewed in a like manner, offering little opportunity to foster a unique identity. Designation of Freeland as a Non-Municipal Urban Growth Area will require development of a sub-area plan that establishes unique zoning districts, goals, policies, development standards and design review criteria applicable only to development within Freeland. The following is brief discussion related to the various sub topics associated with design review.

- A. **Finishes and Style.** An important component to creating the desired appearance of a community is determining the desired types of such features as architectural styles, outside finishes, roof and siding materials and color. In determining the appropriate architectural style(s), requirements don't necessarily have to be characterized as a particular era or geographic location, rather, style can be as simple as requiring pitched roofs and gable end roofs or encouraging cupolas and bay windows. In other words, what sort of architectural features and styles will create the desired appearance? Many design regulations discourage blank walls – windows, doors, varying textured materials and landscaping can be required so as to avoid blank walls. Should all external walls be subject to this sort of requirement or just the ones that front a main road or parking lot? Are external materials that are painted/stained with natural colors preferred over bright colors or, as is the case with many older Victorian homes, i.e. Port Townsend, should color schemes that are unique be encouraged? Should pitched roofs be preferred over flat roofs?
- B. **Lighting and Signs.** Current County code limits the overall size of signs, how they are illuminated, and residential, commercial and public lighting standards. No direct light is allowed to pollute adjacent properties by spraying beyond property lines, internally illuminated signs are prohibited and the number of free standing signs within a complex is limited. Issues that need to be addressed include the height of signs, their bulk/size, how the size is calculated, whether the size of signs should be relative to speed limit, how they are illuminated, where they should be located, what type of signs shall be used when calculating the size, how many will be permitted, if off-site signs should be allowed or prohibited, when and what types of temporary or permanent signs should be allowed, the use of banners, architectural integration within the complex or project, maintenance and replacement of non-conforming signs, and numerous other issues. Lighting standards should be addressed with respect to both residential and commercial development. In the residential zones, consideration should be given towards what types of lighting should be allowed (sodium vs. mercury vapor), wattage of outdoor bulbs, controlling spray of direct light and types of street lighting. In the commercial zones, the same issues must be addressed, but additional discussion should cover times of the day when lighting shall be allowed, types of lighting fixtures, and lighting options with respect to signs (indirect, backlit, channel, etc.).
- C. **Bulk, Setbacks and Height.** The size and location of structures on the parcel should also be addressed as a mechanism for achieving the desired look and feel of the community. The amount of parking, impervious surface limitations, lot coverage ratios, public space requirements, landscaping, setbacks, etc. are all factors that will limit the degree of bulk. These types of regulatory requirements are currently in place within the County's code. Modifying these standards to achieve the goals and policies of the applicable zone would be necessary. In addition, further discussion should center on such concepts as the orientation of buildings to streets, paths, sidewalks and other structures, square footage limitations for specific uses, maximum square footage for each building, square footage limitations with respect to size of parcel, maximum number of buildings allowed on a parcel, etc. Special attention should be given to setbacks and what a setback intends to achieve. Setbacks can be established for minimums and maximums. It may be desirable in a commercial zone that is trying to foster a community or village feel to establish a maximum setback so that commercial structures are up close to the street. This sort of concept also has the effect of displacing parking to streets or the rear of buildings.
- D. **Landscaping.** Landscaping is an effective tool used to soften the appearance of the built environment. It is not generally considered a means of screening or hiding buildings, rather as a means of improving the aesthetic character of the built environment. If installed and maintained properly, landscaping will cover blank walls on buildings, soften the concrete appearance of parking lots, streets and sidewalks, create transitions and separations between uses, and improve the aesthetic quality of pedestrian walkways, among other things. The type of landscaping, including specific types of trees and shrubs, can be very helpful in achieving an effective landscape plan. For example, the visibility of each business is essential to their economic viability. For this reason, the type of tree that is located in front of the business along a street should not be one that will eventually hide the building.

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An alternative would be to identify trees that do not have branches on the lower portion of the tree trunk so that the business is still visible to pedestrians and automobiles, and the trees form a high canopy.

IV. OPTIONS

A. Finishes and Styles

1. Determine traditional architectural styles that are associated with era or location, i.e. Victorian, Queen Anne, New England.
2. Identify particular architectural features that are desired, i.e. cupolas, bay windows, gable end roofs, awnings.
3. Identify exterior finishes that are desired and those that should be discouraged, i.e. wood, stucco, brick. Identify colors that are desirable and those that should be discouraged. Encourage a mix of textures on the face of buildings.

B. Lighting and Signs.

1. Determine the type of light that is desired. For both residential and commercial buildings, a softer light such as that which is emitted by sodium light bulbs may be preferred over mercury vapor which emits a brighter bluish light. Other types of bulbs include high intensity bulbs such as metal halide, high pressure sodium, low pressure sodium, flood lamps, neon and fluorescent. Standards may be different for residential than those that are established for commercial.
2. Determine appropriate wattage of bulbs. Again, it may be appropriate to establish different standards from commercial and residential. Currently, the Island County Code prohibits outdoor light bulbs that exceed 60 watts that are associated with residential uses. Further consideration should be given to how light is shielded or screened so as to eliminate spray of indirect light on neighboring properties. It may be appropriate to apply this standard differently in a residential neighborhood as opposed to downtown Freeland.
3. Determine the type of lighting that is appropriate for signage, i.e. box lights, channel lighting, backlit, indirect, neon. Are there appropriate hours where a business should be required to dim some or all of their signs and lights? If a new lighting ordinance is implemented in Freeland, how long before and under what circumstances should non-conforming lights be required to retrofit to a conforming standard?
4. What type of signs should be encouraged? There are many different types of signs, monument signs, freestanding signs, pole signs, A-frame signs, banners, letters on the building façade, flashing signs, moving signs, etc. What are the appropriate height limits of each type of sign?
5. How much square footage should a business be allowed for signage? Should there be a standard for the total square footage that is allowed per business as well as a standard for square footage per sign (businesses often desire more than one sign)? Square footage can also be calculated relative to the speed limit of the road upon which the business is located. The purpose of this type of standard is to allow businesses located along a highway to have more signage because automobiles are moving at higher speeds and the sign and business are typically located further from this type of road as opposed to a much smaller interior road where cars are moving slowly and are much closer to the sign and/or business. How should square footage be calculated? Should both sides of a sign be calculated into the total or should it just be the area of the billboard area?
6. What types of features should be considered exempt from calculating signage, i.e. open/closed sign, neon beer signs, enter and exit signs, time and temperature signs?
7. How long before and under what circumstances should non-conforming signs be required to retrofit to a conforming standard? Should there be an amortization period that requires all signs be retrofitted or replaced within a certain time frame? Should retrofitting and replacement take place when a new business occupies the

DESIGN REVIEW

space? Should it take place when business owners make application to the County for a permit that requires modification to the sign?

8. How to encourage architectural and aesthetic integration of signs into the complex and community. It may be appropriate to locate signs and design signs such that they contribute to the desired look and feel of the area by landscaping around the sign, prohibiting bright colors and flashing lights, encourage indirect lighting of some or all types of signs in specific zones with landscaping that hides the light fixture (an example of indirect lighting would be lights that are on the ground and shine up upon the face of the sign)?

C. Bulk, Setbacks and Height.

1. Determining the appropriate scale of bulk is an essential component of achieving the desired goal. There are factors other than limiting the size and square footage of buildings that will automatically limit the bulk aspect of site development. These include the amount of landscaping required, the amount of open space or community space, setback requirements, buffers from critical areas, parking requirements, etc. Other techniques that can be established include creating a lot coverage ratio, height limitations, encourage varying heights of buildings within a complex, eliminating blank external walls and requiring pitched roofs. Requiring a limitation on the size of each building, in addition to the total square footage allowed relative to the size of the parcel, can be an effective way to achieve a mix of clustered smaller buildings rather than having one large structure.
2. Minimum and maximum setbacks can be used to improve aesthetic and functional goals of the particular zone. Requiring a maximum setback from road in a mixed use zone or a village zone will create a more compact neighborhood and encourage pedestrian traffic. Buildings with street level store fronts will benefit from close proximity to a road and sidewalk. Many village type settings have maximum setbacks of 15 or 20 feet which allows just enough space in between the road and the building for sidewalks, benches, street trees and lighting. Minimum setbacks may be appropriate for use located along the highway. A greater distance from the highway will allow for tree buffers that will cut down on noise and visual impacts, they will allow for some highway expansion that may be necessary in the future, and can be beneficial to commercial uses that support highway traffic by allowing improved circulation for those uses and easy ingress and egress for traffic on and off the highway.
3. Establishing a height limitation for each zone will preclude visual obstructions, limit bulk and allow for consistent and harmonious development within a community. Two story height limitations in commercial and village business zones have been effective at allowing a good mix of street level commercial use and second story residential and office uses while allowing good solar access to downtown core streets. It may be appropriate in multi-family or mixed use zones to allow three and four story structures in order to achieve the desired density and achieve a compact urbanized area rather than a more sprawling, geographically larger area.

D. Landscaping.

1. As stated above, in most cases, landscaping should be used as a means of improving and accentuating the overall aesthetic quality of development rather than being considered as a way of hiding or screening development. However, there are circumstances where the use of landscaping can and possibly should be used as a way of screening a development, i.e. industrial warehouses or junkyards. Native vegetation should be retained to the extent possible and used in combination with newly installed landscaping. Native vegetation, especially mature trees, can be used as a means of preserving viewsapes from the highway. Native vegetation will soften the bulk of new development by minimizing its visual impact. The same buildings will appear much larger if all of the mature trees are removed from the site than if at least a couple are kept. These larger trees can make buildings seem smaller because of the relatively large size of the trees. Mature trees will also offer an easier transition from one use to another.
2. Goals should be established for the number and type of trees that are desired along streetscapes.

DESIGN REVIEW

3. Goals should be established for the number and type of trees/bushes that should be required in parking lots. A common approach is to establish a number of internal planters and/or islands required per a specified number of parking spaces or square feet of impervious parking surface.
4. There may be locations where it is appropriate to require landscaped berms along roadways as a separation device between roads and structures. Typically, this type of feature would separate high speed, high use roads from pedestrian friendly areas, where a separation would benefit as a visual buffer, noise buffer and safety buffer.

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Critical Areas

DRAFT

Critical Areas Executive Summary

Critical areas contain features or characteristics that require specific considerations in planning and development. Island County's comprehensive plan (adopted September, 1998) defines critical areas as wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas. Critical areas are frequently viewed as problems or roadblocks to utilizing or developing property. However, this perspective is characteristic of short term development goals that fail to consider the lasting benefits of critical areas. The Puget Sound basin is undergoing a dramatic conversion to pavement and buildings, and Whidbey Island is part of a greenbelt to the heavy urban and suburban development on the "mainland". Consequently, the economic and ecological values of the remaining critical areas on the Island are expected to increase. Property owners with long range vision recognize that protection of critical areas is an investment that will escalate in value far into the future.

This issue paper discusses four types or aspects of critical areas that concern the Freeland JPA: watersheds, groundwater/aquifer recharge, wetlands, and marine habitats. Omission of other types of critical areas does not mean they do not exist within the JPA or are not significant. And the information presented here should not be considered comprehensive or exhaustive, but a point of origin for further discussion.

The concept of comprehensive watershed management is emerging as a basis for planning growth and development. This is reflected in passage of the 1998 Watershed Management Act (RCW 90.82/ESHB 2514) and the investment of state funds to implement this act. Understanding where and how water flows through an area is crucial to predicting and preventing adverse impacts of projects on drinking water quality and quantity, surface erosion and flooding, and marine environments. Whole watershed evaluation is gradually being employed in Island County. This issue paper strongly recommends that a comprehensive approach to Freeland's watersheds be used in developing a management plan for the Freeland JPA. This would include consideration of how wetlands in the JPA function to modulate surface water flow, both in quantity and quality. Since watersheds and wetlands often straddle artificial borders, such as JPA boundaries, evaluation of these features is more appropriately based on their landscape context. A failure to use the proper ecological framework can easily result in incorrect (and sometimes economically costly) decisions.

Specific recommendations for Freeland's critical areas include:

1. Accurate identification and characterization of landscape-level features of the five watersheds that overlap the Freeland JPA should be performed. Examples of these features are wetland and stream systems with their associated buffers and mature forests. These data should be used to develop a watershed management action plan and policy at the landscape, rather than parcel, level.
2. Education, guidance, and assistance by governmental and non-governmental organizations should be offered to owners whose property includes critical areas. Local

1 government should offer encouragement to retain or minimize impact on critical area
2 through devices such as tax incentives, public benefit rating systems, and conservation
3 easements. To expand the range of “reasonable uses”, innovative alternatives to
4 development techniques and engineering should be explored and offered to properties
5 containing critical areas.

6
7 3. Fully characterize the aquifer(s) supplying the Freeland JPA so that a water budget
8 for future growth and a Groundwater Management and Conservation Plan for the
9 Freeland JPA can be developed. Until better information is available, the percentage of
10 impervious surface permitted in the central portion of the JPA should be reduced, since
11 this region is in a high recharge area of the JPA.

12
13 4. To avoid future conflicts with federal and state regulations governing marine
14 habitats, a thorough assessment of forage fish and forage fish habitat in the marine waters
15 of the Freeland JPA should be made. This information can be used to formulate
16 development ordinances that reduce and refine stormwater runoff or effluent. It can also
17 be used to create a shoreline management plan for the JPA that represents a proactive,
18 progressive utilization of Freeland’s shoreline.

19
20 5. When reasonable, critical areas should be combined with public spaces and parks.
21 If critical areas can be incorporated with such uses, the likelihood of protection can be
22 increased. However, the quality and function of the critical area within the landscape
23 context should not be degraded or compromised by such a combination.

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1 formulated. This effort should include individuals and organizations with local
2 knowledge, such as the Whidbey Audubon Society.

3 • Island County government should explore and adopt innovative alternatives to
4 development techniques and engineering. By allowing a wider range of solutions to
5 minimize or ameliorate development impacts, property owners are more likely to
6 voluntarily recognize and protect critical areas.

7 • When reasonable, critical areas should be combined with public spaces and parks.
8 If critical areas can be incorporated with such uses, the likelihood of protection can be
9 increased. However, the quality of the critical area should not be degraded or
10 compromised by such a combination.

11 Property values in urban and suburban settings are rooted in accessibility to work,
12 shopping, and cultural and entertainment activities. The commodities and features that
13 are conserved by critical areas are highly valued by Island residents: availability of clean
14 drinking water, native wildlife and vegetation, and scenic vistas. For sustainable use of
15 the land and its critical areas, the spirit, ethics, and value of stewardship must be
16 acknowledged by a landowner in caring for the land. The principles of stewardship are
17 fundamental to land, farm and soil conservation policies and demonstrate responsibility
18 to the land and the surrounding community. Here in Freeland, those principles can be
19 applied to conserve the property value and the resources of land for current and future
20 generations

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V. Watersheds by J.C. May

A. Overview

The following commentary will look at the watershed, subbasins (portions of watersheds) contained within the Freeland Nonmunicipal Urban Growth Area (NM-UGA) and joint planning area (JPA) in a whole system perspective from their source to their outfall into Holmes Harbor or Smugglers Bay (or into the Newman Pond wetland complex). Especially noted will be the natural and human constructed drainages (and mixtures), wetlands, marshes, and the seasonal streams which are functioning as an interconnected system within these boundaries.

The primary wildlife corridors (specifically for birds and small mammals) are along these drainages, within the wetlands and still-vegetated stream riparian zones which connect the still-forested, native plant covered upland habitat areas to the nearshore and estuary/bay areas (it seems some of our main indicator "threatened" species for the NM-UGA area are Great Blue Heron, Bald and Golden Eagle, Peregrine Falcon, osprey, spotted owl. Intact native vegetation sustains migratory songbirds which frequent the South/Central Whidbey area, and its wetlands, ponds, and shore areas provide fresh water fowl and salt water nearshore and shore birds feeding stations during their seasonal migration. Also open meadow and wetland complexes and drainage systems provide habitat and food to sustain other raptors, such as Marsh and Redtail hawks, barred and great horned owls, and raven.

B. Background on Impact of Past and Present Forestry and Current Development Practices on Natural Watershed Functions

Forestry practices, specifically past and present clearcutting activities, have caused the destruction of duff and the loss of topsoil, substantially reducing the water retention capabilities of Island soils.....in most cases, even with regrowth of timber and underbrush, runoff rates are higher, in some cases significantly higher than before logging.

Development practices, especially the large scale removal of significant portions of trees and vegetation to obtain views and/or open space are destroying the ability of the land to naturally control the effects of increased run-off.

These forestry and development practices (which historically have been based on the "right of property owners" concept) are negatively impacting and sometimes significantly damaging the property of down-slope

1 owners (especially property owners at the mouth of subbasins or
2 underneath/below steep slopes and bluffs) A current example is the
3 clearcut and devegetation at Fox Spit which has greatly increased the threat of flooding
4 and landslides to the downslope properties and the properties below the steep bluffs.
5 This hazardous condition necessitated a drainage intervention by Island County
6 Engineering, at considerable cost to Island County.
7 Such vegetation removal practices have caused the following Watershed
8 impacts:

9
10 1) Saturation of previous stable and usable down-slope soils by increased
11 shallow or sub-surface runoff has reduced both property values and land use of down-
12 slope property owners.

13
14 2) Flooding of down slope areas, which blow out and damage natural stream
15 drainages, and flood down-slope property owners.

16
17 3) Reduction of water available to recharge Freeland's sole-source
18 aquifers due to rapid run-off instead of steady percolation into and
19 through soils

20
21 **C. The cumulative threats, or initiating factors impacting , degrading ,**
22 **or destroying critical area habitat within the Freeland NM-UGA and the JPA**
23 **are: (including recommendations)**
24

25 1. Pollutant run-off from impervious surfaces of Commercial Businesses
26 (parking lots/strips) the driveways and lawns of residences, and State,
27 County, and City road systems - both the quality and quantity of run-off
28 will degrade wetland areas, streams, and drainage systems. For example, the drainage
29 along the former Fish Creek extending from the northern portion of Fish Road to Freeland
30 Park and Holmes Harbor is being subjected to considerable alteration by commercial
31 development. A recently approved auto fueling and maintenance facility adjacent to two
32 category A wetlands along Fish Road is an activity with significant potential to alter these
33 critical areas by changing water flow and sediment loads and to contaminate them with
34 polycyclic aromatic hydrocarbons and surfactants. Properly constructed and properly
35 maintained containment and treatment facilities should be enforced at this development to
36 prevent damage to these high quality wetlands and the downstream properties. Farther
37 downstream, the former Fish Creek drainage is at risk of being placed entirely in culverts
38 if the large parking lot serving the grocery/hardware/retail space north of Main Street is
39 expanded. "Culvertizing" such an extensive stretch of this drainage will not only
40 eliminate any potential biofiltration treatment of runoff, but will also fail to slow detention
41 pond overflows, carrying petroleum contaminants directly into Holmes Harbor.

42
43 2. Continued removal of remaining forested areas and
44 naturally vegetated wildlife habitat drainage corridors without revegetation of the
45 landscape. An example of such an at-risk area is the steep slope commercial site west of
46 Woodard Road at SR 525, which will be converted from trees, shrubs, and lawn to

1 impervious surface. In the same drainage from SR 525 all the way down to Holmes
2 Harbor, additional removal of vegetation has occurred, where all the invasive
3 scotchbroom and blackberry has been scraped and cleared, along with
4 intermixed native vegetation that was being smothered by invasive plants.

5
6 Such cleared/graded/degraded areas need an ordinance provision for
7 replanting with native vegetation to provide habitat cover and also to
8 provide sufficient groundcover to prevent excessive run-off, erosion and
9 flooding.

10
11 Sufficient intact Wildlife habitat and Wildlife corridors are threatened
12 by future individual and subdivision development along the West and East
13 side of Holmes harbor within the UMGA and the JPA. Along Honeymoon Road
14 here have been sitings of Pileate woodpeckers and spotted owl. There is
15 a Great Blue Heron Nesting area in the large firs to the West of Honeymoon
16 Bay Lake, which is fed by a small wetland-spring complex and seasonal
17 stream drainage system. Especially important to wildlife as habitat/cover
18 are the seasonal stream drainage systems which feed down into Holmes
19 Harbor.....these are increasingly being stripped off native vegetation or
20 degraded by narrowing riparian buffer zones due to residential development
21 or by infill and diversion due to subdivision development.

22
23 There is an active Osprey nest upon the Cell Tower above the Freeland Well
24 Facility (since I don't have my maps with me, I don't exactly know which
25 direction)....according to Audubon personnel the Great Blue Heron rookery
26 previously situated at Newman Ponds has moved to Forested area near the
27 Ospreys nest for protection from Eagle predation of their
28 young.....these herons forage in the nearby open meadow and wetland
29 areas.

30
31 There needs to be provision in the Freeland master plan, by ordinances or
32 development incentives to identify, protect, maintain, and restore
33 important seasonal stream drainage riparian zones which provide wildlife
34 corridors and help prevent downstream siltation and flooding.

35
36 3. Degradation of remaining wetland areas by excessive polluted run-off
37 due to clearing of landscape, construction of impervious surfaces,
38 ditching and channeling of natural drainage systems, and pollution from
39 highways, or commercial, industrial chemical/oil contamination.....

40
41 There definitely needs to be ordinances and regulations for appropriate
42 catchment basins, integrated with natural features such a vegetated berms
43 and man-made filtering systems such as artificial wetlands....

44 There also definitely needs to be ordinance provisions for using such
45 filtered "gray" water and using cistern water for landscape, golf course,
46 garden watering (such complementary ordinances will to help to utilize and

1 purify run-off by allowing percolation down through soils)

2
3 And within the above ordinances there needs to be language which states
4 that certain Residential densities, or commercial sq footage will
5 necessitate stricture regulations for containing, filtering, purifying and
6 reusing such run-offthese might include central water systems for
7 future subdivisions and housing developments and inclusion within rural
8 subdivisions of dual water systems - one for drinking water and one for
9 "gray" landscape irrigation water.

10
11 4. The cumulative effects of the mainly commercial development result from removal of
12 trees, shrubs, and native vegetation and replacement by impervious surfaces. These
13 effects include disruption of natural drainage, streams, and connecting wetland systems
14 through alteration of natural hydrology and water flow patterns. In addition, non-point
15 source pollutants from surface water run-off from lawns and impervious surfaces can
16 contaminate wells, natural wetlands and ponds, streams, and the adjacent marine waters
17 and shorelines. The rate of development in the Freeland business core has become rapid
18 in the past few years: nearly 20% of the undeveloped area in the business core was
19 converted last year, and less than 25% of the business core area remains available for
20 future development.

21
22 Ordinances should ensure that drainage and streambed culverts under
23 existing roads (whether state, county, JPA, or UGA) are sized to handle the surfacewater
24 runoff from upland individual parcels and larger developments so naturally
25 existing or manmade drainage systems below are not blown out by large
26 storm events. Drainage and streambed culverts should be
27 regularly inspected for blockage/siltation).
28 Provisions should be made which ensure adequate manmade
29 wetlands or retention ponds upstream on individual or grouped parcels and
30 larger subdivisions to control and filter such runoff.

31 32 **D. Summary of Recommendations for Critical Areas Protection**

33
34 1. For clearing of trees, underbrush and vegetation of individual lots
35 (especially 1/4 acre and larger) which degrade water quality and adversely
36 impact wildlife and their habitat the development and implementation of a
37 property owner, incentive program to retain/increase tree cover and native
38 vegetation is recommended.

39 Potential sources of funding: Centennial Clean Water funds/Island
40 County, Whidbey Island Conservation District funds, and WSU Cooperative
41 Extension Funds.

42
43 2. For increase untreated surface runoff due to loss of critical natural
44 features (i.e. tree/shrub habitat, native vegetation, and riparian
45 corridors) on individual parcels, Conservation easements and/or incentive
46 programs should be established to minimize non-point pollution at the

1 source and protect critical ecological features. For as more land is
2 developed this increases sediment loads into downslope wetlands and
3 streams and negatively impacts wildlife habitat, water quality and natural
4 ecosystem functions.

5 Potential Sources of funding Centennial Clean Water Funds/County road
6 funds/conservation grants/impact fees.

7
8 For the above Individual lot recommendations there could be an ordinance
9 requiring Best Management Practices (BMPs) to be employed by contractors,
10 homeowners, and regulatory groups to control the negative commutative
11 impacts of current clearing and grading practices.

12 For larger scale development and clearing activities, such as
13 subdevelopments, which impact and degrade natural resource areas (and
14 reduce opened space) essential for water quality, surface water run-off
15 control, and water quality, the Open Space Public Benefit Rating System
16 Program (PBRS) could be implemented for such Property owners as well as
17 ordinances which encourage stewardship of the land and retention of
18 natural areas.

19 Additional funding for such ordinances and incentive programs could be
20 Residential Building Permit fees/PIE funds/Coastal Zone Management grant
21 Funds.

22
23 3. The cumulative impacts from individual parcels that generate
24 increasing nonpoint pollution and cause deterioration and damage of
25 watershed ecosystems could be addressed by establishing a Community
26 Watershed Enhancement Low Interest loan and Grant for nonpoint pollution
27 prevention BMPs and watershed restoration (especially for remediation
28 costs beyond the financial resources of individual property owners).

29 The cumulative impacts from larger scale development could be addressed by
30 ordinances which require appropriate education and implementation of
31 grading and development activities which protect and don't degrade
32 critical and sensitive areas. This could be funded by impact fees, as
33 well as building permit fees

34 35 **E. Responses to Freeland Survey 2000 and the Open House (1/25/01)**

36
37 1. There were concerns about possible flooding along Shoreline Drive at the head of
38 Holmes Harbor and a possible well pollution problem at the Mutiny Bay Housing
39 development within the JPA

40
41 2. There was concern about maintaining the integrity of a wildlife
42 corridor area, where raccoon, deer, coyote transit through on coop housing
43 property in Harbor Hills Community, south of SR 525 near the Scott Road intersection.
44 This community is upslope from a large wetland and forested area between Scott and
45 Newman Roads and which provides a connection to the Newman Ponds.

46

1 **F. Island County Activities**

- 2
- 3 1. Draft Watershed nonpoint source Control Plan for Central and South
 - 4 Whidbey
 - 5 2. Just started Freeland UGA Stormwater drainage study by Fakkema &
 - 6 Kingma consultants
 - 7 3. Upcoming Central and South Whidbey Surface Water/Stormwater Utility
 - 8 District initiative by Island County Surface Water Department to be put on
 - 9 Sept Ballot.

10

11 **G. Whole Systems Recommendations**

12

13 Major impacts to watersheds are due to the cumulative affects from

14 development activities which destroy and damage critical and sensitive

15 areas and degrade ecosystem health. Presently, planning review of

16 development impacts is done on a site-by-site basis as required by current

17 codes ; cumulative impacts are not addressed.

18 There needs to be a Drainage Basin Planning Process established as part of

19 the Freeland's NM-UGA comprehensive management plan and the Freeland/County

20 JPA areas comprehensive plan; this would include a water resource

21 planning element.

22 The Freeland NM-UGA local ordinances would include provisions that analyze

23 the cumulative impact of development over its watersheds and subbasins and

24 prevent and/or mitigate impacts to watershed ecosystems which affect

25 wildlife habitat, natural surface/storm water drainage capability, and

26 water quality.

27 Residential and commercial development - clearing and grading of

28 trees/shrubs/native vegetation from forested, wetland and stream riparian

29 zones and the resultant addition of impervious surfaces in lawn, parking

30 lots and roads - is the primary initiating factor for adverse critical

31 area ecosystem impact in the Freeland UGA/JPA):

32 (An additional possible source of funding would come from implementation

33 of a Central/South Whidbey Surface/Stormwater Utility District

1
2 **VI. Wetlands of the Freeland Joint Planning Area**
3 **by Randy Blethan**
4

5 **A. Overview**
6

7 The value of wetlands for fish and wildlife protection has been recognized for
8 decades. Other benefits have more recently been identified. Wetlands are valuable as
9 sources, sinks and transformers of a multitude of chemical and biological materials.
10 They stabilize water supplies, thus ameliorating both flood and drought. They cleanse
11 polluted waters, protect shorelines, and recharge ground water aquifers. Wetlands can
12 support a rich bio-diversity and an extensive food chain. They play major roles in the
13 landscape by providing unique habitats for a wide variety of flora and fauna.
14

15 Wetlands are open ecosystems that maintain strong ties to the adjacent ecosystems.
16 In order to maintain ecological value there are two factors to be considered the location
17 of the wetland in the total regional landscape and its relationship to the other ecosystems.
18 With the increase of human disturbances there is a diminution of connectivity and
19 simplification of the categories of wetlands represented. The natural actions of these
20 wetlands, the interactions between components therein and the physical, chemical, and
21 biological processes, are like-wise curtailed.
22

23 The landscape context of the Freeland JPA changes with land use. Natural areas
24 disappear, representing an easily recognizable environmental loss to economic
25 “progress.” The values and functions that wetlands provide are in perpetuity; commercial
26 values are finite. The valuable structure and functions of these unique and fragile
27 ecosystems must be recognized and translated into wetland protection laws, regulations,
28 and management plans.
29

30 **B. Wetlands in Landscape Context**
31

32 Freeland is located within the Northern Puget Sound Lowlands Region (region 5),
33 covering ten sections within two townships: Township 30N Sections 34 and 35;
34 Township 29N, Sections 2, 3, 10, 11, 14, 15, and 16. Both townships are in Range 2 East.
35 Throughout a matrix of rural development and agricultural use is a major wetland
36 complex, dominated by contiguous estuarine shoreline and fragmented patches of
37 palustrine wetlands. Wetlands of the Freeland planning area are transitional, in their
38 spatial arrangement, between uplands and the marine ecosystems of Holmes Harbor and
39 Mutiny Bay.
40

41 The largest wetlands within this regional landscape are estuarine. Depressional
42 flow-through wetlands characterize the majority of wetlands in this area. Precipitation
43 and surface water provide the source of the hydrology. The human disturbances have
44 increased drainage by increasing impervious surfaces, which create surface water run-off
45 patterns. Agricultural activities have created artificial drainage sub-systems. The shapes,

1 boundaries and connectivity of these wetlands have been seriously compromised,
2 simplifying the landscape mosaic.

3
4 Wetlands occur in the transitional zone between the upland environment and open
5 water. These wetlands perform transitional storage and processes associated with water
6 quality. Water level, flow, and frequency have a direct effect on the ecological processes
7 that can be performed by these wetlands. The opportunity for water quality functions to
8 occur is sharply reduced where the length of residency is reduced due the simplified
9 landscape features, steep slopes and simplified drainage conveyances. It is therefore
10 important to have knowledge of landscape properties that control wetland hydrology and
11 water chemistry. The cumulative and individual effects of upland development on
12 watershed basins, wetlands, marine waters and other critical areas need to be considered.

13
14 Understanding the landscape relationship is also necessary in evaluating the
15 transportation of sediments, nutrients, and even toxic materials in the wetlands. When
16 hydrology is modified it directly changes the ability of a wetland to transform chemical
17 and biological materials. Outflows from wetlands must also be viewed in a landscape
18 context to evaluate impacts on the marine ecosystem. Biotic and abiotic factors such as
19 dissolved organic carbon, excessive salinity, toxins, and excess sediments and detritus,
20 which wetlands remove, can have a negative impact on marine habitats. Marine waters
21 and their associated tidelands are interdependent with stormwater drainage and watershed
22 management plans.

23
24 The complex topography delineates two dominant drainage basins with
25 immediate discharge into the sub-tidal area of the marine. There are five watersheds
26 within these basins in the Freeland JPA. Four of these, Fish, Eaton, Golf and Freeland,
27 drain into Holmes Harbor, a six mile long embayment which opens into Saratoga
28 Passage. The fifth, Bay watershed drains into Mutiny Bay, Admiralty Inlet. The
29 watershed functions and processes are highly simplified due to the truncated landscape
30 setting of island geomorphology. With the immediacy of the marine/estuarine catchment
31 area the wetlands and associated complexes provide the primary ameliorating factor in
32 water quality. Freeland's unique watersheds' characteristics must be maintained to
33 preserve individual and local processes and functions.

34 35 36 **C. Wetland Regulatory Actions**

37
38 The Growth Management Act has a strong mandate regarding critical areas,
39 including wetlands. It says that all counties and cities “shall adopt development
40 regulations that protect critical areas.” Under the Island County Comprehensive Plan
41 (adopted September, 1998), critical areas are defined as wetlands, aquifer recharge areas,
42 fish and wildlife habitat conservation areas, frequently flooded areas, and geologically
43 hazardous areas.

44
45 Critical Area Ordinance(s) are frequently viewed as problems or roadblocks to
46 using or developing property. Guidance for future planning recognizes that protection of

1 critical areas is an investment that will escalate in value far into the future. Landscape
2 site-specific concerns may be implemented by crafting into Land Use regulations and
3 policies specific needs and concerns of the Freeland JPA landscape. An innovative
4 Critical Area Ordinance(s) can establish a sound management/conservation plan, which
5 would insure the integrity of the wetland/watershed functions within the five sub-basins
6 of the Freeland JPA.

7
8 As pointed out above, the landscape of Freeland JPA has with it a unique set of
9 considerations. In making planning decisions, the sensitive natures of the functions
10 preformed by individual wetlands need to be considered. Currently, the general language
11 has led to wide variety of approaches to wetland protection. [Category 'A' (dominated
12 by over 50% native vegetation) - Category 'B' {i.e. human created, farm ponds} (over
13 50% exotic vegetation) if exceptions are not met: No defined formulas for mitigation –
14 only subjective review, SEPA review only required if filling or alterations to buffer.
15 Category 'C' is not protected]

16
17 The regulatory criterion is established at the level of each individual project. This
18 scale should be shifted to the broader landscape (watershed) scale. This would provide
19 decision-makers with a context to evaluate the potential cumulative effects of the
20 individual projects on broad-scale patterns of wetland diversity.

21
22 Some possible solutions are developing language specific to the Freeland JPA
23 that protects the involved watersheds from potential loss of functions and processes. This
24 language should support an integrated, interdisciplinary approach to preserving the
25 quality of wetland critical areas in any watershed and stormwater drainage management
26 plans. The cornerstone to a sound watershed management plan would target standards
27 for cumulative impact analysis, aquifer recharge quality, groundwater quality assurances,
28 wetland functional assessments (for mitigation) and comply with the 4(d) rule of ESA
29 and Shorelines Guidelines. Support from Washington State Department of Ecology
30 (model programs, etc.) should be fully utilized and a recommendation for the use of best
31 available science should be included.

32
33 Other positive objectives could potentially include developing functional profiles
34 for each wetland class. These wetlands would be reviewed based on impacts to the
35 functions of a watershed in which they are located. Using this larger scale context would
36 review processes of functionally interconnected systems, such as wetlands, marshes, and
37 seasonal streams and identify cumulative threats and factors that are impacting,
38 degrading, destroying valuable functions within wetland critical areas. Prevention of
39 flooding, erosion and excessive run-off would be provided for by requiring native re-
40 vegetation of areas degraded by clearing and grading. This provides groundcover and
41 bio-diversity productivity with food, cover and nesting habitat.

42
43 Decision-makers should be supported by comprehensive landscape knowledge,
44 based in an accurate critical area inventory and mapping. Island County has the GIS
45 technology to accomplish this task. Natural and human constructed drainage, and

1 mixtures thereof, should be included. Other layers within this technology may identify
2 historic wetlands, plant communities and guild ecosystems of specific interest.

3
4 **D. Responses to Freeland Survey 2000 and Open House (1/25/01)**

5
6 Public response at the Freeland Planning Open House held on January 25th, 2001
7 addressed critical wetland habitats within the Freeland planning area in the following
8 four areas:

- 9
10 i) How to protect Freeland's aquifer recharges areas and evaluates potential
11 groundwater contamination from proposed development. To avoid the potential of
12 impacted groundwater, what mitigation measures are needed.
13
14 ii) Whether critical areas not immediately adjacent to a development project are
15 included in project review.
16
17 iii) Development tax incentives versus credits for conservation easements
18
19 iv) How to maintain wildlife corridors and mitigate impacts on them. Creation of
20 sufficient greenbelt/open spaces for such wildlife corridors and preserving open
21 space/forested lands/drainage corridors for wildlife travel corridors especially from
22 higher lands through wetlands to the shore and tide lands in Holmes Harbor and in
23 Mutiny Bay

24
25 None of the items in the Freeland Survey 2000 directly addressed any critical
26 areas. Since write-in comments for the survey have not been available, it is unknown
27 whether any of the respondents commented on these topics. Whether this
28 unresponsiveness reflected a lack of public awareness about these habitats or lack of
29 interest or concern is unknown.

30
31 **E. Recommendations**

- 32
33 1) Critical areas currently existing within the Freeland JPA should be accurately
34 identified and characterized, creating an inventory. Landscape-level features and
35 processes such as wetland and drainage (stream) systems, wetland and stream buffers,
36 mature forests and other potentially affecting characteristics should be included in such
37 an inventory. Historical loss of wetland and stream habitat due to clearing, filling and
38 agricultural development should also be identified. Mylar inventory overlays could be
39 digitized and added to Island County's GIS database. This created GIS database would
40 be a foundation for analysis of future land use impacts (anticipated future losses of
41 wetland and stream habitat) and responsive management plans. Inventorying efforts
42 should include individuals and organizations with local knowledge. Whidbey Audubon
43 Society, Whidbey Environmental Action Network, WSU Cooperative Extension's Beach
44 Watchers Program are examples of such organizations.
45

1 2) A management action plan and policies specific to the Freeland JPA should be
2 established. These policies and plan need to be developed at the watershed (basin)
3 landscape level. Cumulative impact analysis should be included in development project
4 review even when wetlands/critical areas are not immediately adjacent to a proposed
5 project site, due to impacts landscape wide. The goals should include preservation of
6 water quality and aquifer recharge, through functional assessments and groundwater
7 contamination evaluations aimed at promoting self-sustaining wetlands and functions of
8 surface water quality, stormwater retention, sediment control, aquifer recharge, wildlife
9 habitat, maintenance of wildlife corridors, and mitigation of impact on corridors. Best
10 available science should be utilized in developing these assessments and management
11 plans.

12
13 3) Owners whose property contains critical areas should be fully informed of options
14 and benefits of voluntarily protecting critical areas, including non-governmental
15 organizations that can offer guidance and assistance. Open space public benefit rating
16 system, conservation easement, and other tax incentives should be investigated,
17 encouraged and developed. Island County government should require full exploration of
18 alternatives when critical areas are to be affected and should support innovative
19 engineering and development techniques. When a wider range of solutions, to minimize
20 or mitigate development impacts, are supported property owners are more likely to
21 voluntarily recognize and protect critical areas.

22
23 4) When reasonable, critical areas should be combined with public spaces and parks. If
24 critical areas can be incorporated with such uses, the likelihood of protection can be
25 increased. However, the quality of the critical area should not be degraded or
26 compromised by such a combination.

27
28 **G. Funding**

29
30 One possible source of funding might be through Washington State Department
31 of Ecology, perhaps Watershed planning program or SWIWS, Statewide Integrated
32 Wetland Strategies, etc.

1 **VII. Groundwater and Aquifer Recharge Areas**
2 **by Linda Rhodes**

3
4 **A. Overview**
5

6 The availability of clean drinking water is important to everyone. The U.S.
7 Environmental Protection Agency (EPA) has designated Whidbey Island as a sole source
8 aquifer. Consequently, all of Island County is considered a critical aquifer recharge area.
9 This means the Island's aquifers depend entirely on rainfall for regeneration. Ample
10 regeneration not only maintains the supply of fresh water but also excludes salt water
11 from entering aquifers. The quality and quantity of groundwater need to be conserved,
12 and these features are influenced by overlapping, yet distinct, sets of factors. Identifying
13 these factors and developing a plan that considers them should be integral to any
14 comprehensive plan for Freeland. A failure to manage and conserve Freeland's water
15 could result in aquifer exhaustion or contamination, and the alternatives to local
16 groundwater, such as piped water from the Skagit River, are likely to be more costly.
17

18 Glossary of terms

- 19 1. Well logs: Records of soil types and their depths that were encountered when wells
20 are drilled. Before 1996, this information was not necessarily reported to the Island
21 County hydrogeologist.
- 22 2. Interpolation modeling: A method of using individual well logs to predict the
23 composition of soils in areas where well logs have not been collected. This is used only
24 to make predictions about areas between existing logs.
- 25 3. Xenobiotic contaminant: A chemical that is foreign to an ecosystem. Examples
26 include synthesized organic compounds, such as pesticides.
27

28 **B. Groundwater Quality**
29

30 1. Monitoring requirements.

31 Groundwater quality concerns include saltwater intrusion, biological agent
32 contamination, and contamination by xenobiotic chemicals. Washington State law
33 requires water systems that serve more than 15 connections to monitor drinking water for
34 coliform contamination (monthly), volatile organic chemicals (VOCs) such as petroleum
35 products (alternate years), soluble organic chemicals (SOCs) such as pesticides
36 (annually), and inorganic compounds such as heavy metals and chlorides (once every
37 three years). Locations that are not likely to be impacted by SOCs (e.g., nonagricultural
38 sites) can receive waivers for SOC monitoring. The U.S. Environmental Protection
39 Agency (EPA) requires the results of these monitoring efforts and any necessary remedial
40 actions to be made available to each customer in a Consumer Confidence Report (CCR)
41 every year. For water systems that supply 2 – 15 connections, the state regulations are
42 considerably reduced, relying more on good business practices or the discovery of
43 problems to induce a monitoring program. Wells serving a single connection are tested
44 only at the time of drilling, and monitoring is completely voluntary thereafter.
45

46 2. Seawater intrusion.

1 Seawater intrusion is a prime concern, since it is one of the most common causes of
2 well contamination in coastal communities. Currently, the Island County Health
3 Department has a program of monitoring 45 wells throughout the Island for evidence of
4 seawater intrusion. This testing utilizes measurement of major cations and anions
5 (calcium, chloride, potassium, magnesium, sodium, nitrate, sulfate), alkalinity,
6 conductivity, hardness, and depth to water. By measuring this range of features,
7 saltwater intrusion can be detected much earlier than by chloride measurement alone,
8 which is the standard method for monitoring for intrusion. Earlier detection of possible
9 intrusion will allow ameliorative actions to be taken before aquifers are permanently
10 damaged. To date, no wells within the Freeland planning area have suffered saltwater
11 intrusion or have exhibited elevated major cation and anion levels that indicate potential
12 for saltwater intrusion.

13
14 3. Aquifer contamination potential (other than seawater intrusion).

15 Currently, hydrogeological evaluation of proposed developments requires an
16 assessment of stratigraphic well logs within a 1-mile radius of the proposal. Douglas
17 Kelly, the hydrogeologist with Island County Health Department performs this
18 assessment. His assessment uses well log information, aquifer recharge overlays, data
19 collected in his collaborative studies with USGS (see section C below), and his
20 professional judgement. For the Freeland planning area, the 75 available logs are
21 unevenly distributed (Figure 1 – stratigraphic map). The highest concentrations of logs
22 are near the Mutiny Bay shore where 22.7% (17 of 75) are located. Other areas with
23 significant densities of logs are along the western shore of Holmes Harbor (6 along
24 Bercot Road and 2 near the Holmes Harbor Golf Course development), the southern
25 shore of Holmes Harbor (3 near Nichols Boatyard, 3 near Freeland Hall, and 2 near
26 Freeland Park), and the Freeland business core (8). Other logs are scattered along SR
27 525 (9) and Bush Point Road (3), along the southern half of Fish Road (7), the region
28 between Scenic Drive and SR 525 (6), and west of Honeymoon Bay Road (3). Only one
29 log is located along the eastern shore of Holmes Harbor, one near the Newman Road
30 wetlands complex, and four logs in the large low-lying region between SR 525 and
31 Mutiny Bay Road.

32
33 The total depth of a well is measured down from the ground's surface, and the
34 lower end may be above or below mean sea level (MSL). Many of the Mutiny Bay shore
35 logs are <100 feet deep. Those located closer to the Fish Road/Mutiny Bay Road
36 intersection are typically silt overlying sand or gravel at 50 to 75 feet below MSL,
37 whereas logs farther west along Mutiny Bay shore tend to have clay overlays. In
38 contrast, logs in the western portions of the JPA, including the west shoreline of Holmes
39 Harbor frequently have thick (>50 feet) strata of clay and glacial till starting within 20
40 feet of the surface and these logs are often >200 feet deep. Similarly, well logs to the
41 east of Woodard Avenue primarily have clay or silty clay overlays of 50 to 100 feet.

42
43 Interpolation modeling using well log information can be used to make predictions
44 about soil composition in areas between soil logs. One such interpolation model
45 generated the cross-sectional views shown in Figure 2. This figure displays substrata
46 down to approximately 200 feet below MSL throughout the Freeland JPA. As additional

1 well log data are collected, projection models like this can be refined and used for
2 predicting substrate composition and susceptibility to surface contamination.

3
4 While clay and glacial tills near the surface may slow the recharge rate of
5 groundwater supplies, these soils can form a barrier against surface contamination.
6 Contaminated water that encounters such a barrier can travel along its surface until a
7 penetrable substrate or the surface of the ground is contacted. Thus, contaminated
8 surface water can still enter a groundwater supply by traveling to a site remote to the
9 origin of the contamination. Many contaminants that reduce the quality of groundwater
10 may be degraded in the shallow soil zone, which is biologically active. The slow
11 recharge rates and longer residence times in shallow soils can provide effective
12 mitigation for groundwater contamination.

13 14 **C. Groundwater Quantity**

15
16 A low-resolution aquifer recharge map, based on the USDA Soil Survey (1957) is
17 currently used to predict recharge potential (Figure 3). According to this map, the eastern
18 and western flanks of the JPA are considered medium recharge areas. Excepting 3
19 significant sections, the central portion of the JPA (i.e., between Holmes Harbor and
20 Mutiny Bay), including the Freeland business core, is considered to be a high recharge
21 area. Sections in this central portion that are considered to have low aquifer recharge
22 potential include the shorelines along Holmes Harbor and along Mutiny Bay, a large low-
23 lying region around Fish Road (which contains several high quality wetlands), and
24 another low-lying, wet area that connects Holmes Harbor and Mutiny Bay between Bush
25 Point Road and Cameron Road (Figure 3). The location of the Freeland business core
26 within a high recharge area has implications for the amount of impervious surface that is
27 currently permitted within this area (e.g., up to 80% impervious surface allowed for
28 parcels zoned Rural Center).

29
30 Meanwhile, a more quantitative model for estimating recharge potential is under
31 development by Douglas Kelly, the Island County hydrogeologist. In collaboration with
32 USGS, data is being collected in support of a quantitative, numeric model called the
33 Deep Percolation Model (DPM), which can be used for calculating groundwater recharge
34 rates. The program, in its 4th year of a 5-year project, contributes to an Island-wide map
35 of recharge rates. As projects are proposed and developed, the map and the model can be
36 updated to reflect changes in impervious surfaces and predicted recharge rates. It is
37 expected that this recharge map and model will function as a dynamic assessment tool.

38
39 Information on the current location of water-bearing strata can be useful when
40 considering quantities of available water. The well logs are a source of these kinds of
41 data, since they indicate whether the lower end is located in a water-producing layer. For
42 the Freeland planning area, soils logs are concentrated in certain areas while other areas
43 are devoid of soil logs (see section B.3 above and Figure 1). Usually well logs terminate
44 where productive water-bearing strata are found, so it is worthwhile to inspect the lower
45 ends of the logs displayed in Figure 1. One striking pattern is that the logs east of
46 Woodard Avenue rarely extend 50 feet below MSL, and the gravelly water-bearing layer

1 ranges between -50 to +50 feet MSL. This is true for well logs in an area from the
2 Holmes Harbor shore through to the elevated sections of Harbor Hills, the area
3 encompassing the Freeland Water District's well field, and the low-lying floodplain
4 between Fish Road and Woodard Avenue. This pattern makes it tempting to speculate
5 that wells around and east of Woodard Avenue may be withdrawing from a common
6 aquifer. In contrast, well logs at the westernmost portion of the JPA are long (>300 feet),
7 penetrate substantial layers of clay and till, and encounter water-bearing strata at >100
8 feet below MSL (Figure 1), suggesting that these wells may be withdrawing from a
9 different stratum.

10
11 Further inspection of the well log plots reveals a second interesting pattern.
12 Excepting the log close to the Newman wetlands complex (log 1UY), the logs east of
13 Woodard Road have proportionately less clay along their lengths and appreciably more
14 gravel, sand, and silt. The western logs frequently have sections of clay and glacial till
15 longer than 50 feet. Since recharge function is dependent upon soil porosity, it is
16 possible that regions with higher subsurface permeability have a role in directing water
17 toward aquifers. Thus, the eastern and western portions of the JPA may function
18 differently in recharging the area's aquifer(s).

19
20 The Freeland Water District supplies a significant portion of the Freeland JPA,
21 including the business core. Currently, at least 327 of the 550 equivalent residential
22 units (ERUs) available to the Freeland Water District are committed. Other major water
23 purveyors in the Freeland JPA include WB Waterworks and the Holmes Harbor Golf
24 Course development. It is not known whether these large capacity distributors are
25 withdrawing from a common aquifer.

26
27 At this time, the Island County hydrogeologist feels the groundwater supply in the
28 Freeland JPA is adequate to fulfill current demand. Since reliable estimates of
29 groundwater capacity in the area are difficult to make, careful monitoring of aquifers is
30 justified when large withdrawals are permitted. All development projects are reviewed
31 for potential groundwater impact by Island County and by Washington State, using best
32 available science. If unacceptable impacts are likely, the project can be denied or
33 required to provide mitigating measures. Since some uncertainty can exist, even with
34 best available science, approved projects are often required to monitor to ensure that
35 negative impacts are not introduced and additional mitigation measures will be applied in
36 the event of such impacts. For example, under certain circumstances, Island County has
37 required bonding to provide for future mitigation. While the regulatory review process
38 appears adequate, it is less clear whether there is a planned response for negative impacts
39 resulting from projects that were approved without mitigation measures.

40 41 **D. Responses to Freeland Survey 2000 and Open House (1/25/01)**

42
43 None of the items in the Freeland Survey 2000 directly addressed groundwater or
44 aquifer recharge. Since write-in comments for the survey have not been available from
45 the Planning Department, it is unknown whether any of the respondents commented on
46 these topics.

1
2 In contrast, many participants at the January 25th Open House asked questions and
3 offered comments in this area, including concerns about potential contamination of
4 aquifers. First, a seasonal (autumnal) oil contamination of a well in the Lancaster
5 Terrace area (located at the southern end of Fish Road) was reported, and one participant
6 suggested the problem correlated with development in higher (elevated) areas. Douglas
7 Kelly, Island County hydrogeologist, has not received any report of this particular well or
8 any other wells in the area. While the problem may be associated with a specific well,
9 rather than an aquifer, a follow-up on this report is merited.

10
11 Another participant reported junk automobiles that have been dumped on a parcel
12 on Bush Point Road between SR 525 and Mutiny Bay Road (within the Joint Planning
13 Area). This parcel is located within a medium aquifer recharge area. Although Island
14 County took possession of the parcel, the junked automobiles are still on site. Several
15 participants expressed concern about abandoned vehicles and possible industrial
16 pollution on the former Island Sand & Gravel site along SR 525, north of Freeland.
17 Although the potential for contamination by aromatic hydrocarbons and other petroleum
18 products may not be serious at these sites, their location in a medium aquifer recharge
19 area, their visibility, and expression of public concern warrants attention from Island
20 County government.

21
22 Finally, many participants wanted to know how development sites are evaluated for
23 aquifer contamination potential, particularly the criteria that are used for determining
24 whether a specific development project could or would impact aquifer quality. While
25 aquifer contamination (other than by seawater intrusion) has not been a focus of Island
26 County's hydrologic efforts, assessment of aquifer contamination potential is a part of the
27 site plan review. Doug Kelly, Island County's hydrogeologist, makes these assessments
28 using a range of information, including topography, aquifer recharge overlays, mobility
29 and persistence of potential contaminants of concern local and regional stratigraphy, and
30 groundwater flow direction and velocity.. Regulations in the Island County Code
31 8.09.097 list the information to be used in land use reviews.

32 33 **E. Island County activities**

34
35 According to the Island County Comprehensive Plan (1998), Island County
36 contracted with USGS in 1997 to conduct a water recharge study of Island County. The
37 dual goals of the study were 1) to determine the quantity and distribution of groundwater
38 recharge areas and 2) to identify areas where runoff might be used to recharge
39 groundwater. Work on the first objective has already been described (see section C, para.
40 1). Since field data collection for objective 2 is in final phases, and modeling efforts are
41 being initiated, no preliminary results are available yet.

42
43 Special attention should be given to State Bill 2514, a statewide watershed planning
44 bill which is administered by Washington Department of Ecology (DOE). This bill sets
45 up planning units based on watersheds (Island County is a single planning unit). The
46 principal, and only required, criterion is quantity of water availability. Watershed

1 planning is supposed to be a community-driven process, with Washington State and
2 Island County providing technical assistance. Currently, ~\$250,000 is available for
3 Island County watershed planning, which is further discussed in the watershed section of
4 this issue paper.

5
6 **F. Recommendations**

7
8 **1. Reduce the maximum allowable impervious surface allowed in the central**
9 **portion of the JPA, regardless of zoning, until better information about the recharge**
10 **role of this area is obtained.**

11 The aquifer recharge map used by Island County classifies the central portion of the
12 JPA as a high recharge area. This part of the JPA includes the Freeland business core.
13 Under current zoning, much of this region could be developed with a high percentage of
14 impervious surface (up to 80% on commercial parcels). If this region is responsible for
15 recharging the aquifer(s) that are used in the Freeland JPA, reducing the permeable
16 surface could jeopardize the capacity of the aquifer(s). If a water-bearing stratum is in
17 contact with salt water, a reduction in capacity can result in a drop in hydrostatic head
18 pressure, increasing vulnerability to saltwater intrusion.

19
20 Part of Island County's 5-year collaborative study with USGS is designed to
21 develop a dynamic recharge model, so efforts are already underway to address this
22 recommendation. The Deep Percolation Model (DPM) that will result from this study
23 could be improved for the Freeland JPA with additional testing and model development.

24
25 Another part of the USGS study was aimed at identifying possible sites for aquifer
26 recharge by run-off. This is a conceptually appealing idea, since it implies little or no
27 restriction on surface alterations and minimal jeopardy to aquifers. However, there is an
28 obvious caveat. Run-off typically contains toxins and xenobiotic compounds, and
29 removal of these contaminants depends upon retention in interstitial water or adsorption
30 to particulates for transformation or degradation by microorganisms or plants. An
31 engineered run-off recharge structure would need to create these remedial functions in
32 order to avoid contamination of aquifer(s).

33
34 **2. Characterize the aquifer(s) supplying the Freeland JPA and develop a water**
35 **budget for future growth.**

36 Washington State Department of Ecology (DOE) is the agency responsible for
37 permitting water withdrawals. While DOE lacks the resources and local interest to
38 characterize Freeland's aquifer(s), it will utilize valid data in making permit decisions.
39 The current demand for water in the Freeland area supports several large water purveyors
40 and a myriad of individual wells, and the future potential demand could be explosive.
41 An understanding of the quantity of water available for consumption in the JPA is just as
42 important as a buildable land analysis.

43 Aquifer characterization and water budget development should at least include:
44 description and estimated capacity of aquifer(s) supplying the Freeland JPA;
45 identification of large, single source withdrawals for each aquifer and the amount

1 withdrawn (easily retrievable data for the large system purveyors); and estimates of the
2 volume of withdrawal by individual wells for each aquifer. Information from the DPM
3 project and improved interpolation modeling from well logs should also be utilized in
4 this effort.

5
6 **3. Develop a Groundwater Management and Conservation Plan for the**
7 **Freeland JPA.**

8 Developing a groundwater management and conservation plan requires that the
9 first two recommendations be implemented. Without this information, water usage
10 regulations could be unnecessarily restrictive or recklessly consumptive. A groundwater
11 management and conservation plan for Freeland would be consistent with Island
12 County’s stated policy that “Development must not be allowed to outstrip known water
13 supplies (1998, Island County Comprehensive Plan, vol. 2, Water Resources Element,
14 Policies B.4). Conservation of water should be encouraged not only to maximize water
15 availability and minimize the chance of saltwater intrusion, but also to reduce the volume
16 of wastewater.

17 Freeland’s plan should be consistent with the County’s Groundwater
18 Management Plan, and it should coordinate management and conservation within the
19 JPA for individual wells, small systems, and the larger public water systems (e.g.,
20 Freeland Water District, WB Waterworks). The larger public systems should already
21 have water conservation plans (required by Washington State Department of Health and
22 Department of Ecology). The plan should identify or recommend regulatory authorities,
23 any enforcement or implementation methods (such as landscaping ordinances), and
24 public education actions.

25
26 **G. Funding**

27
28 Support for these recommendations may come from targeted grants from USGS,
29 EPA, or Washington State DOE. These agencies periodically solicit proposals for
30 groundwater assessment and protection or for more basic research studies of aquifers and
31 groundwater. Additional funding opportunities might be found through the Watershed
32 Management Act (SB2514). Technical assessment for water quantity and water quality
33 elements WRIA6 (all of Island County) include estimates of groundwater quantity and
34 evaluation of groundwater quality. Each WRIA receives a one-time \$500,000 grant from
35 Washington State, and a portion could be used as a seed or as a match for funding from
36 other state or federal funds. Additional sources of funding could include utility district
37 fees.

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H. Figure Captions

Figure 1. Stratigraphic information for well logs within the Freeland JPA. Depth and soil composition of each well log is displayed on two axes. Color scheme for soil types are shown in the legend at the lower right of the figure. Map was generated from Island County’s hydrogeological database by D. Kelly (February, 2001).

Figure 2. Three dimensional projection of stratigraphic information for the Freeland JPA. Soil types were determined by interpolation modeling from well logs in the area. Image was generated from Island County’s hydrogeological database by D. Kelly (February, 2001). See Figure 1 for a legend to the color scheme for soil types.

Figure 3. Aquifer recharge overlay for the Freeland JPA. Image generated by Island County Planning Department for the Freeland Planning Open House (January 25, 2001).

1 **VIII. Marine Habitats**
2 **by Linda Rhodes**
3

4 **A. Overview**

5 Two bodies of marine waters contact the Freeland planning area: Holmes Harbor
6 and Mutiny Bay. Marine waters are under increasing scrutiny and protection as a result
7 of Endangered Species Act (ESA) legislation that protects Pacific salmonids and their
8 habitats. In addition to ESA issues, Clean Water Act regulations from EPA and new
9 Shoreline Management Act rules place additional attention to the impacts of uplands
10 development on marine waters and their associated tidelands. Although marine habitats
11 are discussed here as a separate topic, it is obvious that they are interdependent with
12 stormwater drainage and watershed management.
13

14 **B. Salmon Habitat**

15 There are no known historical or contemporary runs of salmon within the Freeland
16 JPA. The proximity of Holmes Harbor to the highly productive Skagit, Stillaguamish,
17 and Snohomish Rivers position it as a potential feeding station for outmigrating smolts.
18 Similarly, Mutiny Bay is located along the narrow exit of Puget Sound into the Strait of
19 Juan de Fuca and the Pacific Ocean, and ocean-bound salmon and returning adult
20 spawners may utilize its resources. Therefore, the marine habitats within the Freeland
21 JPA may contribute to the saltwater phase of salmon life cycles. This is considered in the
22 next section.
23

24 **C. Forage Fish Habitat**

25 Forage fish are prey for marine mammals, sea birds, and marine finfish, such as
26 salmon. They are also used for tribal subsistence and are harvested by recreational and
27 commercial fishers. Forage fish assemblages are a vital part of the food web of the
28 marine ecosystem since they occupy the intermediate trophic level between plankton and
29 large fish, seabirds, and mammals. Often a few species of small, pelagic forage fish
30 dominate this intermediate trophic level, resulting in “wasp-waist ecosystems” (Rice,
31 1995). In such ecosystems, control of trophic dynamics is exerted “up and down, from
32 the middle”. The importance of forage fish in ecosystems has been demonstrated in the
33 Barents Sea near Norway, where severe reductions in herring have resulted in a crisis the
34 capelin and cod fisheries and starved seabirds and seals have washed up on the coast
35 (Hamre, 1994). Thus the fate of ecosystems can depend on the abundance of a few
36 forage fish species.
37

38 Important forage fish in the inland marine waters of Washington State include
39 Pacific herring (*Clupea harengus pallasii*), surf smelt (*Hypomesus pretiosus*), Pacific sand
40 lance (*Ammodyte hexapterus*), and northern anchovy (*Engraulis mordax*). Salmon
41 recovery efforts in Washington State include protection and restoration, if necessary, of
42 forage fish habitats, since these fish are important to salmon. For example, sand lance
43 can constitute a third of the diet of Chinook salmon (Beacham, 1986) and half of the diet
44 of outmigrating sockeye salmon (Manzer, 1969).
45

1 Because of the importance of forage fish to marine ecosystems, all spawning sites
2 for Pacific herring, surf smelt, and Pacific sand lance are regulated by the Washington
3 Administrative Code (WAC 220-110-250).

4 5 1. Pacific herring

6 Holmes Harbor contains significant spawning and aggregating grounds for Pacific
7 herring, surf smelt and Pacific sand lance. Washington State Department of Fish and
8 Wildlife (WDFW) has identified nineteen Pacific herring spawning sites throughout
9 Washington waters, and Holmes Harbor is one of those sites (Lemberg, O'Toole et al.,
10 1997). Spawning occurs on subtidal eelgrass and marine algae, and ripening adult
11 herring typically congregate in locations adjacent to the spawning ground. Before the
12 early 1970's, a herring trap or weir fishery was supported in Holmes Harbor (the weir
13 was located in the southwest corner of the Harbor, near Nichols Boatyard). While a
14 substantial amount of the spawning activity occurs near the site of the old weir, Pacific
15 herring spawning grounds have been identified along the entire western shore and more
16 than half of the eastern shore of Holmes Harbor (Figure 1). Spawning timing in Holmes
17 Harbor is estimated to occur from February to April. The robustness of the Holmes
18 Harbor stock is unknown, but the 1996 assessment estimated between 160 and 336 tons
19 of spawning herring in Holmes Harbor (Lemberg, O'Toole et al., 1997). Declines of
20 Pacific herring have limited commercial herring fisheries, placing increasing importance
21 on existing spawning habitat for this species.

22 23 2. Surf smelt

24 While there is a commercial fishery for surf smelt, it is tightly regulated and
25 frequently closed, resulting in a total annual landings of less than 100 tons for all inland
26 marine waters every year between 1980 and 1996, except 1994 (Bargmann, 1998).

27
28 Surf smelt deposit and incubate eggs in the upper intertidal reaches of sand-gravel
29 beaches. This makes surf smelt spawning grounds extremely susceptible to human
30 activities such as shoreline armoring (e.g., bulkheading) and petroleum contamination.
31 Holmes Harbor is included among the 195 miles of surf smelt spawning habitat in Puget
32 Sound identified by WDFW. Sites within Holmes Harbor include the beach at Freeland
33 Park, the beach adjacent to the Holmes Harbor Golf Course development, and the beach
34 at the southern edge of Honeymoon Bay (Figure 2). Current WDFW policy aims to
35 protect naturally occurring surf smelt spawning sites, since there is no known way to
36 replace this habitat.

37 38 3. Pacific sand lance

39 There is no commercial fishery for sand lance in Washington, but a small
40 recreational fishery for fresh bait occurs. Little basic information on sand lance life
41 history and biology is available, and assessment techniques for sand lance are poorly
42 developed. As a result, the status of stocks throughout inland marine waters is unknown.

43
44 However, since 1989 sand lance spawning habits have come under increasing
45 study. These fish deposit their eggs above the mean high tide line of sand-gravel
46 beaches, and the eggs incubate for approximately a month. Like surf smelt, this

1 spawning behavior makes the eggs and newly emerged larvae vulnerable to beach
2 alterations and contaminants from upland areas. Since sand lance spawning typically
3 occurs from November through February, contaminated run-off during winter rains can
4 pose an especial threat to sand lance spawning grounds.

5
6 Sand lance spawning grounds in Holmes Harbor are widely distributed (Figure 3).
7 The largest beach area is located along the eastern shore, with spots at the southwestern-
8 most corner near Nichols Boatyard, adjacent to the Holmes Harbor Golf Course
9 development, and at the southern margin of Honeymoon Bay.

10 11 4. Algae and Eelgrass Studies

12 Since algae and eelgrass are important components of forage fish habitat, it is
13 worthwhile to consider their distribution separately. The Island County Marine
14 Resources Committee (MRC), in cooperation with WSU Beach Watchers, engaged in a
15 project to map eelgrass adjacent to Island County shorelines. The mapping effort
16 consisted of a 12-page questionnaire distributed to 4,500 individuals who owned
17 shoreline property. The questionnaire asked owners to make observations on the
18 presence and location of various kelps and marine invertebrates at low tides in the
19 summer of 2000. Approximately 13% of the questionnaires were returned with usable
20 information.

21
22 Figure 4 shows the locations within Holmes Harbor and Mutiny Bay where
23 property owners reported observing eelgrass. Eelgrass was observed near many parcels
24 along the Mutiny Bay shoreline and along the western shoreline of Holmes Harbor. In
25 contrast, considerably fewer parcels along the southern and western shore of Holmes
26 Harbor reported eelgrass. This pattern may be associated with 3 factors unrelated to
27 actual eelgrass distribution. First, the density of residential shoreline parcels is higher
28 along Mutiny Bay and the western shore of Holmes Harbor. Second, the eastern shore of
29 Holmes Harbor is a high bank area and is less conducive to the beach inspection required
30 for the survey. Third, the southern shore of Holmes Harbor consists nearly entirely of
31 Freeland Park and an industrial parcel; there may have been no response for this shore.
32 Inspection of the region adjacent to Freeland Park found considerable eelgrass (personal
33 observation). Therefore, it is likely that eelgrass is abundant throughout the southern
34 section (or head-of-the-bay) of Holmes Harbor.

35
36 A prior study of algae of Whidbey Island identified nine species of marine algae at
37 East Point, located near the northeast margin of Holmes Harbor (Phillips and Vadas,
38 1967). Prominent algal species included *Zostera marina* (eelgrass), *Enteromorpha*
39 *prolifera*, *Ulva lactuca* (sea lettuce), *Fucus distichus* (rockweed), *Porphyra perforata*
40 (nori), and *Gracilaria verrucosa*. Eelgrass is an important component of herring
41 spawning grounds (see #1 above), while several of these algae have economic value (*P.*
42 *perforata*, *G. verrucosa*, *U. lactuca*, *F. distichus*).

1
2
3 **D. Shellfish Habitat**
4

5 The entire length of Holmes Harbor is open to shellfish harvest (Figure 5). Many
6 private landowners along Holmes Harbor actively harvest shellfish from their
7 beachfronts, and apparently some property owners cultivate shellfish for personal
8 consumption. Freeland County Park contains a public shellfish bed that is monitored for
9 fecal coliform and biotoxins by Washington State Department of Health and regulated for
10 harvest by WDFW. Periods for collection are generous: For the 2000-2001 season,
11 clams and oysters may be harvested year round. Currently, crabbing in Holmes Harbor is
12 closed until further notice.
13

14 Studies of mussel (*Mytilus edulis*) larval settlement in Holmes Harbor indicate that
15 spawning can begin in a mass spawning in April, and then continues in periodic
16 spawning up to several months later, including an autumnal spawning (Johnson, 1979).
17 The spread in spawning times and differential development rates causes settlement to
18 occur nearly around the year, with peak settlement occurring in the spring. However, a
19 significant amount of settlement occurs in autumn and winter (Johnson, 1979). Between
20 spawning and settlement, mussels are part of the planktonic fauna, which forms the basis
21 of the marine food web.
22

23 Mutiny Bay is not recognized by WDFW as a shellfish area, and consequently, it is
24 not monitored for biotoxins or harvest. Active harvesting along Mutiny Bay is not
25 reported by local residents. Currently, commercial shellfish culture does not occur in
26 Holmes Harbor or in Mutiny Bay.
27

28 **E. Physical Chemistry of Holmes Harbor and Mutiny Bay**
29

30 Washington State Department of Ecology (DOE) has collected marine water quality
31 data throughout the Puget Sound Basin since 1973. Three sampling stations are relevant
32 to the Freeland JPA (Figure 6;
33 http://www.ecy.wa.gov/programs/eap/mar_wat/mwm_psmmap.html): Admiralty Inlet-
34 Bush Point (ADM001); Holmes Harbor-Honeymoon Bay (HLM001); and Saratoga
35 Passage-East Point (SAR003). Salinity, temperature, dissolved oxygen (DO), and pH
36 information were recorded at half-meter intervals to a maximum depth of 96.5 m
37 (ADM001), 51 m (HLM001), or 101.5 m (SAR003).
38

39 Since samples were not collected in Mutiny Bay itself, water properties can only be
40 inferred by its proximity to the Admiralty Inlet-Bush Point (ADM001) sampling station.
41 Water at ADM001 has occasionally (e.g., ~20% of the samples) exhibited lowered levels
42 of DO, but this is believed to be a result of natural, deepwater upwelling that is known to
43 occur near Admiralty Head. This lowered DO has not produced any observable
44 biological effects, such as fish kills.
45

1 Significantly lowered DO levels have also been in observed at the Holmes Harbor-
2 Honeymoon Bay station (HLM001). The water in Holmes Harbor is subject to
3 stratification (the formation of physically and/or chemically discrete layers), and DOE
4 considers these lowered DO levels to result from this natural stratification, rather than
5 human causes. The conditions in Holmes Harbor are most likely an extension of those
6 seen in adjacent Saratoga Passage (SAR003), which also exhibits lowered DO and
7 altered pH.

8
9 These results suggest that both Mutiny Bay and Holmes Harbor are not chemically
10 disturbed bodies of water. However, natural stratification in Holmes Harbor indicates
11 that it does not flush well, making it susceptible to runoff or effluent from the adjacent
12 uplands.

13
14 **F. Responses to Freeland Survey 2000 and Open House (1/25/01)**

15
16 None of the items in the Freeland Survey 2000 directly addressed marine habitats or
17 any critical areas. Since write-in comments for the survey have not been available, it is
18 unknown whether any of the respondents commented on these topics.

19
20 Similarly, public response at the Freeland Planning Open House held on January
21 25th, 2001 did not address critical marine habitats within the Freeland planning area.
22 Whether this unresponsiveness reflected a lack of public awareness about these habitats
23 or lack of interest or concern is unknown.

24
25 **G. Island County Activities**

26
27 In November 2000, Washington State DOE issued new Shoreline Master Program
28 guidelines (WAC 173-26). The original Shoreline Management Act (SMA) was issued
29 in 1972, and it has not been updated or revised to reflect discoveries about shoreline
30 impacts and mitigations over the past 28 years. The updated SMA rules resulted from a
31 5-year process, which involved thousands of public comments and more than 20 public
32 hearings. Briefly, the updated SMA guidelines offer local governments 2 paths for
33 developing master shoreline management plans. Path A allows local governments to
34 write and implement their own plans. Path B contains specific measures for protecting
35 shorelines and their functions. National Marine Fisheries Service (NMFS) and U.S. Fish
36 and Wildlife Service (USFWS) have granted an automatic exception under Endangered
37 Species Act (ESA) for shoreline programs that comply with Path B. This exception
38 protects the local government from lawsuits or penalties that might arise from ESA
39 violations resulting from activities regulated by the local shoreline program.

40
41 Earlier this year, the Board of Island County Commissioners decided to join a
42 lawsuit against Washington State, claiming the updated SMA rules represent an unfunded
43 mandate. Other petitioners in the suit with Island County include shoreline counties such
44 as Pacific and Grays Harbor Counties, coastal cities such as Hoquiam, Westport, and
45 Ocean Shores, and industrial and commercial associations such as the Building Industry

1 Association of Washington and the Washington Association of Realtors. The anticipated
2 cost of this suit is unknown.

3
4 The Island County Comprehensive Plan (adopted September, 1998) contains a
5 Shoreline Management Element. This element was amended this month (April, 2001)
6 with 27 alterations. These alterations increase protection of shorelines by limiting
7 practices such as building bulkheads below the ordinary high water line in certain areas
8 and improving regulations on mining along shorelines. It is noteworthy that Washington
9 State Department of Ecology requested all 27 amendments; Island County initiated none.

10 11 **H. Recommendations**

12 13 **1. Make a complete assessment of the forage fish habitat potential of Holmes** 14 **Harbor and Mutiny Bay.**

15 Forage fish assessment by WDFW was severely reduced after 1996 due to budget
16 restrictions. Implementation of the “4d” rules by National Marine Fisheries Service in
17 January of this year confers protection on crucial salmon habitat, as well as the fish.
18 Feeding grounds for outmigrating smolts and returning breeding adult salmon are
19 necessary for fulfilling the salmon cycle. There are many indications that at least Holmes
20 Harbor has a significant forage fish population, and it may be a feeding ground for
21 salmon. The status of the marine waters in the Freeland JPA should be established as
22 part of a comprehensive plan for Freeland in order to be in compliance with the “4d”
23 rules.

24
25 Part of this recommendation should be addressed in salmon recovery funding for
26 Water Resources Inventory Area 6 (includes Island County). One of the funded projects
27 is a nearshore habitat assessment, which would include evaluation of forage fish habitat.
28 However, the resolution and breadth of this assessment is unknown since the study
29 design has not been made public.

30 31 **2. Island County’s shoreline management element should represent the** 32 **minimum conditions for a shoreline management plan for Freeland.**

33 The Freeland JPA is characterized by extensive shoreline, and the business core
34 overlooks Holmes Harbor. While the value of a shoreline property may be increased by a
35 modification such as a bulkhead or a fill, if that modification alters the adjacent property
36 shorelines or the quality of the shoreline habitat, overall property values suffer.
37 Frequently, modification of shoreline (e.g., bulkheading) on one parcel precipitates a
38 need to modify adjacent or proximal parcels, setting off a chain of alterations. This can
39 impact not only shoreline processes (e.g., sediment transport) but also scenic views and
40 property use (e.g., shellfish harvesting).

41
42 Although the current value of shoreline property is given primary consideration in
43 property rights issues, the future value needs to be included in decisions involving
44 shoreline modification. Many shoreline modifications require frequent and costly
45 maintenance, such as dredging or rebuilding, and these expenses can significantly offset

1 the increased value. In contrast, as natural shorelines become increasingly scarce, their
2 value is likely to climb by virtue of their scarcity and by the natural amenities associated
3 with them. The updated Washington State SMA regulations factor in future value by
4 placing a premium on natural shorelines that retain their ecological function. Freeland's
5 shoreline management plan would benefit from guidance from these updated SMA
6 regulations.

7
8 **3. The quality of stormwater or any effluent from the Freeland JPA should be**
9 **the highest that is reasonably achievable. Furthermore, serious efforts should be**
10 **made to reduce the quantity of stormwater runoff.**

11 The area of impervious surface will dramatically increase if the Freeland JPA is
12 developed to planned densities and land uses. Current building construction and
13 parking/driving area practices replace permeable soil with impervious surfaces that drain
14 into stormwater channels. Since a significant percent of the JPA and the majority of
15 Freeland's commercial area drains into Holmes Harbor, it is expected to receive the brunt
16 of the runoff and effluent impact. The tendency of the Harbor to stratify indicates that it
17 may retain a fresh water layer longer than a bay with better flushing. Similarly, human-
18 produced, or anthropogenic, contaminants may be concentrated in stratified water layers,
19 and contaminants associated with particulates are likely to be retained in the harbor.

20
21 Washington State DOE is currently revising its Stormwater Management manual
22 (anticipated release, July 2001) as a consequence of ESA designations and anticipated
23 changes in federal stormwater regulations. It makes sense to develop a stormwater
24 management plan for the Freeland JPA that will be consistent with regulations that will
25 exist, rather than outdated regulations. If Freeland becomes a NM-UGA, it will produce
26 urban-grade runoff. By progressive, proactive planning to reduce runoff volume and to
27 properly treat stormwater, Freeland may be able to enjoy the amenities of a town while
28 retaining critical, natural features.

29
30 **I. Funding**

31
32 It is cheaper to protect critical areas than to restore or mitigate damage to them.
33 The capital improvement programming for the Freeland JPA should contain protection
34 for critical areas in the budget. If developers rely on infrastructure support outside of
35 self-financing, the capital improvement programming can be used to require installation
36 of facilities, such as stormwater management systems, that minimize impacts on the
37 receiving marine waters.

38
39 Environmental impact ordinances are another cost-effective way to establish
40 specific standards to control runoff into marine waters and preserve shoreline function.
41 Such ordinances can set standards to prevent situations that will require more expensive
42 responses, such as mitigating flooding and mudflows from clearcut zones on steep slopes.

43 Island County can impose impact fees on developments that will have significant
44 impacts on infrastructure. The fees are limited to costs that will have a benefit to the
45 development, such as stormwater collection and treatment, and the cost must be

1 proportionate to the degree of impact. Although impact fees are applied at the time of
2 site plan review, the authority to impose impact fees must be built into the capital
3 improvement programming and the comprehensive plan, long before actual development
4 plans are submitted.

5
6 Island County government or other local governing authority, such as the Port of
7 South Whidbey, should seek additional sources of funding. Grant money from sources
8 such as the Federal Clean Water Act (EPA) or community based habitat restoration
9 funding (NOAA) requires that local governments function as lead agencies in
10 submission. However, community input is usually encouraged, and in some cases,
11 required.

12 13 **J. References Cited**

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33 34 **K. Figure Captions**

- 35
36 Figure 1. Washington State Department of Fish and Wildlife map of Pacific herring
37 spawning ground in Holmes Harbor.
38 Figure 2. Washington State Department of Fish and Wildlife map of surf smelt spawning
39 ground in Holmes Harbor.
40 Figure 3. Washington State Department of Fish and Wildlife map of sand lance
41 spawning ground in Holmes Harbor.
42 Figure 4. Island County Marine Resources Committee/WSU Beach Watchers eelgrass
43 survey map.
44 Figure 5. Washington State Department of Health beach health classification map 5.
45 Figure 6. Washington State Department of Ecology sampling stations for marine water
46 chemistry.

1 **IX. Conclusion**

2
3 Water at the ground's surface has a limited number of fates: evaporation, uptake by
4 plants and animals, movement into groundwater, or release into marine waters.
5 Watersheds and components of watersheds such as wetlands are important in distributing
6 and purifying water. Clean drinking water, healthy shorelines, and uncontaminated
7 marine environments are essential for Freeland's future development as a desirable
8 residential and business community and as an attraction for tourism. Without these
9 features, Freeland is merely another wide spot on SR 525.

10
11 Freeland has an opportunity to devise protections for its critical areas in its
12 comprehensive plan, and this issue paper attempts to raise discussion points about some
13 of Freeland's critical areas. This issue paper is not exhaustive in its coverage, but rather
14 hopes to provide a basis for further discussion by the planning committee and interested
15 citizens. Critical areas are protected, in spirit, by federal, state, and county laws.
16 However, true protection is achieved only when citizens become familiar with those laws
17 and learn how to insist on implementation that complies with the intent of those laws.
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19

Affordable Housing

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DRAFT

Affordable Housing

1. Introduction

Affordable housing has been the subject of many studies and discussions with , basically, similar results as a solution for as long as there have been people living on Whidbey Island. However, at this time we are having to approach the problem focusing on a specific portion of the island with it's own unique conditions as it faces a transition period partly due to the requirements of the GMA , along with the rest of the state, but also the fact that our own immediate area in Freeland , in the last two years, has felt the pressure of more rapid growth than any other part of the island. With more families wanting to move here and present housing not sufficient to accommodate them, several issues need to be considered in an effort to reach a solution, not only for living space but at a price that a person on median income, or less, can afford.

Several methods to cut housing costs have assisted in other areas and could be practiced in Freeland:

- * Cluster housing or Planned Residential Developments
- * Zoning should allow more density in RAID or rural areas.
- * Multiple housing in the form of duplexes, triplexes, apartments or condos
- * Use of mobile homes in parks that do not devalue the neighborhood
- * Mobile homes on private lots or acreage (3 or 4 per acre)
- * Auxiliary housing such as basement apartments or over garages
- * Shared housing
- * Time-share arrangements for seasonal occupants
- * Retirement, nursing and convalescent homes
- * Boarding houses
- * Cooperative child care centers

Cluster Housing or Planned Residential Developments

Under the PRD approach, the developer is afforded more flexibility and latitude of design because the traditionally rigid setback and area requirements are relaxed to permit the clustering of uses. The area saved by clustering is then dedicated as common open space to be permanently maintained by the developer or a homeowner's association. The cluster approach offers many advantages over the standard grid-style development as illustrated in the following diagrams:

(See two illustrations)

Multiple Housing

Availability of rental housing in the Freeland area has been at a premium and with the increase in population expected, construction of duplexes, triplexes, and apartment houses will be even more in demand. The average wage earner is usually not prepared to purchase housing when moving into a new area. Affordable rental housing is not necessarily subsidized housing. Neither does it mean poorly maintained properties or mobile homes. Standards of appearance must be set by developers and rigidly enforced by landlords to keep Freeland the quality of residential area that it now represents. Increased density is no excuse for deferred maintenance. Apartments should be reasonably close to business or industrial areas for convenience of wage earners using bus services or walking to work. It also lowers traffic and parking demand. Mixed use of apartments over business quarters would serve two purposes, affordability and convenience.

Condominiums

This type of housing has been almost non-existent in the Freeland area, possibly because sewers are not available. Only two complexes are now considered to be in the vicinity of Freeland but they would probably be very much in demand as soon as sewers are introduced.

Mobile/Manufactured Home Parks

The reputation established by ordinary mobile parks has caused immediate rejection of the idea by surrounding homeowners. A poorly managed park causes devaluation of properties in the immediate area. It doesn't have to be that way. Fines or license suspensions should be strictly enforced and developers should have to adhere to more rigid requirements. Actually, an average quality apartment is usually as affordable as a manufactured home if the park is well landscaped and properly maintained. A walled and gated development could be a real asset to a neighborhood.

Mobile/Manufactured Homes on private property

It is much more difficult to enforce proper maintenance and appearance on owners of mobile homes on private property. If an owner is living in one for the sake of economy alone, he is more likely to defer the maintenance and thereby cause resentment among adjoining property owners. For that reason, the original installation should be more closely regulated than construction of a conventional single family home due to a higher risk factor in case of fire and , in older manufactured homes, they could not be updated to meet present building codes. To protect against code and safety factors, manufactured homes more than ten years old should not be allowed to be installed on private lots. Such a restriction in mobile parks would not be unreasonable. Aside from the convenience of immediate occupancy, there is not a lot of difference between the long term investment in a manufactured home and a single family conventional home of similar quality and square footage.

Auxiliary or Accessory Housing

There is much to be said in favor of basement or second floor apartments or a living unit built over a garage. Zoning and septic requirements would govern the location

to a great extent at the present time. If sewers come into Freeland, this method of housing could double or even triple the density in areas where the zoning allows it, possibly with

bonus points awarded since the additional accommodations would not alter the appearance of the building to a large extent. An adult care home would work well in this way and would not require additional parking spaces since persons requiring this type of housing are usually not drivers.

For seasonal residents, an arrangement such as this would provide a caretaker or house-sitter during the off-season. Also, a winter resident such as a school teacher could

have a timeshare contract with a summer occupant such as a tourist, a construction worker or other seasonal resident.

Shared Housing

In this age of comparatively high rental costs, this can be a solution for single people, students, or for a family who has more space than they need to occupy. A live-in care-taker for children or for an adult who needs full time assistance in order to live in their own home in preference to going to a retirement home could benefit from sharing a home, either owned or a rental. In any such case, there could be a substantial saving for all parties involved.

Retirement, Nursing and Convalescent Homes.

The proposed new senior housing and assisted living complex being planned for Freeland will probably fill a need for the whole south end of the island. Whether it will be considered "affordable housing" remains to be seen. It is conveniently near medical facilities, possibly including a clinic on the premises, and will no doubt be served by public transportation. It will provide housing for 119 residents plus employment for a number of various occupations. It's progress in the right direction for Freeland

Boarding Houses

This is a mode of affordable housing that has brought about some criticism, possibly due to lack of regulation. During the war, some of the most affluent homes in cities near defense manufacturing plants were operated as boarding houses and did not detract from the values in the area or cause a problem otherwise. Some were even for women only. They can be made an asset to the community and an accommodation for single workers in an area where employment is available. Usually, more parking space would be necessary unless the location is served by public transportation.

Cooperative Child Care Centers

This could not be considered "Affordable Housing" if it is day care only. If children are left for care by the week or several days at a time, it could be an accommodation for a single working parent, especially one who works nights or for children in foster care.

Utilities

Water, power, telephone and cable facilities appear to be adequate for increased population but a critical issue would be the lack of sewers. A large percentage of vacant land is not buildable because of poor percolation conditions. Even without that problem, a septic drainfield occupies enough space for one or more additional apartments.

Garbage disposal systems would probably be able to adjust their services to accommodate increased density.

Transportation

If the increased population were to be concentrated in multiple housing units or PRD type developments within a reasonable distance from arterials, the present bus system would be used more and avoid the pollution and traffic of autos in the business district and at the same time relieve the need for as much parking space there.

Employment

With the predicted population growth, the present sources of employment on the island would be totally inadequate. Rather than have a massive rush of commuters to and from the ferries daily, an apprenticeship program for young men and women with local building contractors and other businesses would help get homes built at a lower labor cost and thereby make them more affordable. At the same time, these young people would be learning a worthwhile trade to support a family.

Financing

From time to time there are programs to assist in the purchase of a home that make it affordable, depending on the credit record and qualifications of the buyer. At the present time, there is the Hart Program and the Nehemiah Program which both require only 1% of the purchase price as out of pocket expense. The Rural Housing Program requires somewhat more down. Normally 33% of your income can go toward the total housing payment. The Seller must cooperate with the program in specific ways but it benefits both parties in the long run.

Additional information is available on the internet about financing Affordable Homes and also about Apprenticeship Programs. Some examples are included with this report.

Submitted by Peggy Berto

August 10,2000

Historical Preservation

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DRAFT

2
3 HISTORICAL PRESERVATION

4
5 DEFINITIONS

6
7 Historic: adj. 1. famous or important in history:
8 Plymouth Rock and Bunker Hill are historic spots. The
9 entry of the free people of Germany into the Atlantic
10 association of nations is an event of historic
11 significance. 2. celebrated, noted, renowned.

12
13 Historical: adj. 1. of history; having to do with
14 history: a historical town. 2. according to history;
15 based upon history: a historical novel. 3. known to be
16 real or true; in history, not in legend: It is a
17 historical fact that George Washington was the first
18 President of the United States. 4. Famous in history;
19 historic: This historical and gallant little ship (the
20 Mayflower).

21
22 ISSUES

- 23
24 1. Should old structures be saved? Is it so that future
25 generations may experience the roots of the community?
26 Should a building be considered historical because of its
27 age and/or function? Should 100 years be the age for
28 determining that a building is historical?
29
30 2. Is it important to preserve the Past for the Future?
31
32 3. Are there any planning issues? Are there any conflicts
33 with other planning issues?
34
35 4. What incentives and/or government agencies can be used
36 to encourage residents and businesses to comply with
37 desired guidelines for historical preservation?
38
39 5. Should the community be involved in saving an
40 individual's private residence/business? Should the public
41 interfere with what an individual wants to do with his/her
42 private residence/business with regard to remodeling,
43 updating or adding on? Should the owner be forced to
44 conform in style/architecture? If so, should funding be
45 available for this purpose?
46
47

1 GOAL

2
3 To identify Freeland's historical resources, to protect and
4 preserve these resources in a manner that respects their
5 importance, to foster the understanding and appreciation of
6 the importance of the area's heritage, and to develop a
7 demolition ordinance for the protection of significant
8 cultural resources.

9
10 Method: (1) Encourage management and preservation of
11 Freeland's historical resources, (2) Form a local
12 historical preservation organization and provide technical
13 assistance to support it, and (3) Encourage the
14 preservation and restoration of historical structures by
15 continuing to provide special tax valuation as directed by
16 R.C.W. 84.26

17
18 SOURCES OF INFORMATION

- 19
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21 State Parks and Recreation Commission)
22 2. Ebey's Landing Pamphlet (U.S. Dept of Interior)
23 3. Clinton's Sub-Area Plan draft dated 11.06.00
24 4. South Whidbey Historical Society Building in Langley
25 5. South Whidbey and its People Vol. 1 & 11 by Lorna
26 Cherry, with permission from Diane Fraser, Lorna's daughter
27 6. The World Book Dictionary

28
29 EXISTING LEGISLATION

30
31 Since 1915, The Washington State Parks and Recreation
32 Commission has been responsible for the acquisition,
33 preservation, interpretation and maintenance of areas with
34 important geological and natural characteristics throughout
35 the state.

36
37 In 1966, the 89th U.S. congress enacted Public Law 89-655
38 (Historic Preservation Act) which established a program for
39 the preservation of additional historical properties
40 throughout the nation. In order to coordinate with the
41 Federal program, the 1967 Washington State Legislature
42 passed Senate Bill 363 designating the Washington State
43 Parks and Recreation Commission as the agency responsible
44 for the statewide inventory, and the planning and
45 implementation of the historic preservation program. It
46 further created an Advisory Council on Historic
47 Preservation to advise the Governor and the State Parks

1 Commission on matters relating to historic preservation.
2 The Council also reviews the nomination of any property for
3 the National Register of Historic Places.

4
5 The plan is to inventory those properties of significant
6 value within the state that merit preservation. Following
7 review and evaluation by the above Council, certain
8 properties will be submitted for inclusion in the National
9 Register.

10
11 A potential entry to the National Register of Historic
12 Places is evaluated as to whether:

- 13
14 1. It is associated with events that have made a
15 significant contribution to the broad patterns of our
16 history; or
17 2. It is associated with the lives of persons significant
18 in our past; or
19 3. It embodies the distinctive characteristics of a type,
20 period, or method of construction, or that represents a
21 significant and distinguishable entity whose components may
22 lack individual distinction; or
23 4. It has yielded, or may be likely to yield, information
24 important in prehistory or history.

25
26 Applications for nomination to the National Register are
27 completed in the counties and forwarded to Interpretive
28 Services for study prior to review by the State Advisory
29 Council.

30
31 Placement on the Register does not restrict the use or
32 disposition of the property except where Federal funding is
33 involved. There are three primary benefits, however:

- 34
35 (1) The prestige and distinct honor of being included on
36 the National Register,
37 (2) A degree of protection is afforded from arbitrary
38 destruction, and
39 (3) Property on the National Register automatically
40 qualifies for possible Federal grants-in-aid on a matching
41 basis for restoration and preservation.

42
43 Funding - To qualify for aid, properties must be listed in
44 the National Register, be consistent with a statewide
45 historical preservation plan approved by the Secretary of
46 the Interior, and need financial assistance.
47 Alternatively, it may be owned by the National Trust for

1 Historic Preservation. The grants-in-aid program is
2 directed by the State Liaison Officer.

3 4 CURRENT SITUATION

5
6 Historical preservation of culturally important sites and
7 buildings has been an integral part of Island County's
8 planning process since 1972. In October of that year,
9 Island County Commissioners enacted legislation permitting
10 the formation of historical preservation districts. There
11 is no historical preservation district within the Freeland
12 planning area, nor are there any federal or state listed
13 historical structures or sites.

14 15 A BRIEF EARLY HISTORY OF THE FREELAND AREA

16
17 Early settlers of South Whidbey were Snohomish Indians.
18 The first white settlers began to arrive in 1850 - 60.
19 Robert Baily was the first recorded settler. He purchased
20 82½ acres at the head of Cultus Bay. South Whidbey was
21 officially explored and mapped by Lt. Charles Wilkes.

22
23 Prior to 1880, the pristine wilderness that was South
24 Whidbey had remained relatively undisturbed by man. The
25 handful of settlers, scarcely more than a dozen, had
26 confined their home building to the shorelines, mostly
27 around Useless Bay and Mutiny Bay on the west, and Brown's
28 Point and Columbia Beach on the east, plus the Baileys on
29 Bailey's Bay on the south and the Pearsons at Holmes Harbor
30 on the north. Only the logging operations had penetrated
31 inland.

32
33 White men settled South Whidbey much later than North and
34 Central Whidbey, but as early as 1879 at least 4 logging
35 camps were active on South Whidbey. More and more camps
36 exploited the rich stands of timber, all too frequently
37 without concern for the future. The really general
38 settlement of South Whidbey by permanent inhabitants came
39 from the late 1880's to the First World War.

40
41 In 1889, Washington Territory became Washington State and
42 people from all parts of the world especially Scandinavia
43 began to arrive on S. Whidbey seeking to establish homes
44 and farms. In 1902, the first county road was built,
45 leading to Coupeville, the County seat.

1 In 1894, hard times began. The GNR to Bellingham carried
2 all traffic and steamers gradually withdrew. For several
3 years, mail came twice a week by launch from Mukilteo. In
4 1898, things began to look better. There were great
5 improvements in Seattle. The Alaska Gold Rush put new life
6 and hopes into everybody. The school district was
7 organized. In 1899, the road district established and
8 roads began to be improved.

9
10 In 1853, Raphael Brunns staked a claim for 320 acres on
11 Mutiny Bay but did not establish a home. He used the land
12 as collateral to finance a store in Coupeville. The South
13 Whidbey land eventually passed into receivership to satisfy
14 his debts. Nathaniel Porter took Brunns' financially
15 distressed property in 1859, and established a home and
16 farm. His holdings grew to about 1,000 acres stretching
17 from Mutiny Bay to Holmes Harbor.

18
19 Austin existed and even flourished from the early 1900's
20 until the mid 40's. Geographically, it was located on the
21 shores of Mutiny Bay and generally spread north and south,
22 though its boundaries were at best loose. Austin has been
23 described as "nestled between beach and timber" (from the
24 book, Island County "A World Beater"). This community
25 supported a general store, a post office and the Mutiny Bay
26 School. None of these structures remain today.

27
28 Thomas Harvey Marshall (1859 - 1937), a native of
29 Wisconsin, acquired land, built a store, which later became
30 the Harold's Gay Nineties, a pizza and spaghetti
31 restaurant. He became the first postmaster of the post
32 office named for his son Austin Marshall. The post office
33 was closed in 1940.

34
35 Arthur Robinson, a talented artist from Montana, moved to
36 Mutiny Bay in 1916 and started a truck farm. That same
37 year, he built a home on the hill above the Bay. Its
38 present owners have added onto the house.

39
40 Arthur's son Roy bought five acres on the Bay including the
41 tidelands which became the Robinson fishing resort in the
42 1930's. The Robinson resort boathouse was built at the
43 site of the Austin Dock. Early residents remember well the
44 Austin Dock. Boat traffic coming into this dock included
45 tour boats (some of the Mosquito Fleet) and the exciting
46 arrival of the mail boat twice weekly. The resort no

1 longer exists. However, two of the early resort buildings
2 have been converted into duplexes and are still in use.

3
4 P. H. Cookson ran the general store and the post office.
5 Principal business pursuits consisted of farming and fish
6 traps. Prize-winning poultry raising also contributed to
7 the economy.

8
9 This little pioneer seaside village slowly went out of
10 existence as more building and development took place in
11 the late 30's and 40's. The grade school became part of
12 the Langley schools. The post office was absorbed into the
13 Freeland Post Office and the store closed. The building
14 housing the store/post office was finally torn down around
15 1970.

16
17 The general area in which Austin was located became the
18 present Mutiny Bay community. Austin still keeps its
19 identity. The voting precinct in this area is still called
20 the Austin precinct.

21
22 Freeland has frequently been described as being somewhat
23 different in its historical development compared to other
24 South Whidbey small pioneer communities. Freeland, located
25 at the south end of Holmes Harbor, was settled in 1900 by a
26 small group of socialists called the Free Land Association.
27 There was plentiful fish and game, edible berries and crabs
28 and clams for the new arrivals. The socialist group was an
29 offshoot of the Equality Colony in Skagit County. Each
30 member of the Freeland Association was to have a 5-acre
31 plot upon which he built his home and did his farming. The
32 members paid \$10.00 down payment on the property; the rest
33 of the payments were to be made from the profits of the co-
34 operative enterprises. As the Whidbey Islander said in
35 1902, "One noble object was to settle families on small
36 tracts of land under a plan which would make their land
37 practically free of cost. On account of disappointments in
38 real estate matters, this plan had to be abandoned...so new
39 settlers will simply have to buy land as in other places."
40 The Socialist Colony gradually went out of existence over a
41 period of about 10 years.

42
43 The most important community contribution made by the
44 socialists was the donation of 5 acres of land for a public
45 park and community hall. Colony members who donated their
46 time and materials were to be paid as revenue was received

1 for use of the hall. The Freeland Community Hall was built
2 on this property in 1914.

3
4 The women of the Freeland community organized themselves
5 into a charitable and cultural society meeting initially in
6 each other's homes. Later they met in the Freeland Hall
7 and were known as "The First Thursday Club." Monthly
8 meetings still continue to the present day though the focus
9 of the group has been changed to managing and caring for
10 the Hall.

11
12 There was some dispute regarding ownership of the Hall. It
13 is currently owned by the Island County Parks Department
14 and is managed by the Holmes Harbor Activity Club, a non-
15 profit organization.

16
17 Another building besides the Freeland Hall that has
18 survived through the 10 decades since it was built by a
19 member of the Socialist colony. This is the "Widow's
20 Watch" house which sits atop the hill overlooking Holmes
21 Harbor and Mutiny Bay. It has been a Freeland landmark
22 over the years and, in 1985, was owned by Robert and Manita
23 Guidero who began restoring the venerable building. There
24 is some dispute regarding its origin and history but there
25 is general agreement that it was built about 1901 by
26 William Sandford.

27
28 At this same time other families were setting up homes,
29 businesses and farms that were not part of the Freeland
30 Socialist group. According to reports, there were, in
31 addition to philosophic differences, outspoken
32 disagreements between the Socialist colony and the new
33 arrivals.

34
35 In 1883, long before the arrival of the Socialist colony
36 and most of the other residents of Freeland, Emil Pearson
37 and his wife Maria took out homestead rights on 60 acres on
38 the west slope of the hills overlooking Holmes Harbor on
39 the west and Lone Lake on the east. His brother Andrew
40 changed his name to Peterson.

41
42 Hudson and Sarah Spencer arrived in Freeland in the late
43 1800's. They were one of the foremost pioneer families who
44 played a major part in Freeland's development (and who
45 embraced capitalism). The family purchased land and in the
46 1920's, started the Harbor Cash Store, along with other
47 business ventures including a machine shop, a dock, a

1 sawmill and a log-peeling factory. They operated a logging
2 operation on the west shore of Holmes Harbor. Part of the
3 machine shop still remains and has become part of Nichols
4 Bros. boat building operation. One of the Spencer homes
5 was converted into a bed & breakfast establishment called
6 Pillars by the Sea. It still stands at the SW corner of
7 Holmes Harbor.

8
9 Minnie Spencer, a daughter of Hudson and Sarah, married in
10 1909. She and her groom spent their honeymoon in a tent on
11 the shore of the bay. In their honor, the picturesque
12 little harbor became known as Honeymoon Bay.

13
14 The Littles arrived in the early 1900's. Charles and Coral
15 Pearson and Ivan Little built the original road from the
16 Little property overlooking Lone Lake to the Pearson
17 property on Holmes Harbor. The road was subsequently
18 completed by the county and is now called East Harbor Road.
19 They also cut through the Goss Lake Road.

20
21 The Socialists and the other private citizens like the
22 Spencers were not the only ones who had shown an interest
23 in the land around the beautiful Holmes Harbor waterway.
24 As far back as 1872, an entrepreneur named Jay Cook had
25 planned a railroad, which would start at the lower end of
26 the harbor and run northward to Deception Pass.

27
28 This plan caused tremendous excitement among speculators
29 and resulted in the entire area around the harbor being
30 platted into lots in anticipation of a large influx of
31 settlers. The Cook plan never materialized but in 1891,
32 there was another rash of developmental excitement when the
33 Chicago and Skagit Valley Railroad company came up with a
34 plan to establish a railroad which would traverse the
35 island including the Holmes Harbor area. This too failed
36 to become a reality.

37
38 Again in 1906, the community was thrown into a tizzy when a
39 Pennsylvania syndicate optioned 10,000 acres of land
40 between Holmes Harbor and Mutiny Bay and laid plans to
41 build a mile long canal from the end of the harbor to the
42 bay with a railroad track running along the side of the
43 canal. Like the other two elaborate plans this one also
44 fell through.

1 Freeland village was platted in 1900. The D.W. Daniels
2 Addition (Sunny View Farms off Fish Road) was added in
3 1903.
4

5 PROPERTIES TO BE CONSIDERED FOR ADDITION TO THE NATIONAL
6 AND/OR STATE REGISTER AT SOME TIME
7

- 8 1. Sandford (Widow's Watch) house on Freeland Ave.
- 9 2. Freeland Hall
- 10 3. Spencer machine shop (now part of Nichols)
- 11 4. Spencer home on Shoreview Dr. currently Pillars by the
12 Sea but no longer a bed & breakfast
- 13 5. Water tower along E. Harbor Road near June Beach (the
14 old Herminson place) was probably built in the 1920's. The
15 tower was converted into a small summer home by owner
16 Clarence Stout, Jr. of Seattle.
- 17 6. Gay '90's restaurant near the intersection of Hwy 525
18 and Fish Road
- 19 7. Robinson home above Mutiny Bay
- 20 8. Small home on N.E. corner of Robinson Road and Mutiny
21 Bay Road
22

23 Additional Recommendations - Plaques should be added
24 describing the history of the structures.
25

26 Most of the old landmarks have gone and can never be
27 replaced. The Freeland area's heritage is being destroyed.
28 Included in the plans must be the protection and
29 preservation of the little that remains.
30

31 The landscape of Whidbey continues to grow and change,
32 shaped by the community of people who live and work here.
33 Farms are still farmed; forests are logged and historical
34 buildings are still actively used today as homes or places
35 of business. Preservation of things of the past lays bare
36 the legacy of a way of life, to preserve and protect for
37 future generations. Preserving the Past - Planning for the
38 Future - That must be our goal.
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Parks and Gathering Places

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Issue paper. (Rev. 12/13/00)

PARKS AND GATHERING PLACES

PREAMBLE

Freeland residents for years have enjoyed a tranquil and friendly way of life. This way of life is about to change with the advent of a greater number of people requiring more services, and a mind-set on progress rather than contentment. In order to ensure that Freeland's quality of life is not too severely impacted we should consider the way public places can enhance the values we cherish.

Public places give people a chance to meet, formally or informally, and just talk. Here they can air their views, suggest courses of action, find out what community members are needing, join in debates, and generally participate in local affairs. All of which provides a strong foundation for and maintaining a sense of a community.

Public places also provide an opportunity for relaxation. Picnics, indoor and outdoor games, barbecues, music events and presentations of all sorts may be performed in public places, for the entertainment and pleasure of many.

And public places permit pursuit of healthy outdoor activities for the whole family, from walking and sports and picnics, to active pursuits, to the simple enjoyment of nature.

This paper considers the issues, present situation and possible future developments for parks, meeting places and gathering places in Freeland.

ISSUES

1. Does Freeland have sufficient public spaces to accommodate future growth?
2. Should these spaces be designated as parks, and developed and managed accordingly?
3. Where should such public spaces be located?
4. Does Freeland have adequate meeting places to accommodate future growth?
5. What functions should these meeting places serve?

1 **BACKGROUND**

2 The greater Freeland area has a small number of public spaces,
3 parks and meeting places. Public spaces are inadequate for
4 present use, and meeting places can accommodate present needs of
5 only small groups. Many Freeland gatherings are held outside the
6 local area, at Greenbank Community clubhouse, at the Honeymoon
7 Bay Community clubhouse, or at the Useless Bay Golf clubhouse.
8 Coffee bars, suitable for informal gatherings, are too small for
9 any significant number of people.

10 There are a number of private conference rooms around the area.
11 Washington Mutual Bank and Interwest Bank both hold 30 people,
12 and are available for meetings. There is possible use of a
13 conference room at Nichols Brothers Boatyard, and another at the
14 Chuck Edwards building, usually used for the South Whidbey Port
15 District meetings.

16 **PUBLIC SPACES**

17 1. Freeland Park.

18 This waterfront park is approximately 15.5 acres. It contains a
19 children's play area, picnic area with barbecue, picnic
20 shelters, boat ramp with float, public restrooms, and a small
21 park. There are public shellfish grounds in the adjacent
22 tidelands. The Washington State Department of Fish and Wildlife
23 monitor harvesting by the public at extreme low tides. This park
24 is owned and operated by the Port of South Whidbey Island. It is
25 the only developed park or public space in Freeland UGMA area.
26 (See photo) Efforts are being made to expand the park. This park
27 also contains the Freeland Hall, with adjacent woodland. (See
28 below).

29 2. Hurt Property.

30 This area consists of 30 acres of forestland, with a narrow
31 beach fronting onto Holmes Harbor. There are restrictive
32 covenants: no parking or facilities may be developed, only
33 nature trails. The beach was once a small marina. It is XX feet
34 long, and is not improved in any way. It is difficult to access.
35 (See photo)

36 This park was deeded to the County for use as an educational and
37 interpretive park. The Island Co. Parks Dept. plans to erect a
38 fence along the property boundary, which is a requirement of the
39 deed.

40 3. Freeland Hall Park.

41 This is a 3.5-acre site that was originally deeded to the People
42 of Freeland, and now included as part of Freeland Park. Because
43 Freeland is unincorporated the County assumed ownership of the
44 building and grounds. The park is suitable for picnics, etc, but
45 is used primarily in conjunction with the Hall activities. It is

1 maintained and operated by Freeland Hall Community club, who
2 charge a fee for its use. (See photo)

3 4. Mutiny Bay Park.

4 This County Park is at the end of Robinson Road, and is outside
5 Freeland UGMA but within the Freeland postal area. It comprises
6 a sixty foot wide boat launching ramp, (See photo), a nearby
7 parking area for cars and boat trailers, and an adjacent wetland
8 area frequented by deer and a variety of waterfowl.

9 5. Fish Road Wetland.

10 This 2.5-acre parcel is being established by DOT to mitigate
11 loss of potential wetland at corner of Fish Road and Highway
12 525. It will have virtually no usable area for public activity.
13 It will instead be home to a variety of small animals and
14 wildfowl, and provide an open space buffer between the highway
15 and surrounding development.

16 **MEETING PLACES**

17 1. Freeland Public Library.

18 The only truly public meeting place in Freeland is the small
19 library building. This will accommodate approximately 30-35
20 people. It is very much in use for both daytime and evening use.
21 The Library is owned and maintained by Friends of Freeland
22 Library, a local non-profit organization. (See photo). There is
23 no consideration being given to expanding this meeting hall.

24 2. Freeland Hall.

25 (See above) The Hall can hold 230 people in the main section and
26 another 20-25 in an unfinished section downstairs. A community
27 effort could be made to finish this small room, to provide much
28 needed meeting space. Alternatively, Island County Parks
29 Department may be amenable to providing the necessary funding to
30 complete this project. The Community Club manages this building
31 and charge rent for its use to offset maintenance expenses.
32 (Club President is Betty Moore Tele: 331-6341) (See photo)

33 3. Trinity Lutheran Church.

34 This private religious organization makes its two church
35 buildings available for public functions. Various rooms in both
36 buildings can accommodate either large or small groups by
37 reservation. Call Robin Edgeman at 331-5191. (See photo)

38 4. Teddy's Restaurant.

39 Meeting space is available, but this is used primarily for
40 private functions when a meal is purchased.

41 5. Other.

42 Several other small cafes, notably 1504 Coffee Bar, Freeland
43 Café, and Whidbey's Lighthouse Café, are informal meeting and
44 gathering places. The Holmes Harbor Golf course, the Island
45 Athletic Club and the Freeland Lanes also provide opportunities
46 to meet and get a little exercise at the same time.

1 Note that the old Island Bakery, which is now rented, used to
2 serve this function. This property is centrally located between
3 the Freeland core area and the Senior Housing Center now being
4 developed, and could become a focal point for citizen
5 activities.

6 **COMMUNITY DESIRES.**

7 1. The Maker's Report (1991).

8 As a result of two town meetings, participants made the
9 following recommendations:

10 a) Develop a sidewalk/pathway system connecting the Freeland
11 Park to the Freeland core area.

12 b) Increase park facilities, and acquire more park property.

13 c) Improve bicycle trails.

14 d) Create walking trails.

15 e) Create a public meeting space.

16

17 2. Parks and Recreation Survey. (1991)

18 This was a countywide survey, distributed in conjunction with
19 four sub-area public meetings.

20

21 3. Public Survey (1998)

22 This survey was conducted at three public meetings. Of the 78
23 respondents, 23 were from South Whidbey. The survey asked
24 respondents to rank nine areas of improvement for parks or
25 recreation facilities.

26 Sixteen of those from South Whidbey ranked "more natural areas
27 with limited facilities", "improved shoreline access", or
28 "trails linking parks and communities" as high priority
29 improvements. In contrast, none of the South Whidbey respondents
30 ranked "more playgrounds" or "more regional parks for visitors"
31 as a high priority.

32 4. Public Survey. (2000)

33 This survey was distributed in November 2000 and is in the
34 process of being evaluated.

35

36 **OPTIONS FOR FREELAND COMMUNITY DEVELOPMENT**

37 For Freeland to develop a friendly, community atmosphere a
38 number of improvements are suggested for consideration. These
39 features for town planning revolve around the concept of two
40 gathering places, one at the upper end, a "Town Square" (in the
41 vicinity of the old Island Bakery), and the other at the lower
42 end, a Park, (in the vicinity of the Post Office building).

43 The upper open area could be "pedestrian friendly", for more
44 leisurely activities, such as conversation, tables for relaxing,
45 playing checkers/chess, listening to music concerts, or having

1 arts and crafts fairs. This would include covered areas, small
2 trees and shrubs, and by its nature would encourage art
3 galleries and teashops in its vicinity.

4 The lower area could be more open and incorporate such features
5 as a Youth Activity Center, with a skateboard park, and perhaps
6 a series of exercise stations interspersed with hidden
7 attractive features like ponds, secret gardens or sculpture
8 along a meandering trail. There might be a jogging track with a
9 soft surface for the athletically motivated. It would be
10 desirable to include something to appeal to all ages. Within
11 this park might be found various groves of trees or shrubbery,
12 perhaps donated by the various service organizations, (Lions,
13 Rotary, etc), to give the sense of an arboretum. This lower
14 "park" would overlook Holmes Harbor, with a minimum of tall
15 trees obscuring the view.

16 Another option for consideration is to incorporate the property
17 between the Post Office and the bay, (known as the "Capes
18 property"), into the park to retain the outstanding view shed of
19 the bay and the Cascades, and to connect the Freeland core by
20 pedestrian access to Freeland Park. This open land may be
21 envisioned as a continuation of the much smaller "Lower Park"
22 with an extension of meandering trails, pocket parks, and man-
23 made ponds. The significant feature of this parkway, would be
24 the siting of a number of small-scale business or homes dotting
25 the park. This would provide attractive locations for the homes,
26 and permit some of the cost of acquiring the land to be offset.

27 The "Town Square" and Lower Parks should be joined by a
28 sidewalk, to provide easy and safe, (off-road) connection. The
29 availability of a safe sidewalk promotes walking, which in turn
30 promotes good health, a prime concern of a steadily aging
31 population.

32 It is proposed to have a circular bus route serviced by Island
33 transit, on a regular and frequent schedule. This would allow
34 people with disabilities, or parents with small children, etc.
35 to take advantage of the Freeland Park when shopping in the core
36 area, or moving between the Town Square and Lower Parks.

37 These proposed parks and gathering spaces are shown in the
38 Circulation paper, on page 40.

39 Another option to be considered is the placing of facilities for
40 non-motorized water craft, (canoes, kayaks and sailboats), in
41 Holmes Harbor bay. This would necessitate the building of a
42 small boat marina at the southeast end of the bay to accommodate
43 the sailboats, and providing sandy slopes for the canoes and
44 kayaks to land. The park could also offer a concession to rental
45 operators for these craft. This bay offers an ideal location for
46 small craft, and would be eagerly adopted by the boating
47 fraternity.

1 Likewise, the bay could provide a great location for beginner
2 divers. The addition of some sunken vessels a hundred yards
3 offshore would provide a reef for marine life to congregate.
4 This would help restore this area devoid of marine life to its
5 natural state, and provide a safe and exciting dive for
6 underwater enthusiasts. The park might also include an
7 interpretative education center, focussed on marine activities,
8 or as a minimum, educational reader boards, such as at
9 Coupeville, Double Bluff, etc.

10 An option for the Hurt property, just north of the Holmes Harbor
11 Golf and Country Club, is to develop a safe trail leading to the
12 beach. Naturalists, canoeists, and walkers, would likely use
13 this beach for bird watching, and other contemplative
14 experiences.

15 The Fish Road wetland may perhaps incorporate a simple trail
16 system similar to the wooden boardwalk alongside Montlake Cut,
17 in Seattle. This would provide for quite viewing spots of the
18 wildlife inhabiting the wetland, and a gentle reminder of the
19 importance of maintaining a natural environment.

20 The expense of such undertakings as we propose here is
21 significant, but should be considered as an investment in
22 Freeland's future. The return on this investment will be shown
23 as improved health and well being of the citizens, and a more
24 lively and thriving community. With proper planning and
25 community support, funds will be found to develop this vision
26 for Freeland.

27

TRAFFIC CIRCULATION IN FREELAND

**A Draft Issue Paper to the
Freeland Subarea Planning Committee**

by the Citizen Volunteers to the Freeland Subarea Planning Committee

December, 2000

*as supplemented
in February, 2001*

1 Executive Summary

2
3 Freeland is at a crossroads in planning for adjustment to a growing population on South Whidbey
4 Island. Freeland is a utilitarian center for South Whidbey, primarily offering services to Island
5 residents, rather than entertainment and tourist activities. As a result of this utilitarian nature and
6 ad hoc development, the automobile dominates movement into and through Freeland.

7
8 Currently, automobile traffic is relatively unfettered throughout Freeland and parking space is
9 abundant at each destination. However, the needs of non-automotive traffic are ignored.

10 Sidewalks and bike lanes are virtually nonexistent, and parking lots blend directly into streets. The
11 absence of dedicated pathways forces pedestrians and cyclists to travel in motor vehicle spaces.

12 This creates a sense of vulnerability and a truly unsafe situation for non-motorized traffic, and few
13 pedestrians and cyclists are seen in Freeland. Indeed, the automobile is the choice for moving

14 between destinations within Freeland. However, as the number of people in Freeland increases,
15 this choice will inevitably lead to traffic congestion, with its attendant noise, irritation, and

16 pollution. Traffic congestion can adversely affect to the community's safety and aesthetic.

17 Clearly, Freeland needs to recraft the current automobile-dominated nature of its circulation to be
18 balanced and integrated with other modes of transportation.

19
20 The principal recommendations of this issue paper follow:

- 21
- 22 1. Sidewalks and bike lanes should be installed along the length of Main Street and Harbor
23 Avenue, along both sides of each roadway. A pedestrian/bicycle path should be
24 established between the commercial core and the Freeland waterfront park.
 - 25 2. An in-town shuttle service should be established to provide a convenient way to move
26 within Freeland. The current transit service should be expanded to adjacent communities
27 as an alternative to traveling by automobile to Freeland.
 - 28 3. Establish general parking areas at the periphery of Freeland with safe access to pedestrian
29 walkways and shuttle service points.

- 1 4. Improve the character and safety of parking areas. Pedestrian pathways should be
2 delineated in all large parking lots, and vegetation should be used to reduce vehicle speeds
3 and to provide screening. Encourage more efficient use of parking space by permitting
4 shared facilities or off-site parking. Control the number and size of street accesses.
- 5 5. East Harbor Road traffic flow will have a major impact on Freeland traffic flow, since this
6 is the only convenient route to SR 525 for residents along the east side of Holmes Harbor.
7 As the population in this area increases, congestion can be expected at the intersection of
8 East Harbor Road and Main Street. Steps to improve access to East Harbor Road should
9 be considered.
- 10 6. Since financial support for establishing sidewalks, bikeways, and parks is not likely to
11 come from Island County government, funding opportunities will need to be explored and
12 developed.

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Appendix C	Count and Distribution of Parking Spaces in the Freeland Business Core	
Appendix D	Existing Roadway Cross Sections	
Appendix E	Proposed Roadway Cross Sections	
Appendix F	Alternative Modes of Transportation – Example	
Appendix G	Alternative Modes of Transportation – Example	

1 **I. PREFACE**

2 In the coming years, increases in population and increased density of humans seems inevitable in
3 Island County. The impacts of population growth on the quality of life in Freeland need to be
4 considered. Among those impacts, traffic circulation plays a significant role in the character and
5 appeal of a community, and it deserves planning. If Freeland desires to be more of a community,
6 rather than a mere trading post, changes in how people move around in Freeland need to be
7 planned. Since automobile congestion is an unpleasant and often unnecessary experience, people
8 need to be encouraged to leave automobiles at home or at least at the edges of Freeland, without
9 seriously compromising convenience and comfort. This encouragement requires that people feel
10 safe walking and cycling to and within Freeland or to use conveniently available shuttle services.

11
12 In the following pages, the traffic circulation patterns within the Freeland Business Core are
13 examined and discussed. Recommendations for improving current circulation and for adjusting to
14 possible increases in traffic load are also offered.

15
16 **II. ISSUES**

- 17 **A.** Is circulation flow in Freeland safe and efficient? Are alternative forms of
18 transportation (e.g., bicycles, electric carts, adult tricycles) encouraged?
- 19 **B.** Will the current patterns and modes of circulation flow adequately accommodate
20 increases in traffic volume and density?
- 21 **C.** What are the sources of increased traffic volume and density?
- 22 **D.** Can adjustments in patterns and modes of circulation enhance both the character and
23 the commercial activity of Freeland?
- 24 **E.** What are the infrastructure requirements for making changes to Freeland's circulation?
- 25 **F.** What incentives to businesses and neighborhoods need to be offered to encourage
26 changes to Freeland's circulation?
- 27 **G.** Do the areas outside the business core but within the UGA boundary provide for the
28 Circulation needs of the community?
- 29 **H.** Though water based circulation is minimal, are its impacts, now and in the future,
30 sufficiently considered?

1 I. Traffic of all sorts brings inherent noise. Are these impacts significant and
2 manageable?

3
4 **III. BACKGROUND**

5 Current traffic circulation in Freeland is a good example of minimal planning in an automobile-
6 dominated community. In earlier days, the small scale of development and lower population
7 levels kept the business core compact and automobile traffic impacts were less significant. But as
8 growth has occurred, the need for changes and alternatives in traffic circulation in Freeland has
9 emerged. Multimodal circulation (traffic) offers a significant option for accommodating both
10 increased volumes and a comfortable atmosphere in Freeland.

11
12 A. The Island County Comprehensive Plan established the following transportation
13 objectives (see Appendix A for the full text of the objectives):

14 Objective 1. TRANSIT. Transit and ridesharing are important elements of the
15 transportation system.

16 Objective 2. NONMOTORIZED TRANSPORTATION. Meet the needs of
17 bicyclists, pedestrians and equestrians and encourage the development
18 of non-motorized facilities.

19 Objective 3. ROADS. To provide a safe and efficient road network and provide
20 adequate mobility for people, goods and services, while striving to
21 maintain the rural character.

22 Objective 4. OTHER MOTORIZED TRANSPORTATION. Coordinate other
23 transportation facilities and service plans with the Island County
24 Transportation Plan.

25 Objective 5. IMPLEMENTATION STRATEGIES AND ACTIONS. Outline
26 the strategies and actions necessary to finance and implement the
27 transportation improvements planned to meet the County's
28 transportation needs.

1 This assessment of Freeland's circulation is intended to be consistent with Island County's
2 Transportation Objectives and the intent of Washington's Growth Management Act
3 (1990).

4
5 B. Term definition: The following definitions are provided to clarify their meaning in this
6 issue paper.

7 1. Types of traffic and their associated user groups.

- 8 a. Delivery: drivers of couriers, motor freight, and vendor delivery vehicles
- 9 b. Commuter: automobile drivers, cyclists, transit riders, and pedestrians
- 10 c. Business patron: automobile drivers, cyclists, transit riders, and pedestrians
- 11 d. Business employee: automobile drivers, cyclists, transit riders, and pedestrians
- 12 e. Tourist: automobile drivers, cyclists (both long distance and local), transit riders,
13 and pedestrians
- 14 f. Pedestrian: travel by foot, by wheelchair, and by electric scooter.

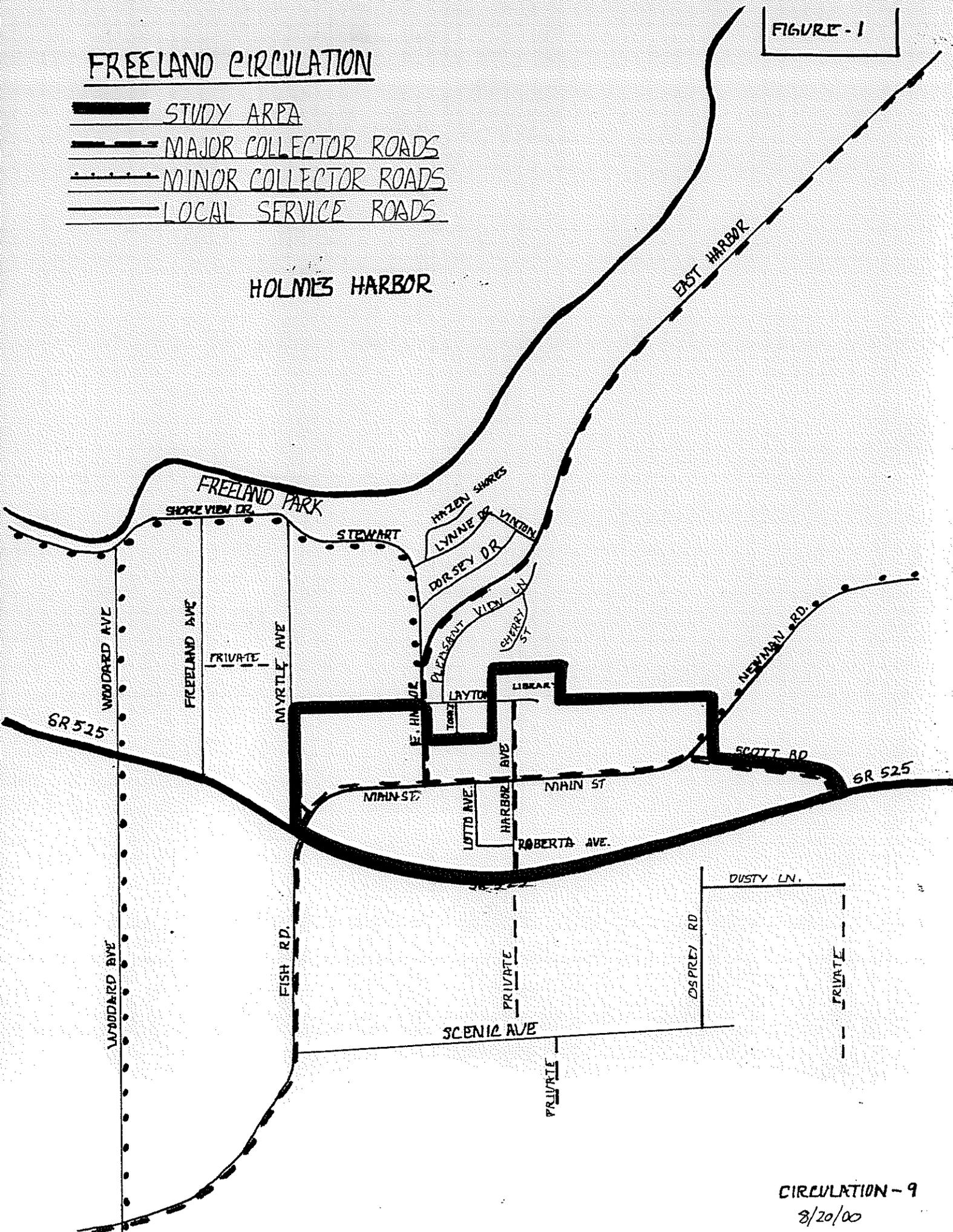
15
16 2. Definition of geographic regions.

- 17 a. Business Core: bounded by SR 525 (south), Layton Road (north) including the
18 medical clinics and library, Myrtle Avenue (west), and Interstate Label Company
19 (east).
- 20 b. East Periphery: includes Scott Road and the east end of Main Street.
- 21 c. West Periphery: along SR 525 between Fish Road and Woodard Road.

FREELAND CIRCULATION

-  STUDY AREA
-  MAJOR COLLECTOR ROADS
-  MINOR COLLECTOR ROADS
-  LOCAL SERVICE ROADS

HOLMES HARBOR



1 C. Existing Conditions and Discussion - Freeland Business Core

2 1. Overview of Business Core

3 a. Existing conditions: The Freeland Business Core was examined for how the land
4 area was utilized. This examination was performed to provide an overview of the
5 areal relationship of circulation-associated space to space involved in other uses
6 (e.g., built structures, undeveloped). Geographically, the business core was
7 defined by the roads listed below, and can be much more easily seen in Figure 1.
8 The residential areas located adjacent to Layton Road and Myrtle Avenue were not
9 included in the business core.

- 10 1) North of SR 525 from the intersection with Main Street and Fish Road to
11 the intersection with Scott Road.
- 12 2) West of Newman Road and an extension of Layton Road from the Freeland
13 Library to Newman Road.
- 14 3) Both sides of Layton Road from the Freeland Library at the east end to the
15 intersection with East Harbor Road.
- 16 4) South of an extension of Layton Road from East Harbor Road to Myrtle
17 Avenue.
- 18 5) East of Myrtle Avenue and an extension of Layton Road to the intersection
19 with Main Street.

20
21 Appendix B contains the land use and associated acreage in the business core that
22 is devoted to various uses such as built structures, parking, undeveloped land, and
23 public utilization. These data show that nearly a quarter of the available area
24 (23.2%) is occupied by parking spaces, and nearly 19% of the available area is
25 undeveloped. Although more than half of the available area is currently in
26 commercial or under active development, there are notable building vacancies in
27 the business core. This may indicate that Freeland is already experiencing some
28 degree of decay in its business core, while nearly 20% of the area is undergoing
29 application for new developments. This pattern of new construction in the
30 presence of vacant structures is contrary to the overall economic and social well-

1 being of the Freeland community. Only strong planning guidance can rectify this
2 situation.

3
4 2. Automobile traffic.

- 5 a. Existing conditions: Currently, the principal traffic controls consist of four-way
6 stop signs at the intersection of Main Street and East Harbor Road and two-way
7 stop signs at the intersection of Main Street and Harbor Avenue. Roadway speeds
8 within the Business Core are all 25 mph, and left turn lanes are present only on
9 Main Street between SR 525 and the Payless complex. At present traffic loads, the
10 movement of auto traffic through the Business Core is relatively smooth, with the
11 exception of East Harbor Road at the entrance to the Post Office parking lot. This
12 lot is undersized and causes an overflow of traffic on East Harbor Road during
13 peak hours (e.g., lunchtime) on weekdays.

14
15 Table 1 contains average daily traffic (ADT) and level of service (LOS) ratings
16 issued by Island County for the four principal roads in the Freeland Business Core
17 for 1996. While Main Street clearly bears the majority of traffic, a surprising
18 observation is that the ADT for East Harbor Road was only 20% greater than the
19 ADT for Harbor Avenue. This is surprising because the portion of East Harbor
20 Road reported extends from Main Street to Brainers Road (5.28 miles), while the
21 portion of Harbor Avenue reported extends from SR 525 to Main Street (0.14
22 miles). This suggests that traffic from Main Street may access SR 525 equally
23 through Scott Road, Harbor Avenue, and Main Street.

24
25 When examining the LOS information, it is important to understand that the
26 criteria for classification is based on ability to move at high speeds (50 mph),
27 degree of "platooning" (i.e., the number of cars in a row), ability to pass, and the
28 percentage of cars delayed by a slowly moving vehicle. A LOS of "A" is
29 represented by uncongested freeway traffic, where no cars are prevented from
30 traveling at a high speed, while a LOS of "E" is represented by bumper-to-bumper

1 traffic that comes to a standstill with the smallest accident or distraction. A LOS
2 level of "C" is WSDOT's standard for highways in rural areas and is accepted
3 among transportation planning professionals as the LOS for rural and low density
4 urban areas. A LOS of "D" is WSDOT's goal for urban areas. Similar to the ADT
5 data, the LOS information also shows that Main Street is more severely impacted
6 by traffic than the other three roads.

- 7
- 8 b. Discussion: As Freeland and its surrounding community grow, the traffic demands
9 on the streets through the Business Core will increase, creating traffic flow
10 difficulties. East Harbor Road is the only arterial serving the east side of Holmes
11 Harbor. The road is over six miles in length and receives traffic from over a six
12 square mile region (Figure 2). Traffic on East Harbor Road consists of cars
13 destined for Freeland, cars destined for SR 525, emergency vehicles, school buses,
14 logging trucks, construction vehicles and equipment, mobile home deliveries, and
15 large and small delivery vehicles. As the region served by East Harbor Road
16 grows in population, more traffic will be funneled through the Freeland business
17 core. The ability of emergency services to respond rapidly to locations accessed
18 via East Harbor Road should be assured. It is not necessarily beneficial to the
19 business core if a substantial portion of that traffic wishes to go through, rather
20 than to, Freeland.

21

22 The two-way stop at the intersection of Main Street and Harbor Avenue is
23 perceived by many drivers as unsafe, and this perception will be aggravated by
24 increased traffic. The eastern entrance into the Freeland Business Core along Main
25 Street delivers traffic traveling well over the posted 25 mph, posing a safety
26 problem for pedestrians, cyclists, and crossing traffic.

27

28 Table 1 also contains projected ADT and LOS ratings for the four principal roads
29 in the Freeland Business Core for 2003 and 2020. Island County predicts that
30 traffic volume on Harbor Avenue will rise disproportionately, suggesting that

1 highway drivers will opt to enter Freeland via this route rather than through the
 2 Main Street or Scott Road intersections with SR 525. Since the projected ADT for
 3 Harbor Avenue exceeds that of East Harbor Road, the increased volume must not
 4 be anticipated to be due primarily to commuter traffic from the east side of Holmes
 5 Harbor. By 2020, the LOS for Main Street is predicted to be at an urban level.
 6

7 Table 1. Average daily traffic (ADT) and level of service (LOS) for four arterials
 8 into the Freeland Business Core. (Source: Island County Comprehensive Plan,
 9 1998, v. 8 Transportation Element, Table VI-1)

arterial	from - to	length (miles)	1996 ADT	2003 ADT	2020 ADT	1996 LOS	2003 LOS	2020 LOS
Main Street	Fish Road - Newman Road	0.59	6010	6470	7760	C	C	D
Harbor Avenue	SR 525 - Main Street	0.14	2740	3830	6080	B	C	C
Scott Road	SR 525 - Newman Road	0.26	2140	2550	4130	B	B	B
East Harbor Road	Main Street - Brainers Road	5.28	3280	3800	5220	B	B	C

10
11
12 3. Commercial tractor trailer delivery traffic.

- 13 a. Existing conditions: This type of traffic enters Freeland from all three connections
 14 to SR 525, travels the full length of Main Street, and turns onto side streets, alleys,
 15 or driveways (Figure 3). The size of these vehicles requires them to swing into
 16 multiple traffic lanes when turning. During regular traffic loads, these wide turns
 17 can create traffic blocks either while making a turn or while waiting for an
 18 opportunity to make the turn. Most of the destinations for tractor trailer traffic do
 19 not provide turnaround space, requiring the rigs to return to SR 525 by a route that
 20 is different from the entry route.

1
2 Figure 3 displays the most frequently used tractor-trailer routes and their delivery
3 destinations. Circles label the two intersections where this kind of vehicle creates
4 blockages in traffic flow.
5

6 The 1995 Freight and Goods Transportation System (FGTS) study placed Scott
7 Road and Main Street in truck route class T-4 (100,000 to 300,000 annual gross
8 tonnage). For comparison, SR 20 between SR 525 and the Keystone Ferry was
9 classified as T-4, and all of SR 525 on Whidbey Island was classified as T-3
10 (300,000 to 4,000,000 annual gross tonnage). Harbor Avenue and East Harbor
11 Road did not receive truck route classifications in the FGTS study.
12

- 13 b. Discussion: As the community around Holmes Harbor increases, both residential
14 and business traffic, including tractor trailer traffic will rise. Tractor trailer rigs
15 traveling and turning on Main Street may cause increasing vehicle delays.
16 Although Main Street is an arterial for commuter and commercial traffic, it is also
17 a principal pedestrian corridor. The presence of these rigs on Main Street
18 diminishes the pedestrian appeal of the Business Core.
19

20 4. Pedestrian access and flow.

- 21 a. Existing conditions: Only 2% of the roadway in the Freeland Business Core has
22 sidewalks (170 lineal feet of sidewalk in 8,300 lineal feet of roadway). Figure 4
23 shows the location of the sidewalk in relation to the bus route and bus shelters.
24 Other options for pedestrians are street shoulders, interfaces between parking lots
25 and the streets, and drainage ditches. None of the latter three options have
26 protective separation from the roadway. Most businesses in the Business Core
27 have parking lots between the building and the street, and these lots often lack
28 defined ingress/egress routes. This forces pedestrians to cross up to 120 feet of
29 pavement that could suddenly become a vehicle path. Even when access
30 driveways to businesses are present, the number is excessive. In a one block

1 section up to nine, poorly marked drives must be crossed by a pedestrian. In cases
2 where the shoulder is graveled (e.g., the north side of Main Street from East
3 Harbor Road to the Payless parking lot entrance) pedestrians with wheeled vehicles
4 such as baby carriages are forced to walk in the vehicle path. In summary, the
5 pedestrian conditions in the Freeland Business Core are so abysmal that usually
6 only the young or daring travel through this area on foot. Most people shopping or
7 transacting business in Freeland will choose to drive their automobiles, even if
8 only for a few blocks, further contributing to vehicle congestion and parking
9 demands.

- 10
- 11 b. Discussion: The current state of Freeland's pedestrian accesses is deplorable.
12 Pedestrian safety has been utterly disregarded. In a presentation to the Freeland
13 Sub Area Planning Committee, (September 28, 2000), Island County Sheriff Mike
14 Hawley identified the addition of sidewalks and bike paths to the Freeland area as
15 a top priority in public safety. The practice of setting buildings back from the
16 street to allow parking alienates those businesses from pedestrian flow paths and
17 encourages unnecessary driving within Freeland for multiple business transactions.
18 If business and property modifications continue to be implemented without
19 consideration for pedestrian needs, remediation costs and difficulties are likely to
20 be higher. The Island County Comprehensive Plan (1998) states that " in the
21 designated Freeland Urban Growth Center area, plans have been developed to
22 provide sidewalks along major commercial streets" (page 8-90), but no further
23 information is provided, such as how the plans are to be implemented.

24

25 An assisted care housing complex and senior condominium community are
26 planned for the eastern boundary of Freeland, at the corner of Main Street and
27 Newman Road. These projects are expected to house up to 130 individuals, and
28 many will be mobile. Modes of mobility will include walking, wheelchairs,
29 electric scooters, transit, and automobiles. It can be expected that this population
30 will have reduced sensory capabilities and reaction times, and they may travel

1 slower than the general population. In the case of wheelchairs and electric
2 scooters, a solid path that is not in the roadway will be needed. Due to the
3 proximity to the Freeland Business Core, these residents should be encouraged to
4 not drive into Freeland by providing a safe, easily negotiable corridor into
5 Freeland.

6 7 5. Bike Paths

8 a. Existing conditions: Dedicated bicycle travel paths in and around the Freeland
9 Business Core is almost as limited as the sidewalks (Figure 4). Island County has
10 designated 0.6 miles of Main Street as on-road (but unmarked) bicycle lanes and
11 0.3 miles of Scott Road as on-road bicycle shoulder. Bike travel along street
12 shoulders is often blocked by parked cars. Designated bike parking does not exist
13 in Freeland.

14
15 b. Discussion: Already, a growing number of bicyclists of a range of ages can be seen
16 riding through Freeland, and this is not likely to decline. More commuters and
17 vendors are opting to use bicycle transportation. SR 525 is listed as a bike route
18 for a number of bicycle clubs, so the likelihood of visiting bicycle tourists
19 increases as the Puget Sound population rises. An unmarked bicycle lane is nearly
20 worthless since automobile drivers will probably be unaware of its existence.
21 Therefore, the failure to accommodate bike travelers in Freeland is hazardous both
22 to bicyclists and motorists. Furthermore, bicycle paths should not be combined
23 with sidewalks - this is well recognized to be an unacceptable practice in higher
24 density settings.

25 26 6. Transit

27 a. Existing conditions: Transit service is currently provided with an intra-island bus
28 that travels the full lengths of Main Street and Scott Road (Figure 4). Two shelters
29 on each side of Main Street are located in the Business Core, midblock between the
30 East Harbor Drive and Harbor Avenue intersections. A Park-&-Ride lot is

1 established at the Trinity Lutheran Church lot at the west end of Freeland along SR
2 525. Island Transit is the service provider.

- 3
- 4 b. Discussion: While improving pedestrian and bicycle access in Freeland's Business
5 Core should help to reduce the vehicle load, expansion of transit may effect a
6 significant reduction in traffic. A shuttle within the Freeland Business Core would
7 encourage people to not drive around within the Core area. To be useful, the
8 service should be frequent and predictable. It should also serve any general public
9 parking lots within Freeland.

10

11 A second way to reduce automobile traffic is to offer transit service linking areas
12 outside of the business core to the business core. By offering a transit option,
13 shoppers may be inclined to use transit for excursions that will not involve bulky
14 or heavy purchases. Coordination of transit to outlying areas with transit inside the
15 business core would be ideal.

16

17 7. Parking

- 18 a. Existing conditions: A parking survey of commercial parking in the Freeland
19 Business Core was conducted in July, 2000. In addition to the Business Core, the
20 survey also included the "west periphery" region, encompassing businesses along
21 SR 525 between the Main Street/Fish Road intersection to the Woodard Road
22 intersection, and the "east periphery", which is the region along Main Street from
23 Newman Road to SR 525. The raw data for this survey are contained in Appendix
24 C.

25

26 The overwhelming majority of parking spaces (94.3%, 1,668 of 1,692) was
27 associated with specific businesses. Of the business-associated parking, 4.8% (76
28 of 1,595) was designated for employees, leaving a large number of spaces for
29 public parking. Only 2.4% (40 of 1,692) of the total parking spaces were street
30 parking, and these spaces were scattered along Harbor Avenue, Main Street, and in

1 front of the Freeland Library. Unmarked spaces on dirt or gravel were also
2 considered. Unmarked spaces composed 3.4% of the total number of spaces (57 of
3 1,692), although a higher density could be achieved in these areas with an
4 organized layout.

5
6 At present, the Freeland Business Core contains approximately 250 parking spaces
7 beyond that required by the current Island County Code. Parking is poorly laid
8 out, resulting in a distribution that overserves some locations and underserves other
9 locations. Many lots are not well defined, causing the spaces to be underutilized
10 and travel paths within the parking area to be unpredictable. Most parking is
11 located between the roadway and the business, and in some cases, requires vehicles
12 to back out of the space into the traffic right of way. Aside from street parking
13 (which is not clearly identified), there is no general public parking.

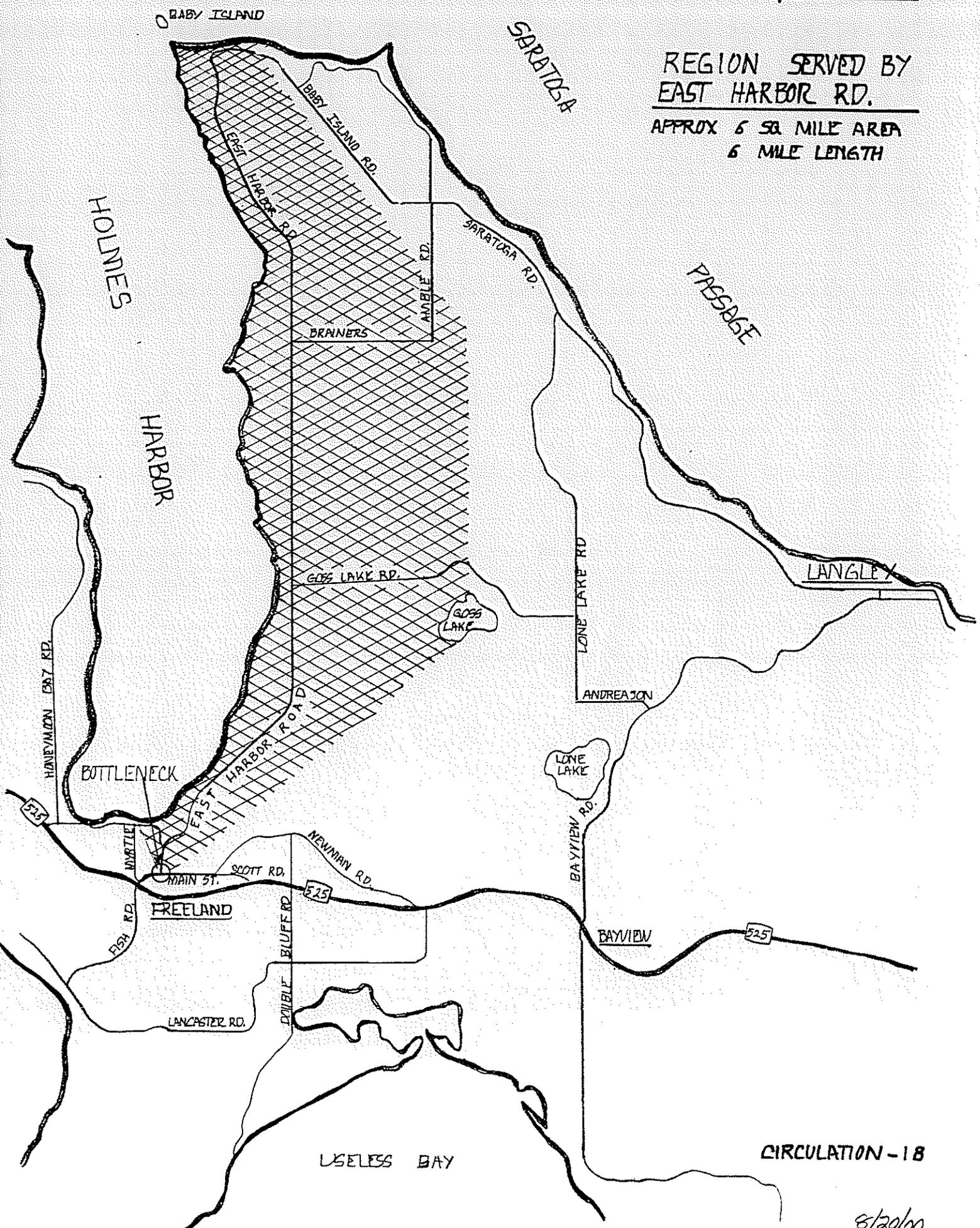
- 14
15 b. Discussion: Freeland's most prominent visual feature (besides its propane tanks)
16 is its abundance of parking lots. The area dedicated to parking is 250% the area
17 occupied by built structures. Efforts to soften the visual impacts of lots, such as
18 landscaping, are rarely used. A stark appearance is not more efficient, just
19 cheaper, and it has a negative effect on the visual quality and character of Freeland.
20 The addition of landscaping and marked pedestrian walkways reduces speeds in
21 larger lots, increasing safety.

22
23 The absence of a general public parking lot is a hindrance to any effort to reduce
24 vehicle volume and increase non-motorized travel in the Business Core. A general
25 public parking lot would provide a location for shoppers to "park it and walk or
26 take transit".

FIGURE - 2

REGION SERVED BY
EAST HARBOR RD.

APPROX 6 SQ MILE AREA
6 MILE LENGTH



8/20/00

FREELAND CIRCULATION

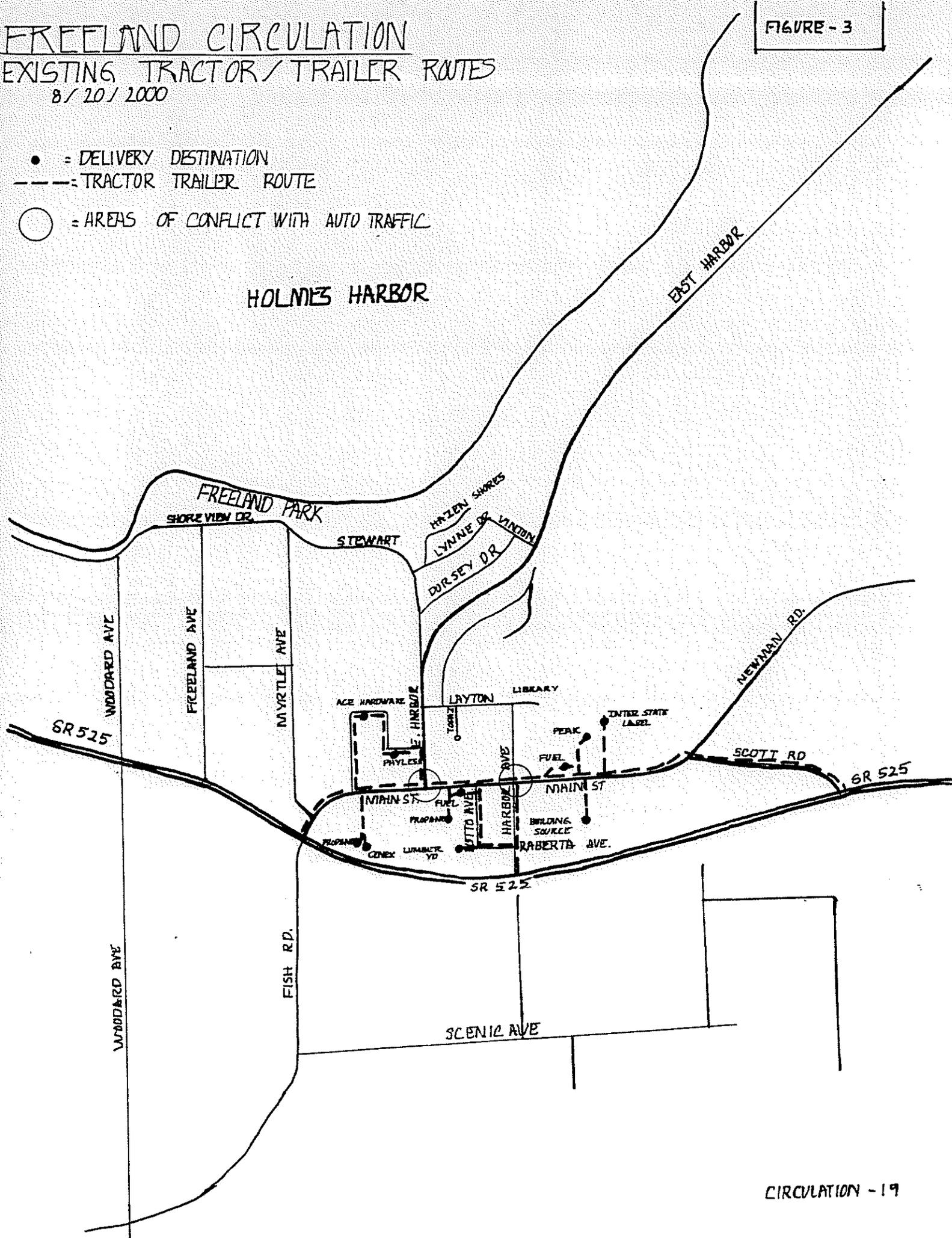
EXISTING TRACTOR/TRAILER ROUTES

8/20/2000

FIGURE - 3

- = DELIVERY DESTINATION
- = TRACTOR TRAILER ROUTE
- = AREAS OF CONFLICT WITH AUTO TRAFFIC

HOLMES HARBOR



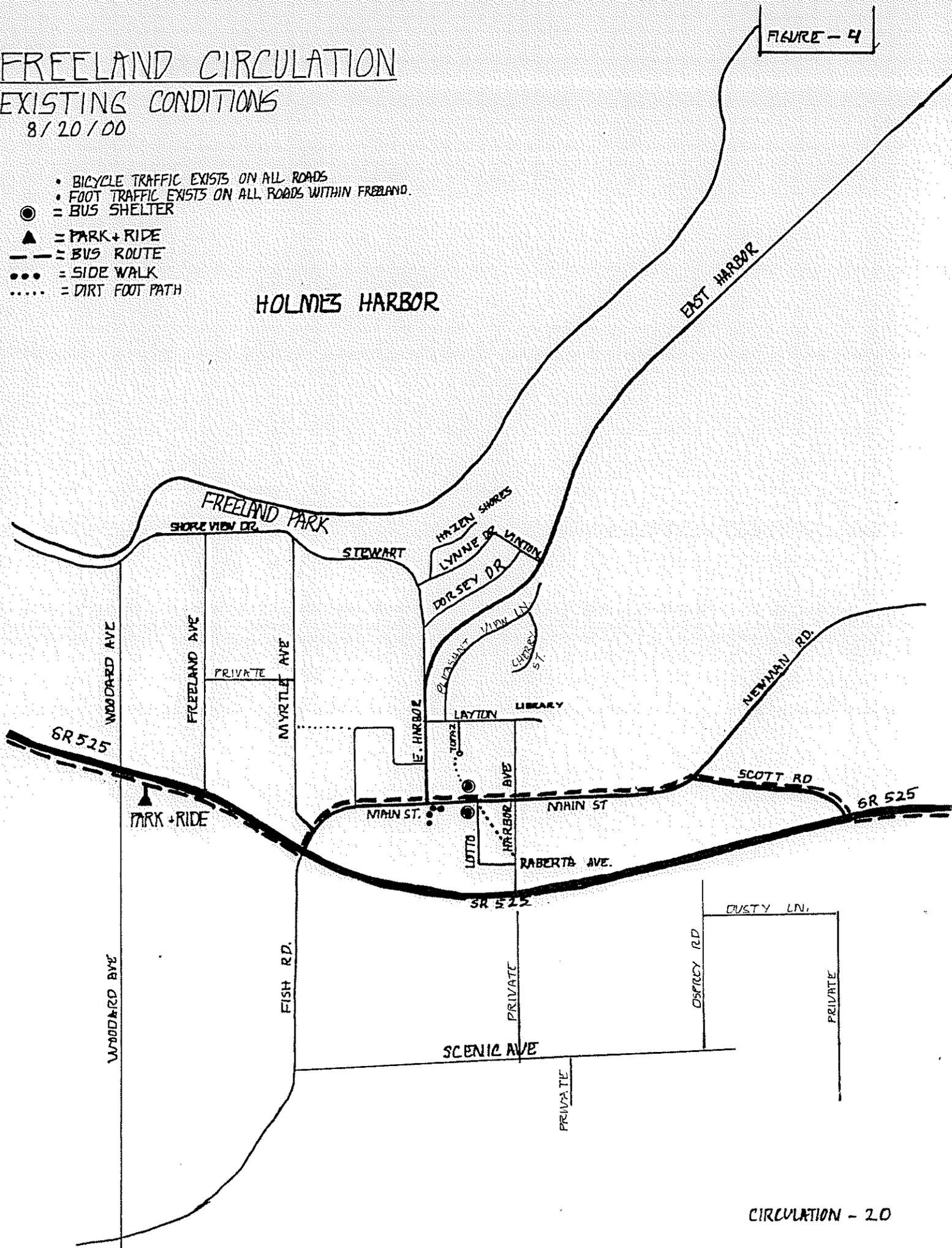
FREELAND CIRCULATION EXISTING CONDITIONS

8/20/00

FIGURE - 4

- BICYCLE TRAFFIC EXISTS ON ALL ROADS
- FOOT TRAFFIC EXISTS ON ALL ROADS WITHIN FREELAND.
- = BUS SHELTER
- ▲ = PARK + RIDE
- - - = BUS ROUTE
- = SIDE WALK
- = DIRT FOOT PATH

HOLMES HARBOR



1
2 D. Prior Proposals and Activities

3 1. Makers Report.

4 2. U. W. School of Architecture and Urban Planning projects: Study of the Freeland area
5 (1989).
6

7 E. Current Activities of Significance

8 1. Washington State Department of Transportation (WSDOT) widening and signalization
9 on SR 525.
10

11 This activity is occurring between mile post 17.91 and 19.06, including the
12 intersection of Fish Road/Main Street/SR 525. Work includes new surfacing, right and
13 left turn lanes, installation of a traffic signal, slope flattening, guard rail construction,
14 stormwater treatment, crosswalk installation, and four corner pedestrian waiting areas
15 with sidewalk. WSDOT has indicated that no further signalization or widening is
16 presently planned for the stretch of SR 525 from Scott Road to the Fish Road
17 intersection. Additional entrances to SR 525 from the Freeland commercial region are
18 not likely to be added.
19

20 2. The Island County Road Department has not proposed roadway improvements for the
21 Freeland area other than routine resurfacing.
22

23 F. Proposed Activities of Significance

24 1. Freeland Senior Housing.

25 This project is proposed for a 10-acre site located north of the Main Street/Newman
26 Road/Scott Road intersection. The project contains two 4-story assisted care
27 apartment buildings and seven single story multiunit condominium clusters. One
28 office building for the assisted care operations, a contained, on-site sewer system, and
29 offices for lease on a 1.5 acre portion area also planned for this site. The apartment
30 structures will contain 78 units, and the condominium clusters will contain 42 units.

1 The assisted care residents are expected to be elderly, and their travel to & from the
2 facility will probably be by shuttle van, visitor's automobiles, or electric scooter. The
3 number of condominium dwellers will range from 42 to 84, and they are expected to
4 be 20 - 30 years younger than the assisted care residents. Many of the condominium
5 residents will have their own automobiles, and their travel will probably involve all
6 modes of transportation. The total staff for the entire complex will be 38 to 40.
7 Additional traffic generated by the housing project will include delivery and service
8 vehicles and visitor vehicles. Up to 80 vehicle trips per day may be generated from
9 this housing project. However, a traffic engineering study has not yet been
10 commissioned for this project, so this figure is still speculative.

11
12 2. Frontier Industries Lumber Yard.

13 This project is proposed for a site south of Main Street near the intersection Main
14 Street/Newman Road/Scott Road, between Teddy's Restaurant and the Puget Sound
15 Energy's Freeland Power Substation. The project will contain a retail building, storage
16 barns, and open lumber yard space. The traffic generated would be composed of
17 automobiles and trucks under 2 ton belonging to patrons, Frontier Industries delivery
18 vehicles and employee vehicles, and tractor-trailer and delivery vehicles belonging to
19 suppliers. Future plans for the current site located at the corner of Lotto and Roberta
20 near SR 525 are unknown.

21
22 3. Freeland Professional Center.

23 Currently under construction, the Center is located on Scott Road, directly adjacent to
24 Teddy's Restaurant. This complex contains 3 office buildings with an unknown
25 occupancy capacity. Traffic is expected to consist of personal automobiles, and the
26 impact on Freeland circulation is unknown.

27
28 **IV. RECOMMENDATIONS AND SUGGESTED GUIDELINES**

29 A. Freeland Business Core.

1 Many of the recommendations presented here are contingent upon the replacement of
2 drainfields with sewer system(s), either a centralized system, on-site treatment systems, or
3 a combination of systems. This would allow greater utilization of lands within the
4 business core, reducing or slowing expansion beyond the current commercial boundaries.
5 However, even with the current drainfields, the Freeland business core still has
6 considerable development capacity through occupancy of vacant structures, limited
7 remodeling of existing structures, and new lot development. There is a caveat about sewer
8 systems. The financial cost of a system will be considerable, and the presence of such a
9 system would remove one barrier to a macro development (e.g., WalMart).

10
11 One way to view circulation in the commercial area is by use zones. A simple zone
12 system could include a pedestrian-oriented zone, auto-oriented zone, and mixed traffic
13 zone. Within each zone, the basic needs of safe and efficient flow of circulation must be
14 fulfilled, but one or more types of traffic may dominate. In a pedestrian-oriented zone,
15 parking is at the sides and backs of buildings and structures oriented towards pedestrians
16 (e.g., broad sidewalks, courts, plazas, parks) abound. Tenants in this zone would typically
17 include vendors of small parcels, food establishments, and offices. In an auto-oriented
18 zone, the requirement to transfer bulky articles require the presence of vehicles, such as
19 lumber yards, farm and nursery suppliers, and fuel vendors. Mixed traffic zones would
20 include business such as grocery and hardware stores. Figure 5 displays a proposed
21 arrangement of this simple traffic zone system to the Freeland business core.

22
23 Although plantings and landscaping are more appropriate for the Design Review issue
24 paper, a word or two here is appropriate. Obviously, plantings and landscaping are a
25 significant environmental element, and should be encouraged in Freeland. Their creative
26 use can soften the built environment, screen unwanted sights, and serve as biofilters for
27 storm water. Although previous studies of Freeland (e.g., "Makers" report) contained
28 recommendations for planting options, locations and species, the value of retaining
29 existing trees and native vegetation was not addressed. Native vegetation can be easy to
30 install and low maintenance, and offers a tie to the natural environment of the island.

1
2 Development projects should be encouraged (or perhaps required) to complete the
3 landscaping if the project is scheduled to be completed in phases longer than a year.
4 Often, landscape aspects are scheduled for the end of the project. But when projects are
5 engaged in the first phase for more than a year, the absence of landscaping around such a
6 long term construction project simply becomes an eyesore.

7
8 B. Automobile traffic.

- 9 1. The location of the Post Office should be moved from its current site. A location with
10 sufficient parking to accommodate the swell and ebb of cars and away from an
11 intersection should be considered.
- 12
- 13 2. Rights-of-way for all streets in the business core should be determined and clearly
14 marked by Island County. This would identify the boundary for all improvements and
15 alterations to property within the business core, leaving the right-of-way free for
16 sidewalks, bike paths, and parallel parking.
- 17
- 18 3. Parallel street parking should be clearly delineated by pavement marking.
- 19
- 20 4. Driveway access: Driveways, either to parking lots or service areas, should be limited
21 to 2 lanes (1 entrance and 1 exit) per property. To reduce the number of midblock
22 driveways, properties should share driveway access when possible. Driveways to
23 corner lots should be located as far from the corner as possible. Finally, driveways
24 across a public sidewalk should be less than 13 feet per lane.
- 25
- 26 5. Traffic flow from East Harbor Road to SR 525 should be funneled through the western
27 part of town to the intersection of Main Street and SR 525. A right turn lane from East
28 Harbor Road and a left turn lane from Main Street to East Harbor Road would
29 encourage motorists to use the western end of Main Street. However, as areas served
30 by East Harbor Road become more populated, turn lanes may be insufficient and

1 signalization of the Main Street/East Harbor Road intersection may be required. An
2 alternative route for East Harbor Road traffic to SR 525 would become necessary.
3 Three alternatives are presented in Figure 6 and described in detail below.
4

5 a. Alternative route A (Figure 6). This route extends East Harbor Road through the
6 intersection with Main Street and ends at SR 525. This route most efficiently
7 delivers traffic to SR 525. Advantages to this alternative are the relatively short
8 length requiring development and the low number of properties that would be
9 impacted. The principal disadvantage is the requirement for another intersection
10 with SR 525. WSDOT has already indicated that additional intersections on SR
11 525 in the Freeland area are not planned, although this attitude may change. An
12 added intersection at this location may lower the speed limits in this section of SR
13 525, and another traffic signal may be needed.
14

15 b. Alternative route B (Figures 6). This route begins at the intersection of Stewart
16 and East Harbor Road. It extends a branch in a southwesterly directions across
17 four mostly undeveloped lots, and links to the western delivery roadway of the Ace
18 Hardware parking lot through the northwest corner of the lot. This extension
19 would access SR 525 directly through a reformation of the current junction to
20 Main Street. The benefits of this route include gentle topography and curvature,
21 little or no development along the route, impending signalization at the intersection
22 of SR 525 and Main Street, and future utility as a commuter and delivery route that
23 avoids the Business Core. Disadvantages are the need for easements from all
24 affected properties, including an easement through the Payless Complex, and the
25 loss of traffic to the eastern section of the Business Core.
26

27 c. Alternate route C (see Figures 6): This route begins at the former intersection of
28 East Harbor Road and Pleasant View Lane. From there, the route diverges across a
29 private lot to follow Cherry Street a short distance. It then passes along a power
30 right-of-way, emerging at the Harbor Avenue and Layton Street intersection. The

1 advantages of alternate route C is that it uses existing rights-of-way for part of its
2 length; it is short; and it allows traffic to easily access the Business Core and SR
3 525. Naturally, there are difficulties. Property containing a residence and a
4 residential neighborhood would have to be crossed, bringing high volume traffic
5 into a quiet neighborhood; the parking arrangements for the clinics at the
6 intersection of Harbor Avenue and Layton Street would need to be modified to
7 accommodate a right-of-way; a utility pole would need to be relocated; the
8 intersection of SR 525 and Harbor Avenue is not controlled by a signal; and the
9 intersection of Main Street and Harbor Avenue would become busier. To help
10 mitigate the impact on the residential neighborhood, the abandoned segment from
11 Vinton to Stewart could be developed as a foot and bike path.

12
13 6. Regulation of traffic at the intersection of Main Street and Harbor Avenue should be
14 considered to reduce traffic speed and equalize traffic flow through the intersection.
15 Possible options include a 4-way stop or a light signal. Modeling analysis should be
16 performed to determine the best option.

17
18 7. Suggested Goal(s):

- 19 a. Provide safe and efficient movement of auto traffic within the business core and
20 throughout the UGA.
- 21
22 b. Provide smooth, safe and fair flow of traffic through intersections.
- 23
24 c. Avoid traffic patterns that create conflicts, e.g. current post office entrance, large
25 delivery vehicles.
- 26
27 d. Respect the safety and convenience of other modes of travel, the visual and
28 sensory appeal of the town character and the impacts on air qualities and sound
29 levels.
- 30

1 C. Commercial traffic.

- 2 1. The number of commercial truck routes through Freeland should be limited as much as
3 possible. Encourage businesses requiring frequent deliveries by tractor-trailer traffic to
4 be located so that deliveries do not need to travel through the circled intersections on
5 Figure 3.
6
- 7 2. Businesses should be encouraged to provide turn-around space in their service areas,
8 allowing large trucks to enter and leave by the same route. Since turn-around space
9 can be overwhelming for a physically small parcel, businesses should attempt to share
10 service areas or create service alleys, allowing shared delivery parking.
11

12 D. Pedestrian access and flow.

- 13 1. Require all improvements to property to be set back to the boundary of the street right-
14 of-away to allow sidewalk and bike lane installations.
15
- 16 2. Establish a sidewalk design standard (minimum of 5 feet wide, ADA-compliant), and
17 require new constructions and remodeling projects to install sidewalks.
18
- 19 3. Install pedestrian crosswalks at the middle of blocks and at designated bus stops, using
20 sidewalk bumpouts at the crosswalks.
21
- 22 4. Buildings with entries not directly facing into a street sidewalk should have a paved
23 connection to the street sidewalk. The connection shall either be separate from
24 vehicular traffic, elevated above vehicular pavement, or marked as a crosswalk and
25 separated from the vehicular surface by speed bumps.
26
- 27 5. Require new or upgrade construction to develop an on site pedestrian circulation plan
28 to ensure pedestrian safety.
29

1 6. Provide separation between sidewalks and traffic lanes. This separation increases
2 psychological comfort for pedestrians. Separations can include planter strips
3 (including trees) or even parking.
4

5 7. Specific recommendations (Figure 7):

6 a. Install sidewalks along the principal traffic routes: Main Street; Scott Road; and
7 part of Newman Road; Harbor Avenue; Layton Avenue; Lotto Avenue; Roberta
8 Avenue; Stewart Street and East Harbor Road from Main Street to Stewart Street.
9 Current examination of the rights-of-way for these streets (see Appendix D.
10 Existing Roadway Cross Sections) shows that there is sufficient space for these
11 installation (see Appendix E. Proposed Roadway Cross Sections).
12

13 b. Develop footpaths (hard surfaced but not necessarily paved) between the proposed
14 senior housing complex at Main and Newman to Layton; between Topaz and
15 Main; and from the Post Office to the Payless parking lot. A footpath connecting
16 the Payless lot to Stewart would provide comfortable pedestrian access between
17 Freeland Park and the Freeland business core.
18

19 8. Suggested Goal(s):

20 a. Develop safe and convenient dedicated routes that connect primary residential,
21 commercial and recreational locations.
22

23 E. Bike paths

24 1. The main approaches to Freeland should have established bike lanes or paths. This
25 would include (but not be limited to) East Harbor Road, Newman Road, Fish Road,
26 and Shoreview Drive (Figure 8).
27

28 2. When space permits, create dedicated bike lanes within the Freeland business core.
29 These bike lanes should NOT be combined with shoulder parking or sidewalks, since

1 sufficient space is available within the rights-of-way for these lanes (see Appendices D
2 and E).

3
4 3. Develop a bike path from Newman Road to Layton Road (Figure 8). This would
5 provide bike commuters an alternative to Main Street.

6
7 4. Provide bike parking at multiple locations in the Freeland business core.

8
9 5. Suggested Goal(s):

10 a. Develop safe and convenient dedicated routes that connect primary residential,
11 commercial and recreational locations.

12
13 F. Transit

14 1. Two levels of public transit shuttle service in Freeland might help control the level of
15 automobile traffic in Freeland.

16
17 a. The first level of shuttle service would be an “in town” shuttle. This shuttle would
18 travel along Main Street and Harbor Avenue, with branches to the Trinity Park and
19 Ride and to Freeland Park (Figure 9). The purpose of this shuttle would be to
20 provide access to general public parking areas as well as store-to-store
21 transportation. “In town” shuttle service should be frequent during business hours.

22 b. The second level of shuttle service would connect nearby residential areas to the
23 Freeland business core. Shuttle service along East Harbor Road or Fish Road, or
24 service to the Holmes Harbor Golf Course community may significantly reduce the
25 amount of automobile traffic coming into Freeland.

26
27 2. Establish shelters for the “in town” shuttle. Suggested locations for these shelters can
28 be seen on Figure 9.

29
30 3. Suggested Goal(s):

1 a. 3 tiers of use:

2 1) Regional: Freeland to distant Island points

3
4 2) Local: Freeland to local population neighborhoods

5
6 3) In-town: Frequent, fact, convenient, small scale cross town shuttle

7
8 G. Parking

9 1. Establish 1 or more general public lots near the main entrances to Freeland. This
10 would be one element in a three-part effort to encourage Freeland shoppers and
11 visitors to not drive from point to point within Freeland. (The other two elements are
12 improvement of sidewalks and bike paths and availability of transit shuttle service.)
13 The general public lot(s) would be serviced by an "in town" shuttle (see below), but
14 would also be positioned to allow pedestrian access to the business core from the
15 public lot(s). One possible location for such a general lot is along East Harbor Road
16 near the interface of the commercial and residential area.

17
18 a. Encourage reduction in the number of parking stalls in the business core to utilize
19 land more efficiently, to reduce traffic congestion within Freeland, and to make
20 pedestrian access to buildings convenient.

21
22 1) Businesses with non-overlapping peak business times (i.e., nighttime uses vs.
23 daytime uses) may share parking facilities by cooperative agreement.

24
25 2) Encourage consolidated parking areas and accesses for multiple businesses by
26 reducing the number of required parking stalls.

27
28 3) Allow business to fulfill parking requirements by maintaining stalls at a
29 general public lot.

30

1 b. Increase pedestrian, bicycle, and vehicular safety by modifications in the locations
2 of parking stalls.

3
4 1) Discourage angle parking to eliminate backing into the street. Parallel parking
5 is the preferred street parking configuration.

6
7 2) Encourage new business construction to not place parking between the
8 storefront and the street. This is especially needed for businesses along Main
9 Street between East Harbor Road and Harbor Avenue. Also, encourage
10 parking lot sizes and configurations that do not increase the walking distance
11 between businesses. Create an alley connection from East Harbor Road to
12 Harbor Avenue for access to rear parking.

13
14 3) If there is storefront parking (other than parallel street parking), the lot should
15 have designated driveways.

16
17 c. Increase pedestrian safety in parking lots by providing walking paths. Require lots
18 that are more than 150 feet long (measured parallel to the street) or more than 2
19 bays deep to provide marked pathways through the lot, positioned a maximum of
20 150 feet apart. If parking is located behind a business, a pedestrian connection to
21 the frontage road should be marked.

22
23 d. Encourage or require that parking lots visible from the street are screened or
24 contain landscaping and maintain continuity between adjacent developments.

25
26 e. To help reduce the overall stormwater burden of Freeland, require that each lot
27 contain biofiltration to slow runoff and reduce contaminant load. Biofiltration can
28 be combined with landscaping.

29
30 2. Suggested Goal(s):

1 a. Reduce the visual, noise and safety impacts of parking provisions on the business
2 center while respecting the necessity of personal, emergency and commercial vehicle
3 access to business locations for the access by mobility limited patrons, pick-up and
4 delivery of bulk goods and access during inclement weather. Plan parking that
5 encourages foot and transit use about Freeland.

6
7 H. Circulation in the surrounding UGA;

- 8 1. Auto and truck circulation and parking needs outside the business core appear
9 adequate to accommodate growth, with the exception of insufficient parking at the
10 Freeland Hall building.
- 11
- 12 2. Dedicated paths and lanes for foot and bicycle and light personal transports would be
13 established along the main feeder roads connecting the local neighborhoods to the
14 business core. The routes should include but not be limited to:

- 15 1) Honeymoon Bay Road
16 2) East Harbor Road
17 3) Bush Point Road
18 4) Fish Road
19 5) Newman Road

20

21 I. Freeland's water front is recreational in use and motorized water craft should be limited in
22 speed, size and noise levels displayed within a specific perimeter of the homes and
23 recreational areas of the waterfront.

24

25 J. General traffic noise along established routes is given, but the use of compression brakes,
26 or excessively loud (unmuffled) vehicles within the UGA area should be restricted.

FIGURE - 5

FREELAND CIRCULATION

USER ZONES

- A** = PEDESTRIAN ORIENTED ZONE
- B** = PEDESTRIAN AUTO MIX-ZONE
- C** = AUTO ORIENTED ZONE

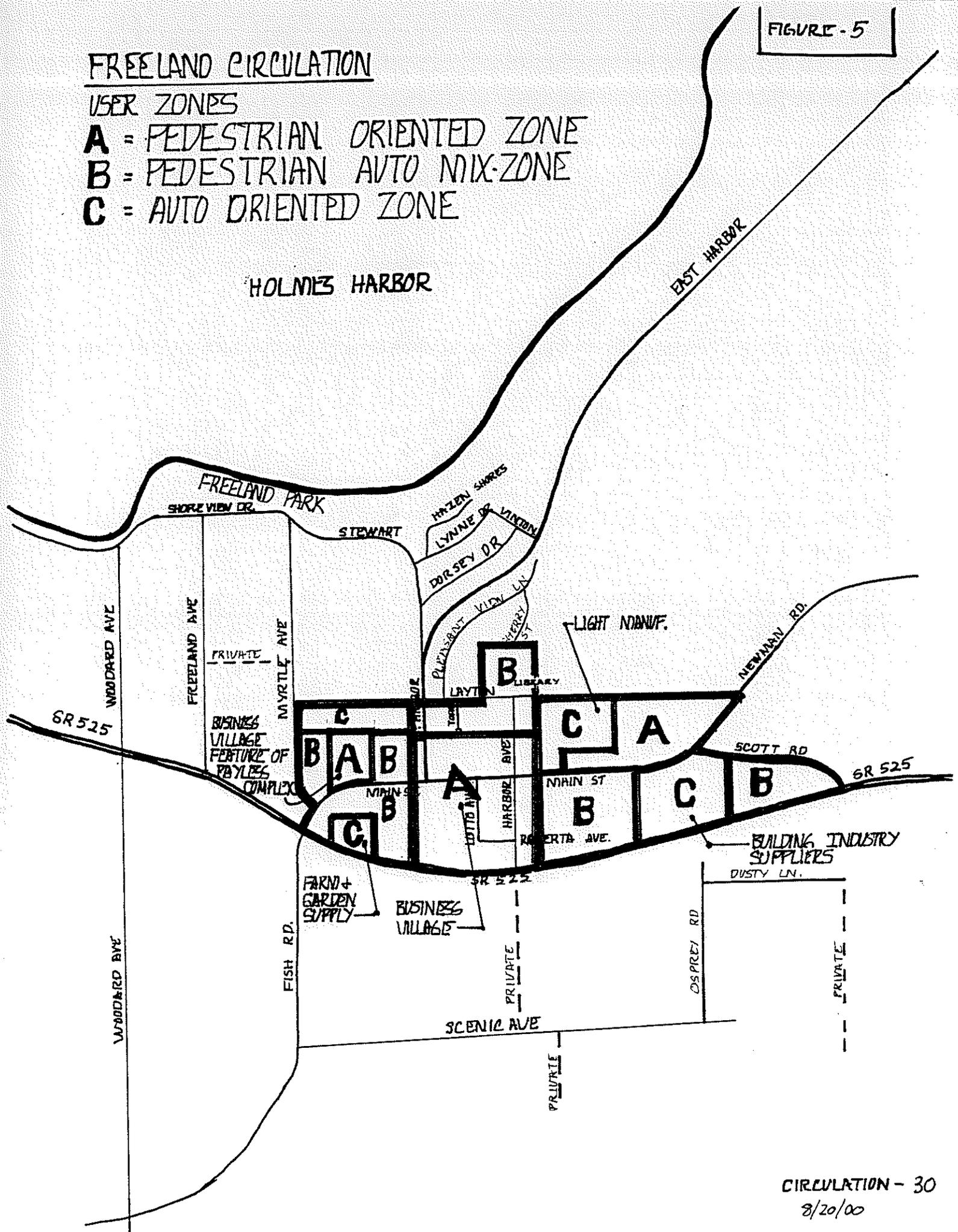
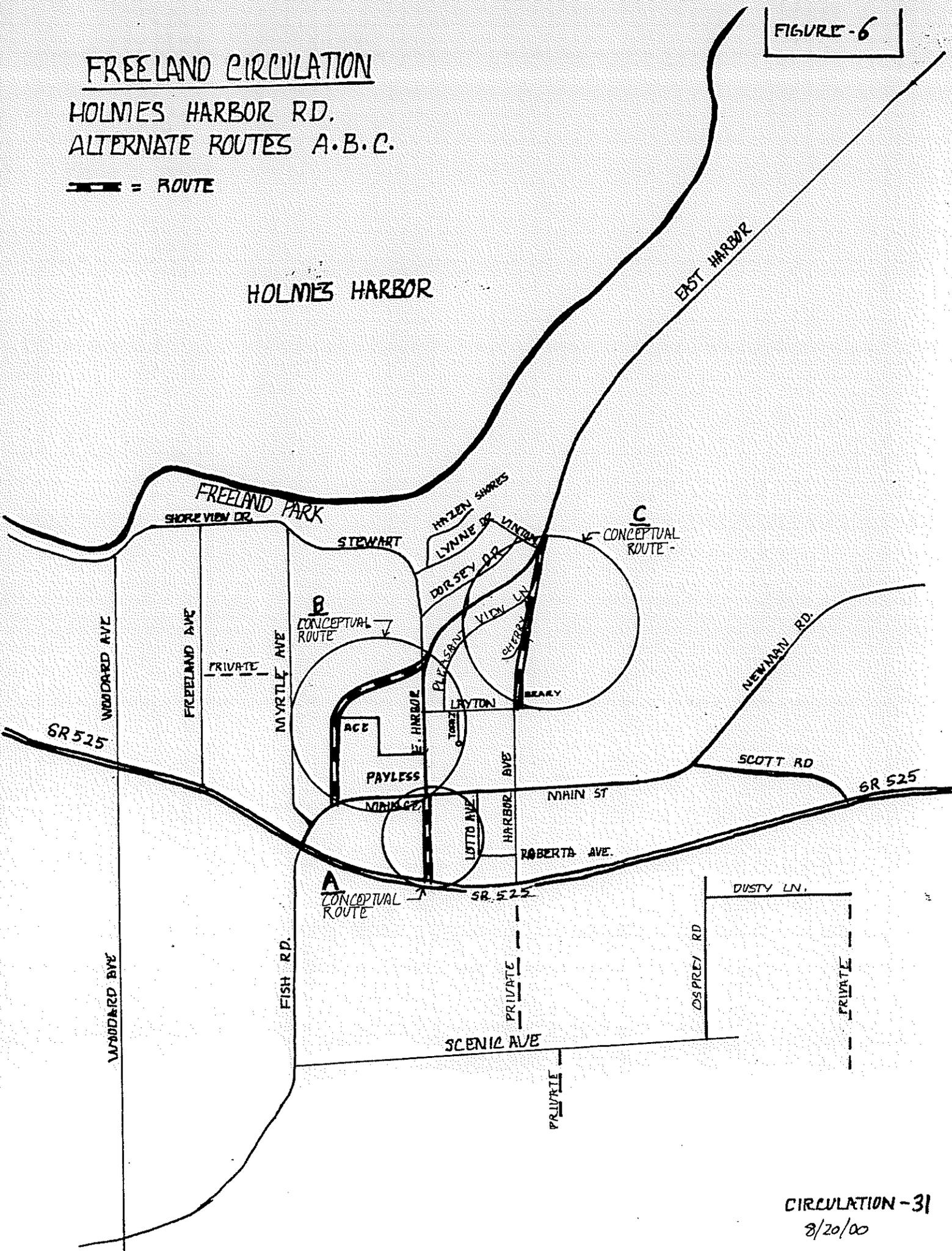


FIGURE-6

FREELAND CIRCULATION

HOLMES HARBOR RD.
ALTERNATE ROUTES A.B.C.

== ROUTE



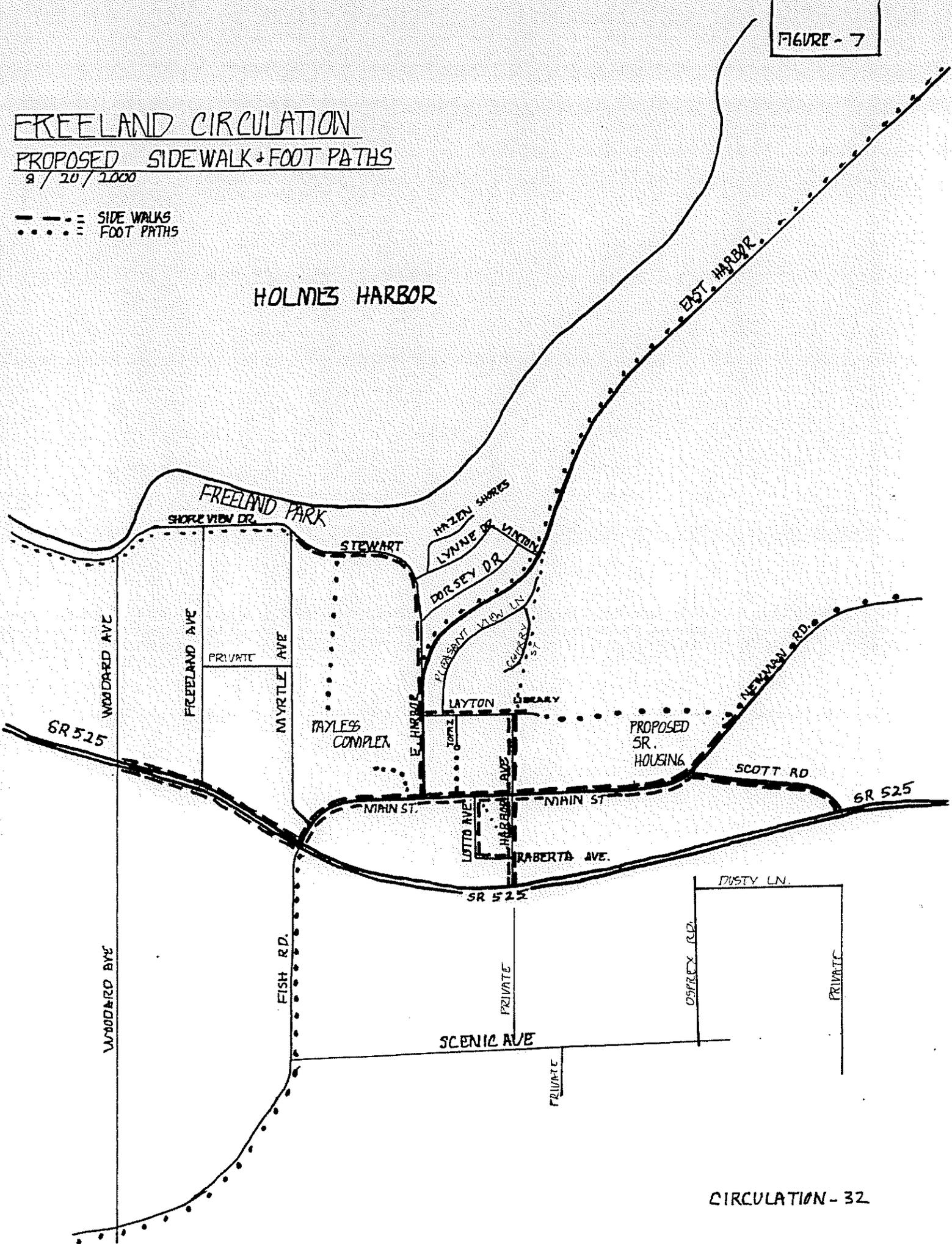
FREELAND CIRCULATION

PROPOSED SIDE WALK + FOOT PATHS

8 / 20 / 2000

- SIDE WALKS
- ... FOOT PATHS

HOLMES HARBOR



FREELAND CIRCULATION

BICYCLE PATH PROPOSALS

8/20/00

- = PROPOSED BIKE PATHS
- ... = PROPOSED BIKE CONNECT

HOLMES HARBOR

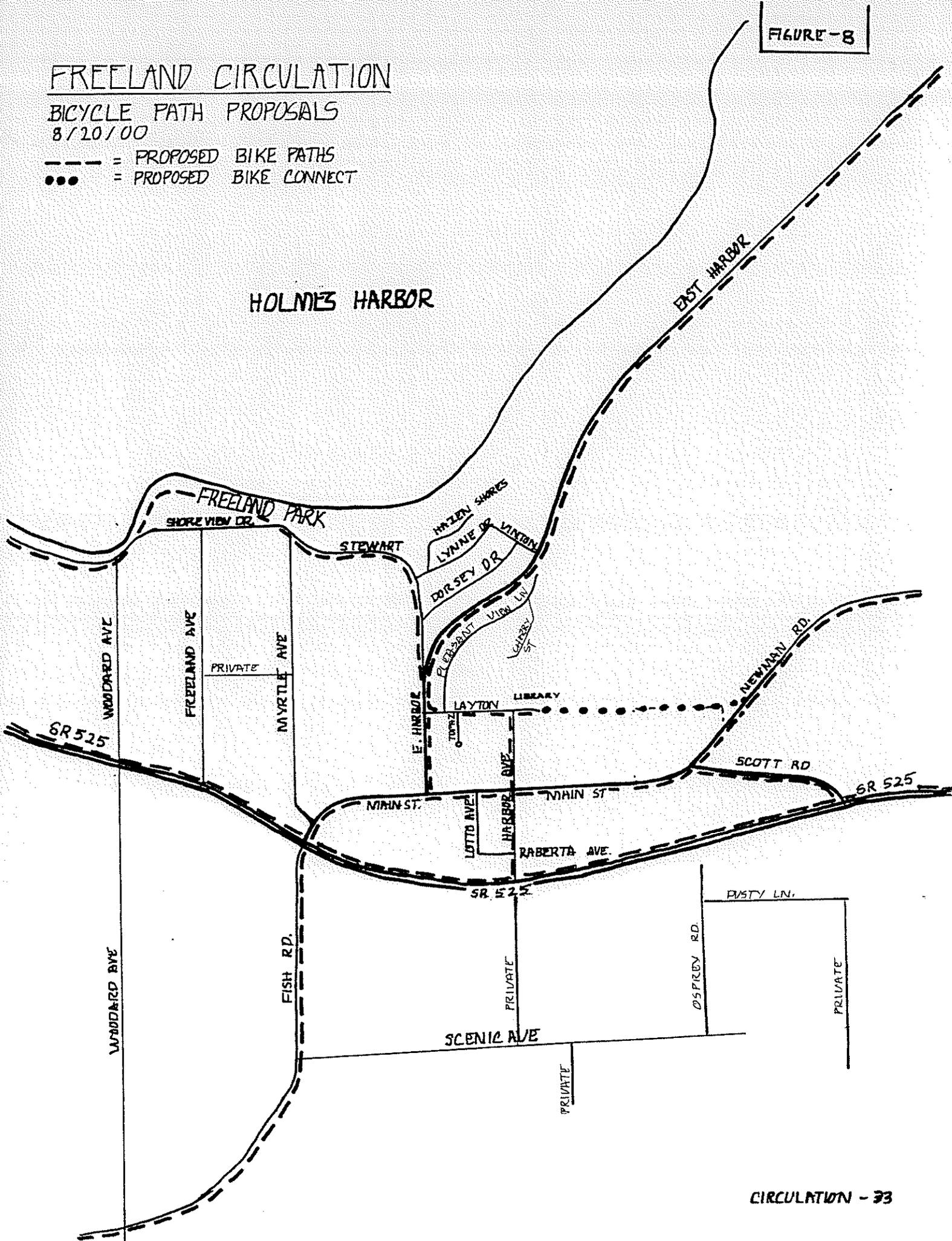


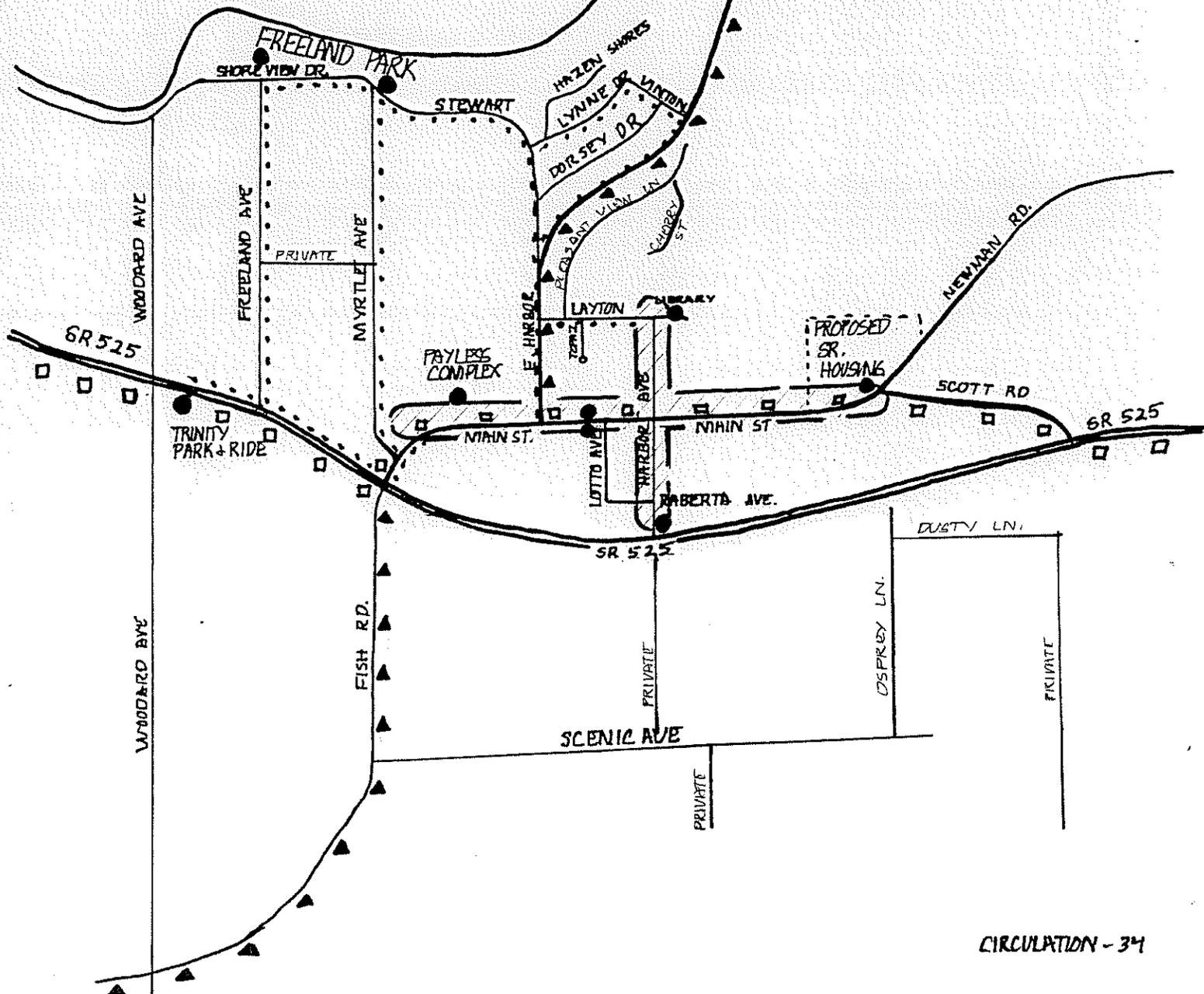
FIGURE-9

FREELAND CIRCULATION

TRANSIT PROPOSALS 8/20/2000

- = MAJOR DESTINATIONS W/ SHELTERS FOR SHUTTLE
- (---) = CORRIDORS OF SERVICE BY SHUTTLE
- ▲▲▲ = HINTERLAND TRANSIT SERVICE CORRIDORS
- = ISL. TRANSIT MAINLINE SERVICE
- = ON CALL SHUTTLE ROUTES

HOLMES HARBOR



1 **V. SAMPLE REDEVELOPMENT OF FREELAND**

2
3 An example of how many of these recommendations can be incorporated into a redevelopment of
4 Freeland has been devised. Figure 10 is a plan view of the eastern Business Core as it exists
5 today. Figure 11 displays a view of the same area applying a redevelopment concept.

6
7 This sample redevelopment relocates parking to the rear of many businesses and expanding the
8 commercial space toward the street. Sidewalks, plantings, and bicycle paths form the pedestrian
9 zone between Main Street and the business fronts. The existing post office site is converted to a
10 town park, offering a connecting point between the Payless shopping complex and the eastern
11 Business Core. Access to the Payless complex is provided by a path that traverses the slope
12 between the park and the Payless complex, ending at the east end of the grocery store. The
13 strategic location of the town park preserves a view corridor of Holmes Harbor and the Olympic
14 Mountains, and provides a green space. The current post office building could be remodeled as a
15 public structure, providing restrooms, public meeting space, and a centralized location for visitor
16 information and for the Chamber of Commerce.

17
18 A second public space is located at the former Harbor Village parking lot. This space would
19 become available if parking were relocated to the backs of buildings. This public plaza park
20 offers an outdoor space for gathering, eating, resting, art displays, and other civic activities.

21
22 A new alley between East Harbor Road and Harbor Avenue provides access to off-street parking

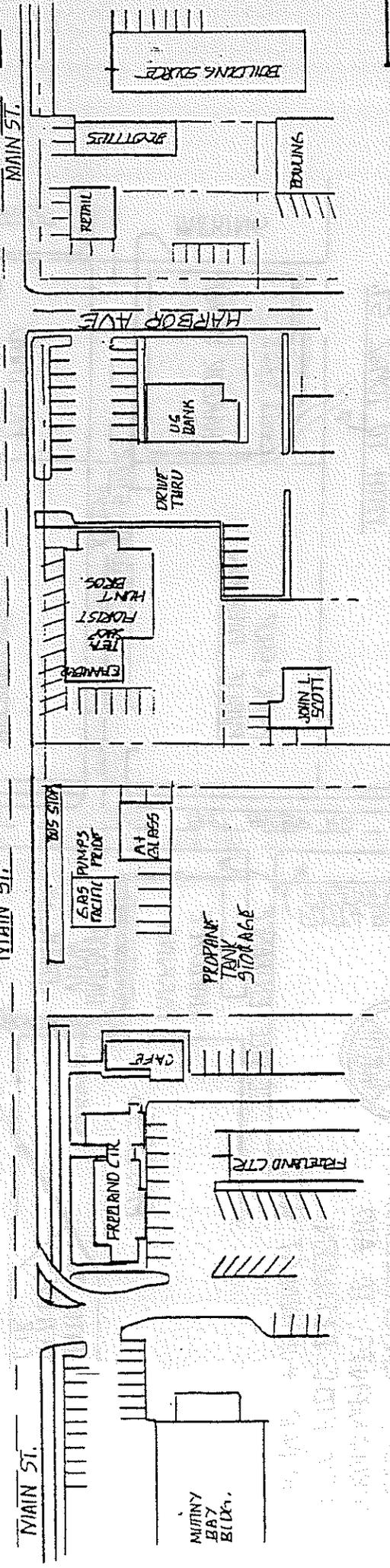
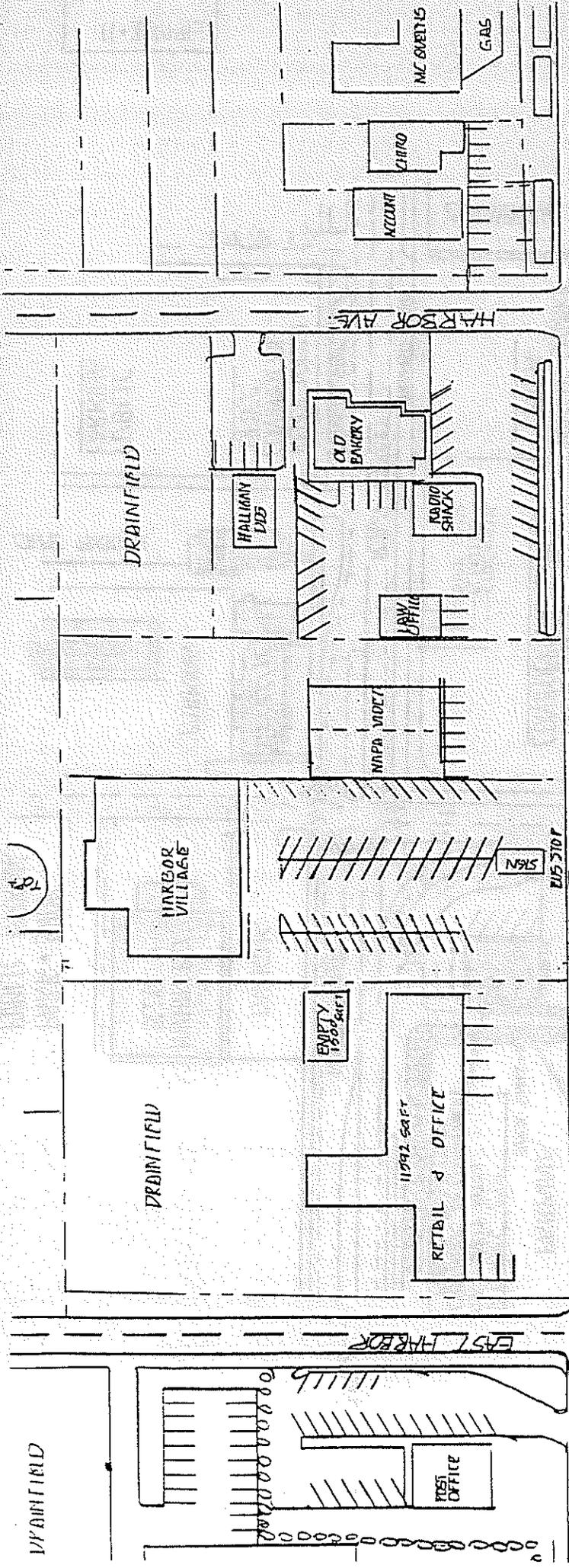
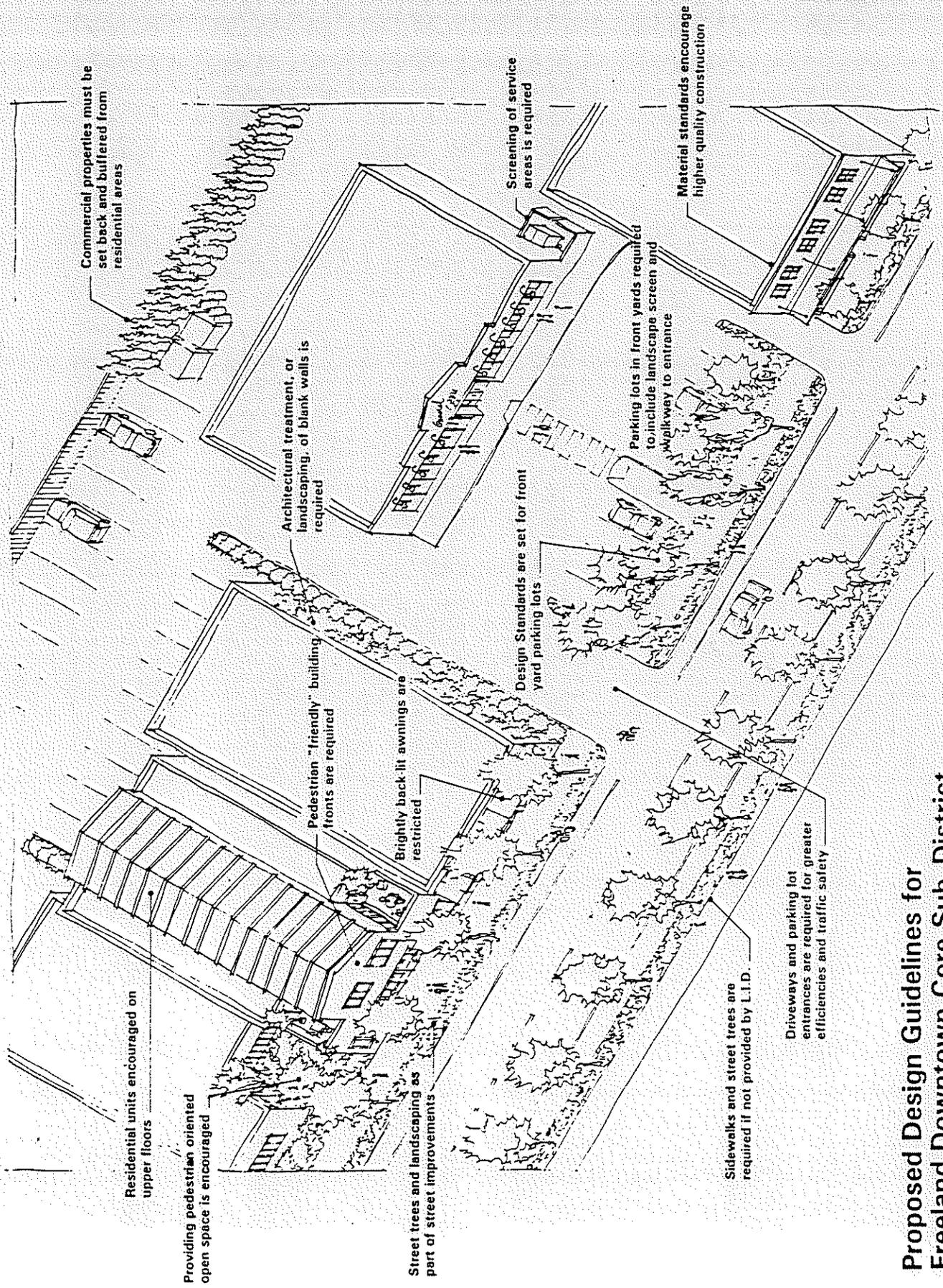


FIGURE 10.

FREEBOND CIRCULATION

EXAMPLE MAIN ST. EXISTING



Commercial properties must be set back and buffered from residential areas

Architectural treatment, or landscaping, of blank walls is required

Screening of service areas is required

Material standards encourage higher quality construction

Parking lots in front yards required to include landscape screen and walkway to entrance

Residential units encouraged on upper floors

Providing pedestrian oriented open space is encouraged

Pedestrian "friendly" building fronts are required

Brightly back-lit awnings are restricted

Design Standards are set for front yard parking lots

Street trees and landscaping as part of street improvements

Sidewalks and street trees are required if not provided by L.I.D.

Driveways and parking lot entrances are required for greater efficiencies and traffic safety

Proposed Design Guidelines for Freeland Downtown Core Sub-District

1
2 **VI. IMPLEMENTATION CONSIDERATIONS**
3

- 4 A. Schedule utility excavation work in rights-of-way with road and sidewalk construction.
5 B. Establish an overall plan for development to avoid disjointed, often contradictory,
6 construction projects.
7 C. Identify potential public space areas, and plan early for their acquisition.
8 D. Ask Island County to clearly mark rights-of-way boundaries to aid in developing plans.
9 E. As soon as possible, establish bike and pedestrian paths. In cases where paths are destined
10 to become sidewalks, delineate the paths with paint (e.g., as crosswalks are marked).
11 F. Encourage the formation of a group that represents both commercial and public interests
12 that will promote action in developing a plan for Freeland.

13 **VII. Closing Statement**

14 Presently, circulation in Freeland is adequate for motor vehicle traffic. Parking is abundant and
15 easily accessed, and it is usually close to businesses. Excepting occasional delays at intersections
16 on Main Street, automobile traffic generally flows unimpeded. However, the needs and safety of
17 pedestrians and cyclists have been ignored. Furthermore, community interaction is not
18 encouraged by the layout of buildings and spaces, and the aesthetic appeal of Freeland is
19 marginal.

20
21 Street intersections will most likely be the earliest bottlenecks as motor vehicle traffic loads rise.
22 Without infrastructure improvements, conditions for nonmotor vehicle traffic will deteriorate as
23 auto traffic increases. If the businesses in Freeland are content with a “drive-in” mode of doing
24 business, then little needs to be changed or planned. In many respects, the “drive-in” philosophy
25 is consistent with the service-based nature of most of Freeland’s enterprises. Most people come
26 to Freeland to obtain supplies (groceries, building materials, fuel) or services (medical, banking,
27 architectural), and these types of activities are efficiently performed by driving from location to
28 location. Freeland’s role as a utilitarian collection of commercial destinations is significant.
29

1 However, if Freeland wishes to develop more as a cohesive community with a character that
2 attracts activity within the “town center”, it must develop a plan that welcomes pedestrians and
3 cyclists as well as automobiles. Public spaces that are safely and conveniently accessible would
4 encourage people not only to shop in Freeland, but to interact and socialize with other community
5 members.

APPENDIX A. Transportation objectives from Island County Comprehensive Plan, Transportation Element, adopted September 28, 1998 (Section III. Transportation Planning Goals)

OBJECTIVES, PRINCIPLES AND STANDARDS

To achieve these goals, Island County has developed the following transportation objectives, principles and standards:

TRN Objective 1. TRANSIT. Transit and ridesharing are important elements of the transportation system.

1.1 Transit Service.

Actively promote transit service through County involvement in the planning, location, timing, financing, design and technological decisions about a regional transit system by:

- 1.1.1 Participating in regional transit studies;
- 1.1.2 Creating the kind of environment that will support and enhance transit use through the provision of adequate access for pedestrians and bicycles, incorporation of policies which promote transit use (i.e., flextime) and land use decisions which will support the system (i.e., higher development densities around transit centers); and
- 1.1.3 Participating in the planning, location and design of park-and-ride lots and other facilities and services to support the regional transit system.

1.2 Transit Service Extensions.

Encourage Transit operators to establish a process for evaluating boundary and service extensions which includes criteria to determine the feasibility of providing service to new areas; and evaluate alternatives to regular, fixed route transit service (e.g., vans for occasional service, demand responsive service, para-transit service, vanpools, ride matching, and dial-a-ride).

1.3 Coordination with Social Service Agencies.

Encourage coordination between Transit operators and all social service agencies in the location of transit and new social service facilities so that social service agency clients can be served effectively by transit.

1.4 Encouraging Use of High Occupancy Vehicles (HOV's).

Encourage greater use of HOV's such as transit, carpools and vanpools, by travelers in order to move people more efficiently and minimize the need for additional roadway capacity.

1.5 **Transportation Demand Management (TDM) Program Development.**
Coordinate with Transit operators, local and regional jurisdictions, the RTPO, the Washington State Department of Transportation (WSDOT), and business, development and residential communities to develop an integrated TDM program.

1.6 **Transit Facilities.**
Encourage private developers and Transit operators to integrate transit facilities (e.g., transfer centers, bus pullouts, bus shelters, transit information centers) and pedestrian connections into residential, retail, manufacturing, commercial office, and other types of development.

1.7 **Transfer Centers.**
Encourage transit centers to:

- a. Be located in incorporated communities and activity centers throughout the County;
- b. Be designed to minimize adverse impacts on surrounding development;
- c. Include safe and convenient access and facilities for pedestrians and bicyclists;
- d. Be designed and operated so as to minimize conflicts with traffic operations;
- e. Provide a safe and secure environment for transit users and comply with the requirements of the American Disabilities Act.

1.8 **Park-and-Ride Lots.**
Encourage multi-jurisdictional involvement in the development of the regional park-and-ride lot system and encourage that such lots:

- a. Are located on sites with convenient access to the arterial and highway system;
- b. Include adequate screening to provide a buffer from incompatible land uses, but maintain views for safety;
- c. Provide mitigation of negative impacts such as increased vehicular traffic and surface water run-off;
- d. Provide a safe and secure environment for park-and-ride users;
- e. Support multi-jurisdictional financial involvement.

TRN Objective 2. NONMOTORIZED TRANSPORTATION. Meet the needs of bicyclists, pedestrians and equestrians and encourage the development of non-motorized facilities.

2.1 **Nonmotorized Planning.**
Coordinate planning efforts for nonmotorized modes of travel with other jurisdictions, local communities and specific nonmotorized travel interest

groups to develop an integrated area-wide plan for bicycles and other nonmotorized travel modes that ensures continuity of routes.

2.2 Pedestrian and Bicycle Facilities.

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

Such facilities include:

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

2.3 Facilities for Nonmotorized Travel.

Provide facilities for travel by nonmotorized travel modes by:

2.3.1 Incorporating improvements for nonmotorized travel into programmed road improvement projects. The most appropriate design for such facilities will be determined on a case by case basis for individual road improvement projects using criteria including, but not limited to:

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

2.3.2 Developing an ongoing program to install improvements for nonmotorized travel modes at locations where there are no programmed road improvement projects. The County will establish a program for transportation improvements for

nonmotorized travel modes, and fund it through the County's Annual Road and/or Capital Facilities Programs. Requests for individual improvement projects would be submitted on an annual basis and will compete for available funds. Criteria to determine priority among requested improvements projects may include:

- a. Condition of existing facility;
- b. Adjacent land uses;
- c. Expected level of demand for use by pedestrians, bicyclists and/or equestrians;
- d. Traffic volumes on the roadway;
- e. Potential conflict between travelers using motorized and nonmotorized travel modes;
- f. Speed limit on the roadway;
- g. Functional classification of the roadway;
- h. Supplemental classification of the roadway for pedestrian, bicycle and/or equestrian modes;
- i. Connections and/or relationship to other facilities for nonmotorized travel and/or transit; and
- j. Community support.

2.3.3 Proceeding with the development of a comprehensive plan for nonmotorized transportation in Island County.

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

2.4 Coordination with Schools.

Coordinate with each school district and accredited private school to identify safe school walking routes which address pedestrian needs around school facilities.

2.5 Low Cost Improvements for Nonmotorized Travel.

Explore opportunities to provide low cost improvements within existing public rights-of-way to improve conditions for nonmotorized travel modes.

2.6 Nonmotorized Travel and TDM.

Encourage the use of nonmotorized travel modes as part of the County's TDM program to reduce the use of motorized travel modes.

TRN Objective 3. ROADS. To provide a safe and efficient road network and provide adequate mobility for people, goods and services, while striving to maintain the rural character.

3.1 Functional Classification.

Classify the Island County transportation system in accordance with federal, state, regional and local guidelines based on:

- 3.1.1 WSDOT's "Guidelines for Amending Urban Boundaries, Functional Classifications, and/or Federal Aid Systems", except that in the labeling of arterials, the County's adopted system of Major, Secondary and Collector arterials, shall be used;
- 3.1.2 Supplemental classifications for transit, truck, bicycle, and equestrian facilities;
- 3.1.3 Classification of ferry routes as part of the State highway system;
- 3.1.4 The Federal Aviation Administration classification system for airports;
- 3.1.5 The designation of "primitive roads" as defined by RCW (Revised Code of Washington) 36.75.300 when appropriate.

3.2 Classification Updates.

Conduct a comprehensive review and update of Island County's Road Classification every five years, with modifications annually as appropriate.

3.3 Goods Movement.

Preserve the integrity of identified incorporated and unincorporated neighborhoods and provide for a Freight and Goods Transportation (FGT), i.e. truck routes, by:

- 3.3.1 Identifying bypass routes to minimize truck traffic through neighborhoods;
- 3.3.2 Identifying "Key FGT Roads" to serve commercial centers and other areas attracting numerous truck trips; and
- 3.3.3 Designating "FGT Roads" to avoid residential neighborhoods and transportation facilities with load restrictions.

3.4 Road Adequacy Ordinance.

Encourage local jurisdictions, the WSDOT and the community at large to work with the County to develop a road adequacy ordinance to support the development, improvement, and maintenance of adequate transportation facilities throughout the County. This ordinance should establish a regulatory threshold and define specific standards for:

- a. Acceptable levels of service;
- b. Strategies;
- c. Concurrency timelines;
- d. Impact mitigation; and

e. Definitions of exempt and vested developments.

3.5 Access and Standards.

Ensure adequate access to development through a system of public and, where appropriate, private roads. A range of design and construction standards to cover all facilities will be developed.

3.6 Roadway Design.

Coordinate with local jurisdictions, the Washington State Department of Transportation (WSDOT), adjacent counties, the Federal Highway Administration (FHWA), and Transit to achieve consensus on a uniform set of minimum roadway design standards that:

- a. Are linked to the level and type of land development served by transportation facilities;
- b. Promote compatibility among jurisdictions in the design of transportation facilities;
- c. Comply with federal and state design criteria;
- d. Promote affordable housing goals; and
- e. Protect and enhance the County's rural character by encouraging clustering of roadside developments, requiring screening, buffering, sight and sound separations, and through access control.

3.7 Threshold Levels.

Specific "threshold levels" will be established to determine which roadway design standards should apply to individual roads based on the projected ultimate usage of the roadway (i.e., daily traffic volumes and access needs) and its relationship to the County's overall transportation system.

3.7.1 Public roads identified on the County's Transportation Plan may not be constructed and operated as private roads, although an interim private road in a planned future public road corridor may be allowed to serve single family residential development until a route establishment study has been completed by the County.

3.7.2 Private roads that do not meet the "threshold level" established for public roads will not be accepted into the county road system unless they have been identified through the transportation planning process as serving public through-traffic needs.

3.7.3 Street names and addresses for new private roads will conform to the Island County street naming system.

3.8 Standards for Different Travel Modes.

Incorporate the special design parameters required for transit, FGT, bicycle, pedestrian and equestrian use into the Island County roadway design standards.

3.9 Arterial Standards Updates.

Review Island County policies, standards and practices related to access control and spacing of major, secondary, and collector arterials to see if they are adequately guiding the development of the County's road system in rapidly growing areas of the County. Where problems are identified, these policies, standards and practices may be revised to support the provision of an efficient and cost effective road system for the future.

3.10 Access Control.

Encourage the consolidation of access to state highways and major and secondary arterials in order to complement the highway and arterial system, reduce interference with traffic flow on the arterials, discourage through traffic on local access streets or private access/circulation roadways and protect the rural character, atmosphere and vistas along the County's arterials and state scenic highways. To achieve this the County:

3.10.1 Encourages, and may assist, land owners to work together to prepare comprehensive access plans that emphasize efficient internal circulation and discourage multiple access points to major roadways from developing areas along highways, and major and secondary arterials;

3.10.2 Where access options exist, access to private developments from local access streets is encouraged over access from arterials;

3.10.3 Encourages consolidation of access in developing commercial and high density residential areas through shared use driveways, frontage roads, and local access streets which intersect arterials at moderate to long spacing;

3.11 Speed Limits.

Speed limits on State Highways and county arterials will be set as a means to encourage safe and efficient use of the roadway system in accordance with the criteria established in the Transportation Plan. Speed limits on the arterial system will only be reduced below these values when an engineering and traffic investigation supports such a reduction.

TRN Objective 4. OTHER MOTORIZED TRANSPORTATION. Coordinate other transportation facilities and service plans with the Island County Transportation Plan.

4.1 Airports.

Participate in regional airport planning to ensure that County needs are met and that County concerns are addressed.

4.2 Preservation and Enhancement of Airport Resources.

Support the preservation and enhancement of air navigation resources and facilities in the County by:

- a. Considering land use laws that would promote compatibility with surrounding land uses; and
- b. Supporting the development and maintenance of adequate roadways to move people and goods to and from airports.

4.3 Methods to Ensure Compatibility.

Support the use of the following methods to provide compatibility between air facilities and surrounding land uses by:

- a. Public education regarding airport locations, usage, plans, and potential impacts;
- b. A coordinated review process for proposed land developments; and
- c. Clear identification, available to the public, of all airports, private landing strips, and noise impacted areas on county maps and records.

4.4 Ferries.

Commit to integrated and coordinated transportation service for the public throughout the region and supports further regional discussion of high occupancy vessel concepts. Passenger only ferries would offer improved water connections between cities around the Puget Sound area. Toward this end, Island County in cooperation and coordination with the RTPO, Snohomish County, Jefferson County, and Port Districts:

- a. Encourages the Puget Sound Regional Council (PSRC) to work with the state and local jurisdictions and agencies on the development of an around-Puget Sound mass transportation policy and an action plan for improved passenger-only ferry service; and
- b. Should initiate feasibility studies of additional access for waterborne transportation between Whidbey and Camano Islands and other mainland destinations.

TRN Objective 5. IMPLEMENTATION STRATEGIES AND ACTIONS. Outline the strategies and actions necessary to finance and implement the transportation improvements planned to meet the County's transportation needs.

5.1 Adequate Facilities for All Modes.

Encourage adequate transportation facilities for all transportation modes, including trucks and passenger vehicles, transit, air and ferry service, and nonmotorized modes of travel.

5.2 Agency Coordination.

Actively coordinate the planning, construction, and operation of transportation facilities and programs to support and complement the planning functions of adjacent counties, local jurisdictions, the Skagit-Island RTPO, the WSDOT, Transit operators, and other public and private

entities responsible for transportation facilities and services that may affect Island County. This coordination is facilitated by:

- a. Encouraging elected officials to participate in the PSRC subregional council and other PSRC committees and activities;
- b. Working with other jurisdictions to plan, seek funding for, and implement multi-jurisdictional transportation projects necessary to address shared transportation needs; and
- c. Formulating transportation decisions that are consistent with current plan documents of incorporated and unincorporated areas of Island County, and jurisdictions adjacent to Island County.

5.3 Review and Comment.

Review and comment on the transportation plans, Capital Improvement Programs, and Transportation Improvements Programs of local, regional, and state agencies involved in the provision of transportation facilities and services to improve the coordination of individual transportation improvement projects.

5.4 Multimodal Coordination.

Coordinate planning and operation of its transportation facilities and programs to optimize multimodal transportation programs, transportation service connections, and transfer at designated transfer points, including existing and future transit centers and ferry terminals. The County encourages:

- a. Transit operators to review options for accommodating cyclists, including bike racks on buses, and bike racks at major transit facilities and bus stops;
- b. Integration of nonmotorized modes of travel into the roadway system where appropriate; and
- c. Integration of nonmotorized modes of travel into the countywide and regional off road trail system.

5.5 Utilities.

Coordinate the location of major utility and transportation corridors and the construction of roadway and utility improvement projects with utility companies/providers. Coordination is necessary to minimize right-of-way disruptions caused by utility construction, minimize costs, maintain pavement integrity, and enhance roadside safety.

5.6 Identifying Right-of-Way Needs.

Use the transportation planning process to identify transportation system needs throughout the county in order to:

- a. Provide adequate transportation facilities and services to meet current and future travel needs; and

- b. Identify specific transportation corridors and alignments where transportation facilities are needed;

5.7 Preserving and Acquiring Rights-of-Way.

Methods to preserve and acquire right-of-way include, but are not limited to:

- a. Requiring dedication of right-of-way as a condition for development approval;
- b. Requesting donations of right-of-way to the County;
- c. Determining the allowable development density of a given property, based on the total property size (including the donated/dedicated right-of-way portion), so that developers who donate/dedicate rights-of-way are not penalized;
- d. Purchasing rights-of-way/public easements by the County; and
- e. Purchasing development rights from property owners.

5.8 Protecting Rights-of-Way From Encroachment.

Protect public rights-of-way from encroachment by any structure, vegetation, landscaping materials or other obstruction in order to:

- a. Provide safety for motorists, pedestrians, bicyclists or other users of the public roads;
- b. Preserve the integrity of County roads, drainage systems, and other publicly provided and maintained facilities; and
- c. Protect access for all travelers using motorized and nonmotorized travel modes.

5.9 Protection Methods.

Use the following methods to protect rights-of-way from encroachment:

- a. Establish minimum setback requirements for property improvements to preserve sufficient right-of-way to allow for expansion of roadways or provision of frontage roads to serve future transportation needs;
- b. Develop specific guidelines regarding the installation and maintenance of any landscaping in or extending into the public right-of-way; and
- c. Develop a public information program to inform property owners about the County's policies regarding private use of right-of-way, the priority of public use over private use, including specific information covering acceptable practices and maintenance requirements.

5.10 Compatibility With Adjacent Land Uses.

Ensure planned transportation system improvements are compatible with adjacent permitted land uses and minimize potential conflicts through guidelines to:

- a. Use a variety of methods to control access to major arterials from adjacent developments;
- b. Route any new major and secondary arterials around, rather than through, neighborhoods and communities so as to minimize traffic impacts on residential neighborhoods;
- c. Separate new residential areas from direct lot frontage on major or secondary arterials; and
- d. Provide facilities for bicyclists and pedestrians to access public transit.

5.11 Allowable Land Use Changes.

Allow land use changes (such as master planned resorts, rezones, subdivisions, and site plans) only when these changes are accompanied by specific documentation or proposed plans showing how the transportation system can adequately support the needs of existing and proposed development. Island County will establish threshold levels for this policy so that minor land use proposals will not be unfairly disadvantaged. Implementation of this policy will be tied to impact mitigation planning that seeks to fairly allocate the costs of transportation improvements among and between the County and all affected parties.

5.12 Environmental Protection and Conservation.

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

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

5.13 Responsibility for Transportation Network.

Provide and maintain a basic network of transportation facilities and services. The County seeks to equitably distribute costs and benefits among all modes of travel (to encourage the growth of a balanced,

multimodal transportation system), and to allocate resources fairly and equitably to all areas of the County.

5.14 Cost Effective Solutions.

Keep the costs of providing and maintaining adequate transportation facilities as low as possible by emphasizing the most cost effective solutions to meet transportation needs and by equitably distributing the costs for providing the improvements in proportion to the benefits received.

5.15 Funding Strategies.

Provide greater flexibility and equity in transportation revenues and expenditures in Island County's overall funding strategy, and to look beyond immediate needs to long term strategies to secure adequate financing. Island County strives for maximum leverage of County funds by pursuing non-County funding sources for transportation projects and using County funds for local matching funds.

5.16 Sources of Funds.

Work to secure adequate long term funding sources for transportation through a variety of methods, including:

- a. Changes in state law to allow greater flexibility in use of existing funding sources, such as levy shifting, utility franchise fees, and local option financing mechanisms;
- b. Promoting a more equitable distribution of state highway funds to finance needed capacity and safety improvements to State highways and highway intersections within Island County;
- c. Eliminating the use of the Island County Road Levy for non-transportation uses, and restricting its use to right-of-way acquisition and the design, construction, operation and maintenance of transportation facilities;
- d. Encouraging public/private partnerships for financing transportation projects which remedy existing problems, or which foster economic growth in Island County;
- e. Sharing costs with other jurisdictions for needed improvements that solve shared transportation problems;
- f. Sharing costs with private developers who want to accelerate construction of particular transportation improvements or for additional transportation facilities and services needed to serve new developments, in proportion to the impacts and needs generated by individual projects; and
- g. Seek federal funding for transportation projects that support the military facilities, including federal mitigation funds.

5.17 Impact Mitigation.

Recognize that the mitigation of development impacts is the shared responsibility of the public and private sectors. The County requires that developers of land contribute their fair share towards transportation improvements necessitated by their development(s). Impact mitigation efforts may include:

- a. Taking the lead in forming a group of concerned citizens, policy level officials from affected jurisdictions, developers, and other interested parties to develop a transportation impact fee program;
- b. Requiring that developers assist the county and other jurisdictions in the provision of additional transportation facilities and services needed to serve new developments in proportion to the impacts and needs generated by their projects; and
- c. Allowing developers to use lower rates in estimating traffic impacts if a development's access to transit or construction of transit improvements can be shown to result in lower traffic generation rates.

5.18 Project Programming.

Incorporate Island County's priority process into specific planning and implementation documents.

5.19 Updating Priorities.

Conduct a comprehensive evaluation and assessment of transportation priorities every six years. Updates are prepared annually and incorporated into the Capital Improvement Program, the Annual Road Program, the Six Year Road Program and the County budget.

5.20 Maximizing Use of Resources.

Maximize the use of County resources and those from other sources through a sufficiently flexible priority process. In order to enhance the County's likelihood of receiving outside funds for transportation purposes, the priority process incorporates the criteria used by agencies or departments that may provide significant funds to Island County, such as the Transportation Improvement Board.

5.21 Improvement Priorities.

Prioritize transportation improvements based on the following criteria:

- a. **FIRST:** To eliminate safety deficiencies within the existing transportation network;
- b. **SECOND:** To maintain or upgrade existing transportation facilities to serve existing residents and businesses at acceptable levels of service; and
- c. **THIRD:** To upgrade existing or build new transportation facilities to encourage and support growth and economic development consistent with adopted County land use plans; and

5.22 Expenditure Priorities.

Use a standardized, well documented priority process to establish clear priorities for transportation expenditures in the County. The process is clearly stated so that all participants and the general public can easily understand the process and the recommendations that result from its use. Island County encourages public input in the priority process and provides opportunities for review and comment by the community regarding the County's priorities. Island County coordinates with and includes other jurisdictions in determining its priorities for transportation improvements.

Prioritize transportation expenditures to provide for:

- a. Remedial actions to correct known safety hazards, repair physical deficiencies in the road system, and improve traffic operations through low cost improvements;
- b. Adequate maintenance of the existing transportation system to prevent deterioration of capital facilities and to avoid the need for major reconstruction of roads;
- c. Repair/replacement of bridges, roadways and other capital facilities which are near or past the end of their useful lives, or that may become structurally unsound in the near future;
- d. Widening of existing roadways to alleviate existing capacity problems; and
- e. Construction of new roadways to complete the roadway network, to accommodate expected growth in travel demand, and to support adopted economic development and diversification plans.

5.23 Ranking Projects.

Use a consistent process to determine capital project priorities that includes the following steps:

5.23.1 Identification and evaluation of the transportation improvements needed to address identified problems;

5.23.2 Development of specific transportation improvement recommendations which rank individual projects using the following set of criteria in order of priority:

- a. Safety/Severity of injuries associated with Motor Vehicle Accidents (MVAs)
- b. Transportation system completeness
- c. Economic feasibility
- d. Capacity/congestion
- e. Cost effectiveness
- f. Encouragement of alternatives to Single Occupancy Vehicles
- g. Number of people benefited by the proposed improvement

- h. Ability to acquire additional outside funds from multiple sources in order to leverage County resources
- i. Environmental considerations
- j. Consideration of special needs
- k. Community support/opposition to proposed improvement
- l. Inclusion of proposed improvement in a multi-jurisdictional project
- m. Economic development considerations

5.23.4 Implementation of recommendations based on a schedule and financing strategy.

5.24 Maintenance Standards.

Maintain the County's transportation system at a level commensurate with the original design standards used in constructing the facilities.

5.25 Enforceable Maintenance Agreements.

Require the establishment of maintenance agreements for all new private roads which can be enforced through civil court action. Island County does not maintain private roads.

5.26 Rider Information Package.

Encourage transportation service providers to coordinate with the County to develop a "rider information package" with respect to common passenger transportation. This information package may include maps, routes, schedules, and public information telephone numbers for passenger rail service, local transit agencies, air carriers, private ground transportation providers, and state ferry services.

5.27 Special Needs Transportation.

Support the mobility of persons who are elderly and all persons with disabilities by maximizing transportation system accessibility, affordability, and expanded service capacity through:

- a. Design standards that reflect the infrastructure needs of persons who are elderly and all persons with disabilities;
- b. Identifying and improving existing transportation facilities and services that are not accessible or usable by persons who are elderly or by persons with disabilities;
- c. Encouraging greater coordination of public and private transportation operators to accommodate the special needs of persons who are elderly and all persons with disabilities.

To incorporate these goals, objectives, principles and standards in their continuing planning efforts, the Board of Island County Commissioners approved a set of county-wide planning policies on June 22, 1992. The adopted policies for county-wide transportation facilities and strategies of the County and the Municipalities are that:

- “1. the Transportation Element of the Island County Comprehensive Plan should include Urban Growth Area (UGA) 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;
2. the County and Municipalities will remain actively involved in multi-county regional transportation planning;
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;
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 to the automobile, such as transit and telecommunications; and
5. the planned transportation system should be implemented in a coordinated and cost-effective manner utilizing a fair and sufficient method of funding.”

APPENDIX B. Land Utilization and Use Potentials in the Freeland Business Core.

Use	Acres	% of Total Area	Subtotals and Totals (acres)
Total area available for commercial use within the study area (does not include public rights-of-way or "The Bog")	84.00	100.0	84.00
PSE power substation	0.50	0.6	
Existing buildings	6.78	8.0	
Parking lots and private roads	19.93	24.0	
Propane lots, storage lots, excess pavement	1.44	2.0	
Green space, side lots, pedestrian space	11.10	12.4	
Undeveloped areas of developed lots (drainfields, unused portions of lots)	6.79	8.0	
Total area in developed lots	46.54	55.4	46.54
Projects awaiting permits (Frontier Industries, senior housing project)	16.50	20.0	16.50
Vacant lots (no outstanding development permits)	20.96	25	20.96
Ratio of area of built space to total area of parking lots, drainfields, and green space = 17.93%			
Number of private parking spaces			
public	1232		
employee	60		
total	1292		

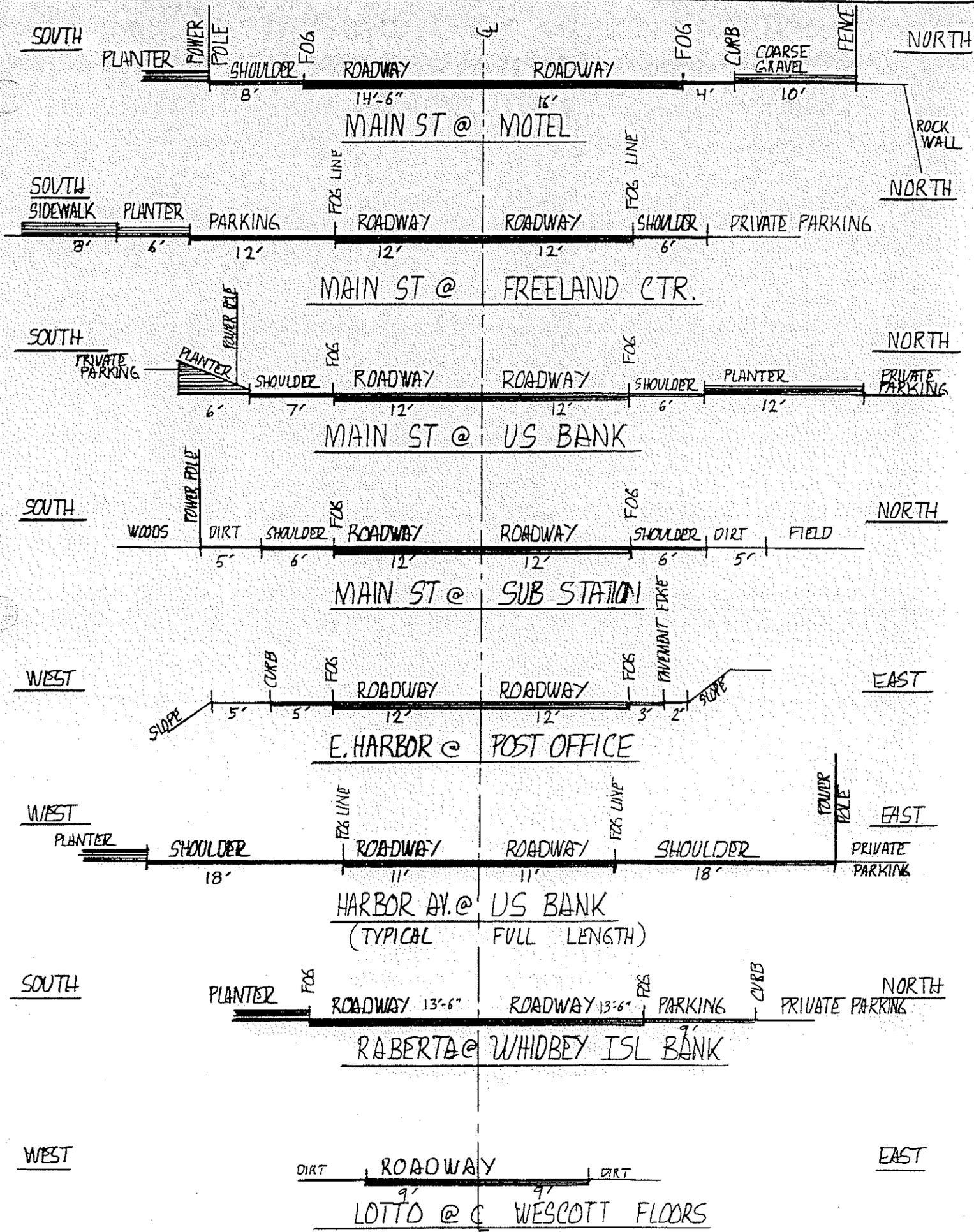
APPENDIX C. Number of parking spaces by type and by business or building for the Business Core, west periphery, and east periphery of Freeland. Survey conducted in July, 2000.

Region	Business/Building Name	Street	Public	Employee	Unmarked* (dirt,gravel)	Total
Core	Payless Complex		334	28		362
Core	Washington Mutual Bank		26			26
Core	Post Office		15	5		20
Core	Cenex		13			13
Core	Harbor Center		30			30
Core	Sfoglia's		4			4
Core	Harbor Inn		24			24
Core	Mutiny Bay Building	8	23			31
Core	Freeland Center Bldg. 1	5	14			19
Core	Freeland Center Bldg. 2		40			40
Core	Freeland Center Bldg. 3		11			11
Core	Freeland Café		19			19
Core	A-1 Glass & Pacific Pride Oil		6			6
Core	Home Design & Flower Shop		23			23
Core	John L. Scott Real Estate		8			8
Core	Foursquare Gospel Church		6		17	23
Core	Wescott Floor		9			9
Core	Frontier Lumber Yard		12		6	18
Core	US Bank	4	12	5		21
Core	InterWest Bank	4	20			24
Core	Whidbey Island Bank	3	20			23
Core	Land Title Co.		7		12	19
Core	Windermere Building	3	44			47
Core	Island Title	4	18			22
Core	Bowling Alley		17			17
Core	Scotty's Bldg. 2		5			5
Core	Scotty's		9			9
Core	Building Source/Farmor School		17			17
Core	Interstate Label		18	11		29
Core	Peak Manufacturing		4	6	4	14
Core	Island Escrow		13			13
Core	McQueen's 76		6			6
Core	Freeland Professional Center		6			6
Core	Island Accounting		7			7
Core	Useless Bay Animal Clinic		13			13
Core	Halligan Dental Clinic		8			8

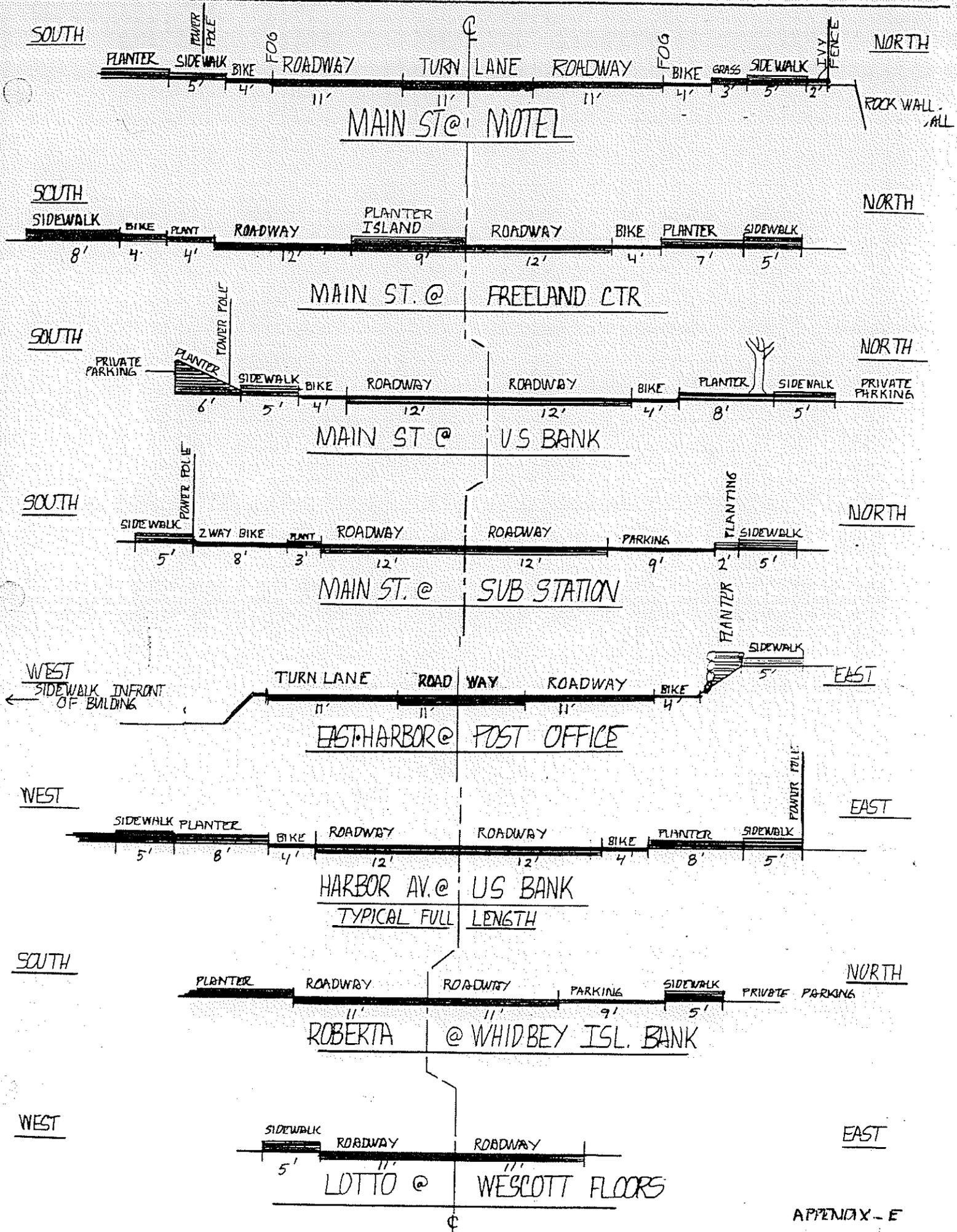
Region	Business/Building Name	Street	Public	Employee	Unmarked* (dirt,gravel)	Total
Core	Old Bakery Building		10			10
Core	Radio Shack/Bakery		19			19
Core	Law Office		7			7
Core	Napa Auto/Video Store		7			7
Core	Harbor Village Mall		68			68
Core	Town & Country Building		9		8	17
Core	South Whidbey Specialists		29			29
Core	Microscan		5			5
Core	Freeland Clinic		9	5		14
Core	Freeland Public Library	9	13			22
Core	Whidbey General Clinic 1		22			22
Core	Whidbey General Clinic 2		29			29
Core	Dr. Jangaard's		28			28
East	Teddy's Restaurant		57			57
Periphery						
East	Freeland Professional Center		under construction			0
Periphery						
East	Whidbey Realty		14			14
Periphery						
West	Island Athletic Club		85			85
Periphery						
West	Trinity Lutheran Church		180			180
Periphery						
West	Gay 90's/Fish & Chip Bar		29			29
Periphery						
West	Tara Village		23	21	8	52
Periphery						
West	B & W Pump		9			9
Periphery						
West	Precision Marine & Saw		6		2	8
Periphery						
Subtotals	Core	40	1116	55	47	1258
	East Periphery	0	71	0	0	71
	West Periphery	0	332	21	10	363
Totals		40	1519	76	57	1692

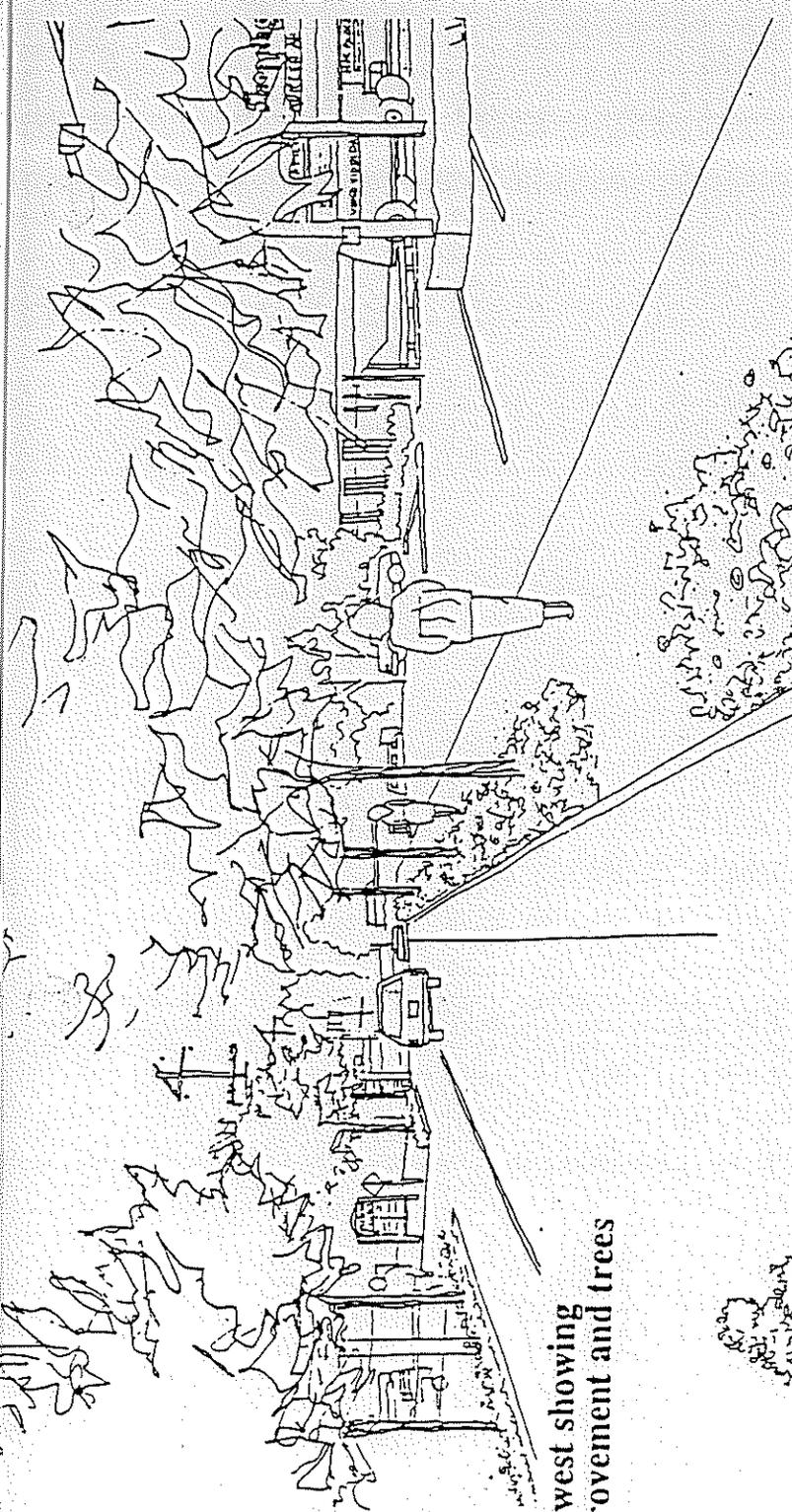
- A greater number of parking spaces would be available in this category if an organized layout with identifiable parking lines were used.

ROADWAY CROSS SECTIONS - EXISTING APPENDIX D 8/20/00

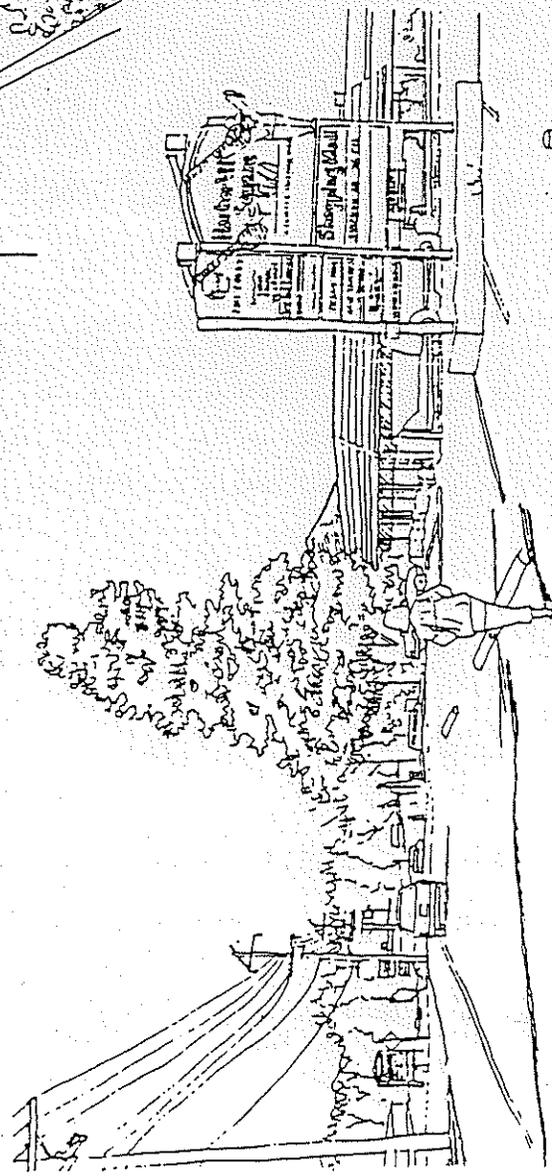


PROPOSED ROADWAY CROSS SECTIONS - APPENDIX E 8/20/00





Main Street looking west showing proposed street improvement and trees

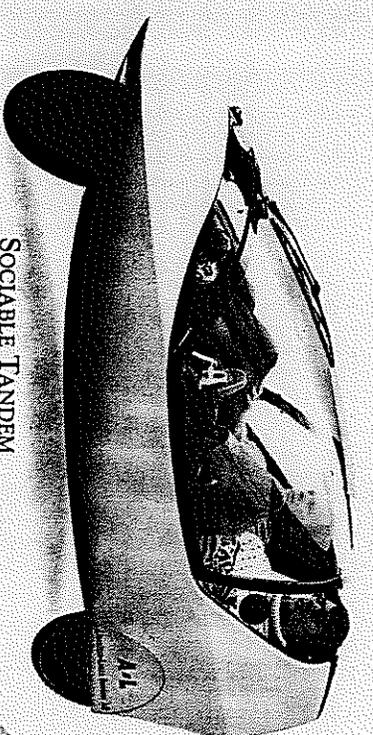


Main Street looking west - current conditions

ILLUSTRATION FROM 1991 "MAKERS REPORT"

... road space. Basic criteria for such a vehicle is that it is weatherproof, can carry small loads, is

... experiments with different options, including solar-generated electric power assistance, new transmission systems, and innovative materials.



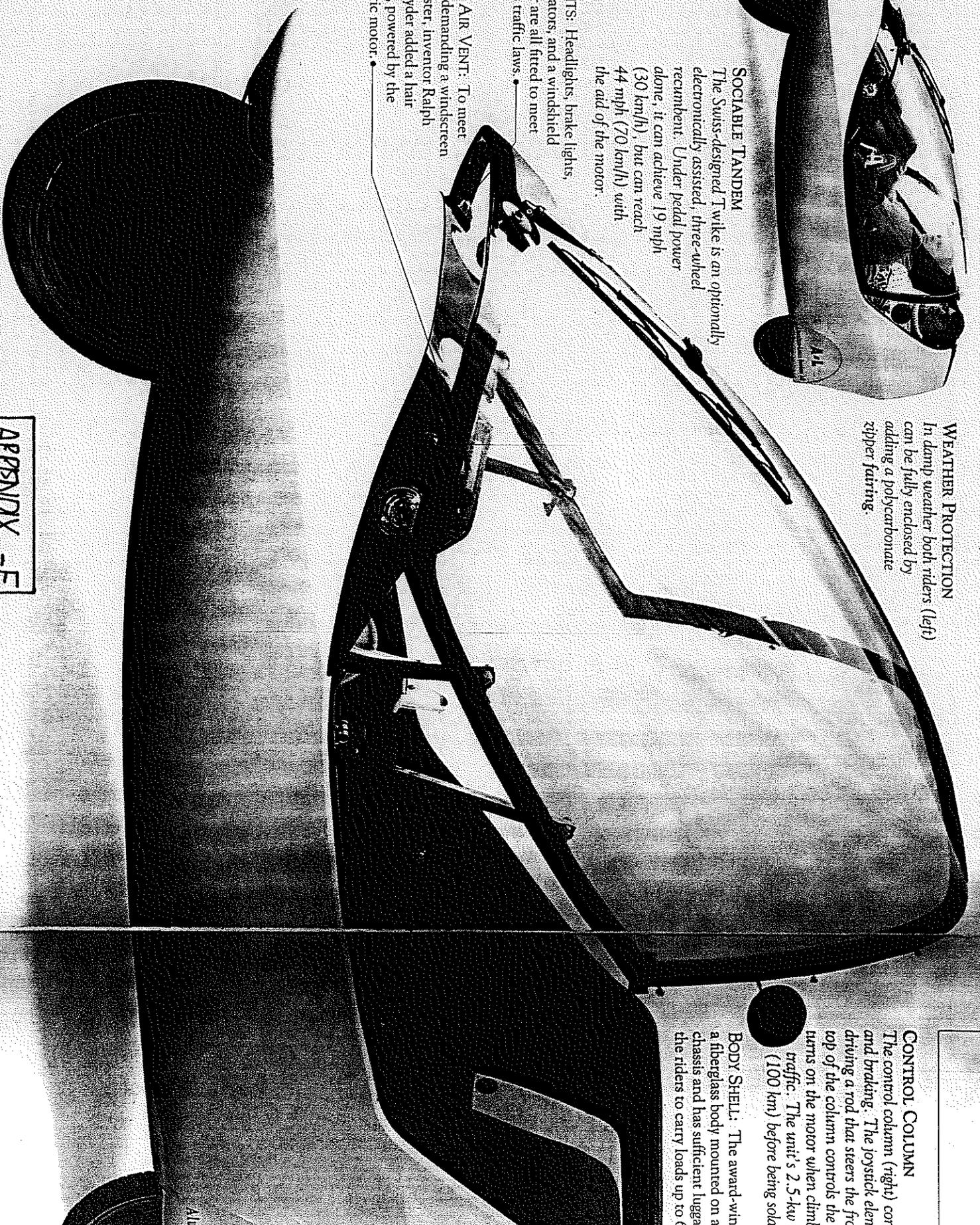
SOCIABLE TANDEM

The Swiss-designed Twike is an optionally electronically assisted, three-wheel recumbent. Under pedal power alone, it can achieve 19 mph (30 km/h), but can reach 44 mph (70 km/h) with the aid of the motor.

LIGHTS: Headlights, brake lights, indicators, and a windshield wiper are all fitted to meet Swiss traffic laws.

HOT AIR VENT: To meet rules demanding a windshield defroster, inventor Ralph Schnyder added a hair dryer, powered by the electric motor.

WEATHER PROTECTION
In damp weather both riders (left) can be fully enclosed by adding a polycarbonate zipper furring.



CONTROL COLUMN
The control column (right) can control steering and braking. The joystick element driving a rod that steers the front of the column controls the motor when climbing traffic. The unit's 2.5-kw motor can carry loads up to 6

BODY SHELL: The award-winning fiberglass body mounted on a chassis and has sufficient luggage space to carry loads up to 6

space, making for a short Fortuna also has all-wheel

THE PALMER INDEPENDENCE

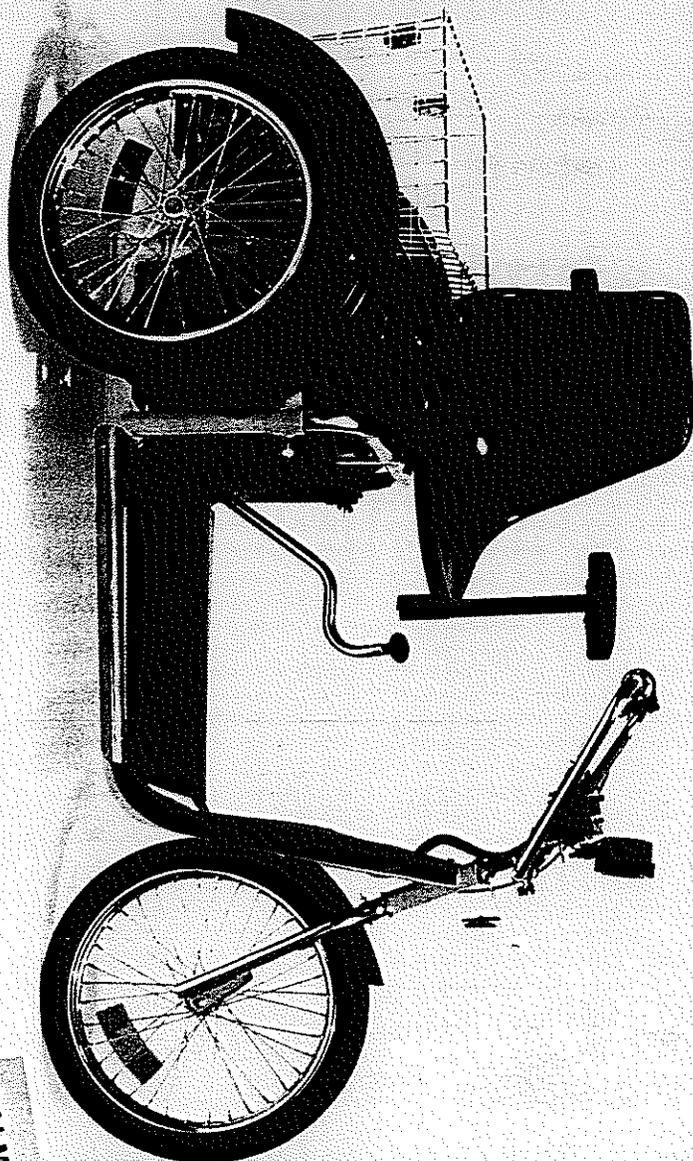
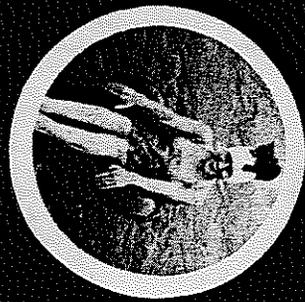
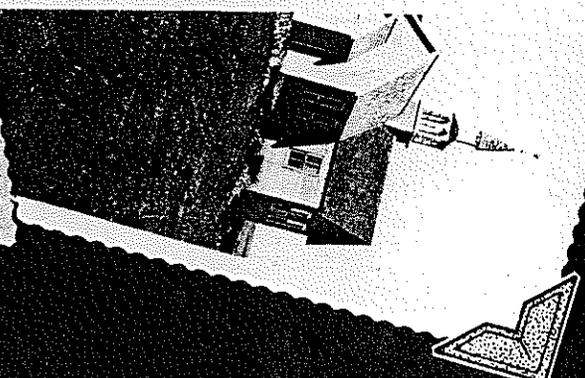


Photo shown with optional swivel seat.



Dave's Snake

Discover your "Independence" with the futuristic electric 3 wheeler designed to take you almost anywhere.

Adventuresome retiree, local gad-about or anyone who wants to be independently active can enjoy outdoor freedom with the one hand controlled Palmer Independence. Forward, reverse, automatic brakes and a 5 gear variable speed drive makes travel a pleasure whether you negotiate town traffic or country road.

Your "Independence" is unique with Dash panel, Fuel gauge, Streamline leg protective cowl, 25" wide thickly cushioned seat and comfortable backrest with detachable arm rests for easy transfer. The latest technology is applied in the variable speed control, 5 speed transaxle gear drive and ultra safe disc brakes. For traveling independently, you can't beat the Palmer Independence.

APPENDIX -G

PALMER INDEPENDENCE SPECIFICATIONS

Performance — 0-14 MPH
Speed — 40% with 150 lb. load
Gradeability — 40% with 150 lbs. total
Carrying Capacity — 550 lbs. total
Range — one marine battery, 20 miles
 two golf cart batteries, 50 miles

Mechanical — On-Off key with locking switch
 Easy twist grip throttle
 Transaxle Gear Drive
 Automatic Dynamic brake and Disc brake
 Large, heavy duty basket
 Adjustable height seat

Electrical — Seal bearing, weatherproof, PM motor
 Motor — Single battery — automatic 6 Amp
 Charger — Double beam headlight, tail light, stop light, horn and fuel gauge

Dimensions
 Width: 30"
 Length: 72"
 Height: 38"
 Weight: 125 lbs. without battery

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DRAFT

Highway 525 Corridor

1
2
3 **This paper is submitted for inclusion on our web sight, for use at the**
4 **Freeland Library, and for use at the open house on January 25. The**
5 **typing was done using word 5.1 Dec. 29, 2000**
6
7

8
9 **01/01/01**
10

11 **History: Work on this paper was begun in July, 2000. Since that time**
12 **it has been revised over a dozen times. It does not represent any**
13 **existing ordinances. It is a discussion and recommendations. The**
14 **Freeland Sub Area Planning Committee has yet to officially accept the**
15 **paper as an appendix to the Freeland Comprehensive Plan. Once a**
16 **plan and associated development regulations are adopted by the**
17 **committee they are still subject to review and revision by the Island**
18 **County Planning Commission and, ultimately to amendment and**
19 **adoption by the Board of Island County Commissioners**
20
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25

26 **Summary of Highway 525 Corridor Paper**

27

28 The issue paper deals only with that section of Highway 525 through Freeland between
29 Double Bluff Road and Mutiny Bay Road. It concerns the highway and what can be
30 seen from the highway. The corridor has been classified as a "Scenic corridor" by the
31 state. To maintain this classification and the eligibility for enhancement funds that go
32 with it, we must maintain and promote the sylvan and bucolic character of the corridor.
33 The scenic designation is a valuable asset for Freeland. It enhances Freeland's attraction
34 to local and visiting shoppers, tourism, and residents. Effective guidelines (codes) that
35 prevent erosion of this asset will control loss of costly or irreplaceable features.
36
37

38 A statement of the (I) issues and some (II) background appear on pages one and two.
39 (III) Issue discussions and Findings occur on pages 4 through 8. The bulk of the
40 paper contains (IV) Recommendations, from page 7 to page 29.
41

42 **IV. Recommendations**

43 **A. Setbacks, Vegetation and Landscaping are found on pages 8 and 9.**

- 1 B. Signs and the lighting of signs is found on pages 9 through 12.
 2 C. Bike and walking path, D. Trash and junk, E. Highway safety, and F. Entrance to
 3 Freeland are all found on pages 12 and 14.
 4
 5 G. Recommended development standards, tree retention and landscaping are found
 6 on
 7 pages 14 through 29.
 8 1. Purpose page 16
 9 2. Application page 17
 10 3. Land use grouping page 17
 11 4. Landscaping - types and description page 17
 12 5. Landscaping - surface parking areas page 18
 13 6. Landscaping - adjacent to public trails page 19
 14 7. Landscaping - adjacent to highway rights-of-way page 19
 15 8. Landscaping - utility corridors page 19
 16 9. Landscaping - general requirements page 20
 17 10. Landscaping - alternative options page 21
 18 11. Landscaping- installation page 22
 19 12 Tree preservation requirements page 22
 20 13. Tree preservation plan page 25
 21 14. Incentives for tree preservation page 25
 22 15. Tree protection page 26
 23 16. Tree replacement page 27
 24 17. Maintenance page 29
 25 18. Bonds/security page 29
 26 19. Penalties page 29
 27

28 Appendix A contains an inventory of highway signs between Double Bluff and Mutiny
 29 Bay Roads.
 30
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 35

36 **ISSUE PAPER**
 37 **HIGHWAY CORRIDOR, IN THE FREELAND UGMA**
 38

39 **I. ISSUES**
 40

41 **A.** Are there any benefits that accrue to us because the State has designated
 42 Highway 525 a "Scenic Corridor"?

43
 44 **B.** Do our zoning requirements along the highway corridor result in maintaining a
 45 rural character? Are existing trees, wetlands, and open spaces protected? Are
 46 there appropriate required setbacks, vegetation, and landscaping for existing and
 47 newly developed sites? What kind of landscaping do we want? The manicured

1 lawn with a few trees or the more natural look. Are there regulations in place for
2 enforcement and penalties for violations?

3
4 **C.** Are the existing sign regulations being met? Are they adequate? How should
5 they be enforced?

6
7 **D.** Are there walkways and bike trails which are safe? Does their appearance
8 invite people to use them? Is public transportation well marked? Are waiting areas
9 provided?

10
11 **E.** Do we have regulations in place which require the removal of trash and junk
12 from the corridor in a timely manner?

13
14 **F.** What steps could be taken to increase the safety of drivers,
15 pedestrians, and bicyclists along the corridor?

16
17 **G.** Is the current width of the corridor right-of-way adequate for future growth?

18
19 **H.** Do the entrances to Freeland from Highway 525 invite motorists to enter
20 Freeland?

21 22 23 **II. BACKGROUND**

24
25 This Issue Paper deals with the stretch of Highway 525 between Double Bluff Road in
26 the south and Mutiny Bay Road in the north, the area known as the Freeland UGA.
27 The Freeland Planning Area (known as the Non-Municipal Urban Growth Area or
28 NMUGA) is slightly smaller, extending north only as far as Bush Point Road.)
29

30 The Highway has been designated a "scenic corridor" by the State. This makes us
31 eligible for enhancement funds. This eligibility will be lost if we loose our scenic
32 designation.
33

34 The highway corridor was examined both physically and from maps, with the goal of
35 improving the appearance without sacrificing safety or compromising legitimate
36 business or informational interests. Also examined were requirements to incorporate a
37 bike trail and walking path along the highway. Photographs were taken to identify
38 certain features.
39

40 The three University of Washington studies referenced below, suggest attention be
41 given to the three entrances to Freeland. These entrances should be inviting and in
42 keeping with the rural character of Freeland.
43

44 Much has been written about the desirability of locating the power lines underground
45 and it seems that cost is the over-riding issue. If any portion of the highway is to be
46 widened, perhaps some cooperative effort between Puget Sound Energy and the state
47 could bring the cost down to the affordable range, resulting in some power lines being

1 eliminated from the corridor view and increasing the reliability of electric power. The
2 reliability of electric power is particularly important in Freeland since natural gas is
3 not available.

4
5 The present highway corridor incorporates a 50 foot utility right-of-way on either side
6 from the centerline. This may not be sufficient for future expansion of utility
7 companies, and is at risk in the future. for this reason some landscaping should be
8 encouraged on private property adjacent to the State ROW as a backup.. Thus
9 landscaping should be on private property as part of any development.

10 11 References:

12
13 In August, 1991, a draft of the "Maker Study" findings was published. This booklet
14 describes the Freeland area at that time, listing concerns and priorities of the
15 community, desired improvements, zoning changes and development standards to
16 maintain the rural character. Much of the information is still current for our effort in
17 2000. It is interesting that the item the community felt most strongly about in 1991
18 was the protection of the natural areas and resources. In the interim, some of the
19 natural resources have been eliminated (note the recent lot clearing and tree removal
20 between Scott Rd and highway 525),a result of the zoning changes and standards not
21 being enacted and/or enforced. This shows how important it is for us to arrive at some
22 consensus which can result in enforceable standards and regulations to achieve our
23 desired goals. Three studies of Freeland from the Department of Landscape and
24 Architecture at the University of Washington were studied: "Conceptual Visual
25 Improvements for Freeland Washington", "Freeland the Treasure of South Whidbey",
26 and "Freeland Visual Improvement Plan". These studies basically support the
27 "Makers" study;

28
29 A meeting was held with two men from DOT. One of them is Jerry Schutz, Transport
30 Planning manager from the Northwest region. Highway 525 is designated a scenic
31 highway by the state. This makes us eligible for special funding for enhancing the
32 scenic highway. We can loose the scenic designation if the corridor does not maintain
33 it's sylvan character. The state will perform a sign inventory. They do not allow signs in
34 the ROW and regulate some signs outside the ROW.

35
36 A planner from Woodinville was consulted regarding that city's recent planning
37 experience and an updated version, November 1999, of it's zoning code was obtained to
38 complement the 1988 version we had been using; In the old version they spoke of
39 "significant trees", defined as having a diameter of eight inches or more, and their
40 retention. In the new version they do not speak of significant trees but give a "credit"
41 for each tree based on it's diameter. Minimum tree-credits are required in the build able
42 area of each site. If there are no trees they must be put in to achieve the required tree
43 credits.

44 45 46 **III. ISSUE DISCUSSION, FINDINGS**

1 **A. SETBACKS, VEGETATION, AND LANDSCAPING.** The land alongside
2 the highway was found to have a variety of uses: undeveloped space, both forested
3 and open fields, a few permanent residences, as well as commercial and business
4 properties. Existing undeveloped property is zoned for either residential or
5 commercial development and many parcels will undoubtedly be developed in the
6 future. (See photos dated 7/21/00 attached).

7
8 **1. Forested lands.** Some forest land remains. What does exist is separated
9 from the highway by a buffer of smaller plants. The forests and buffers are
10 plants which are native to the area and efforts should be made to see that at least
11 some of them remain.

12
13 Where forests still exist, new development should be required to maintain a
14 buffer of trees and natural vegetation along the highway. Such a buffer will not
15 only help to protect the scenic qualities of the highway, but also reduce the
16 impacts of noise and fumes on residents. Trees and other vegetation take in
17 carbon dioxide produced by vehicles and produce oxygen. See Sketch A

18
19 **2. Open fields.** There are several open fields which provide wonderful vistas.
20 These views should be protected

21
22 **3. Established Commercial Businesses.** (See Sketch.) The Texaco complex
23 is a long established business, with good access to the highway. It is easily
24 seen from the highway due to the lack of screening. Certain improvements
25 could be made to the area alongside the highway that will not impede traffic or
26 visibility, and will greatly improve the scenic beauty in the area. These are
27 listed under Recommendations. DOT has indicated that it is safer to have few,
28 rather than many, access points onto the highway.

29
30 Whidbey Island Bank, Windermere Real Estate, and the Island Athletic Club
31 are examples of new business fronting the highway. Some degree of
32 landscaping has been planted around each of them. The entrance to the Island
33 Athletic Club is actually below the level of the highway which helps shield part
34 of the building from view. A berm has been created and planted with native
35 plants. These help hide the parking area but allow the Club itself to be easily
36 seen from the highway.

37
38 **4. Landscaping Requirements.** Because landscaping is such an integral and
39 vital part of the corridor design, it was felt necessary to incorporate design
40 standards for developing new plantings or retaining existing plantings where
41 already present. These standards appear in the section on Recommendations.
42 They were adapted from the City of Woodinville, Zoning Code, Chapter 21.16.

43
44
45 **B. SIGNS ALONG THE HIGHWAY.** Signs along a highway are one of the
46 more visible images one sees when driving. Some of the biggest indicators that
47 changes the identity of a community in addition to loss of vegetation and lighting

1 signs ! The reduction in the size, height, and number of signs should be studied in
2 order to improve the appearance of the scenic highway without sacrificing the
3 benefit the signs provide.
4

5 If all new developments are subject to the same regulations they are not competing .
6 Realistically, how much of the business in Freeland is regular customers who know
7 where they are going? Yes. there is traffic passing by, but, except for gas stations in
8 Freeland, we do not have national or even regional companies That would catch the
9 tourists eye. So the name of a company is not as important as an indication of the
10 type of service that is available.
11

12 Signs along Highway 525 have been identified and counted, and their approximate
13 position noted with respect either to Double Bluff Road (when going north) or to
14 Mutiny Bay Road (when going south). Temporary signs such as road work signs
15 have not been included. Signs such as real estate for sale signs have been included
16 in the count because they tend to be in place for an extended period. The red "Call
17 Before You Dig" signs have not been included although they are numerous, they
18 are small and serve a vital function.
19

20 Signs at the commercial complex between Fish Road to the south and Woodard to the
21 north were lumped together with the rest of the corridor for the count, but need to be
22 addressed individually. This complex includes approximately 30 signs, on and off the
23 buildings, for ten business establishments. The present sign ordinance allows one
24 hundred (100) square feet of signage per business. (17.03.180.R1h. "Total signage
25 shall not exceed one-hundred (100) square feet in area per business and of that amount,
26 freestanding signs shall not exceed forty (40) square feet in area per side. Signs in
27 windows such as logos, "Open", "Beer", etc. do not count toward the allowed sign
28 area.") This existing ordinance is not suitable for the scenic corridor through Freeland
29 Some simple math shows that under the present ordinance, and number of businesses at
30 the complex, Signage of one thousand (1000) square feet plus window signs would be
31 legal. If the so called "Exxon" complex is approved that will add to those signs since
32 that complex would have some frontage on State Highway 525 and contain several
33 businesses
34
35

36 Approximately 149 signs were identified between Double Bluff Road to the south
37 and Mutiny Bay Road to the north, that were either on the highway or were meant
38 to be read from the highway. This portion of road is only 3.6 miles long, which
39 averages out at an incredible 41 signs per mile, a very visible image for Freeland.
40 Signs have not been classified as to jurisdiction. If changes are to be incorporated,
41 the various authorities will have to be contacted. See Appendix A for a complete
42 list of signs, their size and approximate location.
43
44

45
46 There are precedents for regulating political signs and real estate signs with regard
47 to size, location and time. Cities, counties, and states do so. In section IV.B,

1 regulations will be promulgated which make some of the existing signs non
2 conforming. These signs will be grandfathered as legal non conforming signs.

3
4 An area of landscaping at the foot of a sign should be required based on the area of
5 the sign.

6
7 **C. BIKE AND WALKING PATH.** The highway was evaluated to determine if it
8 is feasible to create a bike and walking path alongside the roadway. Also
9 considered was the need for additional pedestrian crosswalks and how to provide
10 for public transportation stops and waiting areas. With the number of residents
11 predicted to increase in Freeland, safe pedestrian movement along the corridor is
12 important to consider. There are many cyclists on Whidbey Island, and many more
13 come for the pleasure of cycling around the Island. There is a bike club which
14 meets weekly, and it appears to be not only a healthy sport but will increasingly
15 become a means of transportation.

16
17 DOT has indicated to us that it is very careful where it puts crosswalks. The
18 presence of crosswalks in areas of low pedestrian traffic tends to make automobile
19 traffic ignore the crosswalks while the presence of crosswalks give pedestrians a
20 false sense of security. Ideally crosswalks should be at traffic lights.

21
22
23 **D. TRASH AND JUNK.** A scenic corridor is difficult to achieve when drivers
24 can see trash lying along the highway. Although our population is relatively sparse,
25 our landscape unfortunately includes many discarded objects. Much of it is trash
26 thrown from car windows, some so old it is buried in weeds. But there are also
27 large objects such as cars and trucks which have been allowed to rust into the
28 landscape. Apart from the negative image conveyed by these discards, the
29 possibility exists that pollutants, such as fuel oil or chemicals, may leach into the
30 ground water systems if this refuse remains in place.

31
32 **1. Trash.** Thanks to the Ladies of the Beach and the Kiwanis who have picked
33 up, removed and properly disposed of much trash.

34
35 **2. Junk.** Several areas exist where previous owners have abandoned their
36 property, leaving large items to rust. One example is the old fuel depot just
37 south of Landshapers. This property contains an abandoned fuel truck, an old
38 pickup truck, the bed of a truck, two tall oil storage tanks, and the remains of
39 what appears to be a sand and gravel separator. Another example is the general
40 litter located in the front yards of some residences alongside the highway, which
41 presents an eyesore to passing motorists.

42
43 **E. HIGHWAY SAFETY.** This section examines speed signs, lighting,
44 reflectors, pavement striping, highway access and obstructions. The highway was
45 evaluated at night to determine whether there are adequate safety precautions for
46 motorists.

1 Road signs are very visible at night, as are highway intersection and curve signs.
2 The posted speed between Scott road and Cameron is 55 mph. This may need to be
3 re-examined (a DOT function) considering all the traffic entering and exiting the
4 businesses in this area.

5
6 Lighting along the highway is good except at the intersection at Scott Road and at
7 Mutiny Bay Road. These two intersections were difficult to see at night. Street
8 lighting would improve the visibility and therefore the safety at these two
9 intersections.

10
11 Centerline reflectors are very useful in identifying the roadway, especially on rainy
12 nights. Reflectors were found to be adequate in most areas.

13
14 Pavement striping is very good, along both edges of the roadway.

15
16 No obstructions were found that would impact safety.

17
18 **F. Entrances to Freeland.**

19 The entrance at Scott Road is easily missed. There is a "Freeland" sign but when
20 approaching from the ferry, it is not seen until you are abreast of it. This is because
21 the sign is far off to the side and there are some small trees blocking it. In addition,
22 there is a very large sign across Scott Road which demands attention and is lit all
23 night. It causes motorists to focus on it to the exclusion of the Freeland sign. There
24 are lights on the Welcome to Freeland sign, but they are not working.

25
26 **IV. RECOMMENDATIONS**

27
28 **A. SETBACKS, VEGETATION, AND LANDSCAPING.**

29
30 **1. Corridor Width.** (See Sketch 1.) In order to provide for future expansion
31 for utility companies a 75 foot right-of way from the center is preferred.
32 Additionally, to provide for the buffers between road and lots, a further 200 foot
33 zone should be established. This would provide a 550 foot wide highway
34 corridor. Though building might be permitted in this zone, code exceptions
35 might be given the developer to encourage staying clear of the zone. A
36 minimum 35 foot landscape buffer outside the ROW should be maintained.

37
38 **2. Commercial Businesses.** Enforcement action should be taken against
39 existing businesses which have not complied with existing screening
40 requirements. Future regulations should include specific penalties for non-
41 performance by new developments.

42
43 **a. Fish Road to Woodard Road.** One proposal would require landscaped
44 islands to be created alongside the highway from Fish Road to Woodard
45 Road. These islands would be planted with native plants and trees, such as
46 evergreen Salal, Oregon Grape and Vine Maples, which would provide
47 localized beauty and not grow tall enough to block the buildings. There is

1 sufficient area between the road and the businesses to build these islands
2 without impacting traffic visibility into and out of the complex. DOT has
3 indicated that we may not use the water collection ditch for landscaping.
4

5 **b. Harbor Avenue.** Efforts have been made to provide attractive
6 landscaping around the buildings at this intersection. The addition of a few
7 more large trees on the highway side would be beneficial.
8

9 **c. North of Bush Point Road.** The business just north of the Bush Point
10 Road turn-off from the highway is not in keeping with the scenic corridor
11 designation. Adoption of pertinent parts of the "Makers " study would have
12 created better control of this business.
13

14 **3. Small Sites.** Where buildings sites are too small to permit providing land
15 for landscaping, a code variance might be established to permit a residence to
16 be built closer to the highway, but some minimal landscaping or appropriate
17 fencing should still be required. A raised berm with shrubbery on top would
18 mitigate the impact of traffic on the home and provide a pleasing appearance.
19 (See Sketch 3.)
20

21 **4. Existing Residences.** There are a few private residences situated too close
22 to the highway to permit any significant vegetation. Some effort should still be
23 made to plant a row of trees or bushes to improve the appearance from the
24 highway.
25

26 **5. Vistas.** There are several open fields which provide wonderful vistas. These
27 properties should be flagged and the owner encouraged to develop a plan that
28 clusters development in such a way that the vistas are protected. Some of the
29 parcels are now used to raise sheep or cattle. The owners of these parcels should
30 be encouraged to support the zoning of such parcels as farmland.
31
32

33
34 **B. SIGNS.**
35

36 In keeping with the first paragraph of "**III B SIGNS ALONG THE HIGHWAY**"
37 the number and size of signs should be limited to the vicinity of the three entrances
38 to town (Main Street , Harbor Blvd. and Scott Road) and should be of the type used
39 to indicate the presence of "food, gasoline and lodging" without any additional
40 lettering.
41

- 42
43 1. New signs. Any new free standing signs that face Rt. 525 and are visible
44 from it shall be limited in size to 4 square feet. This shall include:
45
46 5. Illuminated signs visible from Highway 525.

- 1 a. A sign may be illuminated , only, during the hours of operation of the
2 facility being
3 identified or advertised .
- 4 b. Such signs shall be provided with an automatic timer to comply with the
5 intent of this
6 section.
- 7 c. Such signs existing at the time of the establishment of this ordinances shall
8 be grandfathered as to the automatic turnoff device. They shall nonetheless be off
9 outside the hours of operation of said business .

10
11
12 **6. Signs or displays of limited duration.** Unless otherwise regulated by this
13 section, temporary signs regulated under this section not removed by the
14 applicable post-event deadline will be subject to removal by the County and any
15 and all costs associated with such removal may be assessed against the
16 person(s) responsible for having the temporary signs put on display, the owner
17 of the temporary sign and/or the sponsor(s) of the event or sale for which the
18 temporary signs were put on display. The planning department shall obtain a
19 judgment and deliver it to the sheriff's office for collection The following
20 temporary signs or displays are allowed, and except as required by the Uniform
21 Building Code, or as otherwise allowed in this section, do not require building
22 permits:

23
24
25 **d. Political signs that face Rt. 525:**

- 26 i. These signs are limited to four square feet. Freestanding signs are
27 limited to six (6) feet in height. Any sign with a height greater than
28 four feet and signs of wood or metal that are attached to buildings
29 must submit a sign application for safety and structural review.
- 30
31 iv. Political signs, posters or bills may be displayed from the closing
32 date for filing for an election until seven (7) days after the general
33 election. It shall be the responsibility of the candidate to have
34 his/her campaign/political signs removed within this time period or
35 the County may remove such signs at the candidate's expense.
- 36 v. No person firm or corporation shall post, paint, nail, fasten or affix a
37 political sign, poster, bill, or other advertising device of any kind on
38 any streetlight, crosswalk, curb, curbstone, lamppost, street sign,
39 utility pole, hydrant, tree, shrub, or public building or structure.
40 Political signs are permissible on parking strips, the periphery of the
41 public right-of-way and other portions of the right-or-way not used
42 for vehicular or pedestrian travel preceding a primary or general
43 election. Political signs must be installed with the permission of the
44 owner of the property abutting said areas and installed in such a
45 manner as not to constitute a traffic hazard or impair or impede
46 pedestrian thoroughfares. No political sign placed within the public
47 right-of-way shall create a safety hazard for pedestrians or motorists.

1 vi. Permits for political signs, posters or bills are not required unless the
2 height of the freestanding sign is greater than four (4) feet or the sign
3 is made of wood or metal and is attached to a building.
4

5 **e. Real estate signs:**

6 i. Signs advertising an individual residential unit for sale or rent shall
7 be limited to one sign per street frontage on-site. The sign may not
8 exceed four (4) square feet in area, and shall not exceed six (6) feet
9 in height. The sign shall be removed within five (5) days after
10 closing of the sale, lease or rental of the property.

11 ii. For an open house or similar event, portable off-premise residential
12 directional signs announcing directions to a specific residence open
13 house for sale or rent shall not exceed six (6) square feet in area for
14 each sign, and shall not exceed forty-two (42) inches in height.
15 Signs shall be permitted only when the agent or seller is in
16 attendance at the property for sale or rent and may be located on the
17 right-of-way outside of vehicular and bicycle lanes.

18 iii. On-site commercial or industrial property for sale or rent signs shall
19 be limited to one sign facing Rt. 525, and shall not exceed sixteen
20 square feet in area. The sign shall not exceed ten feet in height. The
21 sign shall be removed within thirty (30) days after closing of the
22 sale, lease or rental of the property. A building permit is required
23 and shall be issued for a one (1) year period. The permit is
24 renewable for one (1) year increments up to a maximum of three (3)
25 years.

26 i v. Off-site directional signs for residential developments shall be
27 limited to six (4) signs along Highway 525. Each sign shall not
28 exceed four (4) square feet in area, and shall include only the name
29 of and directions to the subdivision. The sign(s) shall be placed a
30 maximum of two (2) miles from the nearest residential development
31 entrance. No two (2) signs for one (1) residential development shall
32 be located closer than 500 feet from one another on the same street.
33 A single building permit is required for all signs and shall be issued
34 for a one (1) year period. The permit number and the permit
35 expiration date must be clearly displayed on the face of each sign.
36 The permit is renewable for one (1) year increments up to a
37 maximum of three (3) years, provided that extensions will only be
38 granted if the sign permit applicant has complied with the applicable
39 regulations.
40

41 **f. Community event signs:**

42 i. Community event signs shall be limited to announcing or promoting
43 a non-profit sponsored community fair, festival or event.

44 ii. Community event signs may be displayed no more than the time
45 period specified in the temporary use permit.

- 1 iii. Community event signs shall be removed by the event sponsor
2 within seventy-two (72) hours following the end of the community
3 fair, festival or event.
4 iv. On-premise and off-premise signs for recurring community events,
5 such as farmers markets, may be allowed annually by permit. Such
6 signs shall be removed by the event sponsor within twenty-four (24)
7 hours following the end of the event, and may be erected again no
8 more than twenty-four (24) hours before the next event.
9

10 **7. Non conforming signs.**
11

12 **a.** Signs in existence at the effective date of this section that do not comply
13 with the standards of this section shall be deemed legally non conforming
14 and may continue to exist.
15

16 **b.** Legal non conforming signs may be removed for cleaning and routine
17 maintenance, i.e. changing of lighting and wiring. Legal non conforming
18 signs may continue to exist, except as noted in Subsections IV.B.6.c-g
19 below.
20

21 **c.** Any legal non conforming sign that undergoes a name change or a
22 change to twenty (20) percent or more of the text, form, colors, content, or
23 structure shall be brought into conformance within thirty (30) days.
24

25 **d.** Any legal non conforming sign that is damaged in excess of fifty (50)
26 percent of the original value of the sign shall be brought into conformance
27 within thirty (30) days, or removed within sixty (60) days.
28

29 **e.** Any legal non conforming sign that is relocated or replaced shall be
30 brought into conformance immediately, or removed within ninety (60) days.
31

32 **f.** If a business ceases to operate, all existing non conforming signs
33 associated with the business shall be removed by the property owner within
34 ninety (30) days. If the business had signage on a mall sign or building or
35 related structure, the surface or facade or structure at the previous location
36 of the non conforming sign(s) shall be repaired at the time of non
37 conforming sign removal.
38

39 **g.** A legal non conforming sign, when being an accessory to a business
40 operation which changes its use or location, shall no longer be considered a
41 legal sign and shall be removed within ninety (30) days.
42

43 **C. BIKE AND WALKING PATH.**
44

45 A bike path may very readily be established on either side of the highway under
46 consideration. However, it would be less expensive to build it on the East Side
47 because less fill would be required along the shoulder. Some minimal ditching and

1 grading will be required to provide for runoff. (See Sketch 4.) A separate issue
2 paper on Bike and Walking Paths will go into more detail on this subject.

3
4 Additional consideration should be given to having a bike trail meandering between
5 the trees in the setback landscaped area. This would be more aesthetically
6 appealing to the motorists, and much more interesting to the cyclists.

7
8 Generally, These paths should be arranged as part of a system of paths that allows
9 non motorized travel to Freeland for shopping, sight seeing, and meetings. We
10 should incorporate a pathway in our plan and design standards and new
11 development should provide it as a standard improvement. An issue paper on bike
12 and walking paths is forthcoming and will treat this subject in more detail.

13 **D. TRASH AND JUNK.**

14
15
16 **1. Trash.** It is recommended that an effort be made to encourage additional
17 groups to volunteer to clean the highway Right of Way through Freeland. This
18 is a program that the Chamber or employees of a local business could
19 undertake. In many rural areas this has been undertaken by families!

20
21 **2. Junk.** It is recommend that an ordinance be enacted to require owners of
22 properties along the ROW to rid their property of all refuse, and abandoned or
23 unsafe buildings within one month of going out of business. A bond might be
24 required of new businesses to ensure cleanup was effected before the business
25 was closed.

26
27 **3. Dumpsters.** Dumpsters should be screened from the highway by fences and
28 or vegetation.

29 **E. HIGHWAY SAFETY.**

30
31
32 **1. Speed.** After the new light at the intersection of Main Street and Rt. 525 has
33 been installed the DOT should be requested to perform a traffic survey for
34 establishing any required change to speed limits

35
36 **2. Lighting.** Street lighting at the intersections at Scott Road and at Mutiny
37 Bay Road would improve the visibility and therefore the safety at these two
38 intersections.

39
40 **3. Sign.** The "Welcome To Freeland" sign at the entrance to Scott Road should
41 be lit to provide quicker identification. There are lights there but apparently
42 they are not working. The sign would be much more effective if it were moved
43 to the other side of Scott Road.

44
45 **4. Reflectors.** There should be a reflector on the south end of the metal
46 barricade adjacent to Teddy's.

47

1 **5. Transit Stops.** There should be adequate space at transit stops to allow the
2 bus to pull out of traffic so passengers can safely board and exit the bus without
3 traffic having to stop and wait. Rain shelters are desirable.
4

5 **6. Crosswalks.** It is anticipated that there will be a crosswalk at the new Fish
6 Road intersection. There should be crosswalks at any new traffic light.
7

8 **F. ENTRANCE TO FREELAND.**
9

10 The entrances to Freeland at Main Street, Harbor Avenue, and Scott Road would be
11 greatly improved by a treatment similar to the entrances to Langley. That is by the
12 use of flowering plum trees.
13

14
15
16 **G. RECOMMENDED DEVELOPMENT STANDARDS, TREE
17 PRESERVATION AND LANDSCAPING BASED ON THE CITY OF
18 WOODINVILLE PLAN WITH MODIFICATIONS.**
19

20 The following sections will be covered:
21

- 22 **1. Purpose**
- 23 **2. Application**
- 24 **3. Land use grouping**
- 25 **4. Landscaping - types and description**
- 26 **5. Landscaping - surface parking areas**
- 27 **6. Landscaping - adjacent to public trails.**
- 28 **7. Landscaping - adjacent to highway rights-of-way**
- 29 **8. Landscaping - utility corridors**
- 30 **9. Landscaping - general requirements**
- 31 **10. Landscaping - alternative options**
- 32 **11. Landscaping- irrigation**
- 33 **12. Landscaping- installation**
- 34 **13. Tree preservation exemptions**
- 35 **14. Tree preservation requirements**
- 36 **15. Tree preservation plan**
- 37 **16. Incentives for tree preservation**
- 38 **17. Tree protection**
- 39 **18. Tree replacement**
- 40 **19. Maintenance**
- 41 **20. Bones/security**
- 42 **21. Penalties**

43
44 **1. Purpose.** The purpose of this section is to present recommendations which
45 will preserve the aesthetic character of the highway corridor through the
46 Freeland UGMA; to preserve the aesthetic character of communities adjoining
47 the highway; to improve the aesthetic quality of the built environment; to

1 promote retention and protection of existing vegetation; to reduce the impacts of
2 development on drainage systems and natural habitats; and to increase privacy
3 for residential zones by:
4

5 **a.** Providing visual relief from large expanses of parking areas and
6 reduction of perceived building scale, as seen from the highway;
7

8 **b.** Providing physical separation between residential and non-residential
9 areas;
10

11 **c.** Providing visual screens and barriers as a transition between differing
12 land uses;
13

14 **d.** Retaining existing vegetation and significant trees by incorporating them
15 into the site design;
16

17 **e.** Providing increased areas of permeable surfaces to allow for:
18 i. Infiltration of surface water into ground water resources;
19 ii. Reduction in the quantity of storm water discharge; and
20 iii. Improvement in the quality of storm water discharge.
21

22 **2. Application.** All new development shall be subject to the landscaping and
23 tree credit retention provisions of this section, provided that specific
24 landscaping and tree retention provisions for uses established through a
25 conditional use permit or a special use permit shall be determined during the
26 applicable review process . For the purpose of this section, a new development
27 involves a new occupancy or a tenant improvement that exceeds 25 percent of
28 the assessed value of the structure before the improvement or before any
29 damage occurred, if the structure has been damaged and is being repaired. In
30 addition, any new parking area shall be required to meet the standards of
31 Section IV.G.4.d.
32

33 **3. Land use grouping.** 34

35 **a. Residential development:**

- 36 i. Attached/group residences
37 a) Townhouse;
38 b) Apartments;
39 c) Senior citizen assisted;
40 d) Temporary lodging; and
41 e) Group residences (Community Residential Facilities); and
42 g) Mobile home parks.
43 ii. Single detached development shall refer to residential subdivisions.
44

45 **b. Commercial development:**

- 46 i. Park/recreation and amusement/entertainment uses;

1 ii. General business services, professional offices, and commercial
2 accessory uses
3

4 **c. Industrial development:** Not suitable for the environment in the
5 corridor. This includes mineral extraction and processing.
6

7 **d. Utility development:** Any future utility development shall be
8 underground where possible
9

10 **4. Landscaping-types and description.** The four types of landscaping are
11 described and applied as follows:
12

13 **a. Type I landscaping:**

14 i. A "full screen" that functions as a visual barrier. This landscaping is
15 typically

16 found adjacent to freeways and between residential and non-
17 residential areas.

18 ii. Type I landscaping shall consist of:

19 a) A mix of primarily evergreen trees and shrubs placed to form a
20 continuous
21 screen;

22 b) At least 70 percent evergreen trees;

23 c) Evergreen trees spaced no more than 15 feet on center;

24 d) Broadleaf trees spaced no more than 20 feet on center;

25 e) Evergreen shrubs spaced no more than four feet apart;

26 f) Ground cover pursuant to Section IV.G.9.h;
27

28 **b. Type II landscaping:**

29 i. A "filtered screen" that functions as a visual separator. This
30 landscaping is

31 typically found between commercial and industrial uses; between
32 differing types

33 of residential development; and to screen industrial uses from the
34 street.

35 ii. Type II landscaping shall consist of:

36 a) A mix of evergreen and broadleaf trees and shrubs spaced to
37 create a filtered
38 screen;

39 b) At least 50 percent broadleaf trees and at least 30 percent
40 evergreen trees;

41 c) Evergreen trees spaced no more than 15 feet on center;

42 d) Broadleaf trees spaced no more than 20 feet on center;

43 e) Shrubs spaced no more than five feet apart; and

44 f) Ground cover pursuant to Section IV.G.9.h;
45

46 **c. Type III landscaping:**

- i. A "see-through buffer" that functions as a partial visual separator to soften the appearance of parking areas and building elevations. This landscaping is typically found along street frontage or between apartment developments;
- ii. Type III landscaping shall consist of:
 - a) A mix of evergreen and/or broadleaf trees spaced to create a continuous canopy;
 - b) At least 70 percent broadleaf trees;
 - c) Trees spaced no more than 25 feet on center;
 - d) Shrubs, that do not exceed a height of four feet , spaced no more than four feet apart; and
 - e) Ground cover pursuant to Section IV.G.9.h;

d. Type IV landscaping:

- i. "Parking area landscaping" that provides shade and visual relief while maintaining clear sight lines within parking areas.
- ii. Type IV landscaping shall consist of:
 - a) Canopy-type broadleaf or evergreen trees, evergreen shrubs and ground covers planted in islands or strips;
 - b) Shrubs that do not exceed a height of four feet;
 - c) Plantings contained in planting islands or strips having an area of at least 75 square feet and with a narrow dimension of no less than four feet;
 - d) Ground cover pursuant to Section IV.G.9.h and
 - e) At least 90 percent of the trees shall be broadleaf.

5. Landscaping - Surface Parking Areas. Type IV landscaping shall be provided within surface parking areas with ten or more parking stalls as follows:

- a. Multi-family** developments with common parking areas shall provide planting areas at the rate of twenty square feet per parking stall;
- b.** Commercial, industrial, or institutional developments, shall provided Landscaping at the rate of:
 - i. Twenty square feet per parking stall when ten to thirty parking stalls are provided;
and
 - ii. Twenty five square feet per parking stall when thirty one or more parking stalls are provided;
- c.** Trees shall be provided and distributed throughout the parking area at a rate of

- i. One (1) tree for every five parking stalls for a commercial or industrial development; and at
- ii. One (1) tree for every ten parking stalls for multi-family development;

d. The maximum distance between any parking stall and required parking area landscaping shall be no more than sixty five feet;

e. Permanent curbs or structural barriers shall be provided to protect the plantings from vehicle overhang.

6. Landscaping Adjacent To Public Trails. All commercial, office, industrial, institutional and multifamily developments adjacent to publicly used trails shall provide landscaping adjacent to and along the building facade that faces the trail at the rate of at least one tree per fifty feet of facade.

7. Landscaping - Adjacent To State Highway Rights-Of-Way.

a. All residential developments shall provide a minimum of twenty feet of Type II landscaping adjacent to highway rights-of-way.

b. All commercial developments shall provide a minimum of twenty five feet of Type II landscaping adjacent to highway rights-of-way.

c. Industrial developments are not suitable for the corridor environment but if any are approved one of the conditions of approval should be that the developer shall provide a minimum of twenty-five feet of Type I landscaping, adjacent to the highway rights-of-way.

d. All Institutional developments shall provide a minimum of twenty feet of Type II landscaping, except landscaping adjacent to play fields shall be a minimum of ten feet of Type II landscaping.

8. Landscaping - Utility Corridors. Utility purveyors along the highway are encouraged to maintain and plant landscaping within their right-of-way as follows:

a. Limited disturbance of vegetation to that necessary for safety and maintenance of transmission lines;

b. Prune trees to direct growth away from utility lines;

c. Phase replacement of vegetation located improperly in the right-of-way;

d. Prune trees in an aesthetic manner according to the professional arboricultural specifications and standards;

1
2 e. Select tree species recommended by the County Planning Board that can
3 withstand wind and are compatible with utility lines;

4
5 f. Provide the County with a copy of the utility's policies and guidelines
6 regarding tree pruning; and

7
8 g. Present the County with a tree-pruning plan

9
10 **9. Landscaping - General Requirements.** Landscape designs shall conform
11 to the following provisions:

12
13 a. New landscaping materials shall include species native to the coastal
14 region of the Pacific Northwest or non-invasive naturalized species that
15 have adapted to the climatic conditions of the coastal region of the Pacific
16 Northwest in the following amounts:

- 17 i. Seventy-five percent of ground cover and shrubs, and
18 ii. Fifty percent of trees;

19
20 b. At least sixty percent of new landscaping materials shall consist of
21 drought-tolerant species, except where site conditions within the required
22 landscape areas assure adequate moisture for growth;

23
24 c. Existing vegetation may be used to augment new plantings to meet the
25 standards of this chapter;

26
27 d. Broadleaf trees shall have a caliper of at least 2.0_ inches at the time of
28 planting. The caliper may be averaged, but no individual tree shall have a
29 caliper of less than 1.5 inches;

30
31 e. Evergreen trees shall be at least six feet in height measured from treetop
32 to the ground at the time of planting;

33
34 f. When the width of any landscape strip is twenty feet or greater, the
35 required trees shall be staggered in two or more rows;

36
37 g. Shrubs shall be :

- 38 i. Two gallon size, and minimum twenty four inches in height, at time
39 of planting . b

40 _ Maintained at a height not exceeding four (4) feet when located in
41 Type III or IV
42 landscaping;

43
44 h. Ground covers shall be planted and spaced to result in total coverage of
45 the required landscape area within three (3) years as follows:

- 46 i. Four inch pots at eighteen inches on center, or

1 ii. One (1) gallon or greater sized containers at twenty four inches on
2 center;

3
4 **i.** Grass may be used as ground cover in Landscape areas provided that the
5 grass area:

- 6 i. Constitutes no more than thirty percent of Type I and II landscape
7 areas; and
8 ii. Is at least five feet wide at the smallest dimension;

9
10 **j.** Grass and ground cover areas shall contain at least two inches of
11 composted organic material at finish grade;

12
13 **k.** All fences shall be placed on the inward side of any required perimeter
14 landscaping;

15
16 **l.** Berms shall not exceed a slope of three horizontal feet to one vertical foot
17 (3:1) for lawns and shall not exceed a slope of two horizontal feet to one
18 vertical foot (2:1) for other plant materials;

19
20 **m.** Existing soils shall be augmented with a two inch layer of fully
21 composted organic material roto-tilled a minimum of six inches deep;

22
23 **n.** Landscape areas shall be covered with at least two inches of mulch to
24 minimize evaporation. Mulch shall consist of materials such as yard waste,
25 sawdust and/or manure that is fully composted;

26
27 **o.** Drought-tolerant and non-drought-tolerant species shall be grouped
28 separately and be served by separate irrigation systems;

29
30
31 **10. Landscaping - Alternative Options.** The following alternative landscape
32 options may be allowed only if they accomplish equal or better levels of
33 screening and are subject to Planning Director approval:

34
35 **a.** When the total area for required landscaping and that within the drip-line
36 of retained trees exceeds fifteen percent of the area of the site, the
37 landscaping requirement may be reduced so that the total required landscape
38 and tree retention area will not exceed the fifteen percent of site area;

39
40 **b.** The width of the perimeter landscape strip may be reduced up to twenty
41 five percent along any portion where:

- 42 i. Berms at least three (3) feet in height or architectural barriers at least
43 six feet in
44 height are incorporated into the landscape design; and
45 ii. The landscape materials are incorporated elsewhere on-site;

1 c. The width of the perimeter landscaping may be reduced up to ten percent
2 when a development retains an additional 10 percent of significant trees or
3 ten significant trees per acre on-site;
4

5 d. The Landscaping requirement may be modified when existing conditions
6 on or adjacent to the site, such as significant topographic differences,
7 vegetation, structures or utilities would render application of this chapter
8 ineffective or result in scenic view obstruction;
9

10 e. Street perimeter landscaping may be waived provided a site plan, is
11 approved that provides a significant amount of street trees and other
12 pedestrian-related amenities; and
13

14 f. When an existing structure precludes installation of the total amount of
15 required site perimeter landscaping, such landscaping material shall be
16 incorporated on another portion of the site.
17

18 g. The width of the perimeter landscaping may be averaged, provided the
19 minimum width is not less than five feet.
20

21 h. Their should be a requirement for plantings adjacent to walls and berms.
22
23
24
25

26 **11. Landscaping- Installation.**

27

28 a. Landscaping shall be installed prior to issuance of a certificate of
29 occupancy for the project or project phase.
30

31 b. inspection of landscaping shall be made after 12 months and 24 months
32 by the planning department. Replacement shall be made by the owner as
33 indicated by the inspection
34
35
36

37 **12. Tree preservation requirements.**

38

39 a. Preservation of trees shall be given priority when developing site designs
40 and layouts for development. Preservation is preferred over replanting.
41 Minimum tree-credits shall be required in the buildable area of each site.
42 The buildable area shall exclude on-site public rights-of-way and private
43 streets, and sensitive areas and their buffers. The tree density may consist of
44 existing trees and/or replacement trees in accordance with Section IV.G.18.
45 The trees to be preserved on each site shall be determined prior to approval
46 of a tree replacement plan by the County Tree Official. When there are
47 feasible alternatives for the location of proposed buildings or improvements

on the site, the preservation of trees shall occur according to the following minimum requirements:

i. The minimum tree-credits factor required for each site is 30 tree-credits per acre. Calculation of tree-credits to be preserved shall be in accordance with the following table. Tree-credits are assigned according to the diameter-at-breast-height of preserved trees. When a tree's diameter-at-breast-height has been determined, locate that number in the column marked diameter-at-breast-height. The tree-credits are located to the left of the diameter-at-breast-height column. The number of tree-credits must equal 30 except as provided in Section IV.G.18. A variety of species is encouraged when preserving trees.

a) Table 1 - Preserved Tree-Credit Table.

Conversion from diameter-at-breast-height to tree-credits for trees protected on-site:

Diameter-at-54 inches height (in-inches)	Credits	Diameter-at-54 inches height (in inches)	Credits	Diameter-at-54 inches height (in inches)	Credits
1-4	0.1	22	2.6	37	7.5
5-7	0.3	23	2.9	38	7.9
8-9	0.5	24	3.1	39	8.3
10	0.6	25	3.4	40	8.7
11	0.7	26	3.7	41	9.2
12	0.8	27	4.0	42	9.6
13	0.9	28	4.3	43	10.1
14	1.1	29	4.6	44	10.6
15	1.2	30	4.9	45	11.0
16	1.4	31	5.2	46	11.6
17	1.6	32	5.6	47	12.0
18	1.8	33	5.9	48	12.6
19	2.0	34	6.3	49	13.1
20	2.2	35	6.7	50	13.6
21	2.24	36	7.1		

ii. Trees located within any required perimeter landscaping area shall be preserved and credited towards the required number of tree-credit;

iii. An adequate buffer of smaller trees shall be preserved or replaced on the fringe of trees that were previously located in a closed, forested situation to mitigate wind impacts.

iv. A grouping of three (3) or more existing trees with canopies that touch or overlap, may be given one (1) tree-credit provided each tree has a diameter-at-breast-height of at least three (3) inches;

- v. A Heritage Tree shall be credited at twice the diameter-at-breast-height for tree-credit calculation. An applicant may receive credit if a tree is nominated and receives recognition for a Heritage Tree on-site prior to final approval of the tree preservation plan.
- vi. Except as provided in subsection (g), trees to be preserved shall not include trees that are:
 - a) Identified by a certified arborist to be damaged, diseased, or a danger tree;
 - b) Determined by a certified arborist to be safety hazards due to potential root, trunk or primary limb failure, or exposure of mature trees which have brown in a closed, forested situation.
 - c) At risk of damage due to the proximity of the constructed project, as determined by a certified arborist.
- vii. At the discretion of the County Tree Official, damaged or diseased or standing dead trees may be preserved and credited toward the tree preservation requirement if demonstrated that such trees will provide important wildlife habitat and are not classified as a danger tree. Danger trees may be felled to prevent hazardous conditions and must not be removed.
- viii. Additional tree preservation may be required when a project is located on or within 50 feet of steep sloped areas as determined by the County Tree Official. Type III landscaping is required for any perimeter area of a project that is exposed on the slope where there is direct visual impact from other areas of the County.
- ix. It shall be the responsibility of the applicant to pay for the services of the certified arborist.
- x. A development will receive an additional 5 tree-credits for upgrading an entire required landscape area from Type III to Type II and from Type II to Type I on site.

b. If the applicant's site design and layout fails to preserve the required number of tree credits as set forth in Section IV.G.14.a, the County Tree Official shall require the site design and layout to be redesigned to preserve the required tree-credits. Such redesign can include, but is not limited to, streets, sidewalks, storm water facilities, utilities, parking lots, site grading, buildings, and other man-made structures or facilities.

c. The applicant's site design and layout shall be exempted from Section IV.G.14.b if the replacement of the trees is consistent with the intent of this chapter and the applicant meets any of the following criteria:

- i. Redesign of the site will result in substantial economic harm to the applicant, by an increase in development costs of 25 percent or more;
 - ii. The redesign of the site cannot be achieved without threatening the viability of the preserved trees, as determined by a certified arborist;
- or

1 iii. No alternate way to redesign the site design and layout exists
2 without violating city regulations or ordinances.

3
4 **d.** Existing tree corridors adjacent to other tree corridors shall be preserved
5 unless the development qualifies for an exemption under Section IV.G.3.

6
7 **e.** When no new development is proposed, trees may be removed, provided:

8 i. No permit is required for removal of up to nine (9) tree-credits per
9 twelve-month period or nine (9) tree-credits, according to the tree-
10 credits schedule of Section IV.G.18, per acre per twelve-month
11 period, except in sensitive areas.

12 ii. Removal of more than nine (9) tree-credits per twelve-month period
13 or nine (9) tree-credits per acre per twelve-month period requires
14 approval of a land surface modification permit.

15 iii. The land surface modification application shall include the
16 following:

17 a) Identification of sloped areas more than fifteen (15) percent in
18 grade.

19 b) Location of any streams or wetlands on or within 100 feet of
20 the property.

21 c) Tree preservation plan per Section IV.G.15.

22 d) Tree replacement plan per Section IV.G.18.

23 e) Erosion control plan, if required.

24 iv. Removal of trees may activate other permitting requirements and/or
25 regulations of other local, state, and/or federal regulation authorities.

26 v. For any tree removal, tree replacement according to Section IV.G.18
27 must be performed to mitigate for the removed trees.

28 vi. If more than nine (9) tree-credits per twelve-month period or nine
29 (9) tree-credits per acre per twelve-month period are removed
30 without a land surface modification permit, a daily civil penalty for
31 each tree shall apply. Immediate replacement as set forth in Section
32 IV.G.18 will be required.

33
34 **13. Tree preservation plan.**

35
36 The applicant shall submit a tree preservation plan concurrent with a land
37 surface modification permit, site development permit, building permit, design
38 review, SEPA, preliminary subdivision, or short subdivision application,
39 whichever is reviewed and approved first. Prior to determination of a complete
40 application, the County Tree Official shall make a site visit to confirm the
41 presence of trees. The tree preservation plan shall consist of:

42
43 **a.** A tree survey that identifies the location, size, and species of all trees or
44 grouping of trees on a site. The tree survey may be conducted by a method
45 that locates individual trees or by using standard timber cruising methods to
46 reflect general locations, numbers, and groupings of trees provided that,
47 when using either method, the survey shall show:

- 1 i. The location and species of each tree that is intended to qualify for
- 2 additional credit pursuant to Section IV.G.16, and
- 3 ii. Any tree eighteen (18) inches or greater in diameter for the purpose
- 4 of establishing wildlife habitat value;
- 5
- 6 **b.** A development plan identifying the trees that are proposed to be
- 7 preserved, transplanted, or restored.
- 8
- 9 **c.** The preservation plan shall be developed to include maintenance
- 10 considerations.
- 11
- 12 **d.** A report by certified arborist to include, as a minimum, the following:
- 13 i. Plan review and impact assessment of tree removal and preservation
- 14 with the proposed development;
- 15 ii. Recommendations to reduce impact where impact is considered too
- 16 severe;
- 17 iii. Tree preservation guidelines to be incorporated during site
- 18 development;
- 19 iv. Maintenance recommendations for completed project.
- 20

21 **14. Incentives for tree preservation.**

- 22
- 23 **a.** Each tree that is not located in the area for perimeter landscaping and is
- 24 preserved may receive three tree-credits for complying with the retention
- 25 requirements of Section IV.G.14, provided it meets one or more of the
- 26 following criteria:
- 27 i. The tree exceeds sixty (60) feet in height, or twenty-four (24) inches
- 28 in diameter for evergreen trees or thirty (30) inches in diameter for
- 29 broadleaf trees;
- 30 ii. The tree is located in a grouping of at least five (5) trees with
- 31 canopies that touch or overlap;
- 32 iii. The tree provides energy savings through winter wind protection or
- 33 summer shading as a result of its location relative to buildings;
- 34 iv. The tree belongs to a unique or unusual species as determined by the
- 35 County Tree Official;
- 36 v. The tree is located within twenty-five (25) feet of any sensitive area
- 37 or required sensitive area buffers;
- 38 vi. The tree is eighteen (18) inches or greater in diameter-at-breast-
- 39 height and is identified as providing valuable wildlife habitat as
- 40 determined by the County Tree Official; and
- 41 vii. Trees that are used in a unique way to shield utilities and contribute
- 42 to an increase in efficiency of such functions as storm water run-off
- 43 and car exhaust buffering. A study prepared by a qualified
- 44 professional shall be submitted by the applicant and reviewed by the
- 45 County Tree Official that verifies the increase in efficiency;
- 46

- 1 **b.** The following incentives are provided to encourage more tree
2 preservation. The same trees may not be used to receive more than one of
3 the following incentives:
 - 4 i. A reduction in setback requirements to not less than two (2) feet may
5 be administratively granted for developments that increase the
6 number of tree-credits preserved on-site by one and one-half times
7 (1-1/2). A request for using the incentive shall be submitted by the
8 applicant prior to issuance of any permits for the new development.
9 The County Tree Official shall review the request for final decision.
10 The setback reduction shall not violate any other codes or
11 restrictions that govern development. The applicant shall
12 demonstrate to the County Official that the site is laid out in such a
13 manner as to adequately provide for the health and sustainability of
14 trees and landscaped areas and are not affected by the development.
 - 15 ii. One (1) residential unit bonus shall be given for a residential project
16 that exceeds the required number of tree-credits by one and one-half
17 (1-1/2) times. The applicant must demonstrate to the County Tree
18 Official that the site is laid out in such a manner as to adequately
19 provide for the health and sustainability of the trees and landscaped
20 areas and is not affected by the development; of
 - 21 iii. A 50 percent reduction in Consultant Fees, not to exceed \$1,000 for
22 landscape review shall be given to those projects that exceed the
23 required number of tree-credits by 4 times.

24
25 **15. Tree protection.**

26
27 The following measures shall be implemented and followed prior to and during
28 every part of a project. To provide the best protection for trees:

- 29
30 **a.** No clearing shall be allowed on a site until approval of tree preservation
31 and landscape plans;
- 32
33 **b.** An area of prohibited disturbance, generally corresponding to the drip
34 line of the significant tree shall be identified during the construction stage
35 and a temporary five (5) foot high chain-link shall be placed prior to any
36 clearing and grading. Plastic fencing may be used as approved by the
37 County Tree Official. If any sign of disturbance is observed by the County
38 within the tree protection area, chain-link fencing shall be required;
- 39
40 **c.** No impervious surfaces, fill, excavation, or storage of construction
41 materials shall be permitted within the area defined by such fencing or
42 stakes;
- 43
44 **d.** A tree designated for preservation shall not have the soil grade altered
45 within its dripline or within fifteen (15) feet of its trunk whichever is
46 greater. The grade may be lowered if a certified arborist with the
47 concurrence of the County Tree Official determines the impact of lowering

1 the grade within the area described in this subsection will not adversely
2 affect the health of the tree;

3
4 **e.** Trees shall not be designated for preservation if they are dead or in a
5 declining state or if they are a danger tree except as provided for in Section
6 IV.G.14.b.vii.

7
8 **f.** Grade level changes described above in Subsection d, shall be done
9 according to a plan prepared by a certified arborist that includes measures to
10 be incorporated to reduce adverse impacts on trees protected; and

11
12 **g.** Alternative protection methods may be used if determined by the County
13 Tree Official to provide equal or greater tree protection.
14

15 **16. Tree replacement.**
16

17 **a.** If existing trees are inappropriate or inadequate to meet the minimum of
18 30 tree-credits per acre, a sufficient number of replacement trees shall be
19 planted to meet the minimum requirement. To determine the total number
20 of replacement trees required, refer to Table 2 located in Subsection d of
21 this Section.

22 i. Replacement trees are measured differently than preserved trees.
23 Instead of measuring diameter-at-breast-height as in preserved trees,
24 replacement trees shall be measured by caliper inches. Caliper on
25 replacement trees shall be measured 6 inches above the ground line
26 for 4-inch and smaller trees and 12 inches above the ground line for
27 larger replacement trees.

28 ii. Refer to Table 2 and select the tree-credit value which corresponds
29 with the caliper for each replacement tree. Example: A 2-inch
30 caliper tree has a credit value of 0.5.

31 iii. Add up the tree-credit values for all replacement trees to determine
32 how many trees will be required to achieve the minimum site tree-
33 credits. Example: If there are no trees, or the trees are not
34 appropriate for protection on a 1 acre site and the selected
35 replacement trees were 2-inch caliper, then replacement trees must
36 be planted.
37

38 **b.** Replacement Tree Quality. Replacement trees shall be State Department
39 of Agriculture Nursery Grade No. 1 or better and verified by the project
40 proponent prior to planting. Replacement trees must be properly staked,
41 fertilized, and mulched in accordance with the Tree Care Standards Manual.
42

43 **c.** Replacement Tree Location.

44 i. County Tree Official Approval Required. The applicant's proposed
45 location of transplanted or replacement trees shall be subject to
46 County Tree Official approval as part of the tree replacement plan.

1
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- ii. Location on Site. To the extent feasible and desirable, trees shall be relocated or replaced on site.
- iii. Relocation or Replacement off Site. Where it is not feasible to relocate or replace trees on site, relocation or replacement may be made at another County Tree Official approved location in the County.
- iv. County Tree Fund. Where it is not feasible to relocate or replace trees on site or at another County Tree Official approved location in the County, the Applicant shall pay into the County Tree Fund an amount of money approximating the current market value of the replacement trees that would otherwise be required. The County shall use the County Tree Fund for the purpose of acquiring, maintaining, and preserving wooded areas, and for planting and maintaining trees within the County.

1 **d. Table 2 - Replacement Trees.**

2
3 Conversion from caliper to tree-credits for replacement trees:

4
5

Inches (Caliper)	Credits	Inches (Caliper)	Credits
1	0.4	8	1.3
2	0.5	9	1.5
3	0.6	10	1.7
4	0.7	11	1.9
5	0.9	12	2.1
6	1.0	13	2.3
7	1.2	14	2.5

6
7
8
9 **17. Maintenance.**

10 **a.** All landscaping and trees shall be maintained for the life of the project;

11
12 **b.** All landscape materials and trees shall be pruned as necessary to
13 maintain a healthy growing condition or to prevent primary limb failure;

14
15 **c.** With the exception of dead, diseased or damaged trees specifically
16 retained to provide wildlife habitat, other dead, diseased, damaged or stolen
17 plantings shall be replaced within three months or during the next planting
18 season if the loss does not occur in a planting season;

19
20 **d.** Landscape areas shall be kept free of trash;

21
22 **e.** Proper tree and plant protection shall be considered as a part of the
23 overall site landscaping maintenance methods used.

24
25 **18. Bonds/security.** Performance bonds or other appropriate security
26 (including letters of credit and set aside letters) shall be required for a period of
27 three (3) years after the planting or transplanting of vegetation to insure proper
28 installation, establishment and maintenance.

29
30 **19. Penalties.** In accordance with enforcement regulations, any person
31 violating these regulations shall be subject to civil penalty procedures and fines.
32 Each tree removed or damaged shall be considered a separate violation.
33
34

1 **Appendix A.**

2
3 This sign inventory was mad in August Of 2000.

4 Highway signs traveling north from Double Bluff Road to Mutiny Bay Road

5
6 Approx .

7 Mile

8 <u>Mark</u>	<u>Sign</u>	<u>Size</u>
9 .0	Road-Double Bluff	1 x 3
10 .1	Mile marker (17)	1 x 2
11 .2	Highway Sign	2 x 2
12 .3	Litter Control-Beach Ladies	5 x 4
13 .3	Lions Club	
14 .3	Welcome To Freeland	
15 .3	Commercial-Whidbey Realty	12 x 10
16 .3	Real Estate 3 x 4	
17 .3	Real estate	3 x 4
18 .3	Commercial-New Constr.	5 x 3
19 .3	Commercial-Island Constr.	5 x 2
20 .4	Commercial-Teddys-Double-Sided	12 x 2
21 .5	County/Commercial-Gas	2 x 4
22 .5	General Construction	
23 .7	Highway 525	3 x 5
24 .7	Harbor Ave- 2 Sides	1 x 3
25 .8	Business Sign-Lodging	4 x 6
26 .9	Highway Speed	2-1/2 x 2-1/2
27 .9	Crossroads	1-1/2 x 3
28 1.0	Freeland Café	4 x 4
29 1.0	Crossroads	2-1/2 x 2-1/2
30 1.0	Highway	1-1/2 x 3
31 1.0	Freeland Direction	1 x 3
32 1.0	Mile Marker (18)	1 x 2
33 1.0	Vanpool Info	3 x 3
34 1.0	Cenex 2 Sides	4 x 6
35 1.0	Cenex -Sign on Fence	3 x 3
36 1.0	Wood Gifts-2 sides	2 x 2
37 1.2	Right Turn Freeland	2-1/2 x 2-1/2
38 1.2	Main Street	1 x 3
39 1.2	Park and Ride	2 x 2-1/2
40 1.3	Freeland-2 sides	1 x 2
41 1.4	Commercial-Island Athletic 2 sides	4 x 4
42 1.4	Bus stop	1 x 1
43 1.4	Speed Zone	2 x 2
44 1.5	Speed (50)	2 x 2
45 1.6	Cross street	2-1/2 x 2-1/2
46 1.6	Cameron	1 x 2
47 1.6	Political-Sehlin-2 Sides	4 x 8

1	1.7	Cross street-Cameron	1 x 2
2	1.7	Real Estate	2 x 3
3	1.7	Commercial-Rent Equipment-2 sides	4 x 8
4	1.7	Dont Drink and Drive	4 x 3
5	1.7	Brian Bakos	1 x 3
6	1.7	Recreation-Holmes Harbor	4 x 7
7	1.7	Park Direction	4 x 7
8	1.8	Highway Crossroads	2-1/2 x 2-1/2
9	1.8	Street	1-1/2 x 4
10	1.9	State Park	5 x 10
11	1.9	State Park	2 x 6
12	1.9	Real Estate-Cold. Bank-2 sides	4 x 4
13	1.9	Street-Honeymoon Bay Rd	1 x 2
14	1.9	Litter Control-Kiwanis	4 x 5
15	1.9	Mile Marker	1 x 1-1/2
16	1.9	Slow Vehicle	3 x 4
17	1.9	Daylight Hours	1 x 2
18	2.0	Deer Warning	2-1/2 x 2-1/2
19	2.1	End Shoulder	3 x 4
20	2.1	End Construction	2 x 4
21	2.9	Island Recycling Direction	2 x 3
22	3.0	Island recycling	4 x 12
23	2.9	Speed	2-1/2 x 3
24	2.9	Mile Marker (20)	1 x 2
25	3.1	Street-Mutiny Bay Road	1/2 x 2
26	3.6	(No Sign at Mutiny Bay Road)	

27

28 Highway signs taveling south from Mutiny Bay Road to Double Bluff Road

29

30	<u>Mark</u>	<u>Sign</u>	<u>Size</u>
31	.1	Speed	3 x 2-1/2
32	.2	Permit Applica.	2 x 2
33	.4	Real Estate	2 x 2
34	.4	Real Estate	1-1/2 x 2-1/2
35	.6	Island Recycling Direction	2 x 3
36	1.3	Trucks Turning	2 1/2 x 2-1/2
37	1.4	Commercial-Landshapers	4 x 8
38	1.4	Road Works Ahead	2-1/2 x 2-1/2
39	1.5	Commercial-Landshapers-2 signs	4 x 8
40	1.6	Crossroads	2-1/2 x 2-1/2
41	1.6	Streets	4 x 1-1/2
42	1.6	Recreation Direction-Holmes Harbor	4 x 7
43	1.7	Road Cleanup-Beach Ladies	4 x 5
44	1.7	Transit	1 x 1
45	1.7	No Parking	1 x 1
46	1.7	No Parking	1 x 1
47	1.8	Bills welldigging	1-1/2 x 1-1/2
48	1.8	Real estate-Dalton	3 x 4

1	1.8	Real Estate-Dalton	2 x -1/2
2	1.9	Real Estate-Dalton	3 x 4
3	1.9	Crossroads	2-1/2 x 2-1/2
4	1.9	Street	1 x 4
5	1.9	Dont Drink	4 x 3
6	1.9	Brian Bakos	1 x 3
7	2.0	Street	1 x 2
8	2.0	Speed	2 x 2
9	2.0	Real Estate-Windemere	5 x 8
10	2.0	Permit Application	2 x 2-1/2
11	2.1	Park and Ride	2 x 2-1/2
12	2.2	Left Turns	2-1/2 x 2-1/2
13	2.2	Speed (45)	2 x 2
14	2.2	Road-Woodard	1 x 3
15	2.3	Church-2 Sides	4 x 7
16	2.3	Freeland Ave	1 x 3
17	2.3	Left Turn	2-1/2 x 2-1/2
18	2.3	Park and Ride-2 sides	3 x 6
19	2.4	Commercial Development, 10 signs, 2 sides, separate from buildings.	
20		Approx 20 signs on approx . 20 establishments	
21	2.4	Real Estate-Coldwell Banker	2 x 2
22	2.4	Lodging	5 x 10
23	2.5	Freeland Café	3 x 5
24	2.5	Commercial-Stihl-2 Sides	3 x 4
25			
26		(Fish Road)	
27			
28	2.6	Commercial-BP Gas	3 x 4
29	2.6	Political-Koster-2 sides	4 x 2
30	2.7	Vehicle Delay	3 x 7
31	2.8	Highway 525	3 x 5
32	2.8	Ferry (10 Miles)	1-1/2 x 8
33	2.8	Slow Vehicles	
34		3 x 5	
35	2.8	No Parking	1 x 1-1/2
36	2.9	School Bus Stop	2 x 2
37	3.0	No Parking	1 x 1
38	3.1	End Road Work	2 x 1
39	3.1	End Shoulder Driving	3 x 2
40	3.2	Left Turns-Scott	2 x 2
41	3.3	Highway Cleanup	4 x 4
42	3.5	Cross road-Double Bluff	1 x 1
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APPENDIX F

EXISTING CONDITIONS REPORT

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APPENDIX G

COMPREHENSIVE SEWER PLAN AND ENGINEERING REPORT

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APPENDIX H

FREELAND STORMWATER PLAN

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