FREELAND SUBAREA PLAN

2010

An Element of the

Island County Comprehensive Plan

February 16, 2011

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TABLE OF CONTENTS

LIST OF FIGURES 7

LIST OF MAPS 8

INTRODUCTION 10

FREELAND 10
SUBAREA PLANNING & THE GROWTH MANAGEMENT ACT 10
ABOUT THE FREELAND SUBAREA PLAN 11
HISTORY 11
MISSION STATEMENT 12
VISION STATEMENT 13
PLAN ELEMENTS 14
Land Use *14*
Natural Lands *14*
Open and Civic Space *14*
Capital Facilities *15*
Utilities *15*
Transportation *15*
Economic Development *15*
Housing *15*
PLAN GOALS, PRINCIPLES, & POLICIES 15

1. LAND USE 16

INTRODUCTION 16
PLANNING FRAMEWORK 16
GROWTH MANAGEMENT ACT 16
COUNTY WIDE PLANNING POLICIES 17
ISLAND COUNTY COMPREHENSIVE PLAN 17
RELATION TO OTHER FSP ELEMENTS 17
EXISTING CONDITIONS 18
Land Use *18*
Physical Character *19*
LAND USE PLAN 20
Land Use Designations *20*
Allowed Land Uses *22*
Land Use Designation Capacities *22*
Urban Form (Physical Character) *23*
LAND USE GOALS, PRINCIPLES, & POLICIES 28

2. NATURAL LANDS 34

INTRODUCTION 34
PLANNING FRAMEWORK 34
GROWTH MANAGEMENT ACT 34
COUNTY WIDE PLANNING POLICIES 35

ISLAND COUNTY COMPREHENSIVE PLAN 35
RELATION TO OTHER FSP ELEMENTS 36
EXISTING CONDITIONS 36
Wetlands 36
Aquifer Recharge 39
Fish & Wildlife Habitat Conservation Areas 41
Frequently Flooded Areas 43
Geologically Hazardous Areas (Steep Slopes) 45
Shorelines 47
Critical Drainage Areas 50
Archaeologically Significant Areas 53
NATURAL LANDS PLAN 54
NATURAL LANDS GOALS, PRINCIPLES, & POLICIES 55

3. OPEN AND CIVIC SPACE 56

INTRODUCTION 56
PLANNING FRAMEWORK 56
GROWTH MANAGEMENT ACT 56
COUNTY WIDE PLANNING POLICIES 57
ISLAND COUNTY COMPREHENSIVE PLAN 59
RELATION TO OTHER FSP ELEMENTS 60
EXISTING CONDITIONS 60
Open Space 60
Civic Space 60
CIVIC AND OPEN SPACE PLAN 62
Civic Spaces 62
Open Space 64
Associated Facilities 64
Coordination 64
Projected Park & Recreation Demands 64
Evaluation of Facilities & Service Needs 64
OPEN AND CIVIC SPACE GOALS, PRINCIPLES, & POLICIES 67

4. CAPITAL FACILITIES 69

INTRODUCTION 69
PLANNING FRAMEWORK 69
GROWTH MANAGEMENT ACT 69
ISLAND COUNTY COMPREHENSIVE PLAN 71
COUNTY WIDE PLANNING POLICIES 72
RELATION TO OTHER FSP ELEMENTS 74
Other Related Plans 74
EXISTING CONDITIONS 74
Levels of Service - Island County Comprehensive Plan 74
COUNTY PROVIDED CAPITAL FACILITIES & SERVICES 77
Solid Waste 77
Stormwater & Drainage 78

Law Enforcement *82*
OTHER CAPITAL FACILITIES & SERVICES 84
Fire Protection *84*
Water Systems *85*
Wastewater *90*
Schools *93*
CAPITAL IMPROVEMENT PLAN 97
CAPITAL FACILITY GOALS, PRINCIPLES, & POLICIES 99

5. UTILITIES 102

INTRODUCTION 102
PLANNING FRAMEWORK 102
GROWTH MANAGEMENT ACT 102
COUNTY WIDE PLANNING POLICIES 103
ISLAND COUNTY COMPREHENSIVE PLAN 103
RELATION TO OTHER FSP ELEMENTS 105
REGULATORY ENVIRONMENT 105
Washington Utilities and Transportation Commission *105*
Federal Energy Regulatory Commission *106*
Northwest Power and Conservation Council *106*
State Environmental Policy Act (SEPA) *106*
Local Utility Regulations *107*
EXISTING UTILITIES 107
Electricity *107*
Telecommunications *107*
UTILITIES PLAN 108
Electricity *108*
Telecommunications *108*
Location *108*
UTILITY GOALS, PRINCIPLES, & POLICIES 109

6. TRANSPORTATION 112

INTRODUCTION 112
PLANNING FRAMEWORK 112
GROWTH MANAGEMENT ACT 112
COUNTY WIDE PLANNING POLICIES 113
RELATION TO OTHER FSP ELEMENTS 114
OTHER RELATED PLANS 114
Public Input *115*
EXISTING CONDITIONS 116
Circulation *116*
Classification *116*
Ports *116*
Motor Vehicle Traffic *116*
Transit Service *117*
Non-Motorized Transportation *117*

Connectivity ... *118*
STREETSCAPES ... *118*
TRANSPORTATION PLAN ... 120
Circulation ... *120*
Streetscapes ... *120*
Levels of Service, Capacity & Needs Assessment ... *122*
Existing Island County Levels of Service & Capacity ... *122*
State Highways ... *123*
Access & 525 ... *124*
Freeland Subarea Levels of Service & Capacity ... *126*
Traffic Forecast ... *127*
Transportation Network Analysis ... *128*
FINANCE PLAN ... 128
TRANSPORTATION GOALS, PRINCIPLES, & POLICIES ... 129

7. ECONOMIC DEVELOPMENT ... 133

INTRODUCTION ... 133
PLANNING FRAMEWORK ... 133
GROWTH MANAGEMENT ACT ... 133
COUNTY WIDE PLANNING POLICIES ... 134
ISLAND COUNTY COMPREHENSIVE PLAN ... 135
RELATIONSHIP TO OTHER FSP ELEMENTS ... 135
EXISTING CONDITIONS ... 135
ECONOMIC DEVELOPMENT PLAN ... 137
Opportunities for Economic Development ... *137*
ECONOMIC DEVELOPMENT GOALS, PRINCIPLES, & POLICIES ... 138

8. HOUSING ... 141

INTRODUCTION ... 141
PLANNING FRAMEWORK ... 141
GROWTH MANAGEMENT ACT ... 141
COUNTY WIDE PLANNING POLICIES ... 142
ISLAND COUNTY COMPREHENSIVE PLAN ... 143
RELATION TO OTHER FSP ELEMENTS ... 144
EXISTING CONDITIONS ... 145
Housing Stock ... *145*
Building Form ... *145*
Density & Population ... *145*
Housing Affordability ... *145*
HOUSING PLAN ... 146
Housing Stock ... *146*
Building Form ... *146*
Density ... *146*
Affordable Housing ... *146*
HOUSING GOALS, PRINCIPLES, & POLICIES ... 147

DEFINITIONS ... 149

LIST OF FIGURES

FIGURE 1.1 EXISTING DEVELOPMENT & POPULATION INTENSITY 18

FIGURE 1.2 LAND-USE DESIGNATIONS & DESCRIPTIONS 21

FIGURE 1.3 ALLOWED LAND USES (GENERAL CATEGORY) 22

FIGURE 1.4 DESIGNATED LAND-USE CAPACITIES 23

FIGURE 3.1 CIVIC SPACE TYPES & DESCRIPTIONS 63

FIGURE 4.1 ISLAND COUNTY COMPREHENSIVE PLAN ADOPTED LEVEL OF SERVICE STANDARDS 76

FIGURE 4.2 SURFACE WATER DRAINAGE IMPROVEMENTS SIX-YEAR AND TWENTY-YEAR PLANNING WINDOWS 82

FIGURE 4.3 ISLAND COUNTY SHERIFF'S OFFICE 83

FIGURE 4.4 LAW ENFORCEMENT CAPITAL FACILITIES INVENTORY 84

FIGURE 4.5 FIRE DISTRICT NO.3 2010-2020 CAPITAL IMPROVEMENT PLAN 85

FIGURE 4.6 FWSD FUTURE SYSTEM POTENTIAL IMPROVEMENTS PROJECTS SCHEDULE 88

FIGURE 4.7 HARBOR HILLS FUTURE SYSTEM POTENTIAL IMPROVEMENTS PROJECTS SCHEDULE 89

FIGURE 4.8 WASTEWATER FLOW DESIGN STANDARDS 92

FIGURE 4.9 PROJECTED POPULATION, SEWER CONNECTIONS AND FLOWS, 2014-2025* 93

FIGURE 4.10 SOUTH WHIDBEY SCHOOL DISTRICT ENROLLMENT HISTORY 95

FIGURE 4.11 CAPITAL FACILITIES PLAN SUMMARY* 98

FIGURE 6.1 SIGNALIZED AND UNSIGNALIZED INTERSECTION LEVEL OF SERVICE MEASURES 124

FIGURE 6.2 SR 525 ACCESS CONTROL STANDARDS 124

FIGURE 6.3 LEVELS OF SERVICE FREELAND ROADS, INTERSECTIONS, & TRANSIT 126

FIGURE 6.4 SUMMARY OF INTERSECTION LEVELS OF SERVICE FREELAND INTERSECTIONS* 127

FIGURE 7.1 DEVELOPABLE AREA 136

FIGURE 7.2 PERCENTAGE OF BUSINESS BY TYPE 136

LIST OF MAPS

MAP 1.1 FREELAND FUTURE GROWTH PLANNING AREA 25
MAP 1.2 FUTURE LAND USE DESIGNATIONS 26
MAP 1.3 FUTURE LAND USE DESIGNATIONS - AERIAL 27
MAP 2.1 WETLANDS & STREAMS 38
MAP 2.2 CRITICAL AQUIFER RECHARGE AREAS 40
MAP 2.3 FISH AND WILDLIFE HABITAT CONSERVATION AREAS 42
MAP 2.4 FEMA FLOOD ZONES 44
MAP 2.5 GEOLOGICALLY HAZARDOUS AREAS 46
MAP 2.6 SHORELINE DESIGNATIONS 49
MAP 2.7 CRITICAL DRAINAGE AREAS 52
MAP 3.1 EXISTING TRAILS AND PATHS 65
MAP 3.2 MAPPED OPEN SPACE 66
MAP 4.1 FREELAND SEWER PHASES 91
MAP 6.1 FREELAND SUBAREA ROADWAY SYSTEM 121
MAP 6.2 SR 525 ROADWAY ACCESS CONTROL 125

APPENDICIES

APPENDIX A 160

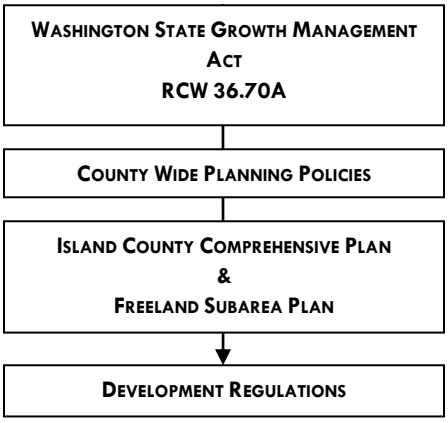
INTRODUCTION

FREELAND

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

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

SUBAREA PLANNING & THE GROWTH MANAGEMENT ACT



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

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

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

ABOUT THE FREELAND SUBAREA PLAN

Subarea plans allow for more detailed urban planning to occur within a defined geographical area inside the boundaries of a given jurisdiction. Freeland is a unique area within the jurisdiction of Island County and as such it deserves specific attention in terms of how development occurs. The Freeland Subarea Plan establishes the policy framework from which development regulations will later be written.

The 2010 Freeland Subarea Plan (FSP) is built upon the 2007 Freeland Sub Area Plan (FSAP) [sic] and preserves the basic components and intents of the 2007 FSAP. Many of the ideas and concepts presented in the 2007 plan fit well with the urban planning theory of New Urbanism (a.k.a. Smart Growth). The 2010 FSP reorganizes, expands, and simplifies the language of these concepts to better capture the planning principles of this theory.

The theory of New Urbanism takes a different approach to land use planning than commonly used conventional methods. While there are similarities to both approaches, the New Urbanist approach places emphasis on regulating the physical form of development in order to achieve a desired look and function whereas the conventional approach focuses on regulating the use of land. These two approaches to land use planning can also be hybridized in an effort to achieve the desired results of the plan. The 2010 FSP includes policy language that allows development regulations to take the New Urbanism approach to regulation.

HISTORY

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

The 1998 RAID designation, as it was applied to Freeland, was considered an interim measure while a subarea planning committee began a local effort to consider the designation of Freeland as a NMUGA. The NMUGA designation would satisfy numerous goals of the ICCP including: encouraging efficient compact urban development in designated areas which will promote preservation of rural character; increasing the overall efficiency and quality of such services as drinking water, sanitary sewer and stormwater; preserving agricultural and forestry lands; improving the economic viability of

a thriving commercial and community center; providing protection to critical areas and wildlife habitat; and achieving a 50/50 urban/rural split in future growth (that is, half of all future population growth would occur in cities and the other half in unincorporated Island County).

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

In the course of preparing the 2007 Freeland Subarea Plan (FSP), 78 public sessions were held by the sub area planning committee during the period of January 1999 to May 2004. A first draft of the FSP was sent to the Washington State Department of Community, Trade and Economic Development (CTED) and distributed to other state government agencies for review and comment. Comments were received from CTED and several of the other agencies. At the beginning of 2005, the Director of Island County Planning and Community Development determined that the data in the Freeland Stormwater Plan was insufficient to allow the Draft Environmental Impact Statement on the subarea plan to be issued. Further public comment and progress on the subarea plan was then put on hold until key issues for "protecting the natural and built environments of the Freeland Sub Area" could be addressed.

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

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

MISSION STATEMENT

Freeland's mission is creating a vibrant and safe place where people love to visit, learn, work, and live.

VISION STATEMENT

The Freeland Sub Area Planning Committee (FSAPC) originally adopted a Vision Statement of consisting of 19 vision points (found in Appendix E of the 2007 Freeland Sub Area Plan and in Appendix A of this document) that was condensed into the following statement. The goals, principles and policies of the Freeland Subarea Plan are based on this vision.

> *Freeland in the year 2020 is a comfortable waterfront community that is known for its unique character and expansive views of the surrounding environment.*
>
> *Surrounding the NMUGA boundary are farms, open fields and forest land. Within the subarea, well thought out and consistently administered development regulations have influenced quality infill that is both regionally compatible and locally unique. Views have been preserved for all to enjoy, with parks and public areas sprinkled throughout offering a variety of recreational opportunities to Freeland residents. Residents are offered a multitude of housing choices that are both architecturally intriguing and affordable to the average person.*
>
> *Freeland is a community where people live, work and shop. The central commercial core retains small town character, offering mixed-use living, a vibrant and healthy downtown, and a diverse array of retail, dining, employment, and cultural opportunities. Freeland residents encourage economic development by welcoming diverse economic growth that provides satisfying and stable jobs. Commercial development along Main Street has been incorporated in a tasteful fashion with appropriate landscaping, such as drought-resistant native plants, mature trees, street amenities, and public art; building design balances business opportunity with security and aesthetic values. Outdoor lighting is respectful of neighbors and protects the regional view of the night sky.*
>
> *School aged children and senior citizens share a pronounced appreciation for Freeland's history. Community groups work with property owners to document past and future generations.*
>
> *Freeland has committed to continually reducing traffic, conserving resources and protecting regionally important environmental systems. Freeland's non-municipal urban growth area has sewer capacity to accommodate Island County's growth targets. The sewer system has been phased cost-effectively, minimizes potential harm to the environment, and provides higher water quality and infiltration instead of increased runoff. Improvements to Freeland's Main Street have been coordinated with both sewer and*

stormwater infrastructure upgrades. Water quality in Holmes Harbor ensures that conditions are suitable and safe for recreational shellfish harvest, swimming, and wading. Residents are well educated and committed to aquifer recharge, and protection of groundwater resources is a high priority.

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

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

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

PLAN ELEMENTS

The 2010 Freeland Subarea Plan is comprised of eight (8) elements. These elements address: land use, natural lands, open and civic space, capital facilities, utilities, transportation, economic development, and housing. Each element includes goals, principles and policies that will guide the creation of development regulations specific to Freeland.

Land Use

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

Natural Lands

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

Open and Civic Space

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

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

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

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

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

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

PLAN GOALS, PRINCIPLES, & POLICIES

Within each element are the goals, principles, and policies that make up the Freeland Subarea Plan.

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

A **principle** is a statement that provides the reasoning and intent behind policies and development regulations. Good urban planning and design is based off of time tested principles.

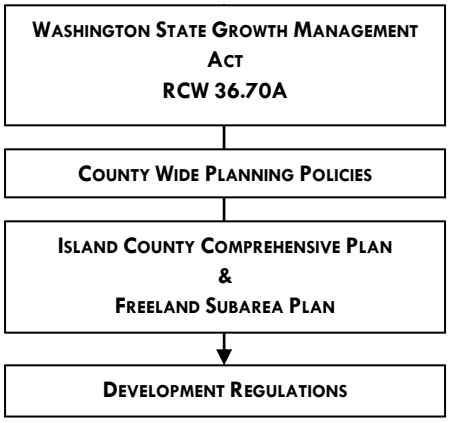
A **policy** provides a more specific course of action that is based on the line of reasoning set forth by the planning goals and principles.

1. LAND USE

INTRODUCTION

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

PLANNING FRAMEWORK



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

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

GROWTH MANAGEMENT ACT

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

> *RCW 36.70A.070(1). A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote*

physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

COUNTY WIDE PLANNING POLICIES

CWPP #1 discusses Urban Growth Areas (UGAs), which are designated areas intended to acquire more intensive land use and development. At the time these policies were adopted, Freeland and Clinton were not designated as Non-Municipal Urban Growth Areas (NMUGAs). Since that time, Freeland has been designated as a NMUGA while Clinton has retained its Rural Area of Intense Development (RAID) status. These policies state:

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

ISLAND COUNTY COMPREHENSIVE PLAN

The ICCP does not have goal and policy language regarding land-use within NMUGAs but acknowledges the need for subarea planning and NMUGA status for Freeland.

RELATION TO OTHER FSP ELEMENTS

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

- Natural Lands
- Housing

- Capital Facilities
- Utilities
- Transportation
- Economic Development
- Open and Civic Space

EXISTING CONDITIONS

Land Use

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

The majority of land in Freeland is occupied by detached single-family residences. There is limited multi-family housing. Figure 1.1 outlines existing development.

Figure 1.1 Current Zoning Capacity Totals

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

Future Growth Planning Area

The designated Future Growth Planning Area (FGPA) extends beyond the boundaries of the current NMUGA boundary around Freeland. The general character and zoning is rural and residential, with higher clustering of homes along the shores of Mutiny Bay (Map 1.1).

General Character

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

Physical Character

Buildings generally don't exceed two stories and have relatively deep Setbacks. Architectural styles are predominately Modern—both post-war suburban and craftsman. Lot coverage is fairly low on a majority of parcels because of on-site sewage treatment (septic systems). Figure 1.1 below gives numerical values for development and population intensity in Freeland.

View Corridors

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

Parking

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

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

On-Site Illumination

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

Advertising Signage

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

LAND USE PLAN

Land Use Designations

A greater mix of land uses should be encouraged in Freeland to ensure residents are within close proximity to commercial services and quality Civic Spaces. Mixing land uses in Freeland will help reduce auto dependency, facilitate alternate modes of transportation, and safeguard the community against disruptions that hinder transportation.

It is important to note the land use designations and zoning designations are not one in the same. The land use designations provide a framework for implementing zoning designations later on when development regulations are written. Actual zoning names, boundaries, and colors may be different from those shown on the land use designation map (see Map 1.2).

Figure 1.2 below lists the land use designations and their general respective descriptions for Freeland

Figure 1.2 Land Use Designations & Descriptions		
Public	**Land Use & Character:**	Includes Open Space, Civic Space, and Civic Buildings.
	Residential Density:	0 units gross / ac.
	Building Types:	Civic Buildings (Government)
	Building Setbacks:	Large and variable
	Building Disposition:	Center of Lot (Edgeyard)
	Frontage Types:	Not applicable
	Building Height:	2 Story Maximum
	Type of Civic Space:	All
Low Density Residential	**Land Use & Character:**	Residential with home occupations permitted. Single family homes on relatively large lots with deep setbacks. Transitional zone between rural and more urban zones.
	Residential Density:	2-4 units gross / ac.
	Building Types:	Single-Family Dwellings, Civic Bldgs. (civil protection)
	Building Setbacks:	Large and variable
	Building Disposition:	Center of Lot (Edgeyard)
	Frontage Types:	Common Lawn, Porch, Portico
	Building Height:	2 Story Maximum
	Type of Civic Space:	Parks, Greens, Trails
Medium Density Residential	**Land Use & Character:**	Residential with home occupations permitted. Includes a diverse mix of housing types on intimately sized lots. Transitional zone between low density residential and areas of more intense development.
	Residential Density:	5-9 units gross / ac.
	Building Types:	Single-Family Dwellings, Multi-Family Dwellings, Civic Bldg. (civil protection)
	Building Setbacks:	Shallow to moderate
	Building Disposition:	Center of Lot (Edgeyard), Side of Lot (Sideyard) Front of Lot (Rearyard)
	Frontage Types:	Common Lawn, Porch, Portico, Terrace
	Building Height:	2.5 Story Maximum
	Type of Civic Space:	Parks, Greens, Trails
Neighborhood Node	**Land Use & Character:**	Small scale commercial center intended to serve the surrounding neighborhood and/or associated recreational facilities.
	Maximum Intensity:	0.25 F.A.R.*
	Building Types:	Commercial Bldg., Mixed Use Bldg, Multi-Family Dwellings
	Building Setbacks:	Shallow to moderate
	Building Disposition:	Center of Lot (Edgeyard) Side of lot (Sideyard) Front of Lot (Rearyard)
	Frontage Types:	Shopfront, Gallery
	Building Height:	2.5 Story Maximum
	Civic Space Types:	Plaza, Park, Green
Mixed Use	**Land Use & Character:**	Includes a diverse mix of commercial land uses including light manufacturing. Transitional zone between industrial and residential land uses.
	Maximum Intensity:	0. 5 F.A.R*
	Residential Density:	8 units / ac. max.
	Building Types:	Non-Residential Bldg., Civic Bldg., Multi-Family Dwellings
	Building Setbacks:	Moderate
	Building Disposition:	Side of Lot (Sideyard), Front of Lot (Rearyard)
	Frontage Types:	Shopfront, Gallery, Arcade
	Building Height:	2.5 Story Maximum
	Type of Civic Space:	Parks, Greens, Trails
Industrial	**Land Use & Character:**	Industrial land uses screened from the right-of-way by vegetation and fencing.
	Maximum Intensity:	0.5 F.A.R.*
	Building Types:	Specialized Bldg.
	Building Setbacks:	Moderate to Deep
	Building Disposition:	Center of Lot (Edgeyard)
	Frontage Types:	Not applicable
	Building Height:	2 Story Maximum
	Civic Space Types:	Trails
Business General	**Land Use & Character:**	Includes larger scale commercial businesses that serve the regional market. Buildings are separated by on-site parking areas.
	Maximum Intensity:	1.0 F.A.R*
	Residential Density:	6-12 units gross / ac.
	Building Types:	Mixed Use Bldg., Non-residential Bldg., Civic Bldg., Multi-Family Dwellings
	Building Setbacks:	Zero to moderate
	Building Disposition:	Side of Lot (Sideyard), Front of lot (Rearyard)
	Frontage Types:	Shopfront, Gallery, Arcade Stoop, Portico
	Building Height:	3 Story Maximum
	Civic Space Types:	Plaza, Park, Green, Trail
Business Village	**Land Use & Character:**	Compact, mixed use, and pedestrian oriented. Serves as the community center and has a traditional village atmosphere.
	Maximum Intensity	2.0 F.A.R.*
	Residential Density:	6-12 units gross / ac.
	Building Types:	Commercial Bldg., Mixed Use Bldg., Multi-Family Dwellings, Civic Bldg.
	Building Setbacks:	Zero to shallow
	Building Disposition:	Front of Lot (Rearyard)
	Frontage Types:	Shopfront, Arcade, Gallery, Forecourt, Dooryard, Terrace, Stoop, Portico
	Building Height:	3 Story Maximum
	Type of Civic Space:	Squares, Plazas, Greens, Pocket Parks

*F.A.R: Floor to Area Ratio. The relationship between the amount of floor area in a building and the area of the lot which the building stands. It is calculated by dividing the gross floor area of a building by the total area of the lot.

Allowed Land Uses

Figure 1.3 lists the general land use categories along with their appropriate land use designation. Development regulations will include more specific land-uses under each category and will assign each use to a specific zone.

Figure 1.3 Allowed Land Uses (General Category)

	LDR	MDR	BG	MXU	BV	PBL	NN	IND
Residential	X	X	X	X	X			
Lodging			X	X	X			
Office			X	X	X		X	X
Retail			X	X	X		X	X
Services: Business, Financial, and Professional			X	X	X		X	
Services: General			X	X	X		X	X
Civic	X	X	X	X	X	X	X	
Civil Support	X	X	X	X	X	X		X
Education	X	X	X	X				
Industrial								X

Land Use Designation Capacities

Figure 1.4 calculates the theoretical land-use designation capacities using the following steps:

- Calculate the total acreage within each land use designation.
- Subtract percentage of acreage which may be required to devote to rights-of-way (18%), and public use (16%).
- Subtract a percentage of acreage to account for market factors (20%).
- Calculate development potential in dwelling units based on established densities and multiply by 2.34 to determine potential population.

A buildable lands analysis, which will provide a more accurate population capacity projection for the Freeland NMUGA, will be conducted when the County updates its Comprehensive Plan in 2012.

Figure 1.4 Designated Land-use Capacities

LAND-USE	PARCELS	ACREAGE	DWELLING UNITS (LOW)	DWELLING UNITS (HIGH)	POPULATION (LOW)	POPULATION (HIGH)
LOW DENSITY RESIDENTIAL	435	572	527	1053	1232	2464
MEDIUM DENSITY RESIDENTIAL	725	238	546	984	1279	2302
BUSINESS VILLAGE	70	40	111	221	259	518
MIXED USE	34	49	136	273	319	638
BUSINESS GENERAL	52	90	249	498	583	1166
PUBLIC	17	13	NA	NA	NA	NA
NEIGHBORHOOD NODE	4	6	NA	NA	NA	NA
INDUSTRIAL	4	11	NA	NA	NA	NA
TOTAL	1341	1019	1433	2938	3353	6876

Urban Form (Physical Character)

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

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

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

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

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

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

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

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

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

It is important to note that it is market factors that will ultimately determine how many people live in Freeland and how much new development actually occurs over the 20 year planning horizon. The purpose of establishing numerical population and development parameters with land-use designations (and later zoning designations) is to ensure future development regulations are capable of accommodating population projections and meeting GMA requirements.

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

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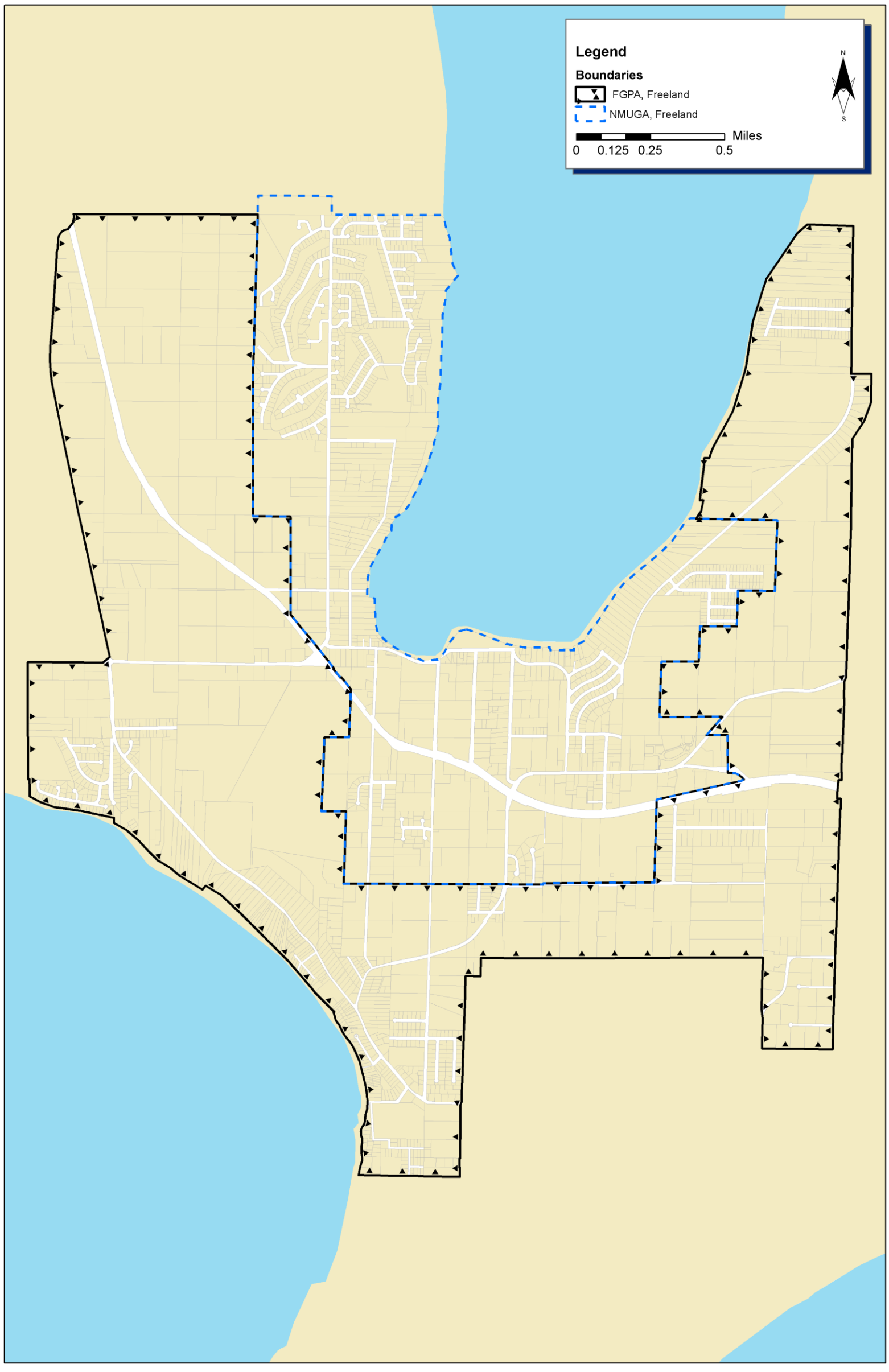
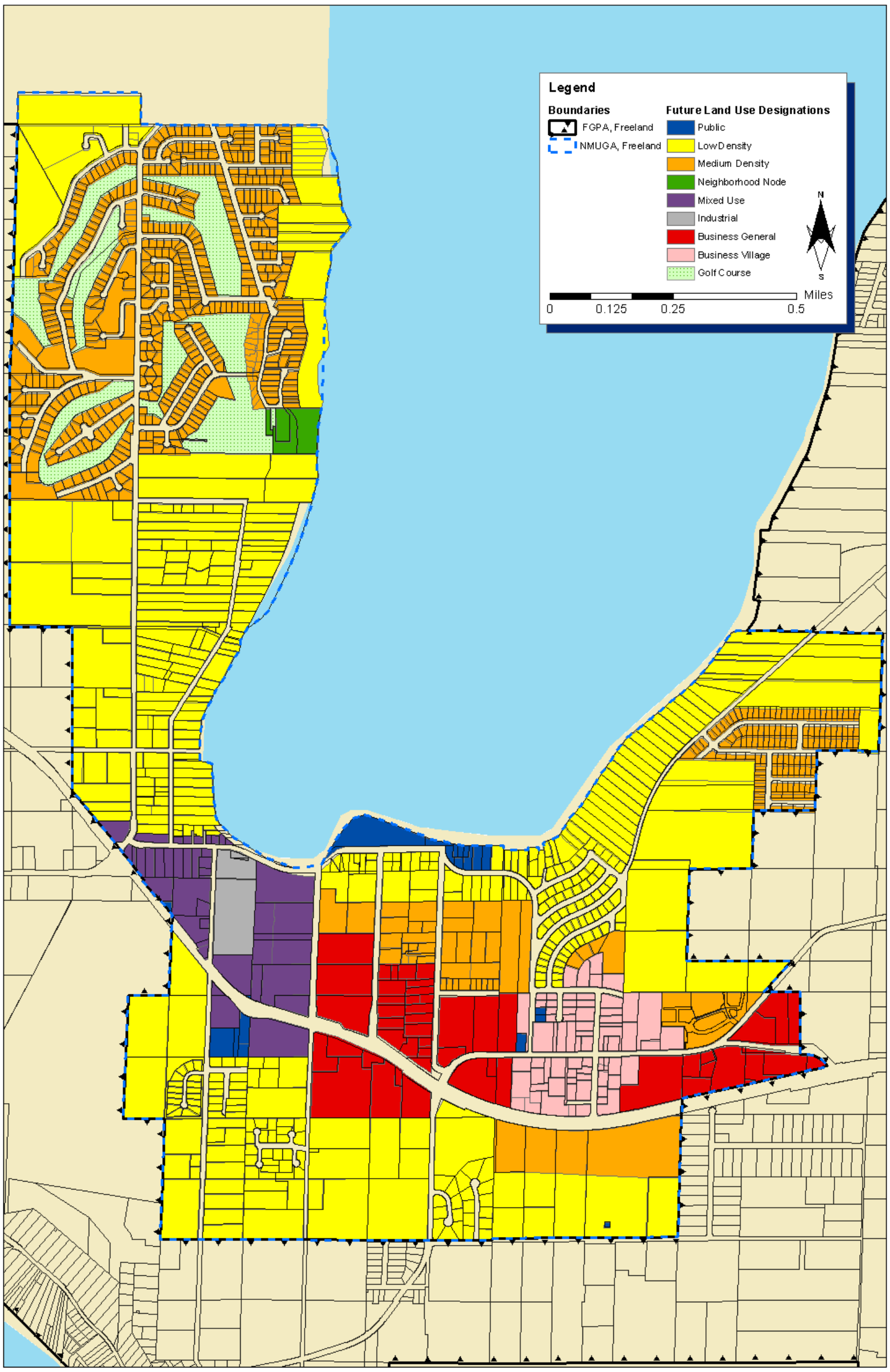
* The population projection and 20 year planning horizon will be updated in 2012 comprehensive plan update.

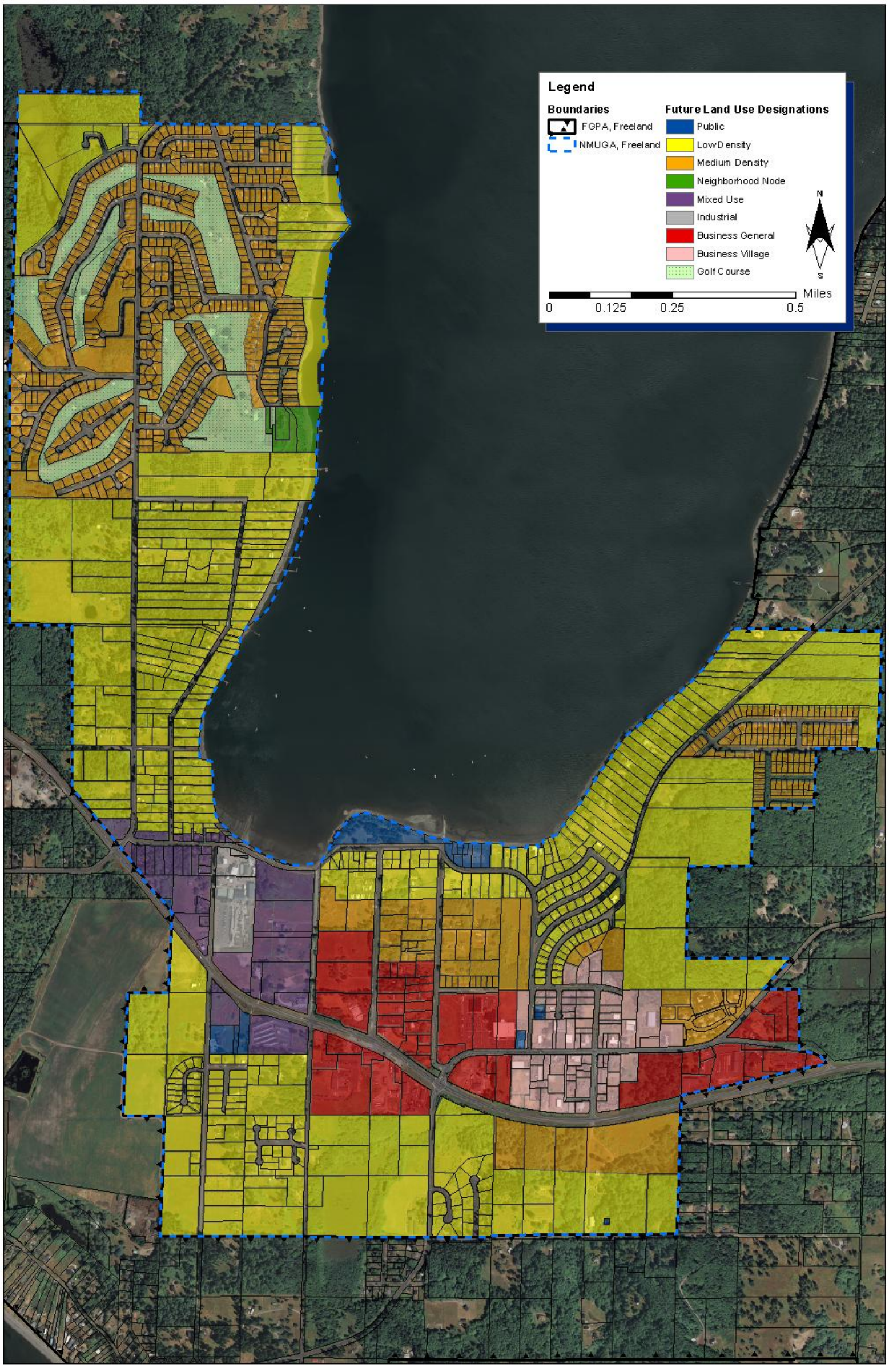
Map 1.1 Freeland Future Growth Planning Area



Map 1.2 Future Land Use Designations



Map 1.3 Future Land Use Designations - Aerial



LAND USE GOALS, PRINCIPLES, & POLICIES

Land Use

Goal 1: Encourage efficient land use development.

Principle 1 That land should be used efficiently in order to prevent the inappropriate conversion of land into sprawling, low density single use land patterns.

Policy 1 Infill and redevelopment should be encouraged within the NMUGA boundary.
Policy 2 Permitting process for redevelopment should be streamlined.

Principle 2 That land use intensities should follow a logical hierarchal pattern.

Policy 1 The most compact development should occur in the Business Village designation and the least compact development should occur in the Low Density Residential designation.

Principle 3 That the subdivision of land should be orderly and encourage good urban design.

Policy 1 Newly created parcels should be rectangular in shape (except when certain topographical features warrant otherwise).
Policy 2 The creation of "flag" lots should be avoided.

Principle 4 That land use is pedestrian oriented and mixed.

Policy 1 Building frontages should activate the street.
Policy 2 Compatible land uses should be mixed throughout the community.

Principle 5 That the ordinary activities of daily living should occur within walking distance of most dwellings, reducing auto-dependency.

Policy 1 Mixing of land uses should be encouraged.

Principle 6 That appropriate building densities and land uses should be provided within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.

Principle 7 That schools should be sized and located to enable children to walk or bicycle to them.

Principle 8 That civic, institutional, and commercial activity should be embedded in downtowns, not isolated in remote single-use complexes.

Principle 9 That Civic Spaces should be centrally located, highly visible and easily accessible.

Policy 1 Zoning regulations should require development to be centered around Civic Spaces where appropriate.

Principle 10 That Future Growth Planning Areas (FGPAs) should be planned for in advance.

Policy 1 Planning done for Freeland should be done in the context of not only the NMUGA, but the planning area as a whole.
Policy 2 Zoning and development regulations in Freeland's Future Growth Planning Area (FGPA) should not preclude future urban development.
Policy 3 UGA Expansions should only be considered within the FGPA.

Goal 2: Encourage self-sufficient land use practices.

Principle 1 That Home Occupations are encouraged.

Policy 1 Land-use regulations for Home Occupations should be simple, direct, and clear.
Policy 2 Permits for Home Occupations should be simple, affordable and processed quickly.

<u>Physical Characteristics</u>

Goal 1: Encourage the physical development of an urban-to-rural hierarchy with regards to urban form.

Principle 1 That the community should have a Traditional Neighborhood structure with a discernable center and edge.

Principle 2 That a range of Human Habitats should be provided for residents of the community.

Policy 1 Each zone should be distinct with transitions between zones almost indiscernible.

Goal 2: Create within Freeland a distinguished physical character that preserves and maintains a small-town look and feel while accommodating growth.

Principle 1 That development should be human-scaled and not auto-scaled.

Policy 1 Development regulations should include architectural standards that ensure development is human-scaled in order to preserve Freeland's small town atmosphere.

Principle 2 That the community's Public Realm should be of high quality design with streets becoming destinations in and of themselves.

Policy 1 Development regulations should include streetscape standards specific to Freeland.

Policy 2 Streetscape design should contribute to Freeland's unique character and sense of place.

Principle 3 That architecture and landscape design should grow from local climate, topography, history, and building practice.

Policy 1 Architectural standards should be based on local climate, topography, history, and building practice.

Policy 2 Landscape requirements should include use of native species and LID options.

Principle 4 That buildings and landscaping should contribute to the physical definition of Thoroughfares and Civic Spaces.

Policy 1 Buildings should give spatial definition to right-of-ways and Civic Spaces.

Principle 5 That buildings should provide their inhabitants with a clear sense of geography and climate through energy efficient methods.

Principle 6 That the preservation and renewal of historic buildings should be facilitated, to affirm the continuity and evolution of society.

Principle 7 That civic buildings should be more distinctive than the other buildings that constitute the fabric of the community.

Principle 8 That civic buildings and spaces should be provided as locations that reinforce community identity.

Principle 9 That the harmonious and orderly evolution of Freeland should be secured through use of form-based codes.

Goal 3: Ensure the urban fabric is well connected.

Principle 1 That new development should contribute to the connectivity of the transportation network of the community.

Policy 1 Block standards should be developed to ensure connectivity.
Policy 2 Alleys should be incorporated to provide rear access to lots.

Principle 2 That the design of streets and buildings should reinforce safe environments, but not at the expense of accessibility.

Policy 1 Streetscapes and building entrances should be ADA compliant.

Principle 3 That individual architectural projects should be seamlessly linked to their surroundings. This issue transcends style.

Policy 1 Site specific development should relate to and provide reasonable connections to neighboring parcels.

<u>View Corridors</u>

Goal 1: Protect and enhance view corridors within the public and private realms.

Principle 1 That development should preserve as well as utilize scenic views.

Policy 1 Development regulations should be sensitive to potential views within each view shed.

<u>Parking</u>

Goal 1: Reduce the visibility and size of on-site parking areas.

Principle 1 That parking areas should not preclude good urban design.

Policy 1 On-site parking areas should be located to the side and/or rear of buildings.
Policy 2 Parking areas should be screened from the right-of-way and adjacent properties through use of vegetation.

Principle 2 That development should adequately accommodate automobiles while respecting the pedestrian and the spatial form of both public and private realms.

Policy 1 Parking stall requirements should not preclude good urban design.
Policy 2 The County should consider implementing parking stall "maximums" in development regulations.
Policy 3 Parking areas should accommodate differing modes of transportation such as motorcycles and bicycles.
Policy 4 In residential areas, on-site parking should be accessed from the side or rear of lots where feasible.
Policy 5 Park-sharing strategies should be encouraged for the purpose of at least one of the following:

a. *Reducing the number of parking stalls needed between adjacent, complimentary uses.*
b. *Ensuring parking is more centralized among neighboring uses.*
c. *Achieving site design that is urban instead of suburban in character.*

Goal 2: Minimize the hydrological impact of paved surfaces on site.

Principle 1 That urban development should incorporate methods to reduce stormwater runoff and promote aquifer recharge.

Policy 1 Storm water should be retained and infiltrated on-site to the fullest extent possible using Low Impact Development techniques.

<u>External On-Site Illumination</u>

Goal 1: Prevent light pollution to the greatest extent possible.

Principle 1 That light pollution be minimized while taking into consideration the following:

a. The need for reasonable use of outdoor lighting for safety, security, utility, way-finding, and enjoyment.
b. Minimizing glare and obtrusive light onto neighboring properties and toward the night sky.
c. Reducing energy consumption.
d. Protecting natural habitats from the damage of artificial light.

Advertising Signage

Goal 1: Ensure signage is consistent with "small town" character.

Principle 1 That signs should positively contribute to the small-town atmosphere of Freeland.

Policy 1 Signs should be externally illuminated (if illuminated).
Policy 2 Signs should be of high quality and human scaled.
Policy 3 Stand alone signs should be located on the premises in which the business is located and should not obstruct the view of signs on neighboring properties.

Population Growth

Goal 1: Accommodate population growth in a manner that is consistent with the GMA.

Principle 1 That population growth should be orderly and urban in nature.

Policy 1 Infill and redevelopment should be encouraged.
Policy 2 Freeland should be able to accommodate the projected population of 4,000 by the year 2020.*

*The population projection and 20 year planning horizon will be updated in during the 2012 comprehensive plan update.

Future Growth Planning Area

Goal 1: Prevent sprawl-type development from occurring within Freeland's Future Growth Planning Area (FGPA).

Principle 1 That development regulations should not preclude good urban design and infill in the FGPA.

Policy 1 The County should continue to allow clustering of residential developments in order to preserve open space and the possibility of additional development at urban levels in the future.
Policy 2 The County should consider requiring "shadow platting" to ensure development in the FGPA doesn't preclude the possibility of future development at urban levels.

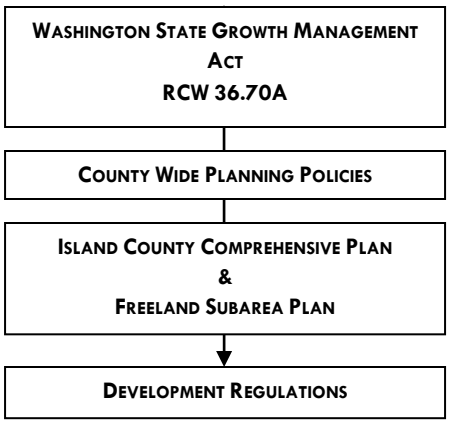
2. NATURAL LANDS

INTRODUCTION

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

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

PLANNING FRAMEWORK



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

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

GROWTH MANAGEMENT ACT

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

> *RCW 36.70A.070(1). A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote*

physical activity. Where applicable, the land use element shall review drainage, flooding, and storm water run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

COUNTY WIDE PLANNING POLICIES

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

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

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

ISLAND COUNTY COMPREHENSIVE PLAN

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

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

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

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

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

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

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

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

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

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

RELATION TO OTHER FSP ELEMENTS

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

- Land Use
- Open and Civic Space

EXISTING CONDITIONS

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

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

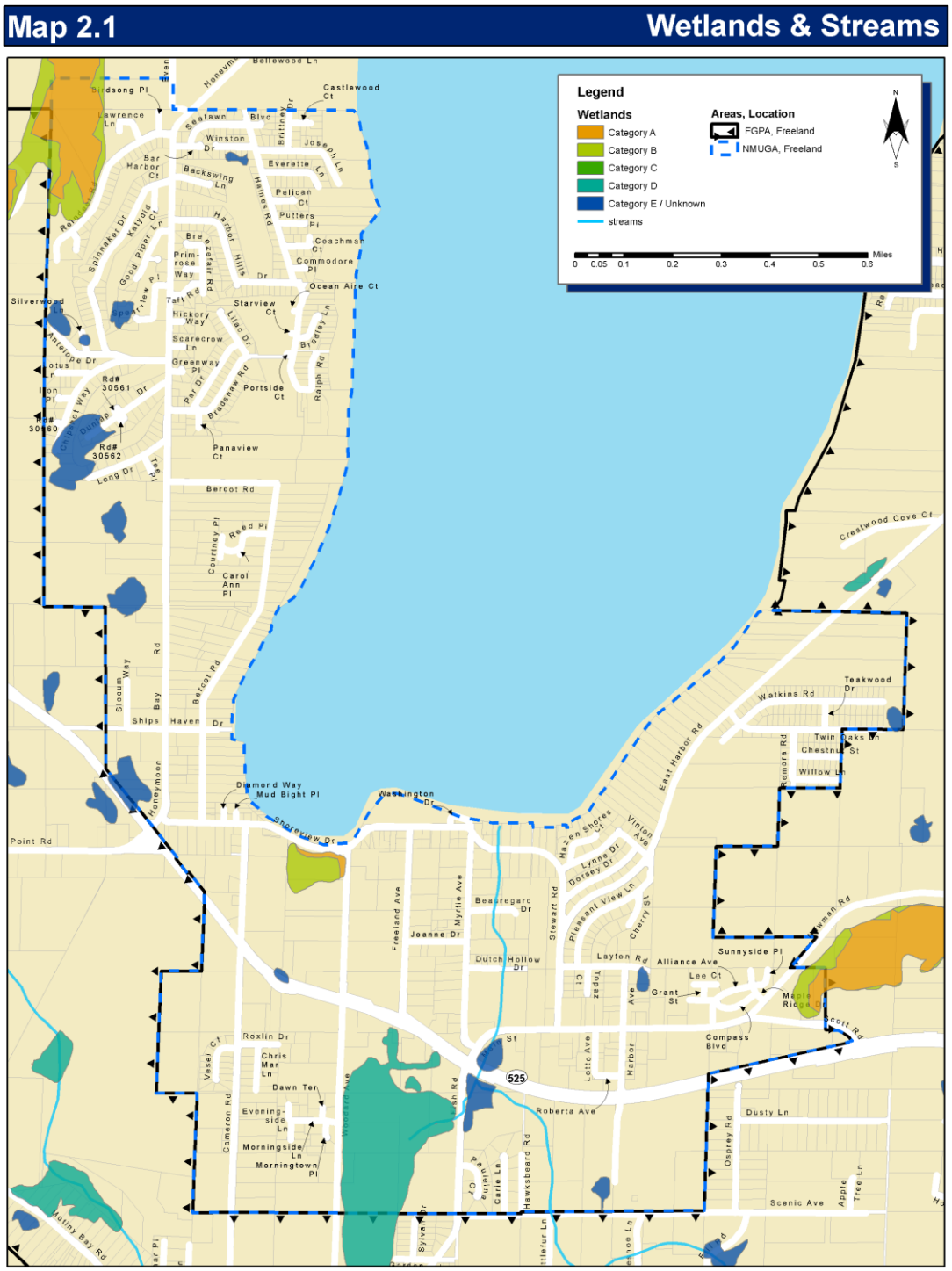
Wetlands

Wetlands in Freeland (see Map 2.1) occur in the transitional zone between the upland environment and Holmes Harbor. These wetlands perform transitional storage and purification processes associated with water quality. Water level, flow, and frequency

have a direct impact on the quality of the ecological processes that these wetlands perform.

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

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

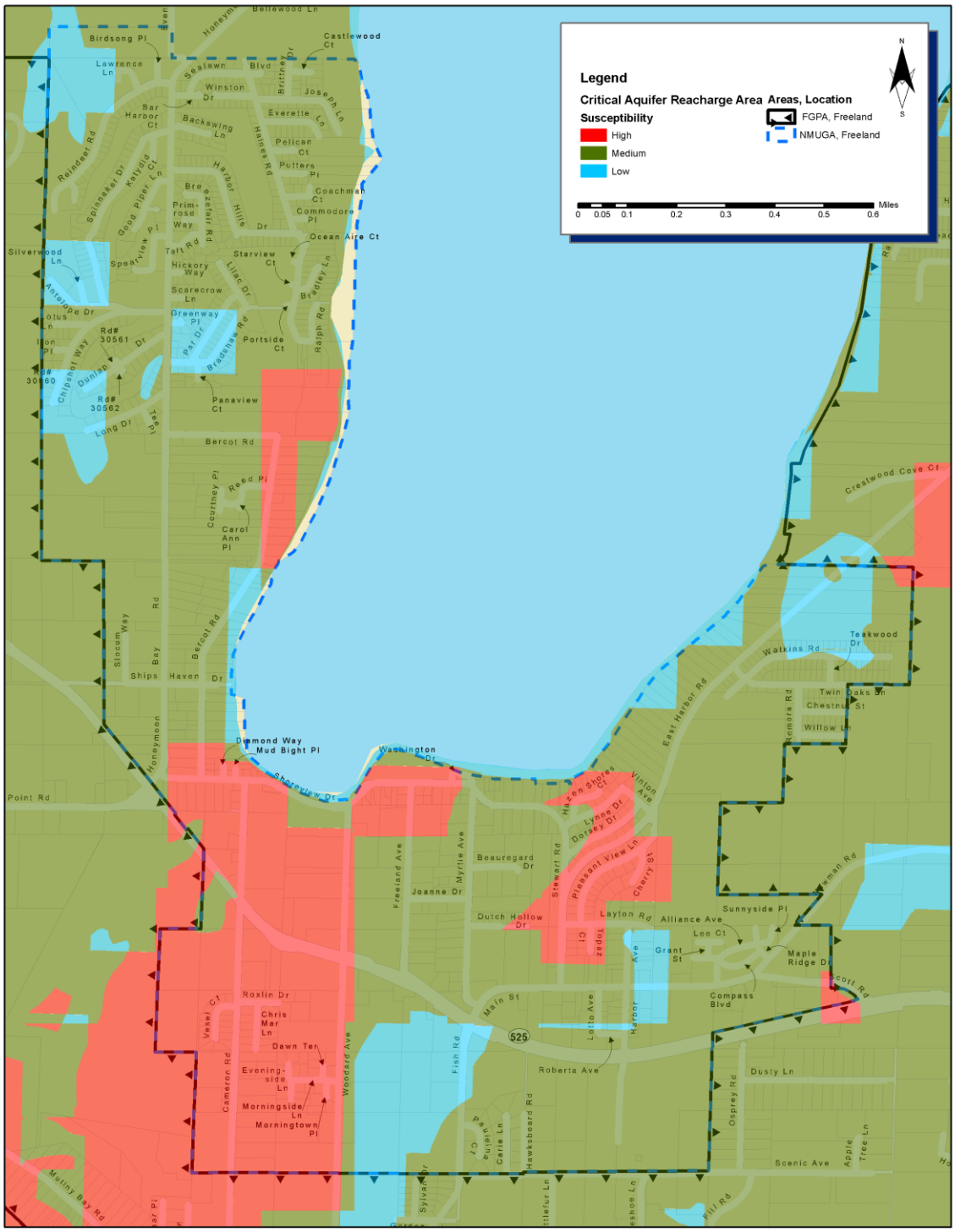

Map 2.1
Wetlands & Streams
Legend
Wetlands
Category A
Category B
Category C
Category D
Category E / Unknown
streams
Areas, Location
FGPA, Freeland
NMUGA, Freeland
N
S
0 0.05 0.1 0.2 0.3 0.4 0.5 0.6
Miles
Birdsong Pl
Lawrence Ln
Bellewood Ln
Castlewood Ct
Seatawn Blvd
Winston Dr
Bar Harbor Ct
Backswing Ln
Everette Ln
Joseph Ln
Pelican Ct
Putters Pl
Coachman Ct
Commodore Pl
Ocean Aire Ct
Starview Ct
Bradley Ln
Ralph Rd
Portside Ct
Panaview Ct
Silverwood Ln
Antelope Dr
Rd# 30561
Rd# 30560
Rd# 30562
Long Dr
Bercot Rd
Reed Pl
Courtney Pl
Carol Ann Pl
Slocum Way
Ships Haven Dr
Diamond Way
Mud Bight Pl
Point Rd
Shoreview Dr
Washington Dr
Creatwood Cove Ct
Teakwood Dr
Watkins Rd
Twin Oaks Ln
Chestnut St
Willow Ln
Remora Rd
East Harbor Rd
Hazen Shores Ct
Vinton Ave
Lynne Dr
Dorsey Dr
Pleasant View Ln
Cherry St
Beauregard Dr
Stewart Rd
Freeland Ave
Myrtle Ave
Joanne Dr
Dutch Hollow Dr
Layton Rd
Alliance Ave
Sunnyside Pl
Lee Ct
Grant St
Topaz Ct
Compass Blvd
Roxlin Dr
Chris Mar Ln
Dawn Ter
Evening-side Ln
Morningside Ln
Morningtown Pl
Vessel Ct
Cameron Rd
525
Lotto Ave
Harbor
Roberta Ave
Dusty Ln
Osprey Rd
Scenic Ave
Apple Tree Ln
Hawksbeard Rd
Carie Ln
Mutiny Bay Rd

Aquifer Recharge

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

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

Map 2.2 Critical Aquifer Recharge Areas

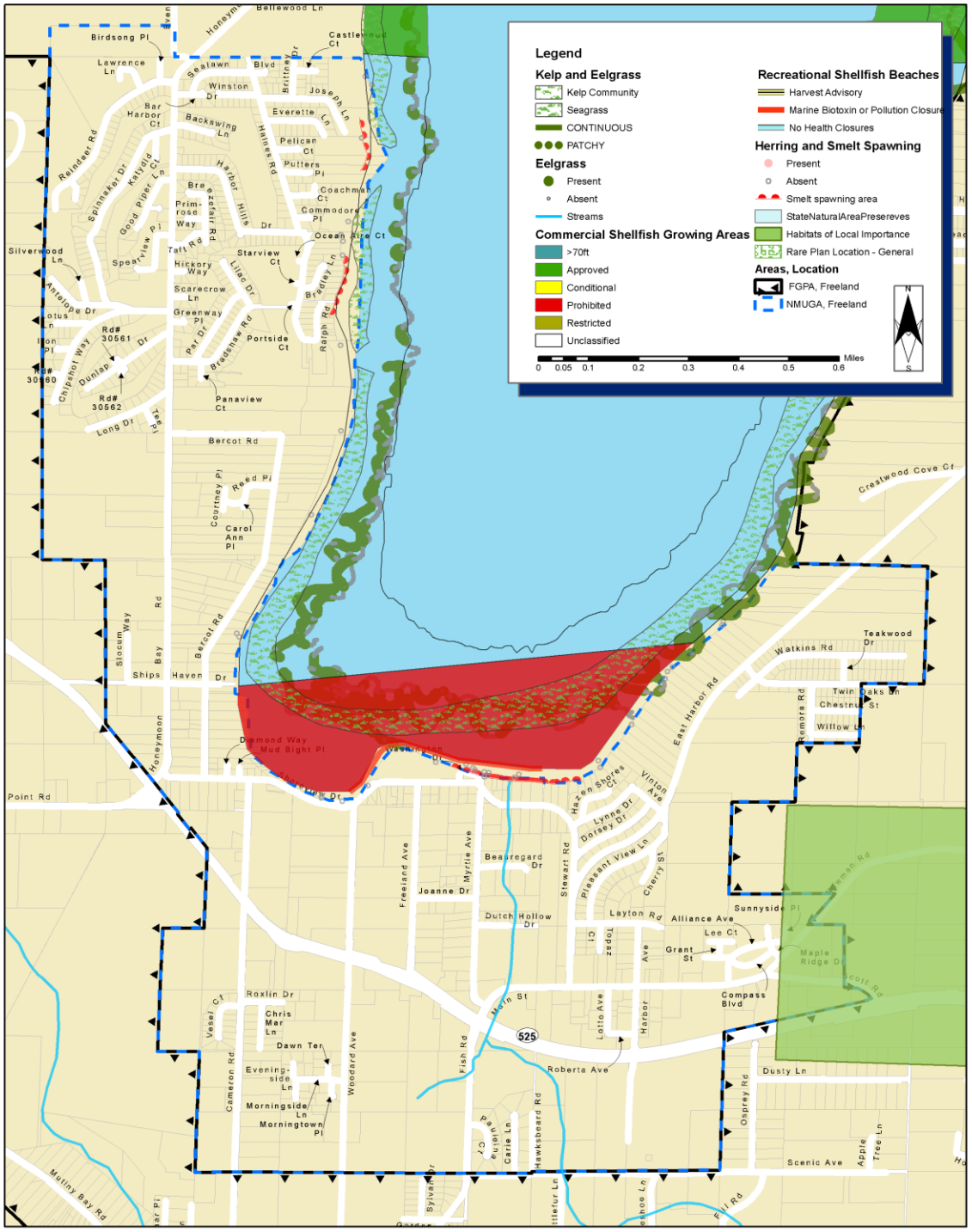


Fish & Wildlife Habitat Conservation Areas

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

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

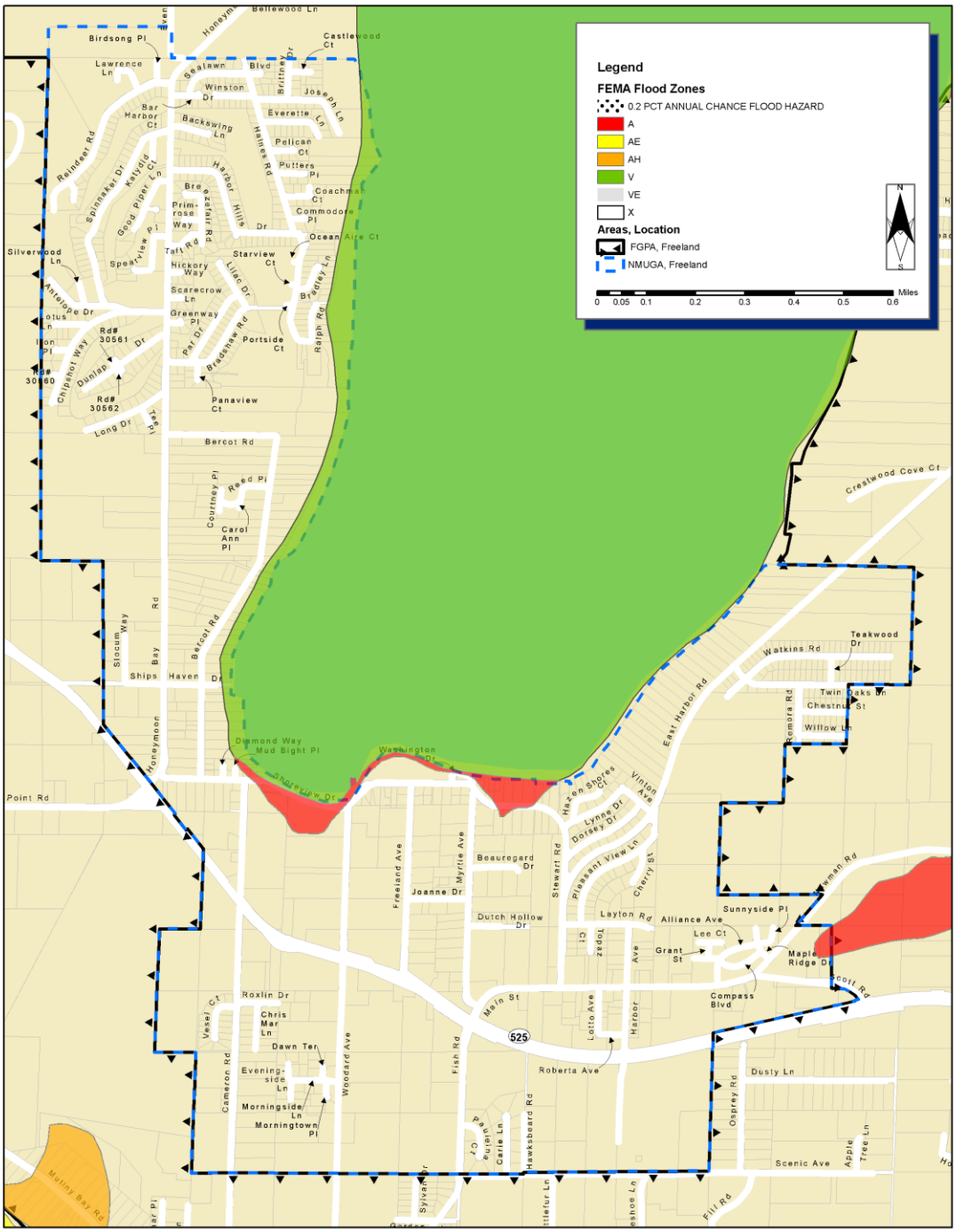
Map 2.3 Fish and Wildlife Habitat Conservation Areas



Frequently Flooded Areas

Flooding can occur during intense storms or as a result of unusually high tides, large seas, and low barometric pressure around low-lying marine shoreline areas. The Federal Emergency Management Agency has designated flood hazard boundaries for high risk areas within the Freeland NMUGA (Refer to Map 2.4). Future development, channeling of surface water, loss of wetlands, and increases in impervious surfaces all increase the rate of runoff and the potential for future flooding. Local conditions require local solutions, but also the understanding that jurisdictional boundaries often are straddled by watersheds which must all be considered when mitigating flood hazards. Freeland is currently categorized as a "Critical Drainage Area," which requires additional stormwater infrastructure for future development in an effort to infiltrate runoff on site, thus reducing cumulative development impacts and potential flooding. FEMA flood regulations are implemented in Chapter 14.02A ICC and primarily triggered at the time building permits are issued.

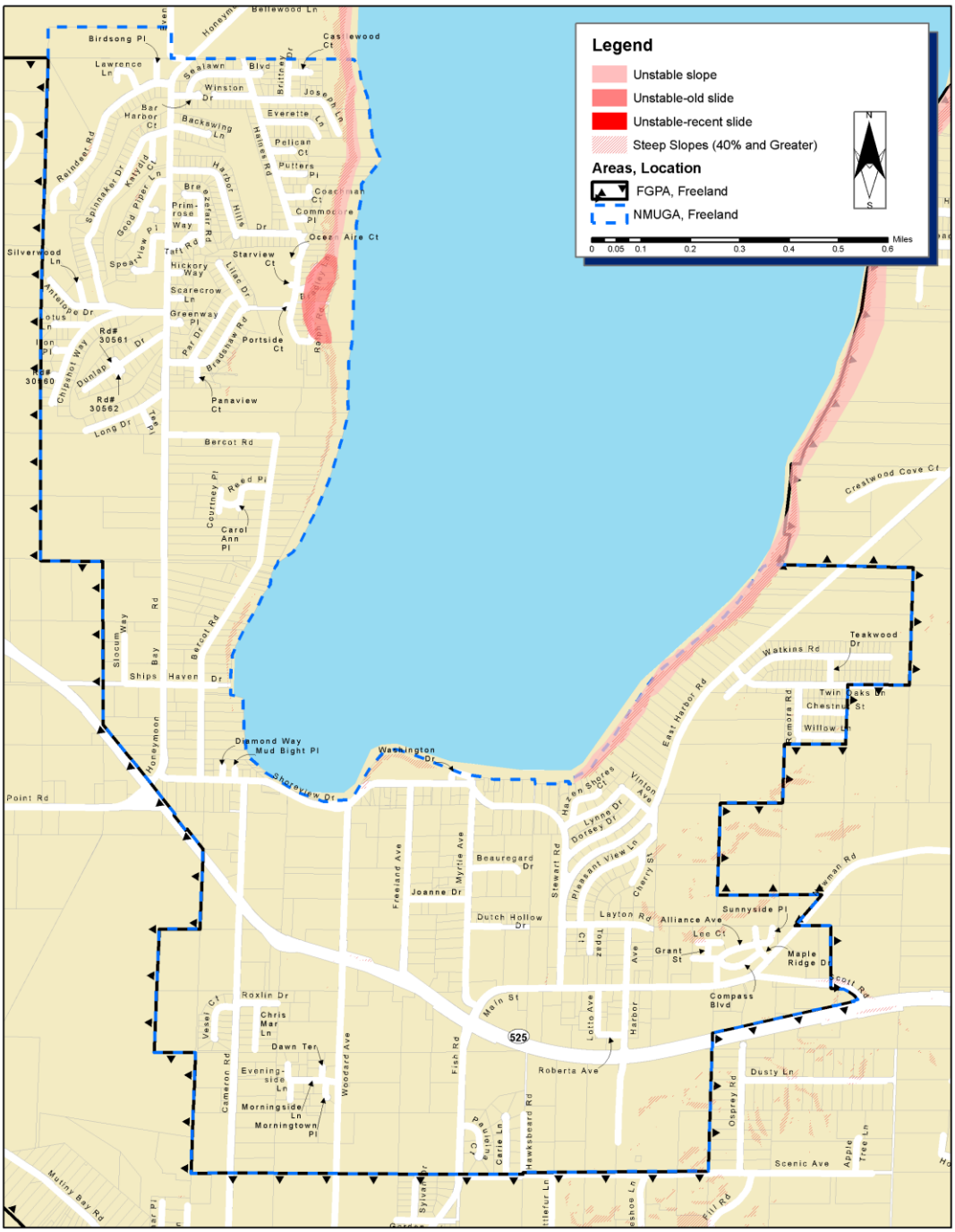
Map 2.4 FEMA Flood Zones



Geologically Hazardous Areas (Steep Slopes)

Steep slopes exist within Freeland, mainly along the western and eastern shores of Holmes Harbor (Refer to Map 2.5 below). Requirements established in Island County Code, Chapters 11.02, 17.02, and 17.05, regulate development that occurs within Geologically Hazardous areas.

Map 2.5 Geologically Hazardous Areas



Shorelines

Island County's Shoreline Master Program (SMP) is a policy plan and regulatory program designed to protect public resources and guide future development that occurs along the shorelines and waterways of statewide significance. The SMP applies to development within 200 feet of lakes, streams, coastal areas, and associated wetlands of statewide significance. Shoreline review is based on the regional goals and jurisdiction of the Island County SMP. The SMP accomplishes this by giving one of six designations to all lands that are regulated by the Shoreline Management Act. The shoreline designations consist of: Aquatic, Conservancy, Natural, Rural, Shoreline Residential, and Urban (see Map 2.6).

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

- Urban Environment: Generally an area of intensive development including but not limited to urban density residential, commercial, and industrial uses.

  Extent within the NMUGA: The shoreline in front of Nichols Brothers Boat Builders, Inc.

- Conservancy Environment: Permits varying densities of human activity while retaining the aesthetic, cultural, ecological, historic, and recreational resources.

  Extent within the NMUGA: The shoreline near Freeland Hall, Freeland Park, and most of the southern extent of Holmes Harbor.

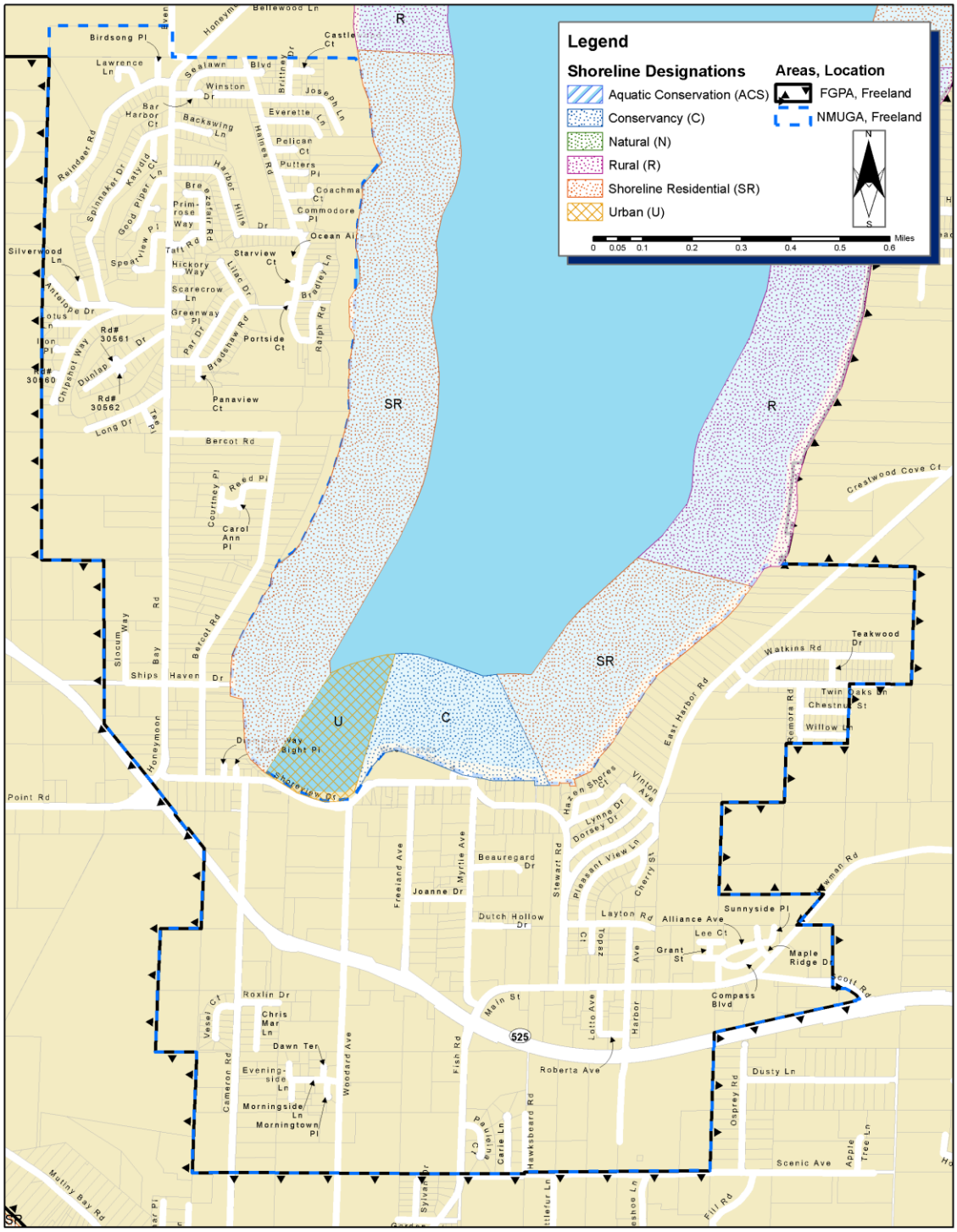
- Shoreline Residential Environment: An area that has been modified from its original natural state by residential unit construction. These areas have more development – or more development potential – than the Rural shoreline environment.

  Extent within the NMUGA: Both the east and west facing shorelines along Holmes Harbor within the proposed NMUGA designation.

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

Pursuant to the timeline established by the Shoreline Management Act, Island County is updating its SMP and is scheduled to complete the update by the end of 2012. The updated SMP will be routed to the state for review and will be ready for implementation in June of 2013.

Map 2.6 Shoreline Designations



Critical Drainage Areas

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

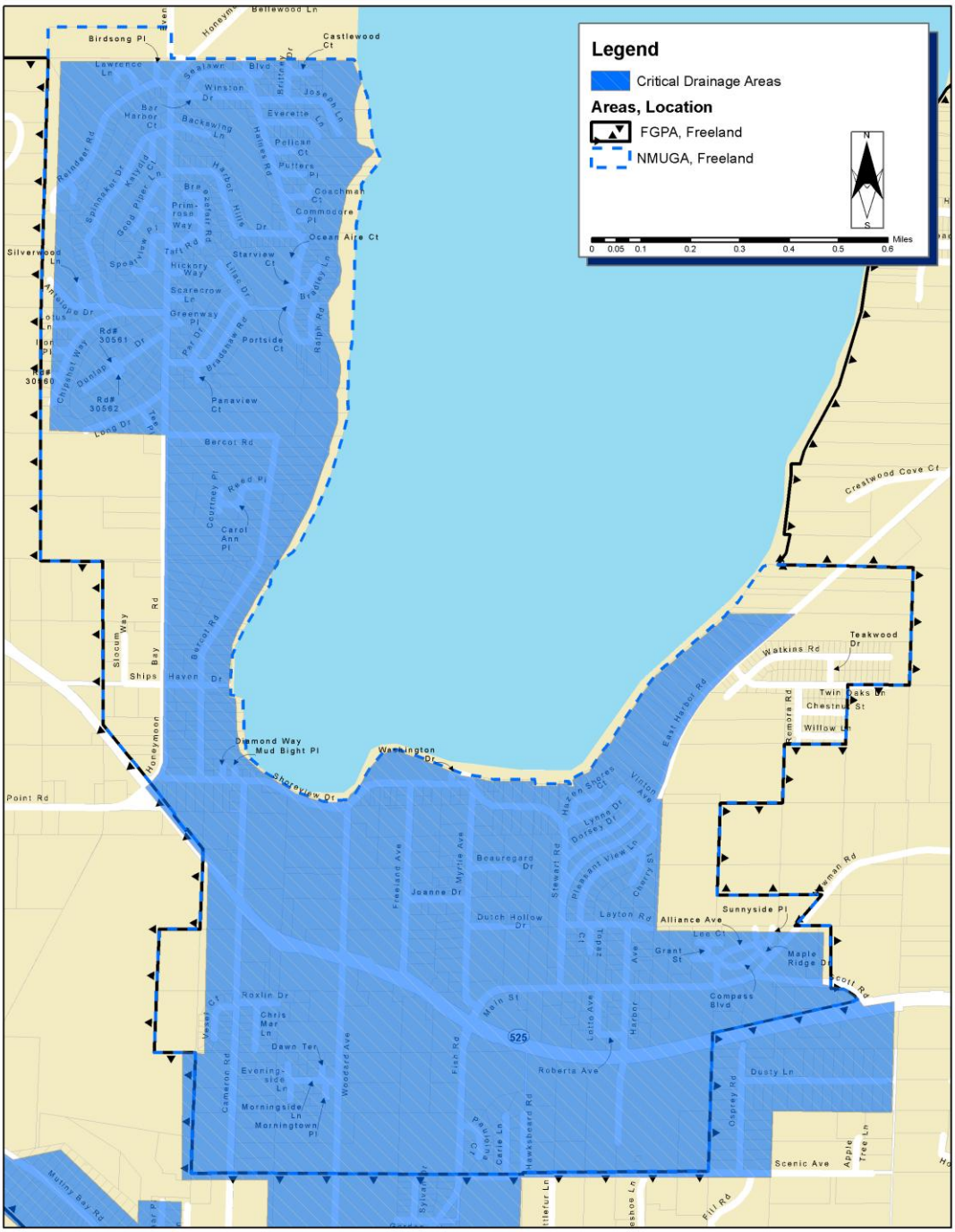
- Areas which are sensitive to the effects of construction or development. These areas are identifiable because the cumulative impacts of development and urbanization have resulted in, or will result in severe flooding, drainage, or erosion and sedimentation conditions.
- Areas that drain to a body of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

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

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

- Redevelopments that are considered major developments might need to apply Chapter 11.03 requirements to the entire site and to adjoining parcels that are part of the project (rather than applying requirements only to the portion of the site being redeveloped).

Map 2.7 **Critical Drainage Areas**



Archaeologically Significant Areas

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

NATURAL LANDS PLAN

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

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

NATURAL LANDS GOALS, PRINCIPLES, & POLICIES

Goal 1: Critical areas and the natural environment should be maintained, protected and enhanced for the enjoyment of present and future generations.

Principle 1 That development in and near sensitive ecosystems is carefully managed and limited.

Principle 2 That public education efforts regarding the function and value of sensitive areas should be encouraged.

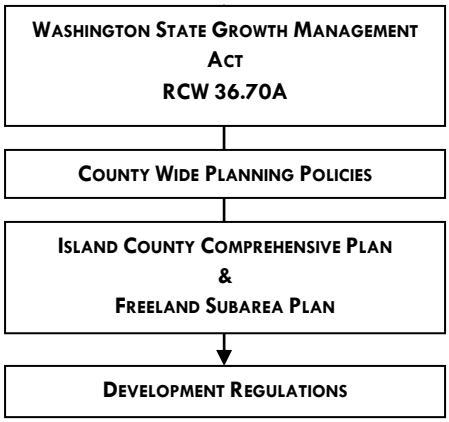
Principle 3 That habitat corridors should be protected and preserved within the Freeland NMUGA and FGPA.

3. OPEN AND CIVIC SPACE

INTRODUCTION

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

PLANNING FRAMEWORK



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

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

GROWTH MANAGEMENT ACT

In 2002, the State legislature made parks and recreation a mandatory element of comprehensive planning. GMA goals (found in RCW 36.70A.020) for Open Space and recreation include:

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

GMA requirements under RCW 36.70A.160:

> *Each county and city that is required or chooses to prepare a comprehensive land use plan under RCW 36.70A.040 shall identify open space corridors within and between urban growth areas. They shall include lands useful for*

recreation, wildlife habitat, trails, and connection of critical areas as defined in RCW 36.70A.030. Identification of a corridor under this section by a county or city shall not restrict the use or management of lands within the corridor for agricultural or forest purposes. Restrictions on the use or management of such lands for agricultural or forest purposes imposed after identification solely to maintain or enhance the value of such lands as a corridor may occur only if the county or city acquires sufficient interest to prevent development of the lands or to control the resource development of the lands. The requirement for acquisition of sufficient interest does not include those corridors regulated by the interstate commerce commission, under provisions of 16 U.S.C. Sec. 1247(d), 16 U.S.C. Sec. 1248, or 43 U.S.C. Sec. 912. Nothing in this section shall be interpreted to alter the authority of the state, or a county or city, to regulate land use activities.

The city or county may acquire by donation or purchase the fee simple or lesser interests in these open space corridors using funds authorized by RCW 84.34.230 or other sources.

GMA requirements under RCW 36.70A.165:

The legislature recognizes that the preservation of urban greenbelts is an integral part of comprehensive growth management in Washington. The legislature further recognizes that certain greenbelts are subject to adverse possession action which, if carried out, threaten the comprehensive nature of this chapter. Therefore, a party shall not acquire by adverse possession property that is designated as a plat greenbelt or open space area or that is dedicated as open space to a public agency or to a bona fide homeowner's association.

COUNTY WIDE PLANNING POLICIES

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

Item 1 Each jurisdiction intends to include a park, recreation and open space element in its GMA Comprehensive Plan. These elements shall be coordinated and, where appropriate, the County and each of the cities should adopt level of service standards and definitions. Capital facility plans for funding and acquisition of new parks and recreation facilities should also be coordinated between the county and each of the cities to ensure efficient and effective use of public funds.

Item 2 *Establish a county-wide system of non-motorized trails. Trails would be established on a region wide basis.*

Item 3 *Identify, establish and protect open space corridors and greenbelts within and between urban growth areas through (a) public acquisition of fee or lesser interests in these corridors by purchase donations, incentives such as density bonuses; and (b) by use of the open space tax program.*

Item 4 *Develop and adopt a County-wide plan for the preservation and acquisition of lands for open space, recreation, and natural resources (Natural Lands Plan) that can serve as an "implementation umbrella" for municipal plans with open space components. The Plan should prioritize voluntary acquisition of sites based upon their conservation, open space, or recreation value. The Plan should coordinate implementation programs to acquire and protect these identified sites. The plan should implement County Comprehensive Plan policies regarding protection of the rural character and livability of Island County by protecting open space corridors, areas that are important to separate and define urban growth areas, and areas of more intensive rural development.*

Item 5 *To preserve open space and create recreational opportunities by innovative incentives and/or regulatory techniques such as, but not limited to, purchase of developments rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.*

Item 6 *The use of open space taxation laws shall be evaluated as a useful method of land use control and resource preservation.*

Item 7 *Maintaining recreation and open space corridors shall be coordinated with land use elements.*

Item 8 *A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.*

Item 9 *School districts, local public agencies, State and Federal governments, recreation districts, the Federal government, and private entities should work together to develop joint inter-agency agreements to provide facilities that not only meet the demands of the education for youth, but also provide for public recreation opportunities that reduce the unnecessary duplication of facilities within Island County.*

ISLAND COUNTY COMPREHENSIVE PLAN

The ICCP speaks at length about parks and recreation planning. In doing so, the Parks and Recreation Element establishes the follow goals:

Goal 1 Planning. To develop, implement and maintain a comprehensive parks and open space program. Such a program will be based upon local standards which are suited to meet the long-range needs of county residents. Elements which shall be considered in such planning efforts include existing natural land features, population growth and distribution, facility types, needs of identified user groups, accessibility and travel time, and staffing and capital facility needs.

Goal 2 Maintaining rural character. To maintain rural open space patterns within Island County.

Goal 3 Environmental stewardship. To ensure that the environmental quality of the county's open spaces is maintained.

Goal 4 Shoreline access. To increase public access to the county's shoreline areas. This goal will require adherence to the goals and policies set forth in the county's Shoreline Master Program. In addition, it will require the identification of sites that have the potential to be added to the county's inventory of points of shoreline access. Finally, strategies which add to public access opportunities without requiring the purchase of land should be explored.

Goal 5 Open space corridors and greenbelts. To establish and maintain natural and man-made open space corridors that have convenient access to residential areas, especially within the county's cities and Urban Growth Areas.

Goal 6 Coordination. To continue to work in cooperation with state and federal agencies, local governments and special purpose districts, and other organizations who have an interest in achieving the goals set forth in this plan. A special effort in this area will include working with school districts to develop 'multiple use' concepts which can optimize the public use of appropriate school properties for recreational purposes.

Goal 7 Programming. To implement a program of outdoor recreation pursuits that features activities of interest to users in all age groups. A comprehensive programming effort will include cooperation and

coordination of those other agencies, organizations and groups identified in Goal 6.

Goal 8 Public involvement. To continue a program of active public involvement in the establishment and implementation of policies and programs that promote the goals of this plan.

RELATION TO OTHER FSP ELEMENTS

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

- Land Use
- Natural Lands
- Capital Facilities

EXISTING CONDITIONS

Open Space

Open Space is a broad term that includes all types of Open Space such as Critical Areas, Civic Spaces, water-ways, forest lands and farms. More specifically, Open Space is land, or portions of land, that are intended to remain largely undeveloped. Open space is often privately owned and not available for public use except for Civic Spaces, which are usually (but not always) publicly owned. Freeland's Open Spaces consist mostly of Critical Areas and Civic Spaces.

Civic Space

Local

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

Regional

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

1. Greenbank Farm
2. Lagoon Point
3. South Whidbey State Park

4. Mutiny Bay Park
5. Double Bluff Park
6. Saratoga Woods
7. Putney Woods
8. Goss Lake
9. Lone Lake
10. Marguerite Brons Memorial Park
11. Dave Mackie Park
12. Deer Lake
13. Dan Porter Park
14. Possession Point State Park
15. South Whidbey Community Park
16. Trust Land Trails

CIVIC AND OPEN SPACE PLAN

Civic Spaces

The need for additional Civic Space will become more apparent as Freeland continues to grow. The community has identified several Civic Space types and their associated facilities that they would like to have. Some of their suggestions include: a town square, trails, and recreational sports fields. More Civic Space types are identified and defined below (Figure 3.1).

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

Associated Facilities

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

Figure 3.1 Civic Space Types & Descriptions			
Civic Space Type	Description	Optional Facilities	Appropriate Land Use Designations
Square	A civic space available for unstructured recreation and civic purposes. It is spatially defined by building frontages. Its landscape consists of paths, lawns, and trees, formally disposed.	✓ Benches ✓ Water Features ✓ Drinking Fountains ✓ Picnic Tables ✓ Public Art	Business Village Business General
Plaza	A civic space available for civic purposes and commercial activities. It is spatially defined by building frontages. Its landscape should consist primarily of pavers with formally disposed pockets of landscaping.	✓ Drinking Fountains ✓ Benches ✓ Public Art ✓ Amphitheater	Business Village Business General
Park	An area available for unstructured recreation. A park may be independent of surrounding building frontages. Its landscaping should be naturally disposed.	✓ Playground equipment ✓ Boat Launch ✓ Dock/Pier ✓ Restrooms ✓ Picnic Tables ✓ Benches ✓ Fire Pits ✓ BBQ grills ✓ Open Shelters	Medium Density Residential Low Density Residential
Green	A civic space available for unstructured recreation and suitable for quiet enjoyment. Landscaping is formally disposed.	✓ Benches	Business Village Business General Medium Density Residential
Play Field	A civic space available for structured recreation. They are independent of surrounding building frontages although they may be associated with educational facilities. Landscaping is formal.	✓ Any facility needed to support various sports ✓ Restrooms ✓ Concession Stand	Medium Density Residential Low Density Residential

Open Space
The need for Open Space preservation in Freeland will also become more critical as development occurs. The Growth Management Act requires jurisdictions planning under the GMA to identify Open Space corridors within and between UGAs (see RCW 36.70A.160). Map 3.2 identifies open space.

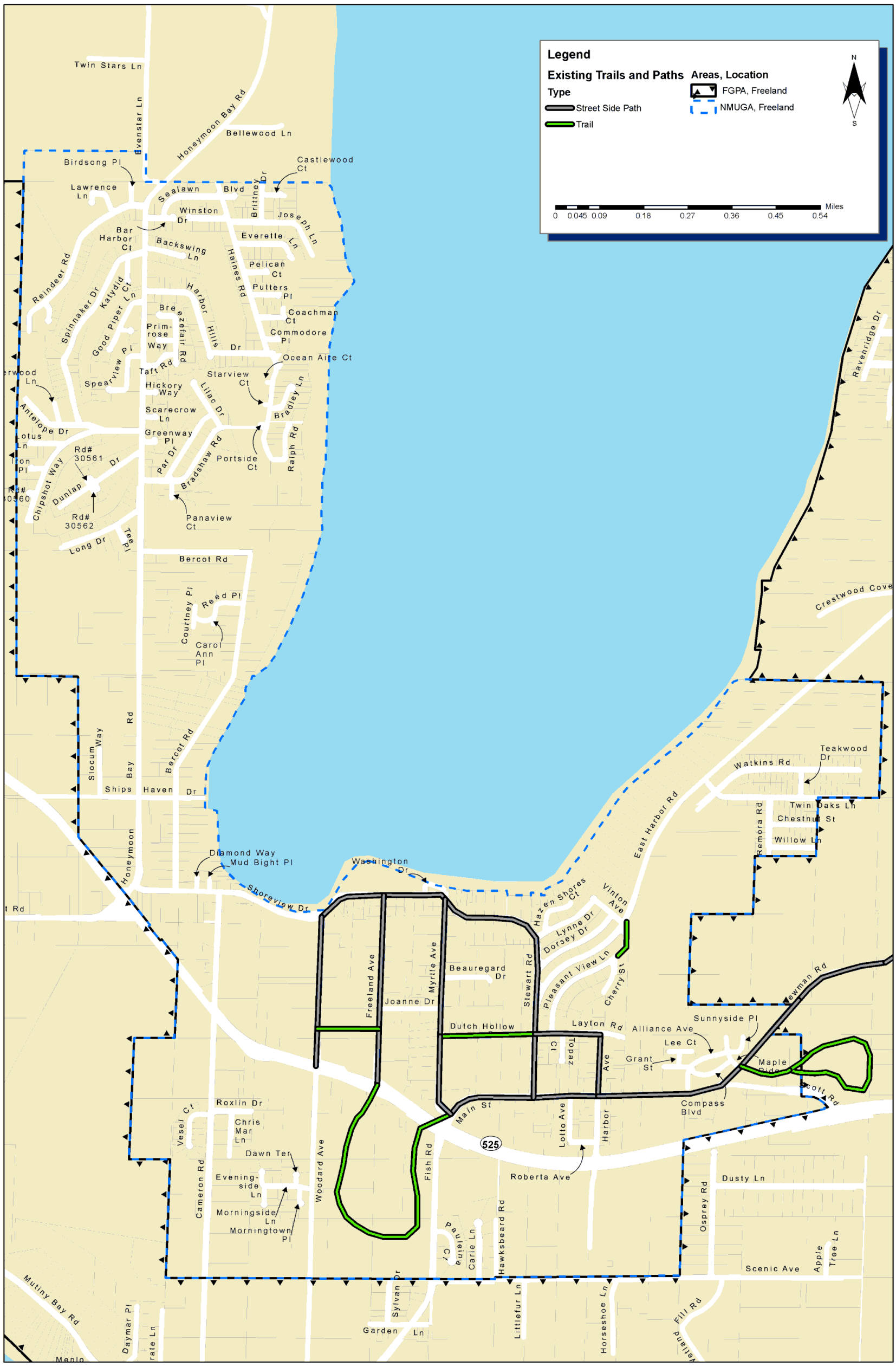
Associated Facilities
Since Open Space is intended to preserve sensitive lands, facilities should be limited to serving passive recreational pursuits such as meditation and relaxation, bird-watching, and educational opportunities. Residents have suggested creating a boardwalk through the marsh known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

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

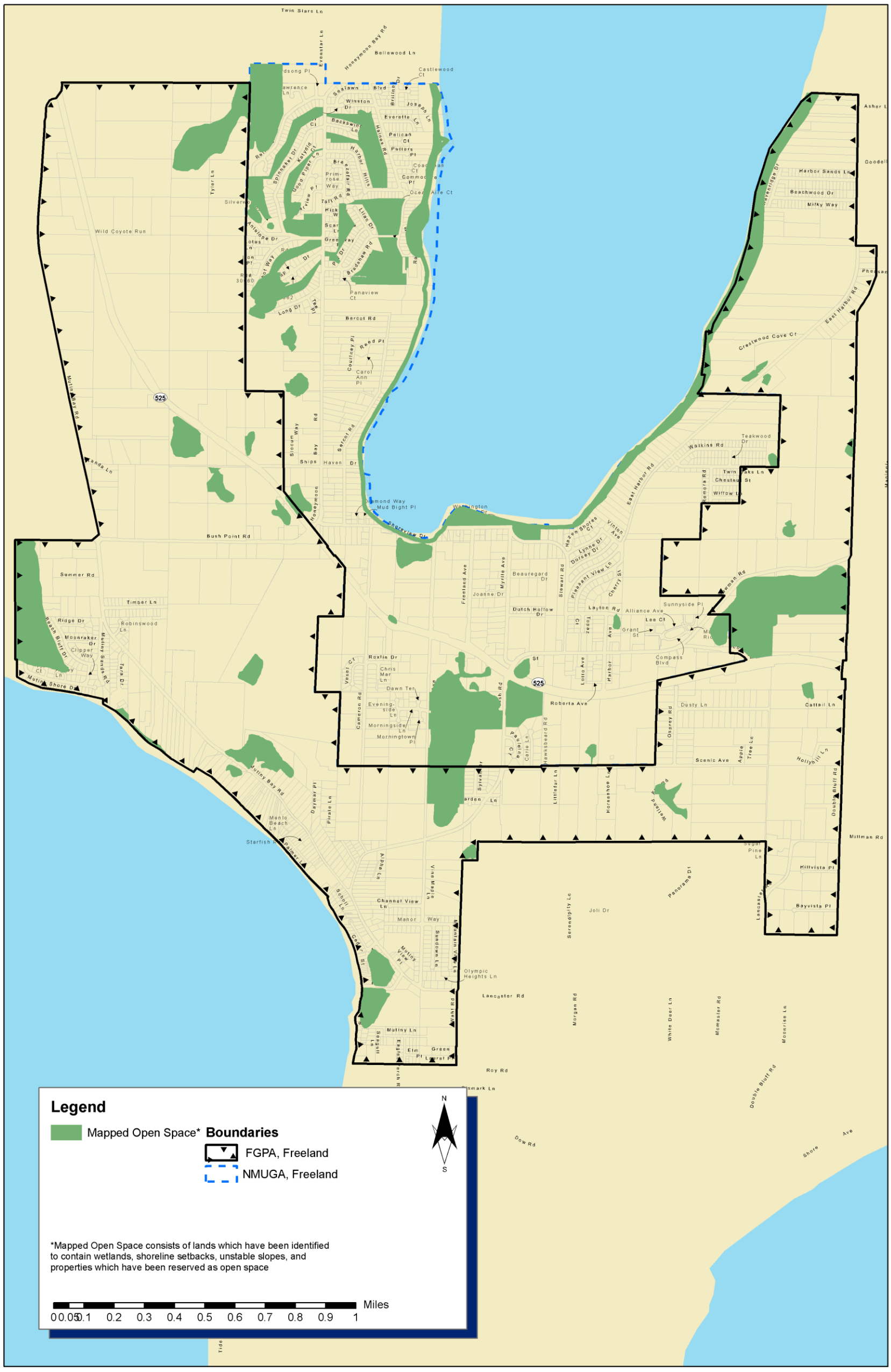
Projected Park & Recreation Demands
The Capital Facilities Element establishes a Level of Service (LOS) of 3.5 acres/1000 population. This LOS corresponds to roughly 14 acres of park by 2020, given the existing population projections. This implies nearly a doubling of the current park facilities to accommodate demand. As described in the Capital Facilities Element, this demand can be reduced by the County's capacity to provide recreation opportunities.

Evaluation of Facilities & Service Needs
Little public land currently exists within the Freeland NMUGA. As Freeland continues to grow, efforts should focus on expanding Freeland Park boundaries and the services available.

Map 3.1 ExistingTrails and Paths



Map 3.2 Mapped Open Space



OPEN AND CIVIC SPACE GOALS, PRINCIPLES, & POLICIES

Open Space

Goal 1: Encourage the creation of additional Open Space within and without the Freeland NMUGA.

Principle 1 That adequate Open Space should exist to promote the health and welfare of citizens.

Policy 1 Development regulations should encourage, through incentives, the creation of Open Space both in public and private ownership.

Goal 2: Provide for passive recreational opportunities where appropriate.

Principle 1 That the public should have adequate access to Open Space lands for passive enjoyment and educational purposes.

Civic Space

Goal 1: Diversify Freeland's existing Civic Space Types.

Principle 1 That a range of Civic Space types should be distributed throughout the community.

Policy 1 *Civic Space types should be defined and assigned to appropriate zones.*
Policy 2 *Trails or pathways should link Civic Spaces within Freeland as well as connect Freeland to regional Civic Spaces.*

Principle 2 That Civic Spaces should be centrally located, highly visible, and easily accessible (see Land Use).

Policy 1 *Where appropriate, building frontages should be oriented toward, as well as spatially define, Civic Spaces.*

Principle 3 That potential Open and Civic Spaces should be identified.

Goal 2: Maintain and enhance existing Civic Spaces and their facilities.

Principle 1 That Civic Spaces as a whole should provide residents with a variety of facilities to ensure local needs are met (see Capital Facilities).

Principle 2 That Civic Spaces should engender community pride.

Goal 3: Ensure concurrency exists between new development and Civic Space.

Principle 1 That the amount of available Civic Space should increase with growth.

Policy 1 The County should consider charging mitigation fees to applicants that will in turn be used to purchase future lands for Civic Space within Freeland.

Coordination

Goal 1: Encourage public involvement

Principle 1 That the public should be actively involved in Civic Space creation and maintenance.

Principle 2 That significant decisions should be made visible and communicated to the public.

Goal 2: Promote intergovernmental coordination

Principle 1 That all public agencies and jurisdictions should coordinate planning and maintenance efforts of Civic Spaces.

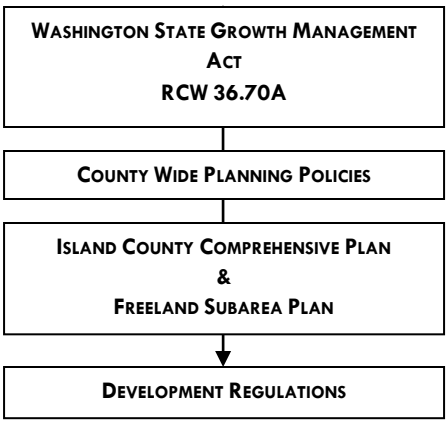
4. CAPITAL FACILITIES

INTRODUCTION

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

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

PLANNING FRAMEWORK



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

GROWTH MANAGEMENT ACT

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

1. *An inventory of existing capital facilities owned by public entities, also referred to as "public facilities," showing the locations and capacities of the capital facilities;*

2. *A forecast of the future needs for such capital facilities based on the land use element;*

3. *The proposed locations and capacities of expanded or new capital facilities;*

4. *At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and*

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

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

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

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

> *…that adequate public facilities are available when the impacts of development occur, except that in the case of transit routes and county/city/town arterial roads and their intersections, concurrent with development shall mean:*
>
> a. *That the capacity of an affected transit route/arterial or arterial intersection(s) is sufficient to accommodate the projected transportation impacts of a proposed development; or*
>
> b. *That improvements, strategies, or other mitigation measures which will achieve or maintain an operating level at or above the level of service standard established for the affected transit route/arterial or arterial intersection(s):*
>
> (1) *Are in place, planned, reasonably funded, and scheduled for completion no later six years after development approval as reflected in most recent version of the adopted Transportation Improvement Program (TIP); or*

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

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

ISLAND COUNTY COMPREHENSIVE PLAN

The objectives of the Island County Capital Facilities Element are listed below. The Freeland Capital Facilities Element builds on the objectives, principles, and standards of the Island County Capital Facilities Element. Accordingly, the Island County Capital Facilities Element should be referenced when reviewing the standards contained within this element of the FSP.

> *Objective #1: Define types of public facilities, establish standards for levels of service for each type of public facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing public facilities.*
>
> *Objective #2: Provide needed public facilities that are within the ability of the County to fund the facilities, or within the County's authority to require others to provide the facilities.*
>
> *Objective #3: Provide adequate public facilities by constructing needed capital improvements which (1) repair or replace obsolete or worn out facilities, (2) eliminate existing deficiencies, and (3) meet the needs of future development and redevelopment caused by previously issued and new development permits. The County's ability to provide needed improvements will be demonstrated by maintaining a financially feasible schedule of capital improvements in this Capital Facilities Plan.*
>
> *Objective #4: Implement the Capital Facilities Plan in a manner that coordinates and is consistent with the plans and policies of other elements of the Island County Comprehensive Plan, County-Wide Planning Policies, and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Plan will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.*

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

COUNTY WIDE PLANNING POLICIES

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

Policy #1: Policies to implement RCW 36.70A.110 i.e. Urban Growth Areas

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

a) Streets, bridges and sidewalks built to municipal standards,

b) Water storage, transmission and treatment facilities,

c) Sanitary sewer collection and treatment facilities, and

d) Storm sewer collection and treatment facilities.

Two exceptions are contemplated:

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

The siting of essential public facilities.

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

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

Siting requirements will be important factors in determining whether essential public facilities will be located in urban, growth or in rural areas. Siting

requirements for County facilities within UGAs will be jointly and cooperatively established with the municipalities;

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

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

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

Policy #3: Policies for joint county/municipal planning

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

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

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

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

RELATION TO OTHER FSP ELEMENTS

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

- Utilities
- Transportation
- Open and Civic Space

Other Related Plans

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

1. Island County Capital Facilities Plan 2009-2014
2. Island County Annual Construction Program 2009
3. Island County Solid Waste and Moderate-Risk Waste Management Plan 2008
4. Island County Transportation Improvement Plan 2011-2016
5. Island County Comprehensive Plan: Parks, Recreation, and Open Space Element, 2010
6. Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan, February 2005
7. Island County Comprehensive Plan: Capital Facilities Element, 1998
8. Freeland Sub Area Plan, November 2007
9. Draft Freeland Comprehensive Drainage Plan, May 2005

EXISTING CONDITIONS

Levels of Service - Island County Comprehensive Plan

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

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

The County has established LOS standards for capital facilities, which are found in the Capital Facilities Element of the Island County Comprehensive Plan (ICCP). For the purpose

of the FSP these standards will apply as well. Figure 4.1 displays the LOS standards used to determine the adequacy of existing capital facilities and to determine the need for new capital facilities.

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

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

Figure 4.1 Island County Comprehensive Plan adopted Level of Service Standards

FACILITY	LOS
Water	Proof of water availability
Solid Waste	5.8 pounds per capita per day
Septage	80 gallons per year per residential equivalent
Stormwater	Conveyance – 25-year storm Retention – 25-year storm Surface Water Habitat – Restore in-stream flows, reduce peaks, maintain clear fish passage. Requires 100-year design for conveyance Surface Water Quality – Federal/state water quality standards for receiving waters
School District Facilities	Five usable acres and one additional usable acre per 100 students and for any school housing students above grade six, an additional usable five acres, as specified in WAC 180-26-020
Police	.12 sq. ft. per person in the unincorporated area of the County
Fire	Fire Protection Class # 8* *Washington State Surveying and Rating Bureau
Community Parks	3.5 acres per 1,000 population in the unincorporated area
Trails	.5 miles per 1,000 population in the unincorporated area

COUNTY PROVIDED CAPITAL FACILITIES & SERVICES

County Parks

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

System Description

Freeland Park serves Freeland and the surrounding community. This seven acre community park is on the south shore of Holmes Harbor, and includes picnic tables, a boat ramp, a playground, and Freeland Hall—a historic structure built in 1915. Other County managed facilities nearby (but outside the Freeland NMUGA) include Double Bluff Beach Access, Mutiny Bay, Lagoon Point, Baby Island Heights, Island County Fairgrounds, Hunt Property, Lone Lake Fishing Area, and the Goss Lake Fishing Area.

Level of Service & Capacity

The LOS for parks is established in the Capital Facilities Element of the Island County Comprehensive Plan (ICCP) as 3.5 acres per 1,000 unincorporated population. This number has been incorporated for use within the Freeland NMUGA. When counting only developed and hybrid parks, the current County-wide acre/1000 population is 6.05. When natural resources areas are also taken into consideration that number jumps to 61.67 acres per 1000 unincorporated population.

Deficiencies & Proposed Improvements

Little public land currently exists within the Freeland NMUGA. As Freeland continues to grow, efforts should be made to expand Freeland Park boundaries and the services available.

Solid Waste

System Description

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

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

Level of Service & Capacity

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

Deficiencies & Proposed Improvements

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

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

Stormwater & Drainage

System Description

There are four main watersheds or "basins" within the Freeland area; three of which cover the majority of the Freeland NMUGA. These basins include the West, Central, and East Basins (see Figure 4.1).

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

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

The West, Central, and East Basins cover 1,397 acres. The West Basin (475 acres) includes 18 sub-basins and extends from the south boundary of the Holmes Harbor Golf and Community Club to Woodard Road on the east. Zoning in this basin is comprised

mostly of low and moderate residential density except along S.R 525, where land is zoned business general and mixed use. The basin is drained by two major outfalls, a 24-inch outfall at Ships Haven and a 24-inch outfall vault near the intersection of Cameron and Shoreview Avenue.

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

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

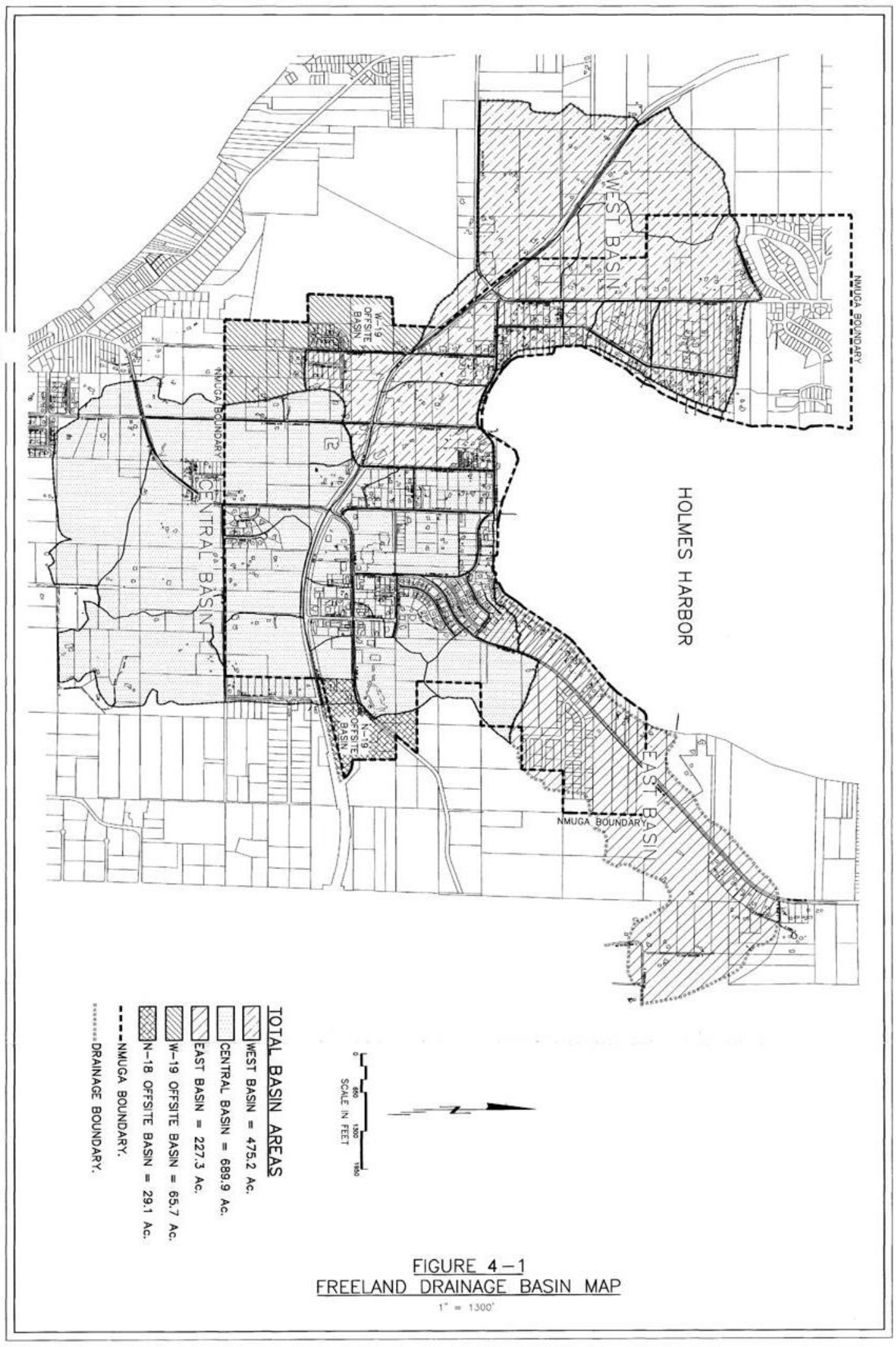


FIGURE 4-1
FREELAND DRAINAGE BASIN MAP
1" = 1300'

Level of Service & Capacity Analysis

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

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

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

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

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

Deficiencies & Proposed Improvements

The Freeland Comprehensive Drainage Plan detailed thirteen problem areas when forecasting for full UGA build out. Figure 4.2 shows the plans' solution to each.

Figure 4.2 SURFACE WATER DRAINAGE IMPROVEMENTS
Six-Year and Twenty-Year Planning Windows

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

Law Enforcement

System Description

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

Figure 4.3 provides as of 2010, the Island County Sheriff's Office has 59 employees (33 of which are commissioned), as follows:

Figure 4.3 Island County Sheriff's Office

POSITION	NUMBER
Sheriff	1
Undersheriff	1
Chief Civil Deputy	1
Chief Jail Administrator	1
Sergeants	4
Lieutenants	3
Road Deputies	19
Detectives	5
Correction Officers (of which 2 are Lieutenants)	19
Office Staff	5

Level of Service & Capacity

The LOS measure for law enforcement is traditionally measured as the ratio of officers to the population served. The ICCP instead measures this LOS as a ratio between facility square-footage and population served. Using the traditional LOS measurement, the County has a ratio of 0.61 commissioned deputies per 1,000 people—one of the lowest ratios in the state.

The Capital Facilities Element of the Island County Comprehensive Plan states the LOS requirement for law enforcement is 0.12 square-feet of law-enforcement facility space per capita (in unincorporated Island County). The current Capital Facility Inventory is shown Figure 4. 4, indicates the present LOS ratio is 0.15 square-feet of law-enforcement facility space per capita.

Figure 4.4 LAW ENFORCEMENT CAPITAL FACILITIES INVENTORY

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

Deficiencies & Proposed Improvements

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

OTHER CAPITAL FACILITIES & SERVICES

Fire Protection

System Description

Fire District No. 3, established in 1950 and staffed mostly by volunteers, serves all of South Whidbey Island. The district has stations in Freeland, Bayview, Saratoga, Langley, Clinton, and Maxwelton. The district's volunteer fire and rescue team is made up of 103 individuals. Paid staff consists of a Fire Chief, an Assistant Chief, 2 Deputy Chiefs, a Division Chief, 2 Administrative Assistants, and two part-time Maintenance Technicians.

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

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

The Freeland station (#31), is located at 5535 Cameron Road. The station was built in 2002 and is approximately 7,000 sq. ft. Funding for this facility was provided by District

Capital Improvement Funds. The station houses 1 engine, 1 tender, 1 quick attack, and 1 rehab unit.

Deficiencies & Proposed Improvements

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

The spatial distribution of fire hydrants—in addition to volume and pressure levels—must be sufficient to provide needed coverage. This can be met through the adaption and enforcement of development standards that are tailored to future growth that is expected in Freeland. Future capital expenditure includes facilities and other various equipment as detailed in Figure 4.5:

Figure 4.5 FIRE DISTRICT NO.3 2010-2020 CAPITAL IMPROVEMENT PLAN

PROJECT DATE	DESCRIPTION	COST	SOURCE OF FUNDS
12/2011	Replace fire/rescue boat	$300,000	Port of South Whidbey Grant / District Capital Improvement Savings
4/2012	Replace aerial apparatus	$700,000	District Capital Improvement Savings
7/2013	Replace command vehicle	$55,000	District Capital Improvement Savings
7/2014	Construct Bayview Fire Station	$5,000,000	FEMA Grant Application / District Capital Improvement Savings / Levy Lid lift or Bond
7/2017	Replace engine	$450,000	District Capital Improvement Savings
TOTAL COST			

Water Systems

System Description

The Freeland Water and Sewer District (FWSD) serves the greater Freeland community, although some single-family homes have private wells. The FWSD operates two water

systems that operate independently: the Harbor Hills Water System (which serves a golf-course community), and the FWSD. These systems are capable of serving 629 and 723 equivalent residential units (ERUs), respectively.

Water Supply

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

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

Treatment and Storage

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

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

Transmission and Distribution

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

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

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

Level of Service & Capacity Analysis

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

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

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

Deficiencies & Proposed Improvements

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

Future system improvements to the FWSD and Harbor Hills water districts are identified in Figures 4.6 and 4.7 respectively.

Figure 4.6 FWSD FUTURE SYSTEM POTENTIAL IMPROVEMENTS PROJECTS SCHEDULE

Figure 4.6 is a copy of Table 38 from the Freeland Water District Water System Plan, January 2004

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

Figure 4.7 HARBOR HILLS FUTURE SYSTEM POTENTIAL IMPROVEMENTS PROJECTS SCHEDULE

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

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

Wastewater

System Description

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

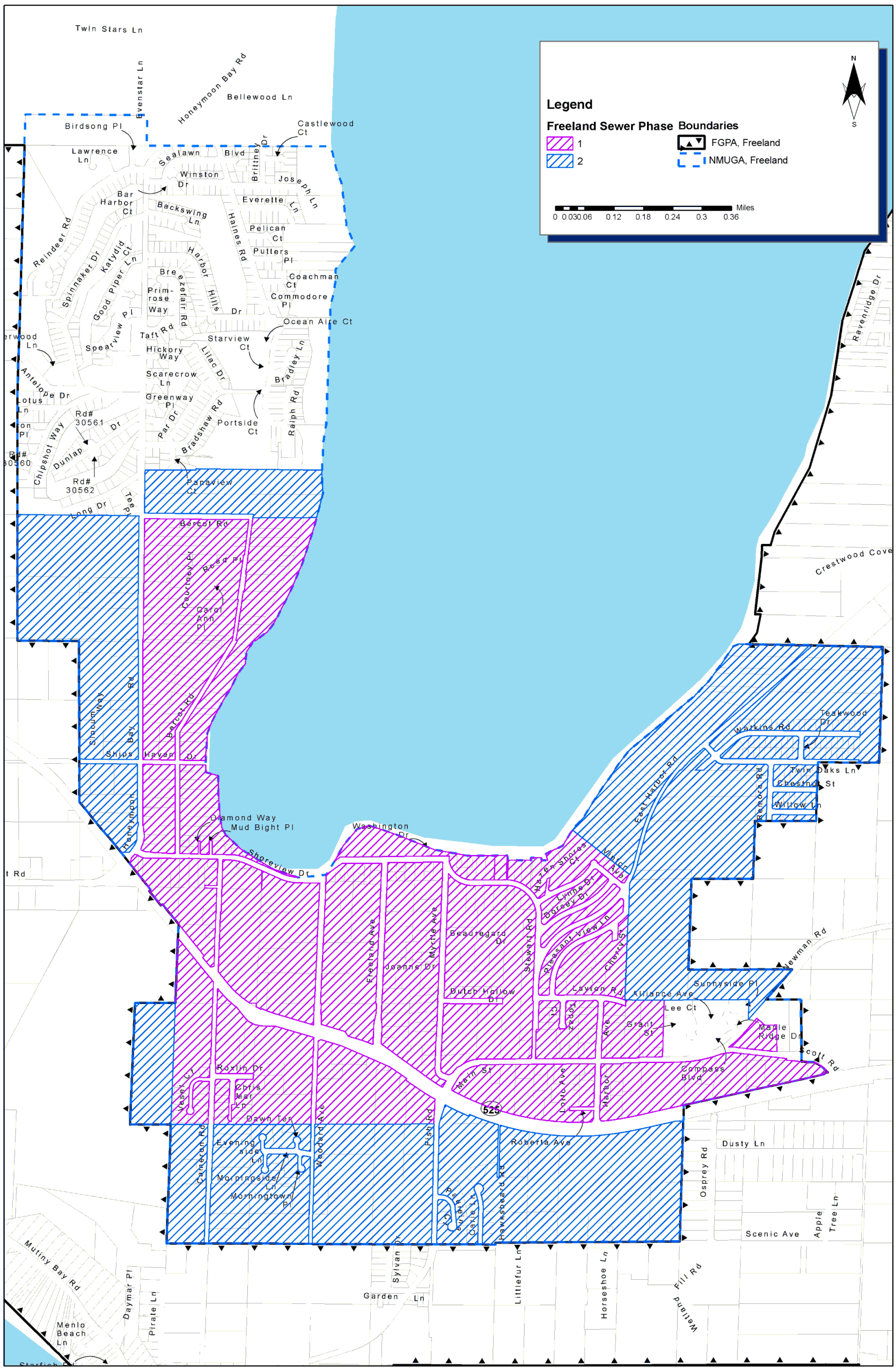
The Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan was approved in 2005 and amended in 2010. Grants are currently being pursued to finance the design, engineering, and installation of a new treatment facility to serve the entire UGA. In 2010, the County authorized the FWSD purchase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

The amended Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan breaks the project down into two phases, each representing a geographical area. Map 4.1 (see below) shows the location for each phase of sewer development plan. The Plan describes the two phases as follows:

- *Phase 1: Connect all users in the District's commercial core area, adjacent high-density residential zones, and waterfront properties along the south, east and west shores of Holmes Harbor. The Phase 1 service area encompasses 331 acres.*

- *Phase 2: Connect all users in outlying residential areas within the NMUGA south of SR-525 and waterfront properties along the east shore of Holmes Harbor.*

Map 4.1 Freeland Sewer Phases



Level of Service & Capacity Analysis

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

The flow design standards established in the Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan are summarized in Figure 4. 8.

Figure 4.8 WASTEWATER FLOW DESIGN STANDARDS

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

Figure 4.9 summarizes projected population, number of service connections (shown as equivalent residential units, or ERUs), wastewater flows, and biochemical oxygen demand (BOD) loading from 2014 through 2025. Projections were made using the flow design standards along with the adopted population projections for the Freeland NMUGA.

Figure 4.9 PROJECTED POPULATION, SEWER CONNECTIONS AND FLOWS, 2014-2025*

Year	Sewer Connections (ERUs)	Sewered Population	Flow (million gallons/day)		BOD Load (pounds/day)	
			Maximum Month	Annual Average	Maximum Month	Annual Average
2014	610	1,427	.18	.13	323	161
2015	664	1,555	.19	.14	352	176
2016	723	1,693	.21	.15	384	191
2017	787	1,844	.23	.16	418	209
2018	857	2,008	.24	.17	455	227
2019	934	2,187	.26	.19	495	247
2020	1,017	2,382	.28	.2	540	269
2021	1,107	2,594	.30	.22	588	293
2022	1,206	2,825	.33	.23	640	320
2023	1,313	3,077	.35	.25	697	348
2024	1,430	3,351	.38	.27	758	379
2025	1,557	3,643	.41	.29	826	413

*Table from the *Freeland Water and Sewer District, Preliminary Engineering Report for New Sewage Collection and Treatment System, July 2010*

Deficiencies & Proposed Improvements

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

During a routine shoreline sanitary survey in 2006, the Washington State Department of Ecology discovered dangerously high levels of fecal coliform bacteria at the south end of Holmes Harbor. Consequently, shellfish harvesting was closed and the County created the South Holmes Harbor Shellfish Protection Program. The program's purpose is to improve the marine environment and public health by reducing and eliminating non-point and point sources of pollution from around the harbor. Non-point sources of pollution responsible for the high levels of fecal coliform have been difficult to identify but likely include pet and livestock feces as well as failing septic systems. The installation of a sewer system and treatment facility in Freeland should help diminish non-point source pollution and help make the Harbor safe again for shellfish harvesting and swimming.

Schools

System Description

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

The SWSD facilities easily meet the current demand mainly because enrollment has been declining over the past decade. Consequently, the district is trying to consolidate services to achieve greater operational efficiency. Figure 4.10 shows student enrolment has decreased over the past decade from 2,263 (1999) to 1,756 (2008).

Figure 4.10 SOUTH WHIDBEY SCHOOL DISTRICT ENROLLMENT HISTORY

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

Level of Service & Capacity Analysis

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

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

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

Deficiencies & Proposed Improvements

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

CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures. This enables the governing body to maintain and improve public facilities and infrastructure to meet established standards. A summary of county-wide capital improvement projects is presented in Figure 4.11.

Figure 4.11 CAPITAL FACILITIES PLAN SUMMARY*

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

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

*Information taken from the 2009 through 2014 Proposed Schedule of Capital Expenditures by Funding Source

CAPITAL FACILITY GOALS, PRINCIPLES, & POLICIES

Concurrency

Goal 1: Ensure capital facilities are installed/improved concurrently with new and redevelopment.

Principle 1 That new growth should pay for itself.

Policy 1 Development regulations should ensure capital facility improvements take place at the time of development. Fee-in-lieu payments may be appropriate in some instances.

Policy 2 The County should ensure any mitigation or in-lieu fees collected in Freeland are spent in Freeland.

Principle 2 That new development should add value to the community.

Essential Public Facilities

Goal 1: Provide for the efficient and effective siting of essential public facilities.

Principle 1 That essential public facilities at the local and regional levels are identified and defined.

Principle 2 That essential and adequate public facilities should be planned for and developed to meet the changing needs of the community.

Goal 2: Provide public sewer service to Freeland.

Principle 1 That everyone within the NMUGA should have access to sewer services.

Policy 1 Existing and new development should be required to hook-up to sewer lines as they become available.

Principle 2 That sewer service is well planned to ensure coordination and predictability.

Civic Spaces

Goal 1: Ensure the Freeland community has adequate Civic Space.

Principle 1 That citizens should be provided with adequate and accessible Civic Spaces.

Policy 1 Level of Service (LOS) standards should be established to ensure adequate Civic Space (in terms of acreage to population).

Policy 2 *Civic Spaces within Freeland should be accessible by non-motorized methods of transportation (see transportation element).*

Policy 3 *Additional Civic Space should be provided concurrent with new development and/or mitigated for through payment of a fee-in-lieu.*

Goal 2: Ensure Civic Spaces have adequate facilities.

Principle 1 That Civic Spaces as a whole should provide residents with a variety of facilities to meet local needs.

Policy 1 *The County should identify what facilities are desired by the Freeland community for Civic Spaces.*

Policy 2 *Desired facilities should be assigned to appropriate Civic Space types.*

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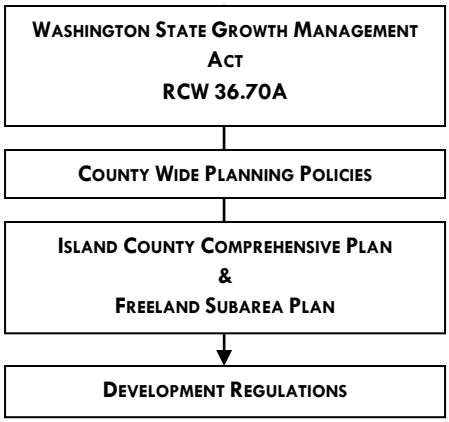
5. UTILITIES

INTRODUCTION

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

PLANNING FRAMEWORK



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

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

GROWTH MANAGEMENT ACT

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

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

1. *Joint use of transportation rights-of-way and utility corridors, where possible.*

2. *Timely and effective notification of interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.*

3. *Consideration of utility permits simultaneously with the proposals requesting service and, when possible, approval of utility permits when the project to be served is approved.*

4. *Cooperation and collaboration between the county or city and the utility provider to develop vegetation management policies and plans for utility corridors.*

COUNTY WIDE PLANNING POLICIES

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

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

ISLAND COUNTY COMPREHENSIVE PLAN

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

Policies:

1. *Utility Placement & Timing*

a. *Implement timely, predictable, and reasonable permit processes for utility service.*

b. *Review and amend existing regulations as necessary to allow maintenance, repair, installation and replacement of utilities, where consistent with the overall goals of the Comprehensive Plan.*

c. *Work with utility providers to enhance County and private Geographic Information Systems (GIS) development to help increase efficiency in permit processes.*

2. *Permitting*

a. *When reasonable and feasible, promote the co-location of new public and private utility distribution facilities. Coordinate construction timing to minimize disruptions to the public and disturbances to the environment and archaeological resources, and reduce the cost to the public of utility delivery.*

b. *Use utility corridors for joint uses, such as trails, open space, and recreation.*

c. *Provide timely and effective notification of interested utilities of road construction and of maintenance and upgrades of existing roads to facilitate coordination of public and private utility trenching activities.*

d. *Encourage efficient, cost effective and reliable utility service by ensuring that land will be made available for the location of utility lines, including location within public transportation corridors, consistent with franchise terms and conditions including the possible payment of annual fees.*

e. *Coordinate land use and facility planning to allow eventual siting and construction of distribution lines within rights-of-way which are being dedicated or within roads which are being constructed or reconstructed.*

f. *Encourage communication among the Washington Utilities and Transportation Commission (WUTC), and utilities regulated by the WUTC, regarding the requirements of the Growth Management Act, especially the requirement that service be provided concurrently with or in advance of demand.*

g. *Encourage system design practices intended to minimize the number and duration of interruptions to customer service, including underground lines where practicable.*

CONSISTENCY WITH URBAN GROWTH AREAS AND LAND USE PLANNING

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

CONSERVATION, ENVIRONMENT AND HUMAN HEALTH

1. *Facilitate and encourage conservation of resources to delay the need for additional utility facilities.*

2. *Once in place, continuing maintenance of utility facilities may disturb sensitive areas. Utility facilities should therefore be located outside such sensitive areas.*

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

a. *Promote siting of facilities with respect for natural features, sensitive areas, and water quality and quality.*

b. *Monitor research into the health effects of emissions from utility facilities.*

c. *Adopt standards as necessary to protect the public from known health hazards.*

NEW TECHNOLOGY

1. *Exercise flexibility in reviewing proposals using innovative new technologies.*

2. *Consider changes to regulations and policies as appropriate to allow new utility technologies.*

RELATION TO OTHER FSP ELEMENTS

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

- Capital Facilities
- Transportation

REGULATORY ENVIRONMENT

Washington Utilities and Transportation Commission

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

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

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

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

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

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

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

Per WAC 197-11-800(23), many utility activities are exempt from environmental review under SEPA. This includes, except on lands covered by water, the installation of communications lines (telephone, cable television); installation or construction of electric facilities with an associated voltage of 55 kV or less, including underground installation of existing lines or upgrade of existing 55 kV lines to greater voltages; the installation of natural gas distribution lines (as opposed to transmission lines); and maintenance, repair, replacement, operation, or other activity related to the above, provided such activity does not raise the level of the action above the exemption threshold.

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

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

EXISTING UTILITIES

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

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

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

UTILITIES PLAN

Electricity

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

Telecommunications

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

Location

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

UTILITY GOALS, PRINCIPLES, & POLICIES

Coordination

Goal 1: Maintain coordination with utility providers to ensure they can plan for, and provide services to, new development.

Principle 1 That open communication should exist between the County and private local utility providers to ensure coordination.

Location & Screening

Goal 1: Place utility transmission lines underground.

Principle 1 That utility transmission lines should be placed underground so as not to disrupt the public realm.

Policy 1 A plan should be developed to place existing above-ground utility lines in Freeland below ground.

Policy 2 Extended utility lines put in place to serve new development should be placed underground.

Goal 2: Ensure above ground transmission equipment is screened from view.

Principle 1 That above ground utility equipment should be screened from view so as not to disrupt the Public Realm.

Policy 1 Natural vegetation should be used where feasible to screen above-ground utility equipment.

Right-of-way Illumination

Goal 1: Ensure right-of-ways are appropriately lit.

Principle 1 That street lamps should adequately illuminate travel lanes and the Pedestrian Realm.

Principle 2 That light pollution be minimized while taking into consideration the following:

a. The need for reasonable use of outdoor lighting for safety, security, utility, way-finding, and enjoyment.
b. Minimizing glare and obtrusive light onto neighboring properties and toward the night sky.

c. Reducing energy consumption.
d. Protecting natural habitats from the damage of artificial light.

Goal 2: Ensure street lamps contribute to Freeland's unique sense of place.

Principle 1 That streetscape design should contribute to Freeland's unique Sense of Place by being unique in design.

Policy 1 Streetlamp types should be street-type specific.
Policy 2 Cobra-head street lamps should be expressly prohibited.

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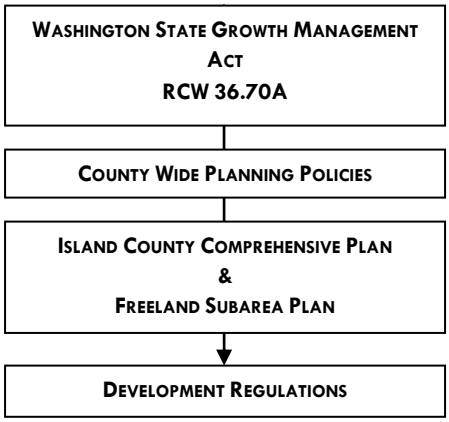
6. TRANSPORTATION

INTRODUCTION

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

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

PLANNING FRAMEWORK



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

GROWTH MANAGEMENT ACT

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

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

> *WAC 365-196-840 …that those public facilities and services necessary to support development are adequate to serve that development at the time it is available for occupancy and use, without decreasing service levels below locally established minimum standards.*

RCW36.70A.070 also addresses concurrency:

> *…concurrency requirements do not apply to transportation facilities and services of statewide significance except for counties consisting of islands whose only connection to the mainland are state highways or ferry routes of statewide significance. Concurrent with the development shall mean that improvements are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years.*

COUNTY WIDE PLANNING POLICIES

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

Item 1 *The Transportation element of the Island County Comprehensive Plan should include Urban Growth Area elements to assure consistency among planning jurisdictions. All transportation planning, including that of Federal and State Agencies as well as Port Districts, should be jointly and cooperatively developed, adopted and implemented through coordinated planning;*

Item 2 *The County and Municipalities will remain actively involved in multi-county regional transportation planning;*

Item 3 *The County and Municipalities will cooperate in the analysis of and response to any major regional industrial, retail/commercial, recreation or residential development proposals that may impact the transportation systems in Island County;*

Item 4 *The capacity of the roadway system must be planned, built and managed to meet planned land use densities in UGAs, and the development of transportation modes offering alternatives, such as transit and telecommunications, to the automobile should be encouraged.*

Item 5 *The planned transportation system should be implemented in a coordinated and cost-effective manner utilizing a fair and sufficient method of funding.*

Item 6 All jurisdictions within Island County will cooperate with each other and the State of Washington in coordinated planning for State Highway and Ferry facilities with respect to current revisions to RCW 36.70A as amended by SHB 1487. This coordination recognizes that the State Department of Transportation will be primarily responsible for establishment and maintenance of the level of service for these facilities.

RELATION TO OTHER FSP ELEMENTS

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

- Land Use
- Utilities
- Capital Facilities

OTHER RELATED PLANS

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

- Island County Comprehensive Plan: Transportation Element, 2000
- Island County Transportation Improvement Plan 2010-2015
- Island Sub-Regional Transportation Plan, 2003
- Island County Comprehensive Plan: Parks, Recreation, and Open Space Element, 2010
- Island County Non-Motorized Transportation Plan, 2009 Update
- Island County Comprehensive Plan: Capital Facilities Element, 1998
- Whidbey Scenic Isle Way Corridor Management Plan, 2004

The Regional Transportation Plan is being updated and is scheduled for adoption in the spring of 2011. The Transportation Element of the Island County Comprehensive Plan will be updated in 2012.

The Island County Non-Motorized Trails Plan was adopted in 2006 and last updated in 2009. The plan focuses on facilitating non-motorized travel alternatives such as walking,

cycling, horseback riding, and boating. The Non-Motorized Trails Plan includes two facilities in Freeland—the "bridge-to-boat" multi-use trail, and the Main Street sidewalk project.

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

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

Public Input

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

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

11. Mid-block crossings at certain locations.

12. Curb bulb-outs at intersections.

EXISTING CONDITIONS

Circulation

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

Classification

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

Ports

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

Motor Vehicle Traffic

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

Transit Service

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

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

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

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

Non-Motorized Transportation

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

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

Connectivity

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

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

STREETSCAPES

State Route 525

The Freeland community is bisected by State Route (SR) 525 (see Figure 6.1). SR 525 serves as the primary north-south corridor through south and central Whidbey Island. The highway is a simple two lane thoroughfare with wide shoulders. It provides controlled and uncontrolled access to several roads within Freeland. Some of the businesses are oriented toward SR 525 and have direct access from the highway.

In 2005, the Washington State Department of Transportation designated SR 525 as a scenic byway because of its rural character and access to scenic vistas, including views of Holmes Harbor and Munity Bay. The Board of Island County Commissioners adopted the Whidbey Scenic Isle Way Corridor Management Plan in 2004. The plan establishes goals, makes recommendations, and provides a plan of action for the preservation and enhancement of the highway character.

Main Street

Freeland's Main Street runs east-to-west for 0.6 miles and varies between 2 and 3 lanes. Some sidewalks exist, along a few segments where paved shoulders are shared by parked vehicles, pedestrians, and cyclists. Street lamps can be found at some of the intersections.

In 2006, Island County engaged the public to create streetscape standards for Main Street. This effort resulted in the Main Street Corridor Concept Study which was never formalized. The concepts created in this process should be revisited and integrated with concepts of Complete Streets prior to implementation.

County Roads

The transportation network within Freeland is comprised of nearly 16 miles of roadway. Arterial and collector roads form a basic grid while local streets meander. East Harbor Road is a north-south arterial which provides access to Freeland from the Goss Lake and East Harbor regions and their residential communities. Scott Road branches off from SR

525 and merges into Main Street, providing un-signaled access to Freeland's commercial core. Fish Road approaches Freeland from the south, connecting the Double Bluff and Admiralty Heights neighborhoods with Freeland. Bush Point Road and Honeymoon Bay Road meet at SR 525, connecting the east and west Central Whidbey shoreline neighborhoods to Freeland.

TRANSPORTATION PLAN

Circulation

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

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

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

Streetscapes

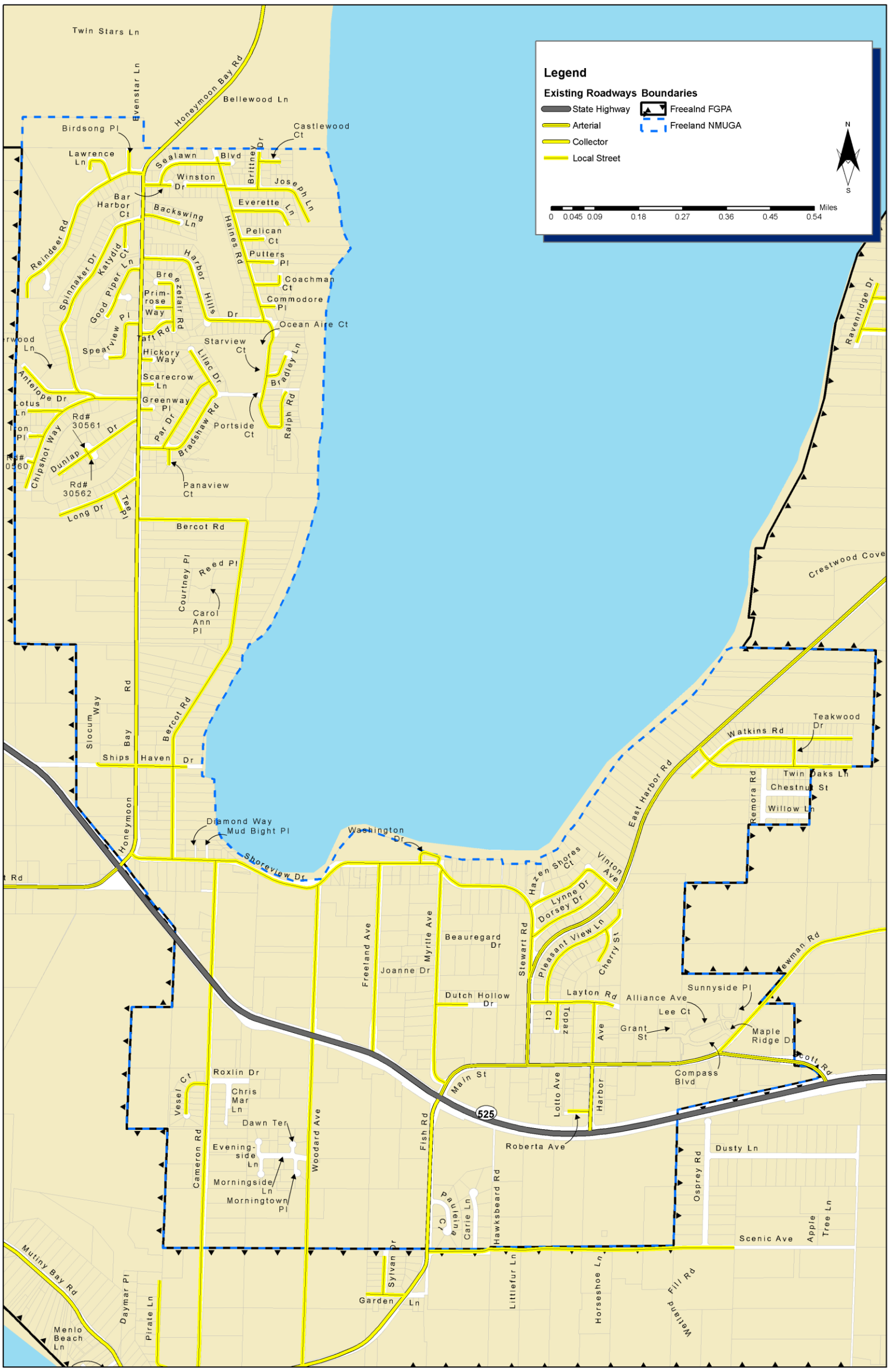
Streetscape improvements are needed in Freeland to enhance traveler safety and right-of-way appearance. Improvements include adding elements like bike lanes, park lanes, planter strips, street trees, street lamps, sidewalks, and furniture. Adding these elements and others will help ensure existing right-of-ways accommodate the needs of all users. Streets that include these elements are often referred to as Complete Streets because they address the needs of both motorized and non-motorized methods of travel.

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

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

Buildings should activate and spatially define streets within Freeland to help give the community identity and Sense of Place (see Land Use element).

Map 6.1 Freeland Subarea Roadway System



Levels of Service, Capacity & Needs Assessment
This assessment is necessary to identify and analyze existing and future transportation deficiencies, impacts of development on the transportation system, and to identify needed transportation improvement projects.

Existing Island County Levels of Service & Capacity
The Island County Transportation Plan: 2000-2020 (December 18, 2000) addresses LOS and capacity issues within Island County through the year 2020. The Plan includes traffic forecasts through the year 2020 based on a county-wide modeling effort. The Transportation Element will be updated in 2012 and will include traffic modeling and forecasts as required per RCW 36.70A.070. It is important to wait until 2010 U.S. Census data is available to ensure the accuracy of the 10-year traffic forecast.

Island County uses a traditional LOS methodology based on the Transportation Research Board's Highway Capacity Manual (1994-Edition).

LOS ratings are a measure of the quality of service and efficiency provided by a region's roadways. Traditionally, LOS ratings for roadways are based on a A through F, quantitative measures of roadway capacity. These alphabetical ratings describe the quality of service provided at peak hours and average daily conditions. In general, LOS A indicates free flow with no delays, while LOS F signifies very sever congestion with slow travel speeds. LOS C represents a condition of stable flow with slightly reduced speeds and reduced maneuverability.

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

The following is the Island County Transportation Plan (2000-2020) approved LOS standards for arterials and transit routes in Island County:

- *The LOS standard for roads in rural areas would be LOS 'C';*
- *The LOS standard for roads in urban areas would be LOS 'D';*
- *Exceptions to these standards are as follows:*
    - *If the existing LOS on county arterials is presently below these standards, then the 1992 LOS would become the standard; and*

- *The level of service on East Camano Drive between SR 532 and Camano Hill Road would be LOS 'E'.*

The following are the approved LOS standards for intersections in Island County:

- *County arterial intersections in rural areas would be LOS 'C';*
- *County arterial intersections in urban areas would be LOS 'D';*
- *County arterial intersections with State roads in rural areas would be LOS 'D';*
- *County arterial intersections with State, city, or town roads in urban areas would be LOS 'E';*

The Island County Public Works Department monitors the LOS on county roads and intersections. When traffic volumes exceed the established level of service, road improvements must be made or planned to be completed within six years.

State Highways

Washington State Department of Transportation is responsible for establishing LOS for Highways of Statewide Significance (SR-20 and SR-525). The Washington State Transportation Commission, with concurrence and support form Island County and the SIRTPO, approved a goal in the Washington Transportation Plan (WTP) to manage the state highway system to achieve maximum throughput and as the basis of establishing "long range system planning" level of service standards for state highways in Island County. The goal is defined in the 2007-2026 Highway System Plan (HSP) when travel speeds fall below 70 percent of posted speed the highway no longer operates efficiently. WSDOT has targeted this condition as the threshold for determining when a highway requires capital improvements to restore efficient operating conditions. WSDOT and Island County have agreed to use the Highway Capacity Manual (HCM) level of service methodology as the basis for determining the LOS at intersections of state highways, County roads and urban streets for current development impacts. The LOS for Rural intersections is LOS 'D' and for urban intersections is LOS 'E'. Figure 6.1 summarizes the delay range for each level of service at signalized and un-signalized intersections.

Figure 6.1 SIGNALIZED AND UNSIGNALIZED INTERSECTION LEVEL OF SERVICE MEASURES

Level of Service	Signalized Intersection Delay Range (sec)	Un-signalized Intersection Delay Range (sec)
A	≤ 10	≤ 10
B	> 10 to ≤ 20	> 10 to ≤ 15
C	> 20 to ≤ 35	> 15 to ≤ 25
D	> 35 to ≤ 55	> 25 to ≤ 35
E	> 55 to ≤ 80	> 35 to ≤ 50
F	≥ 80	≥ 50

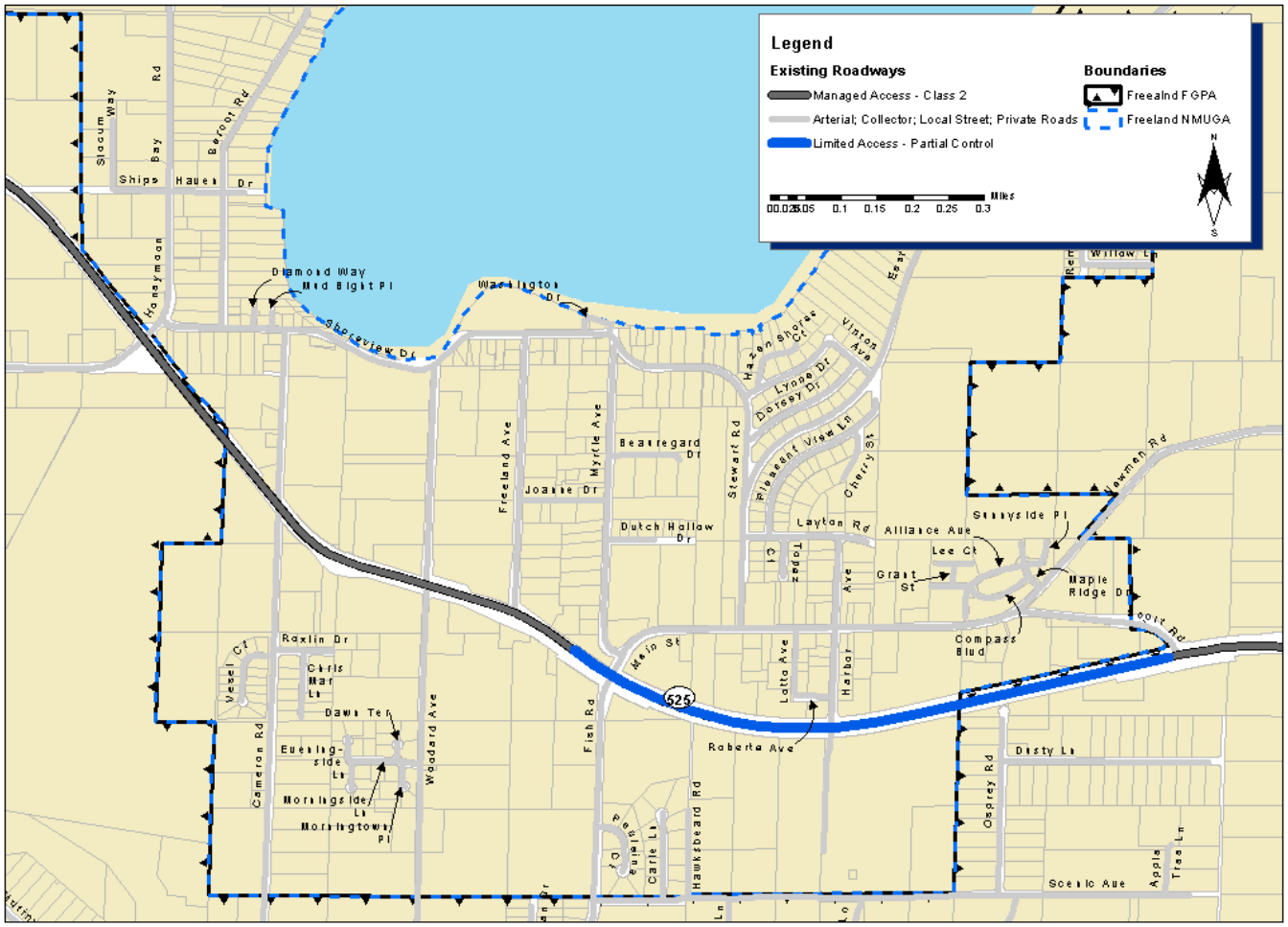
Access & 525

SR 525 is designated as Limited Access from milepost 17.28 to 18.15 (see Map 6.2), meaning that deeded rights have been purchased by WSDOT to preserve safe and efficient flow of traffic by maintain this section of the corridor for through traffic. No new commercial access will be allowed in this area, and will be limited in other sections of the highway (Class 2, see Figure 6.2). A local circulation plan is needed to demonstrate how properties located on the south side of 525 will gain access to the transportation system via Island County roads.

Figure 6.2 SR 525 Access Control Standards

Managed Access RCW 47.50	Standards
Class 2	Accesses spaced 660' apart. No direct access unless property has no other reasonable access. No additional approaches for created parcels from property divisions. Permitted access goes away when alternate access available
Limited Access RCW 47.52	
Partial Control	At-grade intersections are allowed for selected public roads, and approaches for existing private driveways. No commercial approaches allowed. No direct access is alternate public road access is available.

Map 6.2 SR 525 Roadway Access Control



Freeland Subarea Levels of Service & Capacity

The LOS standards that are adopted in this Plan will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. This Subarea Plan adopts the LOS standards for streets and intersections as adopted in the Island County Comprehensive Plan (see Figures 6.3 & 6.4).

Figure 6.3 LEVELS OF SERVICE
Freeland Roads, Intersections, & Transit

Roads	LOS STANDARDS
County	D
State	E
Intersections	
County arterial	D
County arterial with State	E
Transit	
County roads	D
State roads	E

While all Freeland arterials currently demonstrate adequate capacity, some intersection improvements are being pursued.

The 2000 - 2020 Island County Transportation Plan lists Level of Service projections for intersections in the Freeland area (see Figure 6.4).

Figure 6.4 SUMMARY OF INTERSECTION LEVELS OF SERVICE
Freeland Intersections*

INTERSECTION	LOS STANDARDS	Existing LOS 1996	Projected LOS 2003	Projected LOS 2020
SR 525 – Honeymoon Bay Road/Bush Point Road	D	C	D	F
SR 525 – Main Street/Fish Road	E	C[1]	C [1 2 3]	D [1 2 3]
Main Street – East Harbor Road	D	C[3]	C[3]	C[3]
SR 525 – Harbor Avenue	E	B[3]	C[3]	E[3]
SR 525 – Scott Road	E	C[3]	E[3]	F[3]

[1] signalized in 2000
[2] analyzed as signalized
[3] considered to be in Freeland's NMUGA

The 2010 Island County and Island Transit Transportation Improvement Programs identify the following projects in the Freeland NMUGA:

- 2011 – Intersection Improvements at SR 525/Honeymoon Bay Road/Bush Point Road – County contribution to intersection improvements constructed by Island Transit and WSDOT. Improvement will include a roundabout that will facilitate access to a transit park.
- 2011 - East Harbor Road/Stewart Avenue Intersection Re-Alignment.
- 2011 – SR 525 / Bush Point Road Intersection Improvement & Transit Park – Installation of a roundabout, road improvements, transit center and park/rode facility.
- 2011 to 2013 – Freeland Trail – Construction of pedestrian and bicycle trail in the right of way from Bush Point Road to Fish Road along SR 525.
- 2012 – Myrtle Road Pathway – Construction of a pathway connection in Freeland.
- 2015 to 2016 – Harbor Avenue and SR 525 Signalization – Install new spanwire signals for traffic control.

Traffic Forecast
Changes in traffic volume are dependent primarily on changes in population and employment, which in turn are dependent on growth in the housing market and regional industries. The population allocation for the Freeland NMUGA is 4,000 for 2020.

To estimate future travel demands on the County road network, a computerized travel forecast model was developed as part of the 2000 – 2020 Island County Transportation Plan. This model was based on employment forecasts and land use assumptions available at that time. Given the recent designation of Freeland as a NMUGA, the modeling is no longer considered applicable for future transportation assumptions.

Island County and the Island Skagit Regional Transportation Planning Organization are actively engaged in the update of their respective transportation planning documents, the Island County Transportation Plan and the Island Skagit Regional Transportation Plan. The Freeland Subarea Plan will be revised when new Freeland specific forecasts and analyses are made available through the update of these planning documents.

Transportation Network Analysis

The residential population and employment sectors of Freeland are predicted to increase steadily over their current levels. There will be an increase in travel to, from, and within the NMUGA. There will also be an increase in travel on SR 525 as the County population continues to increase.

Because traffic volumes will increase over existing levels, the additional traffic will be noticeable to local residents. Within the Freeland NMUGA, new access streets and operational safety improvements will be constructed to accommodate new residential and commercial development. These new streets and improvements will need to be consistent with the streetscape standards established in the development regulations. Construction of roadway safety improvements will occur alongside new development.

FINANCE PLAN

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

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

TRANSPORTATION GOALS, PRINCIPLES, & POLICIES

Circulation

Goal 1: Increase travel mode options for Freeland residents.

Principle 1 That the transportation network should include a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the community to reduce auto dependency.

Policy 1 *Streetscape design standards specific to Freeland should be developed and incorporate Complete Street design concepts.*

Policy 2 *Streetscape design standards for Freeland should address the following:*

a. *Roadway type (classification)*
b. *Right-of-way width*
c. *Estimated pedestrian crossing time*
d. *Curb-face to curb-face width*
e. *Number of traffic lanes*
f. *Speed limit*
g. *Bicycle lanes (for roads with speeds > 25mph)*
h. *Parking lanes (for on-street parking)*
i. *Curb type*
j. *Planter-strip type*
k. *Landscaping*
l. *Sidewalk width*
m. *Curb radius*
n. *Intersection spacing*

Policy 3 *As transportation improvements are constructed, coordination with public transportation providers should occur.*

Principle 2 That the interconnected networks of Thoroughfares should be designed to disperse traffic and reduce the length and number of automobile trips. High connectivity can also improve emergency response times.

Policy 1 *Development regulations should include block standards.*

Policy 2 *Private roads should be discouraged because they disrupt the connectivity of urban transportation networks.*

Policy 3 *Cul-de-sacs should be discouraged because they disrupt the connectivity of urban transportation networks.*

Policy 4 *Gated communities should be discouraged because they disrupt the connectivity of urban transportation networks.*

Policy 5 *Level of Service standards should be expanded to address the multimodal transportation network.*

Principle 3 That the local transportation network should be well connected to the regional network.

Goal 2: Support economic vitality.

Principle 1 That transportation corridors should be planned for and reserved in coordination with land use.

Policy 1 *A transportation gridline map should be developed to serve as a guideline for placement of future roads.*

Policy 2 *Frontage improvements in compliance with the transportation plan should be required of applicants proposing new or redevelopment projects.*

Principle 2 That wayfinding signs should be used to direct travelers toward commercial services.

Policy 1 *Wayfinding signs should be consolidated.*

Principle 3 That sidewalks in commercial areas should be wide enough to create an active pedestrian environment and allow for business activity to "spill out" onto the sidewalk.

Principle 4 That street naming/numbering schemes should properly orient travelers.

Policy 1 Scott Road should be re-named to Main Street to help orient highway travelers into Freeland.

Policy 2 A local road and address numbering system should be considered for Freeland.

<u>Streetscape</u>

Goal 1: Foster pedestrian and bicycle accessibility.

Principle 1 That the Pedestrian Realm should be designed to accommodate the needs of a broad range of users, including older pedestrians, people with disabilities (ADA compliant) and children.

Principle 2 That bicycle facilities should be provided for cyclists in conjunction with land uses.

Principle 3 That building entrances in commercial areas should be oriented toward the street to facilitate walkability and pedestrian access to businesses and transit services.

Goal 2: Ensure streetscapes contribute to Freeland's unique sense of place.

Principle 1 That streetscapes should incorporate unique design elements to help establish a unique identity within the community.

Principle 2 That streets should be destinations in and of themselves.

Policy 1 Main Street should be pedestrian-oriented.

Goal 3: Preserve the rural character and scenic byway designation of SR 525.

Principle 1 That State Route 525 should retain its rural character and Scenic Isle Way designation.

Policy 1 Development adjacent to highway 525 should be screened from view by natural vegetation.

Policy 2 Development adjacent to the highway should be oriented toward local roads.

Policy 3 Parcels adjacent to the highway should not have direct access to SR 525.

Goal 4: Create a safe travel environment.

Principle 1 That the overall width and design of the right-of-way (ROW) should take into consideration the needs of the pedestrian, cyclist, and motorist (motor-vehicle travel lanes should not be wider than necessary).

Principle 2 That lines, pavement materials, etc. clearly denote designated travel lanes for various users.

Principle 3 That the desire to achieve high(er) LOS for motor vehicles should not jeopardize the safety or feasibility of non-motorized travel modes.

Principle 4 That street lamps should adequately illuminate travel lanes and the Pedestrian Realm (see Utilities).

Principle 5 That traffic calming devices/techniques should be used where appropriate.

Principle 6 That the number of vehicular "curb-cuts" through the pedestrian realm should be minimized by introducing alleys, combining access drives, etc.

Goal 5: Provide for physical comfort.

Principle 1 That streetscape designs and related development standards should take into consideration the physical comfort of all ROW users, particularly pedestrians and cyclists, in order to facilitate alternate modes of travel.

Principle 2 That travel corridors for non-motorized modes of travel should be continuous and serve the same destinations motorized travel lanes.

Principle 3 That sidewalk width should be scaled to the intensity of adjacent land use to ensure functionality.

Principle 4 That street furniture such as bus shelters, benches, and refuse bins should be provided where appropriate to accommodate pedestrians.

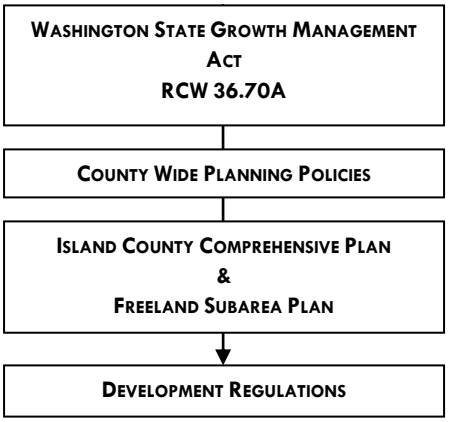
Principle 5 That landscaped planter-strips should be used where appropriate to provide a buffer between sidewalks/trails and travel lanes and shade for pedestrians.

7. ECONOMIC DEVELOPMENT

INTRODUCTION

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

PLANNING FRAMEWORK



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

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

GROWTH MANAGEMENT ACT

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

(a) *a summary of the local economy such as population, employment, payroll, sectors, businesses, sales, and other information as appropriate;*

(b) *a summary of the strengths and weaknesses of the local economy defined as the commercial and industrial sectors and supporting factors such as land use, transportation, utilities, education, workforce, housing, and natural/cultural resources; and*

(c) *an identification of policies, programs, and projects to foster economic growth and development and to address future needs.*

COUNTY WIDE PLANNING POLICIES

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

Item 1 *Economic growth should be encouraged within the capacities of the County's natural resources, public services and public facilities;*

Item 2 *A joint comprehensive economic development plan aimed at diversifying the economy in appropriate areas of the County should be formulated. Economic development should implement and be consistent with the Comprehensive Land Use and Capital Facilities Plans. The plan should:*

a. Consider the goods, services and employment requirements of existing and projected population;

b. Identify the siting requirements of businesses which have the highest probability of economic success in Island County and the least negative impact on the quality of life;

c. Based on citizen input, existing land use patterns and local capacity (geographic, environmental and other considerations), determine areas suitable for desirable retail, commercial and industrial uses; and

d. Encourage expansion of the tax base to support the infrastructure and services required by a growing population.

Item 3 *Future retail/commercial/industrial development should be encouraged in urban or commercial centers as identified in the Comprehensive Plan of the County and Municipalities;*

Item 4 *Land use regulations and infrastructure plans of the County and Municipalities should be amended or developed as necessary to implement the economic development plan;*

Item 5 *Economic development in the four geographic regions of the County, i.e. North, Central and South Whidbey and Camano Island should proceed in a coordinated, but independent, fashion consistent with the Comprehensive Plans of the County and Municipalities; and*

Item 6 *The County and the Municipalities will seek the participation and cooperation of Port Districts within areas of overlapping responsibility/jurisdiction.*

ISLAND COUNTY COMPREHENSIVE PLAN

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

RELATIONSHIP TO OTHER FSP ELEMENTS

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

- Land Use
- Transportation
- Capital Facilities
- Housing

EXISTING CONDITIONS

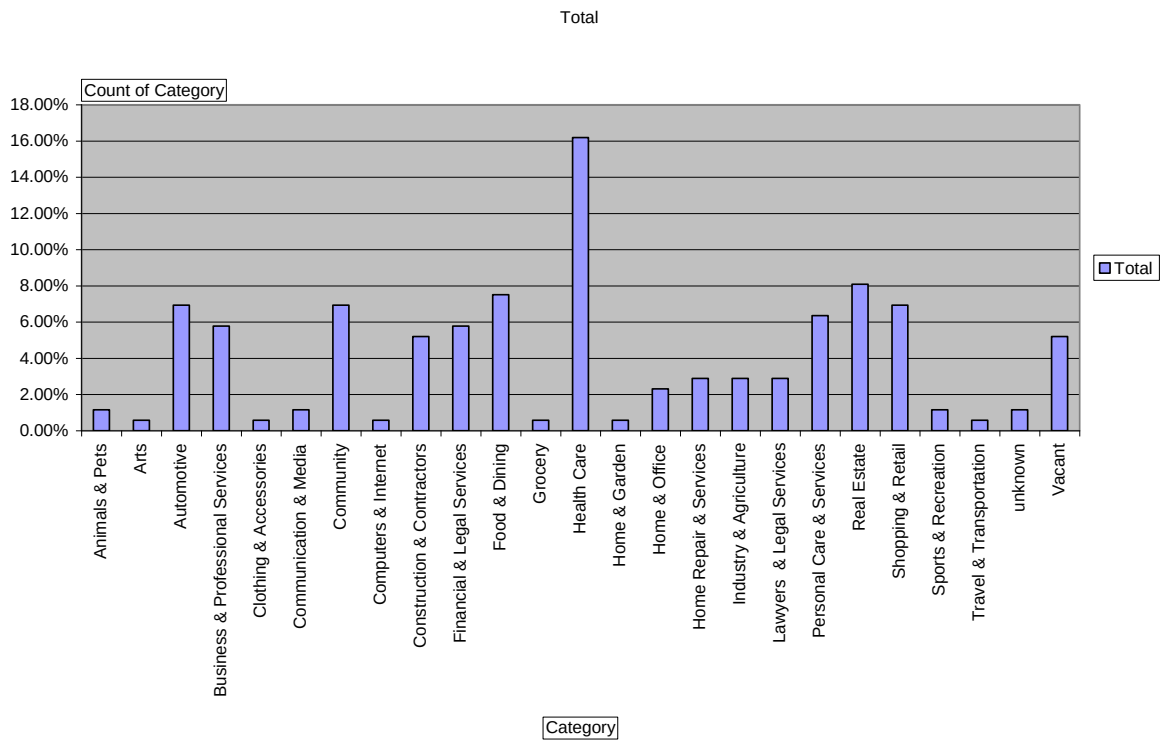
Freeland's central place on south Whidbey and situation along SR 525 have enabled a variety of businesses to thrive in the community—from small scale "mom and pop" shops and restaurants to larger scale grocery and hardware stores. A number of vacant and underdeveloped lots in Freeland provide plenty of room for future economic growth (see See Figure 7.1).

Figure 7.1 Developable Area

Zoning Type	Total Acreage	Developable Acreage*
Business Village	40	18
Business General	90	41
Mixed Use	49	23
Neighborhood Node	6	3
Medium Density Residential	238	109
Low Density Residential	572	263
Industrial	11	5
Total:	**1006**	**463**

*This number was determined by subtracting rights-of-way, public use, and market factors.

Figure 7.2 Percentage of Business by Type in Freeland



ECONOMIC DEVELOPMENT PLAN

Opportunities for Economic Development

Island County hopes to achieve equal distribution of population growth between Rural and Urban Growth Areas (UGAs) as established in the Island County Comprehensive Plan. Since Freeland has been established as a Non-Municipal UGA (NMUGA), it can be expected that a portion of future population growth in the County will be absorbed by Freeland, thus increasing the community's population and opportunity for economic growth.

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

The Business Recruitment and Retention Plan (October 1997) submitted by the Island District Economic Development Council, serves as a starting point for developing implementation strategies for assisting businesses and encouraging appropriate new businesses in Freeland. (The EDC is currently working with Island County and the Freeland community to conduct a similar analysis, refined specifically for the Freeland community, and coordinated with this plan.)

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

ECONOMIC DEVELOPMENT GOALS, PRINCIPLES, & POLICIES

Economic Development

Goal 1: Support Freeland's surrounding rural landscape.

Principle 1 That the viability of working lands should be protected from intense development pressures.

Policy 1 *The County should continue its current use valuation programs to encourage the viability of working lands surrounding Freeland.*

Policy 2 *The County should consider developing "right to farm" policies to protect farmers adjacent to the NMUGA from nuisance lawsuits.*

Policy 3 *Renewable energy projects should be allowed and encouraged on working lands around Freeland to provide land owners with additional sources of income and Freeland residents with possibility of obtaining locally generated power.*

Policy 4 *The County should allow value-added farm and forest products processing to take place on working lands to allow local land owners the opportunity to make products that can then be sold in local markets like Freeland.*

Policy 5 *Farmers markets should be allowed and encouraged in Freeland to provide opportunities for local farmers and artisans to sell their products directly to the local market.*

Policy 6 *The County should consider starting a "buy local" campaign.*

Goal 2: Help Freeland thrive economically.

Principle 1 That the assets of existing communities should be taken care of.

Policy 1 *Public and private funds for development as well as infrastructure and facility improvements should be invested in already existing places like Freeland (i.e., new growth should be directed toward the NMUGA).*

Policy 2 *Streetscape improvements should be made to help make commercial and residential areas within Freeland more appealing and functional for alternate modes of travel (see Transportation element). This in turn can help encourage private sector investment in Freeland.*

Policy 3 *Land use policies and regulations should provide incentive for infill development and redevelopment (see Land Use element).*

Policy 4 *The County, in partnership with the Freeland community, should develop a business recognition program to reward businesses that add architectural and economic value to the community.*

Policy 5 *The County should seek the assistance of the Island County Economic Development Council to establish a strategy for attracting businesses to*

Freeland that are clean, environmentally friendly, and provide living wage jobs.

Policy 6 *The County should help ensure that the infrastructure needed to support more intense development in Freeland is planned for and provided.*

Policy 7 *Land-use regulations should ensure and encourage mixed use throughout the community to ensure residents are within close proximity to commercial services (see Land Use element).*

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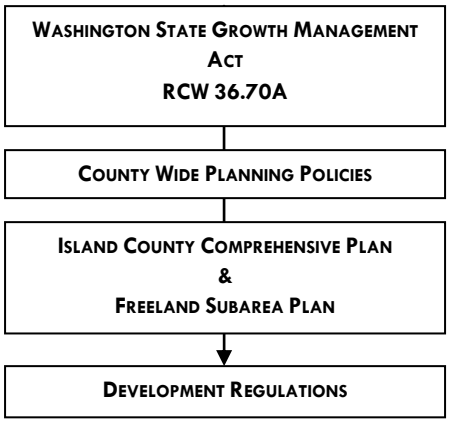
8. HOUSING

INTRODUCTION

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

PLANNING FRAMEWORK



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

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

GROWTH MANAGEMENT ACT

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

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

(d) makes adequate provisions for existing and projected needs of all economic segments of the community.

Also, goal 4 of the GMA states:

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

COUNTY WIDE PLANNING POLICIES

Relevant County Wide Planning Policies regarding housing include:

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

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

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

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

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

a. *Development of boarding houses, single-room occupancy housing, scattered site housing, and accessory housing such as elder cottages, guest houses and/or attached apartments;*

b. *Establishment of a public/private housing trust fund to provide loans and grants for development of low to moderate-income housing and housing for persons with special needs;*

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

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

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

ISLAND COUNTY COMPREHENSIVE PLAN

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

Goal:

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

Policies:

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

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

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

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

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

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

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

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

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

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

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

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

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

(Housing Element of the ICCP, section D)

RELATION TO OTHER FSP ELEMENTS

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

- Land Use
- Transportation
- Capital Facilities
- Economic Development

EXISTING CONDITIONS

Housing Stock

Although Freeland was settled in the late 1800s, significant tracts of housing did not exist until the1950s and new residential developments since have generally coincided with regional building trends.

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

Building Form

Single-family homes in Freeland have relatively deep front and rear setbacks, even on smaller lots. Septic system requirements have, for the most part, determined the building placement on individual parcels. Garages typically protrude from, or are aligned with, the front façade, taking direct access from the street. Most homes are 1 or 2 stories in height and have a Modern architectural style (both Post-war suburban and Northwest Craftsman).

Density & Population

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

Freeland's population is projected to reach 4,000 by the year 2020*. The addition of 1,083 individuals will result in the need for ±463 new housing units. Conducting another Buildable Lands Analysis with the next update of this plan will help determine if residential density averages of at least 4 dwelling units per net acre are being met as required by the GMA.

*The population projection and 20 year planning horizon will be updated during the 2012 comprehensive plan update.

Housing Affordability

The median home price in Freeland (for all housing units) is roughly $343,700 while countywide housing units for rent average $947 per month. The median household income in Island County is $55,563. More accurate Freeland specific numbers will be available following the release of the 2010 Census data.*

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

*Data provided through US Census 2009 American Community Survey.

HOUSING PLAN

Housing Stock

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

Building Form

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

Density

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

Density levels within a community should vary so as to provide a range of housing types and settings that can accommodate variable market demands. Good urban design includes a logical distribution of density, with the highest densities at the community center (or at distributed nodes) and lower densities toward a community's edge. Areas of high residential density should always be mixed in with, and well connected to, commercial areas and compatible employment centers.

Affordable Housing

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

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

HOUSING GOALS, PRINCIPLES, & POLICIES

Housing Stock

Goal 1: Diversify Freeland's housing stock.

Principle 1 That within neighborhoods, a range of housing types and price levels should be provided to accommodate diverse ages and incomes.

Policy 1 Development regulations should specify a variety of desired and allowed building types appropriate to each zone.
Policy 2 Encourage the building of Accessory Dwelling Units (ADUs) with single-family residences.
Policy 3 Ensure variety in residential densities.

Building Form

Goal 1: Ensure variety in Building Form.

Principle 1 That communities should provide meaningful choices in living arrangements as manifested by distinct physical environments.

Policy 1 Allow "clustering" of home sites in residential plats to preserve critical areas.
Policy 2 Development regulations should allow and define spatial arrangement options for housing (i.e. building homes around green courts, linear courts, and other civic spaces).
Policy 3 Residential plats consisting of single-family homes should provide a variety of floor plans evenly mixed throughout the development.

Goal 2: Ensure quality design.

Principle 1 That architectural design should grow from local climate, topography, history, and building practice.

Policy 1 Development regulations should incorporate architectural standards.
Policy 2 Development regulations should ensure water and territorial views of residences are utilized and protected.

Affordable Housing

Goal 1: Ensure zoning regulations enable affordable housing.

Principle 1 That Affordable Housing should be located throughout the community to match job opportunities, and should have adequate access to public transit.

Policy 1 *Affordable housing policies and strategies should be developed for Freeland.*

Policy 2 *Manufactured housing should not be regulated differently than site built housing.*

Principle 2 That development regulations provide a variety of options for encouraging the creation of affordable housing.

Policy 1 *The County should provide regulatory incentives/options for encouraging affordable housing. Examples include:*

a. *Allowing accessory dwelling units (ADUs)*
b. *Awarding density bonuses*
c. *Creating an efficient development review process for projects that incorporate affordable housing units.*
d. *Developing flexible rehabilitation codes*
e. *Creating "permit ready" house plans.*
f. *Allowing modest minimum lot sizes*
g. *Encouraging a diverse mix of housing types and sizes (including manufactured homes and single-room occupancy buildings)*

Policy 2 *The County should provide financial incentives/options to encourage affordable housing. Examples include:*

a. *Waiving or reducing permit fees*
b. *Establishing a Housing Trust Fund*
c. *Providing infill incentives*
d. *Establishing linkage fees.*
e. *Creating a Live Near Your Work program*

DEFINITIONS

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

Accessory Building: an Outbuilding with an Accessory Dwelling Unit.

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

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

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

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

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

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

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

Auto-Oriented: a built environment that caters primarily to automobiles.

Auto-Scaled: Elements of the physical environment, such as buildings and signs, which are scaled to the experience of the motorist.

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

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

BRT: see **Bus Rapid Transit.**

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

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

Bed and Breakfast: an owner-occupied Lodging type permitted to serve breakfast in the mornings to guests.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Civil Support: characterizing premises available for civil protection (such as fire and police stations), medical services, and other essential services provided to the general public.

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

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

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

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

Complete Street: Streets that are designed and operated to enable safe access and transport for all users.

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

CZC: Conventional Zoning Code.

Corridor: a lineal geographic system incorporating transportation and/or Greenway trajectories.

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

County: refers to Island County, Washington.

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

Critical Areas: Wetlands, areas with a critical recharging effect on aquifers used for potable water, Fish and Wildlife Habitat Conservation Areas, Frequently Flooded Areas and Geologically Hazardous Areas.

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

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

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

Developable Areas: land available for development.

Disposition: the placement of a building on its Lot.

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

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

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

Dwelling Unit: a single, legal residence.

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

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

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

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

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

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

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

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

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

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

Floor to Area Ratio (F.A.R): The relationship between the amount of floor area in a building and the area of the lot which the building stands. It is calculated by dividing the gross floor area of a building by the total area of the lot.

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

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

FSP: Freeland Subarea Plan. The name given to the long-range plan for Freeland.

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

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

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

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

Future Land Use Designations: generalized land use categories contained within a comprehensive plan. They have associated sets of land use and management policies that are applied to respective geographical areas. (see Zoning)

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

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

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

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

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

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

GMA: Growth Management Act.

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

Highway: a rural and suburban Thoroughfare of high vehicular speed and capacity.

Home Occupation: A business activity or use of a small scale which is incidental to and secondary to the residential use and is conducted on the parcel or within the dwelling unit or accessory structure owned by the operator of the Home Occupation.

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

Human Habitat: The built environment at the neighborhood and community wide scale.

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

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

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

Inn: a Lodging type permitted to serve breakfast in the mornings to guests.

ICCP: Island County Comprehensive Plan.

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

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

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

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

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

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

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

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

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

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

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

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

Meeting Hall: a building available for gatherings, including conferences.

Mixed Use: multiple Functions within the same building through superimposition or adjacency, or in multiple buildings by adjacency, or at a proximity. It may or may not include a residential component.

Net Density: the number of dwelling units per acre after adjustment for other Functions.

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

Network Pedestrian Shed: a Pedestrian Shed adjusted for average walk times along Thoroughfares.

New Urbanism: is the revival of the lost art of place-making. It calls for a return to the fundamental way that cities, towns, and villages were built and designed for centuries prior to the advent of the automobile.

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

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

Open Space: land intended to remain undeveloped; it may be used as Civic Space.

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

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

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

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

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

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

Pedestrian Scaled: Elements of the physical environment, such as buildings and signs, which are scaled to the experience of the pedestrian. (Syn: Human Scaled)

Pedestrian Shed: An area that is centered on a Common Destination. Its size is related to average walking distances. *See* **Standard, Long, Linear** or **Network Pedestrian Shed.** (Syn: walkshed, walkable catchment.)

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

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

Policy: a deliberate plan of action to guide decisions and achieve rational outcome(s). They are more specific subsets of Principles.

Porch: A Private Frontage type elevated from ground level and attached to the front façade of a building to create usable, covered, outdoor space surrounding the building's Principle Entrance.

Portico: A Private Frontage type that pronounces the area immediately surrounding the principle entry of a building.

Principle: a basic generalization that is accepted as true and that can be used as a basis for reasoning. (note: Principles carry the same weight as Policies.)

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Road (RD): a local, rural and suburban Thoroughfare of low-to-moderate vehicular speed and capacity.

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

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

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

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

Services—Business, Financial & Professional: characterizing premises available for non-urgent medical services, financial institutions, business support services and non-medical professional offices.

Services—General: characterizing premises available for personal services (such as salons, childcare, assisted living, etc.) and minimal associated retail sales.

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

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

Self Sufficiency: With regards to urban design and function, it is a community model where the resources needs are produced and used locally in a manner that is sustainable. (see also Sustainability).

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Subarea Plan: a Policy document that outlines the general goals, principles, and policies that guide the creation of subsequent development regulations specific to an established planning area. Subarea Plans are holistic in that they address land use, transportation, capital facilities, open and civic space, utilities, economic development, housing, etc. in context of the whole.

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

Sustainability: Meeting the resource needs of the present population without jeopardizing future generations from meeting their resource needs.

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

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

Terrace: A Frontage wherein the Façade is set back from the Frontage line by an elevated plane.

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

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

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

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

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

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

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

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

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

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

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

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

Urbanized: generally, developed. Specific to the Growth Management Act, an area of land that has an average density of *at least* 4 (four) dwelling units per acre.

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

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

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

Work-Live: see Shopkeeper Unit

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

Zoning: the demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones and the location, bulk, height, shape, and coverage of structures within each zone. (see Future Land Use Designations)

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

APPENDIX A

FREELAND MISSION AND VISION STATEMENTS

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 –

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.