



## ISLAND COUNTY PLANNING & COMMUNITY DEVELOPMENT

PHONE: (360) 679-7339 ■ from Camano (360) 629-4522, Ext. 7339  
■ from S. Whidbey (360) 321-5111, Ext. 7339 ■ FAX: (360) 679-7306  
■ 1 NE 6<sup>th</sup> Street, P. O. Box 5000, Coupeville, WA 98239-5000  
■ Internet Home Page: <http://www.islandcounty.net/planning/>

---

### ~ MEMORANDUM ~

**TO:** Island County Board of Commissioners  
Island County Planning Commission

**FROM:** Island County Planning & Community Development

**DATE:** May 17, 2016

**SUBJECT:** Freeland Subarea Plan, 2016 Update

---

### GOALS:

Since the Freeland Subarea Plan was recently updated (in 2011), the 2016 update is limited to the following goals:

- Updating formatting and renumbering to match the Island County Comprehensive Plan (ICCP) style sheets,
- Removing duplicate text throughout and reorganizing to keep content together (some topics were split over several chapters, some will become an appendix),
- Updating data and analysis to current conditions and 2036 growth projections,
- Updating to reflect current goals/policies/codes/laws, including the recently updated County Wide Planning Policies, and
- Reflecting the revised NMUGA boundary and the new sewer plans.

### PRELIMINARY WORKING DRAFT:

This Draft (version 1.0) is a preliminary working draft (incomplete) and is intended for early review purposes only. Many tables and maps, and some content, are still being updated so the chapters will evolve as we work towards finalizing a draft. In addition, it has not yet been put into the new layout/formatting, so some sections may be renumbered or otherwise appear different in the next version.

Please review this version at a “high-level” for intent and direction, types of updates, and for direction where sections have been added to identify any gaps where updates were desired but not yet indicated in the working draft.

## **UPDATES:**

### **CH 1. Introduction**

- Updated the population projections, 20-year planning period
- Added language on the NUMGA reduction (why and how much)
- Added language regarding the County Wide Planning Policies
- Deleted text no longer needed (out of date)
- Added a section on the 2016 update (summary info)
- Removed history (to be provided elsewhere)
- Minor edits to the vision statement
- Removed the Principles text (matching the ICCP style sheet, principles became goals or policies)

### **CH 2. Land Use**

- Added a section on the revisions to the NMUGA
- Per CWPPS, Future Growth Planning Area has been simplified to Future Planning Area
- All the maps are being updated (not yet included)
- Sections moved to Economic Development
- Reformatting the section on Land Use Designations
- Staff is suggesting the Mixed-Use district be renamed to Commercial Transitional to more accurately reflect the intent of the district.
- Specific development regulation comments have been removed, and will be included in the development regulations (summary information remains, pointing to the regulations for specifics).
- Population projections have been updated
- Added a paragraph referring to the option to create overlays for future UGA expansions (per CWPP 3.2.3)
- Added information from the Buildable Lands Analysis
- Updated and reorganized goals and policies

### **CH 3. Natural Resources**

- Renamed from Natural Lands (same as ICCP), will allow for future expansions
- Rearranged some of the sentences to provide better flow.
- Updated Shorelines section to match the new SMP

#### **CH 4. Open & Civic Space**

- Renamed from Natural Lands (same as ICCP), will allow for future expansions
- Moved content, goals, and policies from other chapters to keep civic spaces text and goals together
- Reorganized to keep content order consistent
- Updated the Level of Service analysis
- Needs further edits/updates

#### **CH 5. Capital Facilities**

- Some updates made, but needs further edits/updates

#### **CH 6. Utilities**

- Minor reorganization
- Specific development regulation comments have been removed, and will be included in the development regulations (summary information remains, pointing to the regulations for specifics).

#### **CH 7. Transportation**

- Background information updated

#### **CH 8. Economic Development**

- Minor updates and reorganization
- Minor edits to goals and policies
- Added new goal and policies per CWPP 3.11.1-2 (future economic development planning efforts)

#### **CH 9. Housing**

- Background information updated

#### **Enclosures:**

- A. Goals & Policies Change Matrix, 5/6/16
- B. Freeland Subarea Plan Preliminary Working Drafts (version 1.0 – for early review)

Page Blank for Double-Sided Printing

**Enclosure A:**

**FREELAND SUBAREA PLAN  
PRELIMINARY WORKING DRAFTS  
GOALS & POLICIES CHANGE MATRIX**

GMA #11993

Page Blank for Double-Sided Printing

# Change Matrix – Freeland Subarea Plan – 5-5-16

## Chapter 2, Land Use

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
LU Goal 1	same	edit	clarification	efficient use of land
LU 1.3	LU G1P2	new/replaced	replaced with language from CWPPs	orderly and contiguous development
LU 1.4.3		new	language added from CWPPs	sewer
LU 1.5	LU G1P10	relocated, edit	relocated, added CWPP reference	Future Planning Area (FPA)
	LU G1P10p2	deleted	deleted	duplicative text
LU 1.5.2	LU G1P10p3	edit	added language from CWPPs	NMUGA expansion criteria
LU 1.5.3	LU FGPA G1	relocated	moved to keep FPA goals together	Future Planning Area (FPA)
LU 1.5.4	LU FGPA G1P1	relocated	moved to keep FPA goals together	Future Planning Area (FPA), future urban development
LU 1.5.5	LU FGPA G1P1p1	relocated	moved to keep FPA goals together	Future Planning Area (FPA), cluster development
LU 1.5.6	LU FGPA G1P1p1	edit	minor edits	Future Planning Area (FPA), future urban development
LU Goal 2	LU G1P4	relocated, made a goal	made a goal and collected related principles and policies to be policies under it	Pedestrian orientation, mixed-use
LU 2.1	LU G1P4p1	relocated	moved to under related goal (to keep like policies together)	Pedestrian orientation, mixed-use
LU 2.2	LU G1P4p2	relocated	moved to under related goal (to keep like policies together)	Pedestrian orientation, mixed-use
LU 2.3	LU G1P5	relocated	moved to under related goal (to keep like policies together)	Pedestrian orientation, mixed-use, walking distance, reduce auto dependency
LU 2.3.1	LU G1P5p1	relocated, revision	moved to under new goal (to keep like policies together) added language that mixed uses can be both horizontal or vertical	mixed-use
LU 2.3.4		new	added language from CWPPs	Promote healthy lifestyles (GMA checklist)
	LU G1P8	deleted	duplicative (OS 3.1.1)	civic space typology & appropriate locations
	LU G1P9, P9p1	relocated	moved to Open & Civic Space chapter	civic spaces
LU 3.2		new	added language from CWPPs	access to healthy food choices, gardens
	LU PC G1P2	deleted	duplicative text (see Housing chapter)	housing variety
	LU PC G1P2p1	deleted	moved to development regulations	distinct districts
	LU PC G2P1p1 LU PC G2P2p1, p2 LU PC G2P3p1, p2 LU PC G2P4p1	deleted	moved to development regulations	physical character
	LU PC G2P7, P8	deleted	moved to Open & Civic Space chapter	civic spaces
LU 5.10	LU V G1	relocated	moved to keep physical character goals and policies together	physical character
	LU V G1p1	deleted	moved to development regulations	physical character

## Change Matrix – Freeland Subarea Plan – 5-5-16

### Chapter 2, Land Use (continued)

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
LU 5.11	LU PC G1	relocated	moved to keep physical character goals and policies together	physical character
	LU PC G1P1, P1p1, P1p2	deleted	moved to development regulations	physical character
	LU PC G1P2, p1-p5	deleted	moved to development regulations	physical character
LU 5.12	LU PC G2	relocated	moved to keep physical character goals and policies together	physical character
	LU PC G2P1, P1p1	deleted	moved to development regulations	physical character
LU 5.13	LU I G1	relocated	moved to keep physical character goals and policies together	physical character
	LU I G1P1, P1p1	deleted	moved to development regulations	physical character
LU 5.14	LU S G1	relocated	moved to keep physical character goals and policies together	physical character
	LU S G1P1, p1-p3	deleted	moved to development regulations	physical character
LU 6.2.1	LU PC G3P2p2	revised	changed should to must	ADA Compliance
LU 6.3	LU PC G3P3	edit	removed "This issue transcends style" (unnecessary text)	architecture
	LU PG G1P1	deleted	Population growth can't be orderly, but land use development can be – and that's already covered in Goal 1 & 2	population growth
	LU PG G1P1p1	deleted	duplicative text (LU 1.1)	infill
LU 7.1	LU PG G1P1p2	revised	edited to update the population projections and 20 year planning window	population projection
		deleted	note under PG G1 deleted, reference to 2012 update of population projections	

### Chapter 3, Natural Resources

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
NR Goal 1 & related policies	Natural Lands Plan	new	text from old Natural Lands Plan section turned into goal and policies	protection of environment while permitting development
NR 2.1	NR G1P1	revision	changed "is" to shall be	development near sensitive ecosystems

## Change Matrix – Freeland Subarea Plan – 5-5-16

### Chapter 4, Open & Civic Space

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
OS 2.1	OS G2P1	revision	clarification that access is to <b>public</b> lands	access to open space
OS 3.1.1	CS G1P1p1	revision	added text to clarify that table 4-1 defines the appropriate civic space types for each district	civic space typology and appropriate locations
OS 3.2	LU LU G1P9	relocated	moved from Land Use chapter	civic spaces
OS 3.2.3		relocated	moved from Land Use chapter	civic spaces
OS 3.2.2	LU G2P7	relocated, revised	moved from Land Use chapter, revised for clarity	civic buildings
OS 3.2.3	LU G2P8	relocated	moved from Land Use chapter	civic buildings
OS 4.1	CS G2P1	edit	struck language referring to Capital Facilities chapter (was moved to this chapter to keep topic in one location)	civic spaces
OS 4.3 - 4.6	CF CS G1P1, P1p1-p2, & CS G2p1	relocated	moved from Capital Facilities chapter	civic spaces
OS 5.1.1	CF CS G1P1p3	relocated	moved from Capital Facilities chapter	civic spaces timing

### Chapter 5, Capital Facilities

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
CF Goal 1	CF C G1	revision	reworded with language from CWPPS (3.6.4)	concurrency
CF 1.1.2	CF C G1P1p2	edit	clarifies "for development"	mitigation and in-lieu fees
CF 1.3		new	added language from CWPP 3.6.1	urban services not outside the NMUGA
CF Goal 2	CF EPF G1	edit	clarification	essential public facilities
	CF CS G1 & G2 and related policies	relocated	moved to Open & Civic Space chapter	civic spaces

### Chapter 6, Utilities

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
	U L&S G1P1p1-p2	deleted	moved to Development Regulations	undergrounding utilities
	U L&S G2P1p1	deleted	moved to Development Regulations	screening above ground utilities
	U ROW G1P2	deleted	moved to Development Regulations	screening above ground utilities
	U ROW G2P1p1-p2	deleted	moved to Development Regulations	screening above ground utilities

# Change Matrix – Freeland Subarea Plan – 5-5-16

## Chapter 7, Transportation

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
		renumbering	only change is renumbering and removing "That" from beginning of sentences	

## Chapter 8, Economic Development

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
ED 1.1	ED ED G1P1	edit	clarification - changed "working" lands to "agricultural" lands (change made throughout - ED 1.1.1, 1.1.3, 1.1.4)	rural landscape
	ED ED G2P3	deleted	duplicative (see Land Use chapter)	infill
	ED ED G27	deleted	duplicative (see Land Use chapter)	mixed-use
ED 2.3		new	added language from CWPP 3.11.1-2	

## Chapter 9, Housing

New Number	Old Location	Type of change	Nature of Changes	Subject Matter/Key Words
H 1.1	H HS G1P1	edit	removed unnecessary text	housing type diversity
H 4.1.1	H AH G1P1p2	revision	changes should to shall	manufactured housing

**Enclosure B:**

**FREELAND SUBAREA PLAN  
PRELIMINARY WORKING DRAFTS  
(VERSION 1.0 - FOR EARLY REVIEW)**

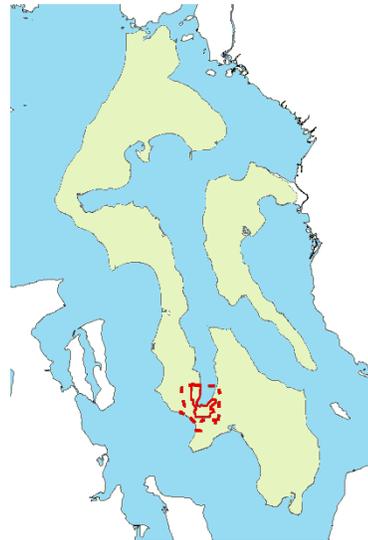
<b>GMA #</b>	<b>CHAPTER</b>	<b>TITLE</b>
11994	1	<b>Intro</b>
11996	2	<b>Land Use</b>
11998	3	<b>Natural Resources</b>
11200	4	<b>Open &amp; Civic Space</b>
11202	5	<b>Capital Facilities</b>
11204	6	<b>Utilities</b>
12006	7	<b>Transportation</b>
12007	8	<b>Economic Development</b>
12009	9	<b>Housing</b>
12011		<b>Acronyms &amp; Definitions</b>

Page Blank for Double-Sided Printing

# INTRODUCTION

## 1.1 FREELAND

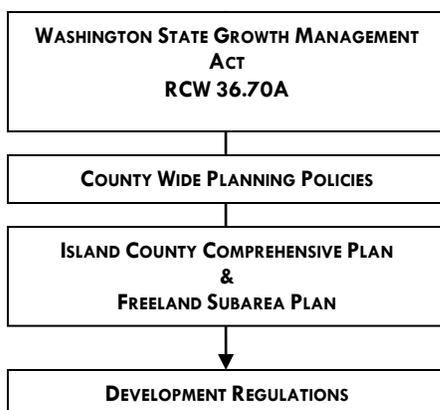
Nestled between the Olympic and Cascade mountain ranges in the midst of the Salish Sea, Freeland provides refuge for those who have sought to escape the crowded, fast-paced life-style of the nearby mainland. Located only 40 miles northwest of downtown Seattle on Whidbey Island, Freeland is surrounded by rural lands. But Freeland’s central location on south Whidbey has gradually enabled it to emerge as a residential and commercial hub of local significance. 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.



a

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, covering 1,200± acres (or 2 square miles) of land. Under the Growth Management Act (GMA), Urban Growth Areas must be adequately sized to accommodate urban population and employment growth projected for the next twenty years, and cannot be larger than necessary to accommodate this population. For this reason the Freeland NMUGA boundaries were reduced in 2016 to 423± acres (or roughly two-thirds of a square mile), per Island County Wide Planning Policies 3.3.9 and 4.3.9.

## 1.2 SUBAREA PLANNING & THE GROWTH MANAGEMENT ACT



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).

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)). The County Wide

Planning Policies (CWPPs) support the subarea planning process by recognizing Freeland’s urban characteristics as a Non-Municipal Urban Growth Area (NMUGA) (CWPP 1.3.23).

Within this framework, the goals and policies of the FSP should reflect the desires of the Freeland community. Additionally, the goals and policies among the different elements of the FSP must be internally consistent.

See Attachment A for charts showing how this plan related to the GMA, ICCP, and CWPPs.

### **1.3 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, deserves specific attention in terms of how development occurs. The Freeland Subarea Plan (FSP) establishes the policy framework for the Freeland Development Regulations.

#### **1.3.1 2016 Update Summary**

The 2016 FSP is built upon the 2007 and 2010 Freeland Sub Area Plans (FSAP) and preserves their basic components and intentions. The 2016 update reorganizes earlier versions of the FSP to match the 2016 Island County Comprehensive Plan organizational structure and formatting (including Goal and Policy language and numbering standards), and condenses the text by removing repetitive materials and moving some background information to the appendices.

**DRAFT**

The FSP and Development Regulations place emphasis on regulating the physical form of development in order to achieve a desired look and function over the conventional approach of focusing on regulating the more abstract use of land, but both approaches are used (a customized, hybrid code) in an effort to achieve the desired results of the Plan.

### **1.4 VISION STATEMENT**

The goals, principles and policies of the FSP are based on this vision:

*Freeland in the year 2036 is a comfortable waterfront community that is known for its unique character and expansive views of the surrounding environment. Freeland is a vibrant and safe place where people love to visit, learn, work, and live.*

*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 affordable housing choices.*

*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 an appreciation for Freeland's history. Community groups work with property owners to document past and future generations.*

*Freeland has committed to reducing vehicular 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 forecasts. 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 a sense of community encourage attractive options for future growth in the sub area.*

## **1.5 PLAN ELEMENTS**

The remaining chapters of the FSP contain goals and policies for eight (8) major subject areas:

### **Chapter 2. 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.

### **Chapter 3: Natural Resources**

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

archaeologically significant areas, and the identification, classification and inventorying of such areas.

#### **Chapter 4: Open and Civic Space**

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

#### **Chapter 5: Capital Facilities**

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

#### **Chapter 6: Utilities**

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

#### **Chapter 7: 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.

#### **Chapter 8: Economic Development**

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

#### **Chapter 9: Housing**

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

### **1.6 PLAN GOALS & POLICIES**

Within each element of the FSP are goals and policies for the implementation of the vision for Freeland.

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. They are the “what” statement that provides the basis, or reasoning, behind policies and development regulations.

A **policy** provides a more specific course of action that is based on the line of reasoning set forth by the planning goals. They are the “how” statements, and are meant to be measurable implementation techniques and actions.

**DRAFT**

## 2. LAND USE

### 2.1 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 and state statutes—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.

### 2.2 REVISIONS TO URBAN GROWTH BOUNDARY

Island County has three Municipal Urban Growth Areas (Oak Harbor, Coupeville and Langley) and one Non-Municipal Urban Growth Area (Freeland). UGAs are places within which urban growth shall be encouraged, and outside of which growth can occur only if it is not urban in nature. Under the Growth Management Act (GMA), UGAs must also be adequately sized to accommodate urban population and employment growth projected for the next twenty years, and cannot be larger than necessary to accommodate this population.

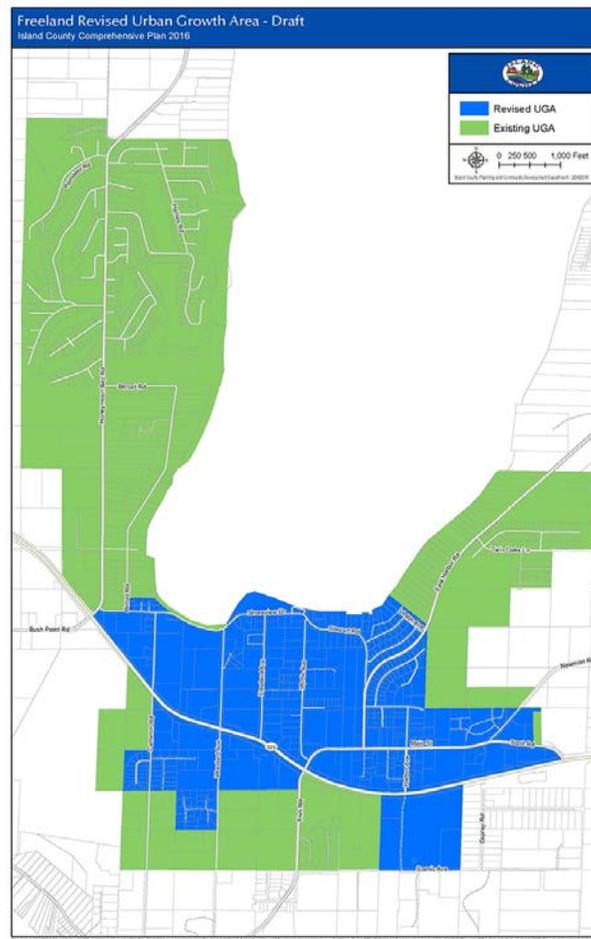
To analyze if the UGA boundaries needed to be adjusted before the final adoption of the Comprehensive Plan, the County conducted a Buildable Lands Analysis for each of the County's UGAs (per the GMA), using methodology adopted in the County Wide Planning Policies (CWPP). Freeland's UGAs was determined to be oversized and required a boundary adjustment to reduce the size.

In a series of public meetings, new Urban Growth Boundaries were identified that are adequately sized to balance the need for land to accommodate growth and effectively provide urban services. The new boundary for Freeland was based on public request for the "smallest possible" and feedback from the Freeland Water & Sewer District and developed per the following criteria:

- Must contain enough land to accommodate the projected 20 years of growth, using existing zoning regulations
- Must be appropriately sized for public services
- Include identified patterns of existing development (both residential and commercial)
- Include public services facility locations (parks, fire, water, sewer, etc.)
- The UGA must be contiguous and not contain any holes
- Include clusters of residential lots smaller than half an acre
- Boundary lines follow street lines, when possible
- Boundary lines are kept straight, simple and logical, when possible
- Land not substantially constrained by Critical Area

The County Wide Planning Policies establish a process for revisions to the UGAs (Section 3.3), including the automatic review if needed, including if the population growth in the UGA exceeds fifty percent of the population growth allocated to the UGA at the start of the planning period. The analysis will also be revised with the next periodic update.

**Map 2-1. 2016 Freeland NMUGA boundary**



## **2.3 EXISTING CONDITIONS**

### **2.3.1 LAND USE**

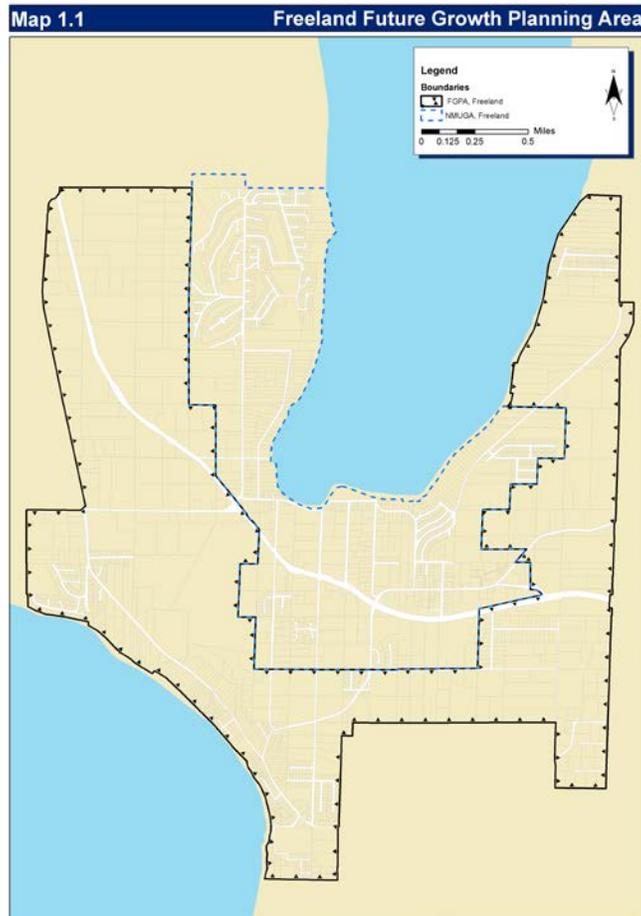
#### **2.3.1.1 Location**

Freeland's central location on south Whidbey has enabled the community to become a local hub for 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.

#### **2.3.1.2 Future Planning Area**

The designated Future Planning Area (FPA) 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 2-1).



## 2.3.2 PHYSICAL CHARACTER

### 2.3.2.1 General Character

Freeland’s Urban Fabric consists of several relatively dense nodes of activity separated by pockets of under-developed land. In the designated Business Village of Freeland, the most compact development occurs around the intersection of Main Street and Harbor Avenue. Relatively dense residential areas include the Maple Ridge senior housing center.

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

### 2.3.2.2 Views

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 water view exists across private land between Woodward Avenue and Cameron Road, allowing travelers on State Route 525 to get a glimpse of Holmes Harbor.

## **2.4 FUTURE LAND USE PLAN**

### **2.4.1 URBAN FORM**

#### *2.4.1.1 Physical Character*

Freeland's emerging character should preserve the community's small town feel (while enabling 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.

#### *2.4.1.2 Views*

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.

### **2.4.2 FUTURE LAND USE DESIGNATIONS**

A mix of land-uses should be encouraged in Freeland to ensure residents are within close proximity to commercial services and quality Civic Spaces and 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 and development regulations. Actual zoning names, boundaries, and colors may be different from those shown on the land-use designation map (see Map 2-1).



### 2.4.2.1 LOW DENSITY RESIDENTIAL (LD)

#### Land Use Character & Intent

- 100% Residential Neighborhoods including both detached and attached housing types, with typically 2 - 4 dwelling units/acre.
- Transitional zone between rural and more urban zones
- Building setbacks are typically large and variable

**Primary Land Uses:** Single-family detached homes on relatively large lots

**Secondary Land Uses:** Single-family attached homes, guest cottages, civic & institutional uses, parks & open space

#### Precedent Photos




### 2.4.2.2 MEDIUM DENSITY RESIDENTIAL (MD)

#### Land Use Character & Intent

- 100% Residential Neighborhoods with a diversity of housing unit types ranging from small lot single-family detached units to urban residential structures, with typically 5 - 12 dwelling units/acre. A mix of residential housing types supports abutting commercial areas and provides housing choices for people of various incomes and ages.
- Transitional zone between low density residential and areas of more intense development, within walking distance of the goods and services required for daily living.
- Build-to lines are used to maintain a pedestrian scale, except where setbacks are appropriate to maintain view corridors (see 2.3.2.2)

**Primary Land Uses:** Single-family and multi-family dwellings

**Secondary Land Uses:** Civic & institutional uses, group quarters, parks & open space

#### Precedent Photos




### 2.4.2.4 BUSINESS GENERAL (BG)

#### Land Use Character & Intent

- Employment and shopping destinations with a mix of office, retail, and restaurants. Developments will encourage active living with a network of walkable streets.
- Single or multi-tenant buildings, with setbacks that are zero to moderate, except where appropriate to maintain view corridors (see 2.3.2.2)

**Primary Land Uses:** A diverse mix of commercial buildings, mixed-use or flex buildings, civic & institutional uses

**Secondary Land Uses:** Restaurants, hotels, live/work units, multi-family dwellings, parks & open space, parking structures

#### Precedent Photos




### 2.4.2.5 BUSINESS VILLAGE (BV)

#### Land Use Character & Intent

- The center of Freeland's economic, entertainment and community activity. Shopping, cultural, and entertainment destinations surrounded by mixed-use neighborhoods, providing a civic component where community can "come together". The pedestrian environment is emphasized and has a traditional village atmosphere.
- Build-to lines are used to maintain a pedestrian scale, except where setbacks are appropriate to maintain view corridors (see 2.3.2.2)

**Primary Land Uses:** A diverse mix of commercial buildings, mixed-use or flex buildings, civic & institutional uses, restaurants

**Secondary Land Uses:** Hotels, live/work units, multi-family dwellings, parks & open space, parking structures

#### Precedent Photos




### 2.4.2.6 COMMERCIAL TRANSITION (CT)

#### Land Use Character & Intent

- Includes a diverse mix of commercial land uses including light manufacturing as a transitional zone between residential and industrial area. Building heights are lower to lessen the impact on adjacent residential areas.
- Building setbacks are moderate to deep, but designed to support the pedestrian experience.

**Primary Land Uses:** light manufacturing, office, flex buildings, mixed-use

**Secondary Land Uses:** Retail, multi-family, civic & institutional uses

#### Precedent Photos




### 2.4.2.7 INDUSTRIAL (IND)

#### Land Use Character & Intent

- Industrial land uses, screened from the right-of-way by vegetation and fencing.
- Building setbacks are moderate to deep.

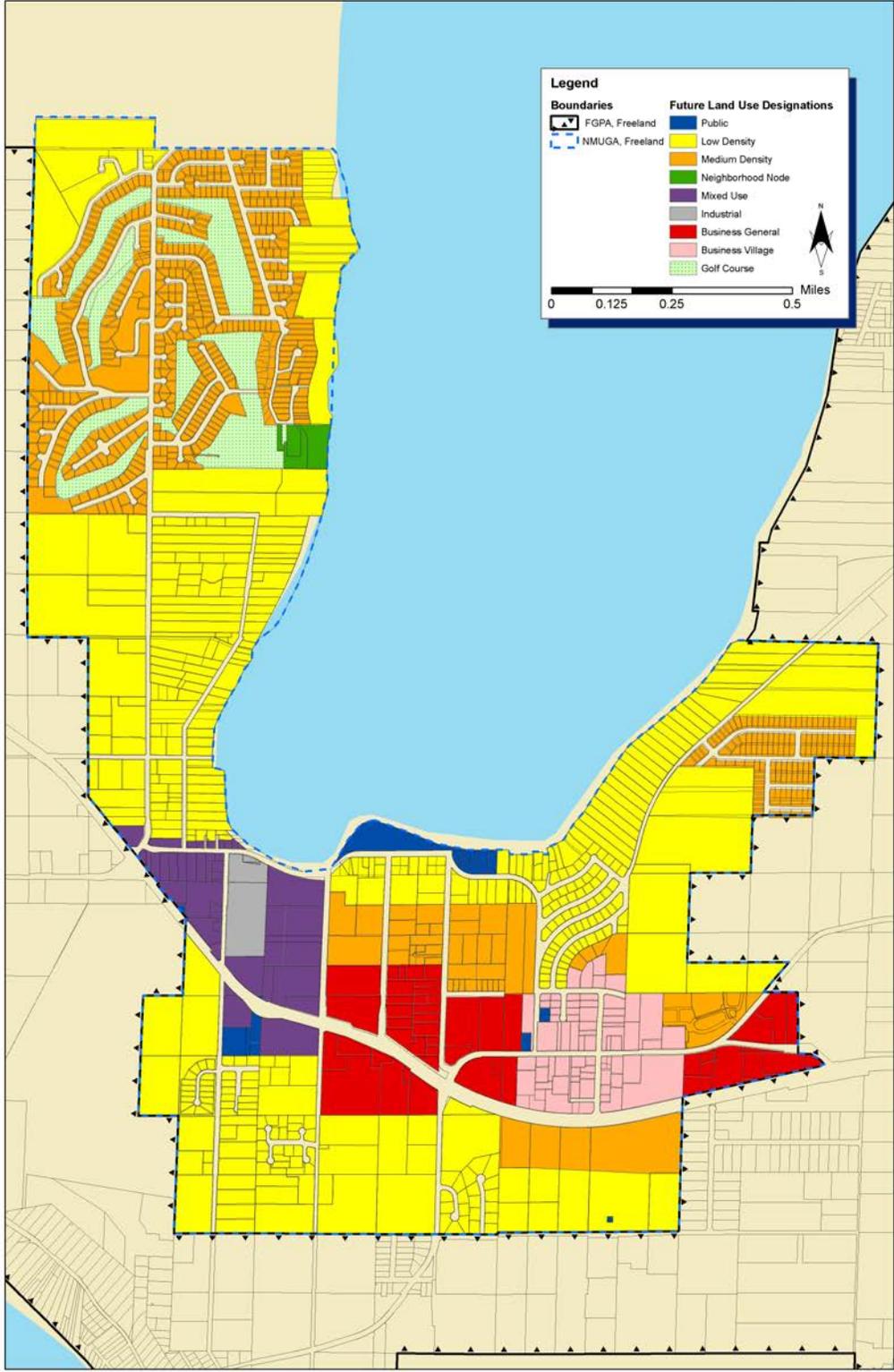
**Primary Land Uses:** light manufacturing, marine manufacturing

**Secondary Land Uses:** Retail, multi-family, civic & institutional uses

#### Precedent Photos


Map 1.2

Future Land Use Designations



## 2.4.3 POPULATION PROJECTIONS

The Population Projections for Freeland were revised during the 2016 FSP update per CWPP 4.3, based upon the Island County projected growth, Planning Area estimates, and allocations within the Planning Areas based on historical growth patterns. The projected population was less than past estimates due to updated information and revised methodology.

### 2.4.3.1 Population Growth

As a designated UGA, Freeland is projected to grow by approximately 144 residents and 104 jobs by the year 2036. 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 experiencing growth. Table 2-2 presents the current and projected population and employment, and total growth.

TABLE 2-1. POPULATION PROJECTIONS		
Year	Population	Employment
2010	523	247
2036	667	351
<b>GROWTH</b>	<b>144</b>	<b>104</b>

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 zoning designations is to ensure the NMUGA is capable of accommodating population projections and meeting GMA requirements.

### 2.4.3.2 Future Planning Area (FPA)

Development in this area should 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.

CWPP 3.2.3 established a process whereby the County may adopt a Future Planning Area around the Freeland Non-Municipal Urban Growth Area and assign overlay designations, similar to the Joint Planning Areas for the municipal Urban Growth Areas, to establish locations and process for sequencing future growth of the NMUGA. The County will consider this option in the next periodic update cycle.

## 2.4.4 BUILDABLE LANDS ANALYSIS

A buildable lands analysis was conducted according to the methodology found in the CWPP 4.3 and CWPP Appendix A. Freeland was found to have sufficient residential and employment capacity to accommodate projected growth. Table 2.2 presents the results of the allocation and buildable lands analysis. The results of the housing growth and capacity analysis are further discussed in the Housing Element.

Table 2.2 Future Land Capacity				
	Unit	Capacity	Growth	Surplus Capacity
Residential	Housing Units	175	62	113
Commercial	Jobs	425	104	322

## LAND USE GOALS & POLICIES

### LAND USE

#### **Goal 1: Encourage efficient land use development within the Freeland NMUGA.**

- LU 1.1 Land should be used efficiently in order to prevent the inappropriate conversion of land into sprawling, low density single use land patterns.
- LU 1.2 Infill and redevelopment are encouraged within the NMUGA boundary.
  - LU 1.2.1* Permitting process for redevelopment should be streamlined.
- LU 1.3 Urban development will not be wasteful of land resources and will proceed in an orderly contiguous fashion.
  - LU 1.3.1* The most compact development should occur in the Business Village and the least compact development should occur in the Low Density Residential designation.
- LU 1.4 Subdivision of land should be orderly and encourage good urban design.
  - LU 1.4.1* Newly created parcels should be rectangular in shape (except when certain topographical features warrant otherwise).
  - LU 1.4.2* The creation of “flag” lots should be avoided.
  - LU 1.4.3* New development, including subdivisions, short subdivisions, site plan approvals, and building permits for new homes and commercial buildings will be served by public sewer and water.
- LU 1.5 Future Planning Areas (FPAs) should be planned for in advance (CWPP 1.3.5).

- LU 1.5.1* Planning done for Freeland should be done in the context of not only the NMUGA, but the planning area as a whole.
- LU 1.5.2* UGA Expansions should only be considered within the FPA according to the criteria in CWPP 3.3.3.
- LU 1.5.3* Prevent sprawl-type development from occurring within Freeland's Future Planning Area (FPA).
- LU 1.5.4* Development regulations should not preclude future urban development in the FPA.
- LU 1.5.5* 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.
- LU 1.5.6* The County should consider requiring Build-Out Plans ("shadow platting") to ensure development in the FPA doesn't preclude the possibility of future development at urban levels.

**Goal 2: Land use is pedestrian oriented and mixed.**

- LU 2.1* Building frontages should activate the street.
- LU 2.2* Compatible land-uses should be mixed throughout the community.
- LU 2.3* The ordinary activities of daily living should occur within walking distance of most dwellings, reducing auto-dependency.
  - LU 2.3.1* Mixing of land uses should be encouraged (horizontal or vertical mix).
  - LU 2.3.2* 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.
  - LU 2.3.3* Schools should be sized and located to enable children to walk or bicycle to them.
  - LU 2.3.4* Development should encourage enhanced community access and promote healthy active lifestyles through
    - a. An appropriate mix of land uses and intensities of land uses;
    - b. Well connected street grids;
    - c. Non-motorized access to transportation;
    - d. Appropriate pedestrian and bicycle facilities that allow for safe travel; and
    - e. Regionally connected trail systems

**Goal 3: Encourage self-sufficient land use practices.**

- LU 3.1* Home Occupations are encouraged.

*LU 3.1.1* Land-use regulations for Home Occupations should be simple, direct, and clear.

*LU 3.1.2* Permits for Home Occupations should be simple, affordable and processed quickly.

*LU 3.2* Residents should have access to healthy food choices.

*LU 3.2.1* Consideration should be given to establishing land use patterns and development regulations that support such access

*LU 3.2.2* Land use and development regulation amendments should consider the potential to remove existing barriers to healthy food choices, if they exist

*LU 3.2.3* Home and community gardens within the NMUGA should be encouraged through design and permit processes.

## **PHYSICAL CHARACTERISTICS**

**Goal 4: Encourage the physical development of an urban-to-rural hierarchy with regards to urban form.**

LU 4.1 The community should have a Traditional Neighborhood structure with a discernable center and edge.

**Goal 5: Create within Freeland a distinguished physical character that preserves and maintains a small-town look and feel while accommodating growth.**

LU 5.1 Development should be human-scaled and not auto-scaled.

*LU 5.1.1* Development regulations should include architectural standards that ensure development is human-scaled in order to preserve Freeland's small town atmosphere.

LU 5.2 The community's Public Realm should be of high quality design with streets becoming destinations in and of themselves.

*LU 5.2.1* Development regulations should include streetscape standards specific to Freeland.

*LU 5.2.2* Streetscape design should contribute to Freeland's unique character and sense of place.

LU 5.3 Architecture and landscape design should grow from local climate, topography, history, and building practice.

*LU 5.3.1* Architectural standards should be based on local climate, topography, history, and building practice.

- LU 5.3.2* Landscape requirements should include use of native species and low impact development options.
- LU 5.4 Buildings and landscaping should contribute to the physical definition of Thoroughfares and Civic Spaces.
  - LU 5.4.1* Buildings should give spatial definition to right-of-ways and civic spaces.
- LU 5.5 Buildings should provide their inhabitants with a clear sense of geography and climate through energy efficient methods.
- LU 5.6 The preservation and renewal of historic buildings should be facilitated, to affirm the continuity and evolution of society.
- LU 5.9 The harmonious and orderly evolution of Freeland should be secured through use of form-based codes.
- LU 5.10 Protect and enhance view corridors within the public and private realms.
- LU 5.11 Reduce the visibility and size of on-site parking areas.
- LU 5.12 Minimize the hydrological impact of paved surfaces on site.
- LU 5.13 Prevent light pollution to the greatest extent possible.
- LU 5.14 Ensure signage is consistent with “small town” character.

**Goal 6: Ensure the urban fabric is well connected.**

- LU 6.1 New development should contribute to the connectivity of the transportation network of the community.
  - LU 6.1.1* Block standards should be developed to ensure connectivity.
  - LU 6.1.2* Alleys should be incorporated to provide rear access to lots.
- LU 6.2 The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility.
  - LU 6.2.1* Streetscapes and building entrances must be ADA compliant.
- LU 6.3 Individual architectural projects should be seamlessly linked to their surroundings.
  - LU 6.3.1* Site specific development should relate to and provide reasonable connections to neighboring parcels.

## **POPULATION GROWTH**

**Goal 7: Accommodate population growth in a manner that is consistent with the GMA.**

LU 7.1 The Freeland NMUGA should be able to accommodate the projected population of 667 by the year 2036.

## 3. Natural Resources

### 3.1 Introduction

Freeland is situated amongst some of the most environmentally sensitive land that makes up Whidbey Island. 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.

Minimizing the impacts of development on the natural environment will become more and more critical as Freeland continues to grow. This element of the subarea plan addresses the protection, conservation, and restoration of Freeland's most sensitive natural areas.

### 3.2 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 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.

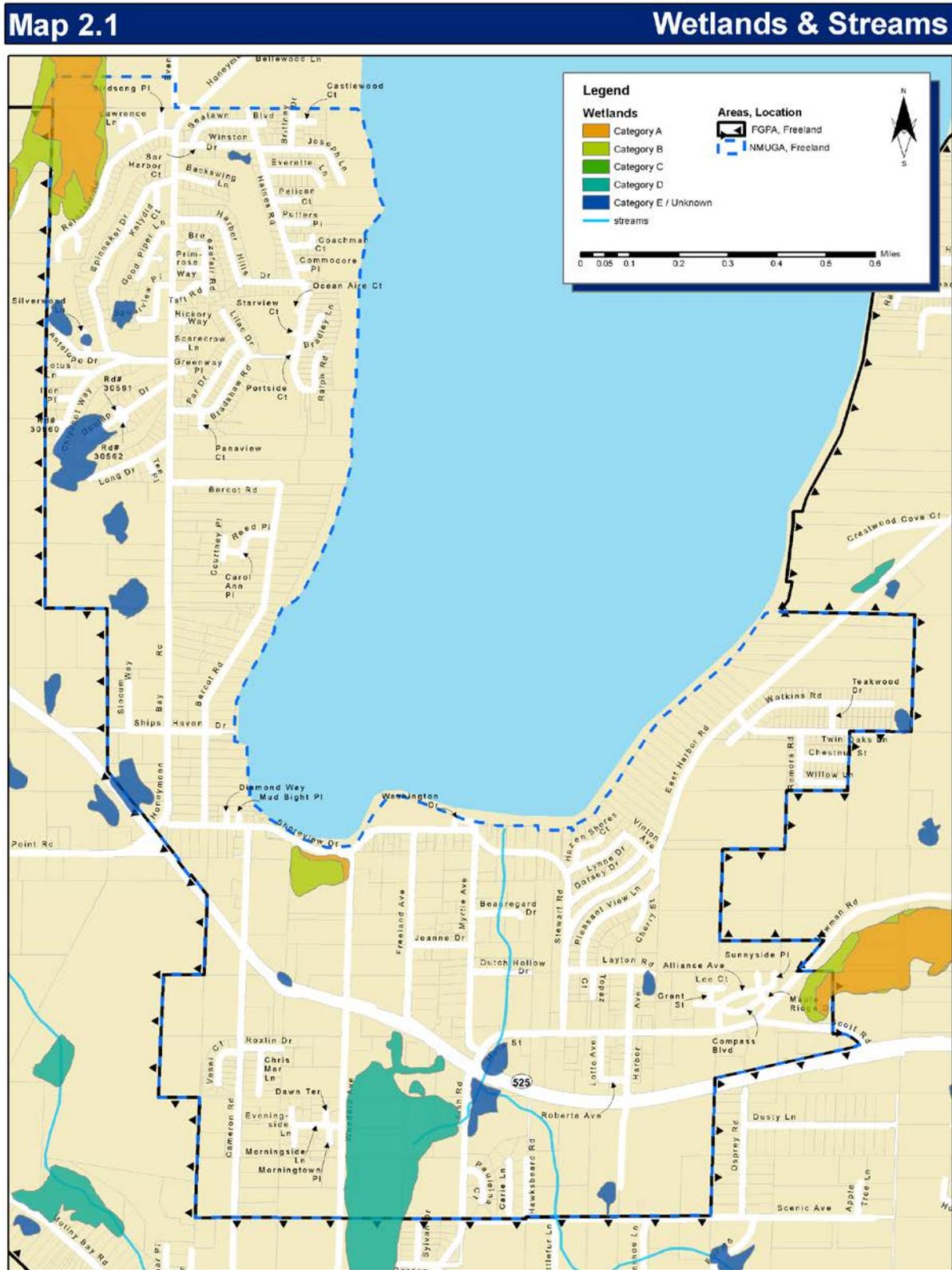
#### 3.2.1 Wetlands

Wetlands in Freeland (see Map 3-1) 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 3-1: Wetlands and Streams



### 3.2.2 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 3-2 shows the areas within the NMUGA which have high, medium, and low susceptibilities to aquifer contamination.

### 3.2.3 Fish & Wildlife Habitat Conservation Areas

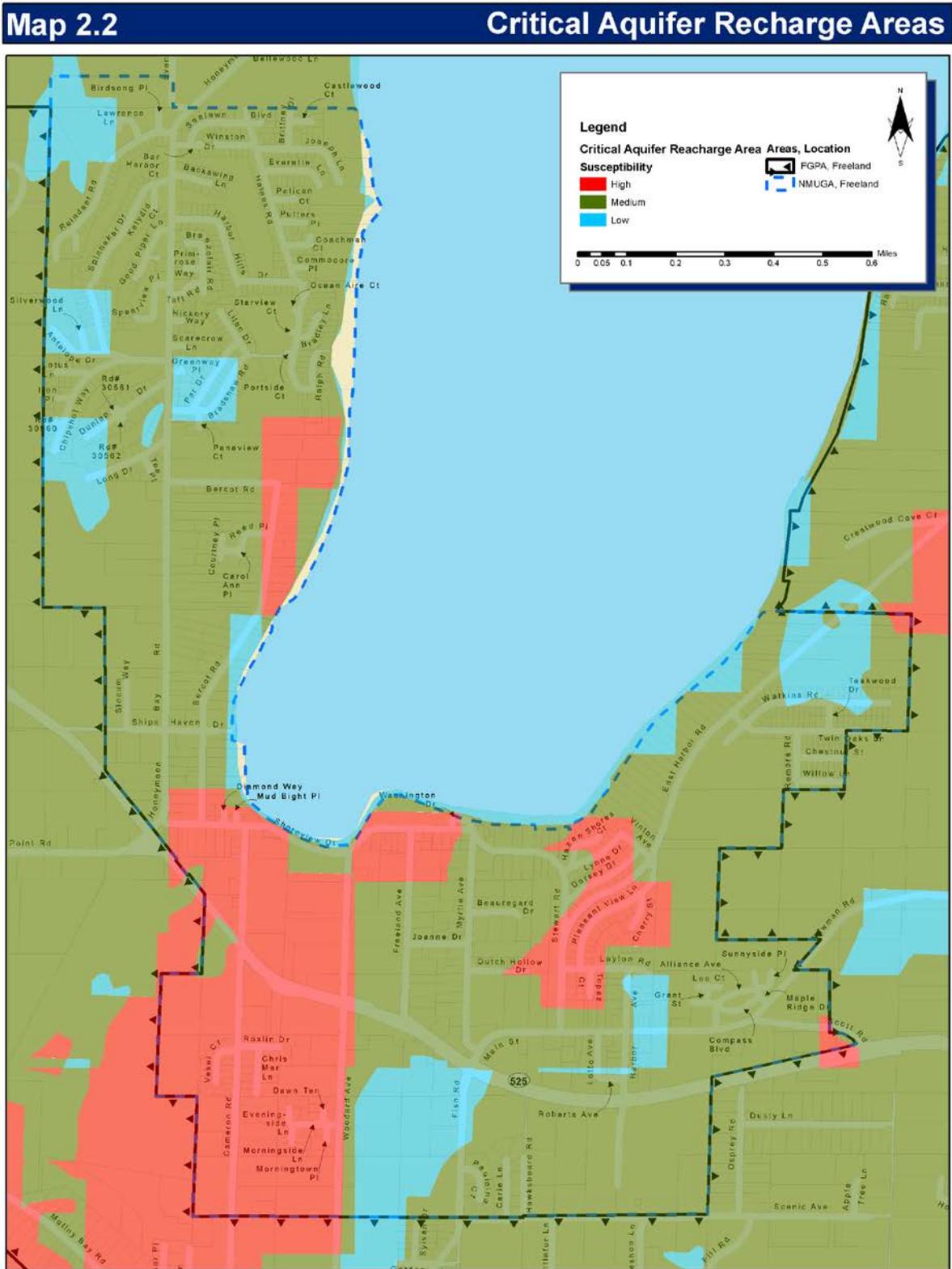
The proximity of Holmes Harbor to the highly productive Skagit, Stillaguamish, and Snohomish Rivers make the harbor a potential feeding station for out-migrating salmon smolts. Similarly, Mutiny Bay is situated along the narrow exit of Puget Sound into the Strait of Juan de Fuca and the Pacific Ocean. 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 3-3). 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 is required to comply with the regulations of ICC 17.02, Critical Areas Ordinance.**

### 3.2.4 Frequently Flooded Areas

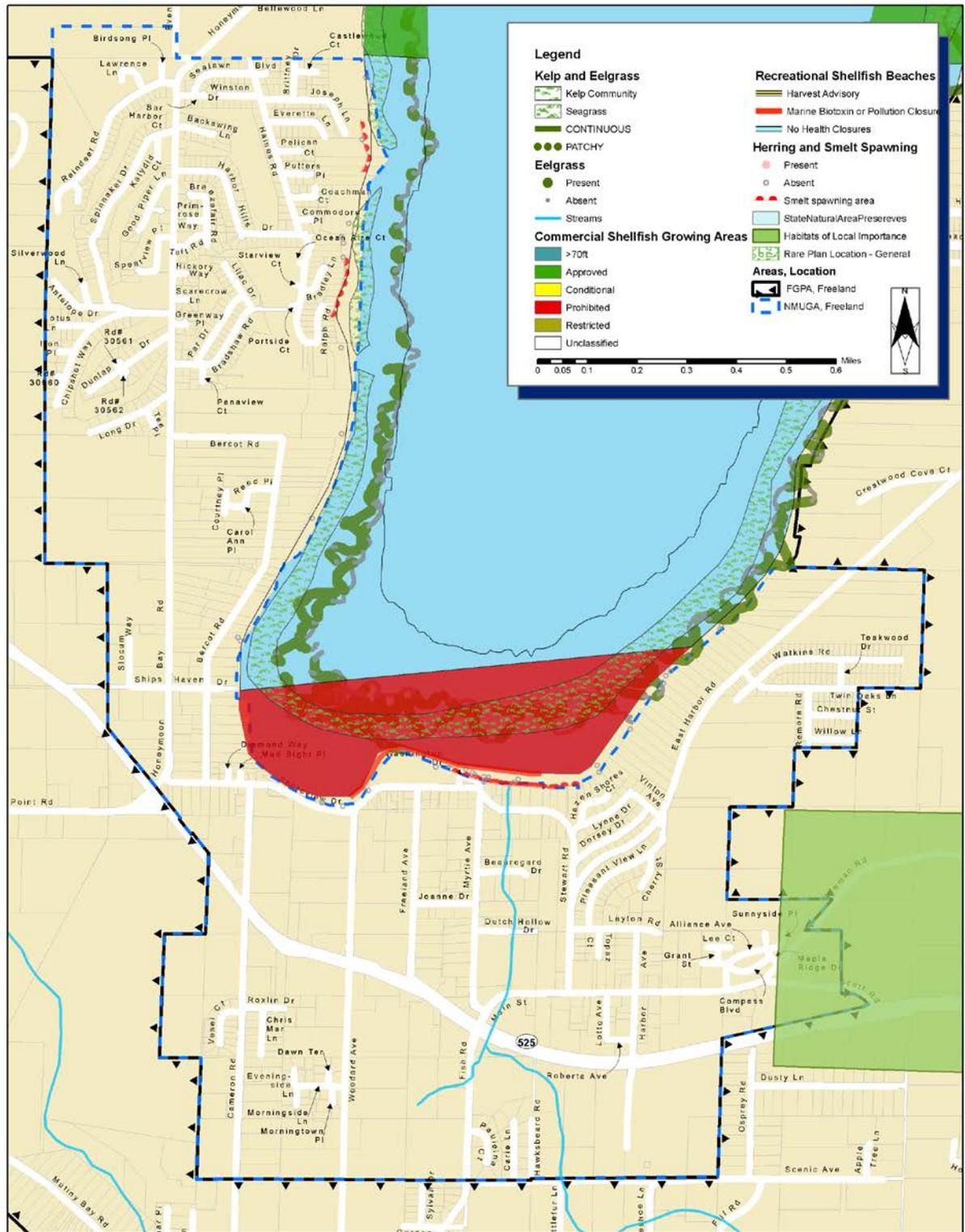
Flooding can occur during intense storms or as a result of unusually high tides, large seas, and low barometric pressure around low-lying marine shoreline areas. The Federal Emergency Management Agency (FEMA) has designated flood hazard boundaries for high risk areas within the Freeland NMUGA (Refer to Map 3-4). 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 3-2: Aquifer Contamination Susceptibility

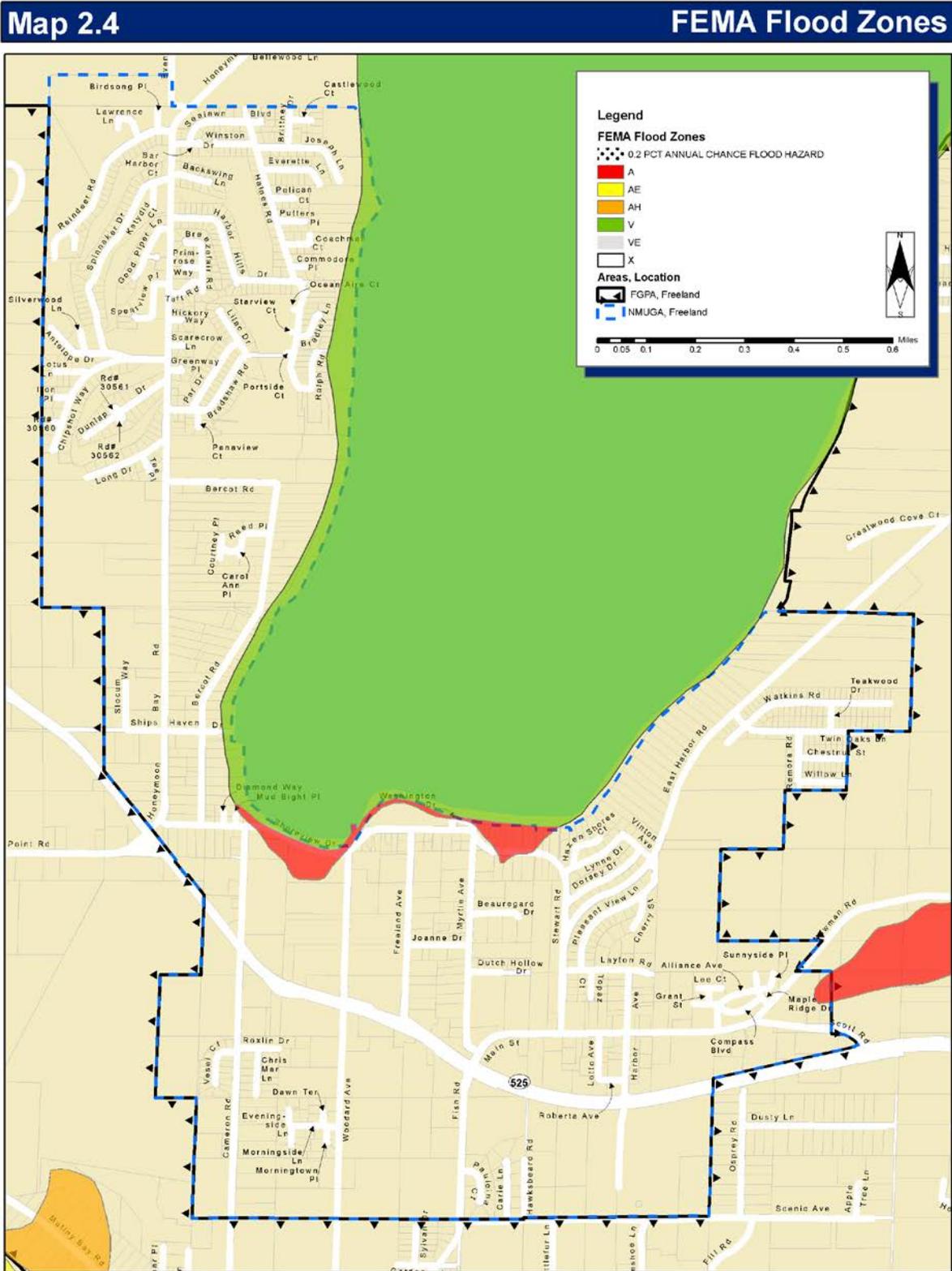


Map 3-3: Habitat Conservation

**Map 2.3 Fish and Wildlife Habitat Conservation Areas**



# Map 3-4: Flood Zones



### 3.2.5 Geologically Hazardous Areas (Steep Slopes)

Steep slopes exist within the Freeland NMUGA, mainly along the western and eastern shores of Holmes Harbor (Refer to Map 3-5). Requirements established in the Island County Code, Chapter 17.03, and Shoreline Master Program Chapter 17.05, regulate development that occurs within Geologically Hazardous areas.

### 3.2.6 Shorelines

Island County's Shoreline Master Program (SMP) is a policy plan and regulatory program designed to protect public resources and guide future development that occurs along the shorelines of waterways. Island County updated the SMP in 2015, with the new code effective January 2016. The SMP applies to development within 200 feet of lakes, streams, coastal areas, and associated wetlands of statewide significance. Shoreline review is based on the regional goals and jurisdiction of the Island County SMP. The SMP accomplishes this by giving one of six designations to all shorelines. The shoreline designations consist of: Aquatic, Conservancy, Natural, Rural, Shoreline Residential, and Urban (see Map 3-6).

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.

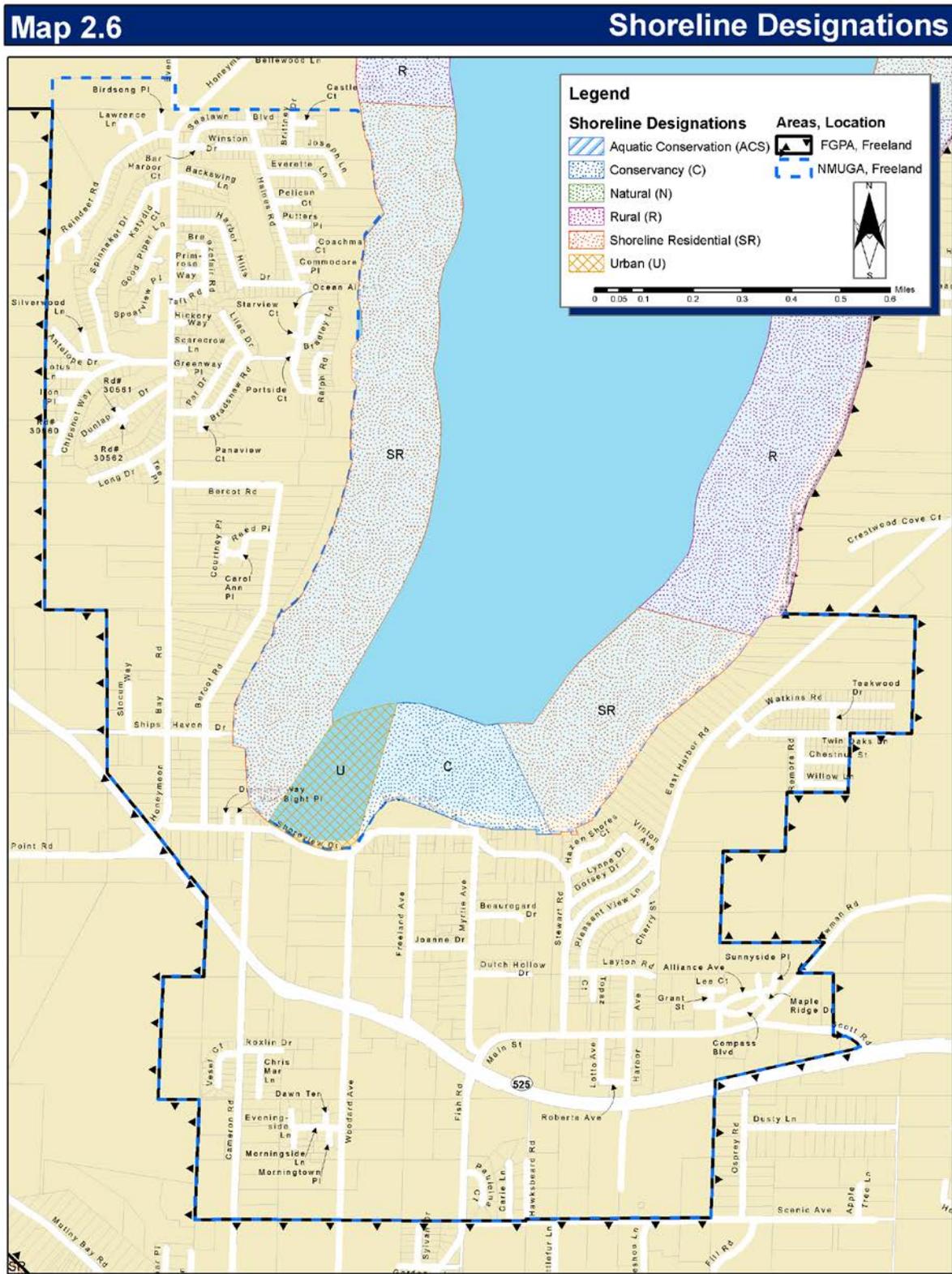
- **Shoreline Residential Environment**: an area that has been modified from its original natural state by residential unit construction. These areas have more development – or more development potential – than the Rural shoreline environment.

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

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



Map 3-6: Shoreline Designations



### 3.2.7 Critical Drainage Areas

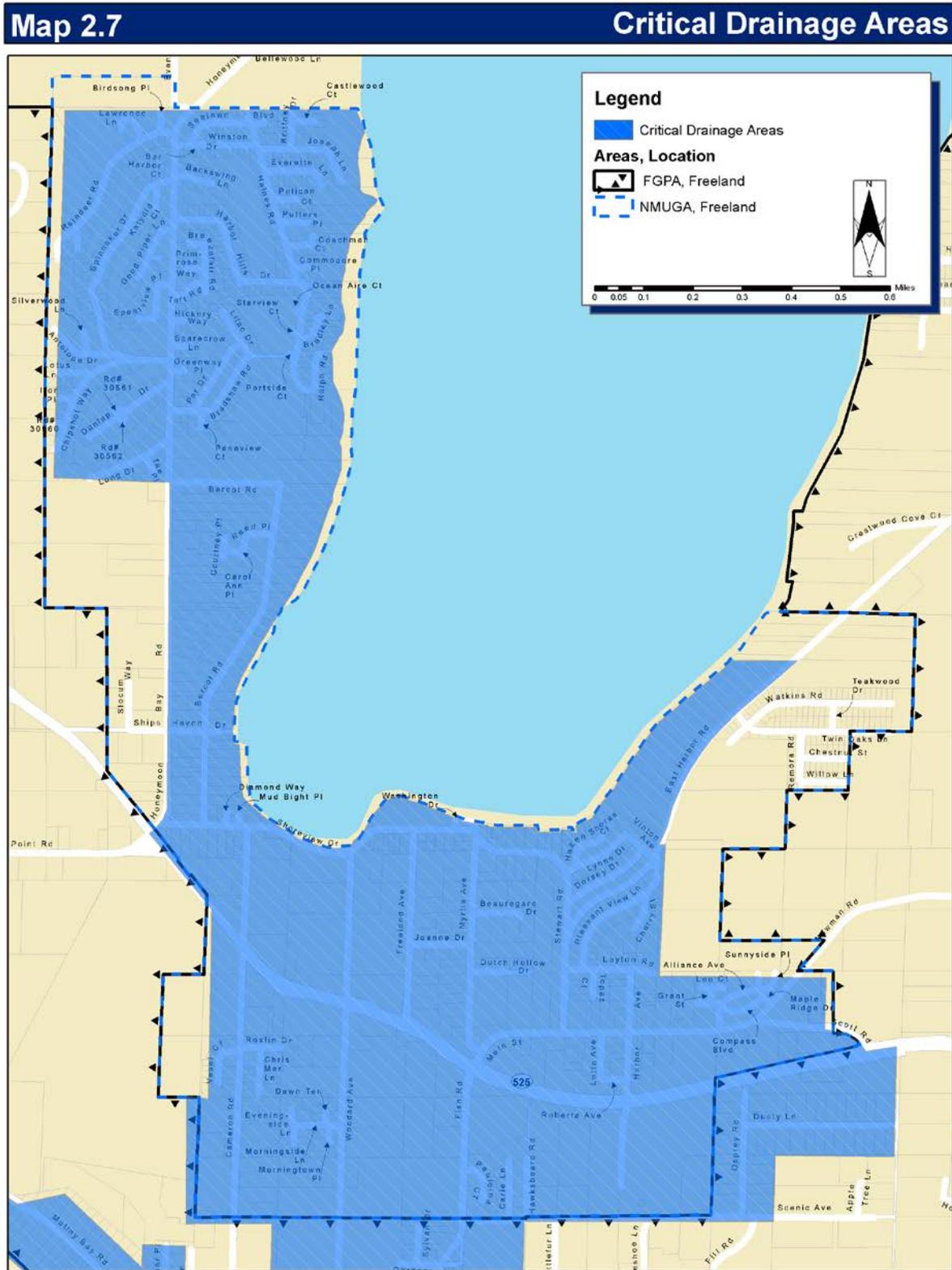
Currently, most of the land area within the Freeland NMUGA is designated as a Critical Drainage Area (see Map 3-7). The Board of Island County Commissioners can designate a Critical Drainage Area if the land meets any one of the following three criteria:

- 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 3-7: Critical Drainage Areas



### 3.2.8 Archaeologically Significant Areas

Archaeologically significant areas are present throughout 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.

## 3.3 Natural Resources Goals and Principles

### Goal 1. Encourage protection of the environment and enhancement of the area's quality of life while still permitting urban growth.

NR 1.1 Ensure compliance with Island County's existing critical area regulations to allow urban growth with the protection for the natural environment. NR 1.2 Explore opportunities may also exist to create corridors which will benefit fish and wildlife habitat and the community.

*NR 1.2.1* 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 should be linked as open space and wildlife habitat corridors.

*NR 1.2.2* 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.

*NR 1.2.3* Development on steep slopes or other geologically hazardous areas is restricted, providing another opportunity to permanently protect open space corridors.

NR 1.3 Within 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.

### Goal 2: Critical areas and the natural environment should be maintained, protected and enhanced for the enjoyment of present and future generations.

NR 2.1 Development in and near sensitive ecosystems shall be carefully managed and limited.

NR 2.2 Public education efforts regarding the function and value of sensitive areas should be encouraged.

NR 2.3 Habitat corridors should be protected and preserved within the Freeland NMUGA and FPA.

## 4. OPEN AND CIVIC SPACE

### 4.1 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.

### 4.2 EXISTING CONDITIONS

#### 4.2.1 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. For detailed information on trails, see Chapter 7, Transportation.

#### 4.2.2 CIVIC SPACE

##### 4.2.2.1 *Local*

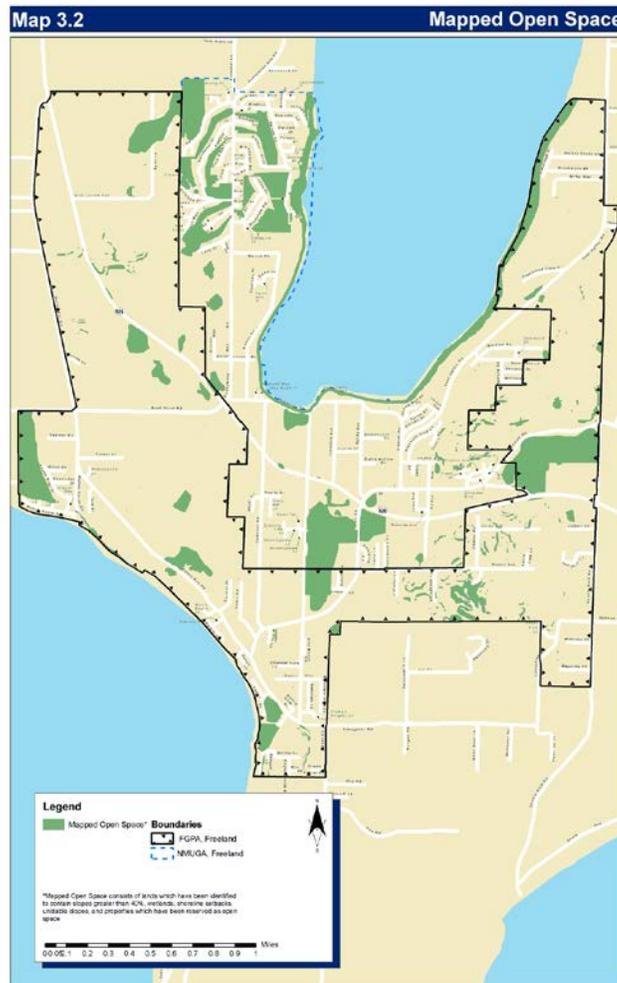
Freeland Park is a scenic 7 acre water-front park located on the south shore of Holmes Harbor serving Freeland and the surrounding community. Facilities include a dock and boat ramp, picnic tables, playground, and Freeland Hall (a historic structure that can accommodate 250 people, built in 1915).

##### 4.2.2.2 *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:

- Baby Island Heights
- Hunt Property
- Greenbank Trails
- Lagoon Park
- South Whidbey State Park
- Mutiny Bay Park
- Double Bluff Park & Beach Access
- Saratoga Woods
- Putney Woods
- Goss Lake
- Lone Lake Fishing Area
- Marguerite Brons Memorial Park
- Dave Mackie Park
- Deer Lake
- Dan Porter Park
- Possession Point State Park

- South Whidbey Community Park



## 4.3 VISION

### 4.3.1 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.

The Island County Non-Motorized Trails Plan was adopted in 2006. An update is currently planned for 2016. The plan focuses on facilitating 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 (see Chapter 7, Transportation, for more information and a map of trails in Freeland).

**4.3.1.1 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.

**4.3.2 CIVIC SPACES**

The need for additional Civic Space will increase 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 (Table 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.

**4.3.2.1 Associated Facilities**

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

TABLE 4-1 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.	<ul style="list-style-type: none"> <li>✓ Benches</li> <li>✓ Water Features</li> <li>✓ Drinking Fountains</li> <li>✓ Picnic Tables</li> <li>✓ Public Art</li> <li>✓ Gazebo</li> </ul>	<p><b>Business Village</b> <b>Business General</b></p>
Plaza	A civic space available for civic purposes and commercial activities. It is spatially defined by building frontages. Its landscape should consist primarily of pavers with formally disposed pockets of landscaping.	<ul style="list-style-type: none"> <li>✓ Drinking Fountains</li> <li>✓ Benches</li> <li>✓ Public Art</li> <li>✓ Amphitheater</li> <li>✓ Gazebo</li> </ul>	<p><b>Business Village</b> <b>Business General</b></p>

<p><b>Park</b></p>	<p>An area available for unstructured recreation. A park may be independent of surrounding building frontages. Its landscaping should be naturally disposed.</p>	<ul style="list-style-type: none"> <li>✓ Playground equipment</li> <li>✓ Boat Launch</li> <li>✓ Dock/Pier</li> <li>✓ Restrooms</li> <li>✓ Picnic Tables</li> <li>✓ Benches</li> <li>✓ Fire Pits</li> <li>✓ BBQ grills</li> <li>✓ Open Shelters</li> </ul>	<p>Medium Density Residential Low Density Residential</p>
<p><b>Green</b></p>	<p>A civic space available for unstructured recreation and suitable for quiet enjoyment. Landscaping is formally disposed.</p>	<ul style="list-style-type: none"> <li>✓ Benches</li> </ul>	<p>Business Village Business General Medium Density Residential</p>
<p><b>Play Field</b></p>	<p>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.</p>	<ul style="list-style-type: none"> <li>✓ Any facility needed to support various sports</li> <li>✓ Restrooms</li> <li>✓ Concession Stand</li> </ul>	<p>Medium Density Residential Low Density Residential</p>

**4.3.3 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.

**4.4 PROJECTED PARK & RECREATION DEMANDS**

**The Capital Facilities Element establishes a Level of Service (LOS) for community parks of 3.5 acres/1000 population.** This LOS corresponds to roughly 5.25± acres of park by 2036, given the existing population projections. This is less than the current acreage (see Section 4.2 above), so no new facilities are required within the 20 year planning period. When counting only developed and hybrid parks, the current countywide acreage per 1000 population is 6.05, also above the LOS standard; when natural resources areas are taken also considered, that number jumps to 61.67 acres per 1000 unincorporated population.

The LOS standard for Trails is .5 miles per 1,000 population, or roughly one-third of a mile for the Freeland NMUGA.

**4.4.1 FACILITIES & SERVICE NEEDS**

As Freeland continues to grow, efforts should focus on expanding Freeland Park boundaries and the services available.

**4.5 OPEN AND CIVIC SPACE GOALS & POLICIES**

**OPEN SPACE**

## PRELIMINARY WORKING DRAFT (v. 1.0) | 05-06-16

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

- OS 1.1 Adequate Open Space should exist to promote the health and welfare of citizens.
- OS 1.2 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.**

- OS 2.1 Adequate access to public Open Space lands should be provided for passive enjoyment and educational purposes.

## **CIVIC SPACE**

### **Goal 3: Diversify Freeland's existing Civic Space Types.**

- OS 3.1 A range of Civic Space types should be distributed throughout the community.
  - OS 3.1.1 Civic Space types should be developed in the appropriate locations (per Table 4-1).
  - OS 3.1.2 Trails or pathways should link Civic Spaces within Freeland as well as connect Freeland to regional Civic Spaces.
- OS 3.2 Civic Spaces should be centrally located, highly visible, and easily accessible (see Land Use).
  - OS 3.2.1 Where *appropriate*, building frontages should be oriented toward, as well as spatially define, Civic Spaces.
  - OS 3.2.2 Civic buildings should be distinctive and appropriate to a role more important than the other buildings that constitute the fabric of the community.
  - OS 3.2.3 Civic buildings and spaces should be provided as locations that reinforce community identity.
- OS 3.3 Potential Open and Civic Spaces should be identified.

### **Goal 4: Maintain and enhance existing Civic Spaces and their facilities.**

- OS 4.1 Civic Spaces as a whole should provide residents with a variety of facilities to ensure local needs are met.
- OS 4.2 Civic Spaces should engender community pride.
- OS 4.3 Citizens should be provided with adequate and accessible Civic Spaces.
  - OS 4.3.1 Level of Service (LOS) standards should be established to ensure adequate Civic Space (in terms of acreage to population).
- OS 4.4 Civic Spaces within Freeland should be accessible by non-motorized methods of transportation (see transportation element).
- OS 4.5 The County should identify what facilities are desired by the Freeland community for Civic Spaces.

## PRELIMINARY WORKING DRAFT (v. 1.0) | 05-06-16

OS 4.6 Desired facilities should be assigned to appropriate Civic Space types.

### **Goal 5: Ensure concurrency exists between new development and Civic Space**

OS 5.1 The amount of available Civic Space should increase with growth.

OS 5.1.1 Additional Civic Space should be provided concurrent with new development and/or mitigated for through payment of a fee-in-lieu

## **COORDINATION**

### **Goal 6: Encourage public involvement**

OS 6.1 The public should be actively involved in Civic Space creation and maintenance.

OS 6.2 Significant decisions should be made visible and communicated to the public.

### **Goal 7: Promote intergovernmental coordination**

OS 7.1 All public agencies and jurisdictions should coordinate planning and maintenance efforts of Civic Spaces.

## 5. Capital Facilities

### 5.1 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.

#### 5.1.1 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 Water & Sewer District Draft Comprehensive Sewer Plan and Engineering Report/Facility Plan, December 2015
7. Island County Comprehensive Plan: Capital Facilities Element, 1998
8. Draft Freeland Comprehensive Drainage Plan, May 2005
9. Freeland Water and Sewer District Water System Plan – Update, December 2015

### 5.2 EXISTING CONDITIONS

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

The County has established Levels of Service (LOS) standards for capital facilities, which are found in the Capital Facilities Element of the Island County Comprehensive Plan (ICCP). For the purpose of the FSP these standards will apply as well. Table 5-1 displays the LOS standards used to determine the adequacy of existing capital facilities and to determine the need for new capital facilities.

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

1. Increase revenues to pay for the proposed standard of service; or

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

**TABLE 5-1 – ISLAND COUNTY COMPREHENSIVE PLAN ADOPTED LEVEL OF SERVICE STANDARDS**

FACILITY	LOS
<b>Water</b>	Proof of water availability
<b>Solid Waste</b>	5.8 pounds per capita per day
<b>Septage</b>	80 gallons per year per residential equivalent
<b>Stormwater</b>	Conveyance – 25-year storm Retention – 25-year storm Surface Water Habitat – Restore in-stream flows, reduce peaks, and maintain clear fish passage. Requires 100-year design for conveyance Surface Water Quality – Federal/state water quality standards for receiving waters
<b>School District Facilities</b>	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
<b>Police</b>	.12 sq. ft. per person in the unincorporated area of the County
<b>Fire</b>	Fire Protection Class # 8* *Washington State Surveying and Rating Bureau
<b>Community Parks</b>	3.5 acres per 1,000 population in the unincorporated area
<b>Trails</b>	.5 miles per 1,000 population in the unincorporated area

## 5.2.2 County Provided Capital Facilities & Services

### 5.2.2.1 County Parks

Community parks and open space are discussed in more detail in the Open and Civic Space Element of the Freeland Comprehensive Plan.

## 5.2.3 Solid Waste

### 5.2.3.1 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.

### 5.2.3.2 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.

### 5.2.3.3 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

## 5.2.4 Stormwater & Drainage

### 5.2.4.1 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).

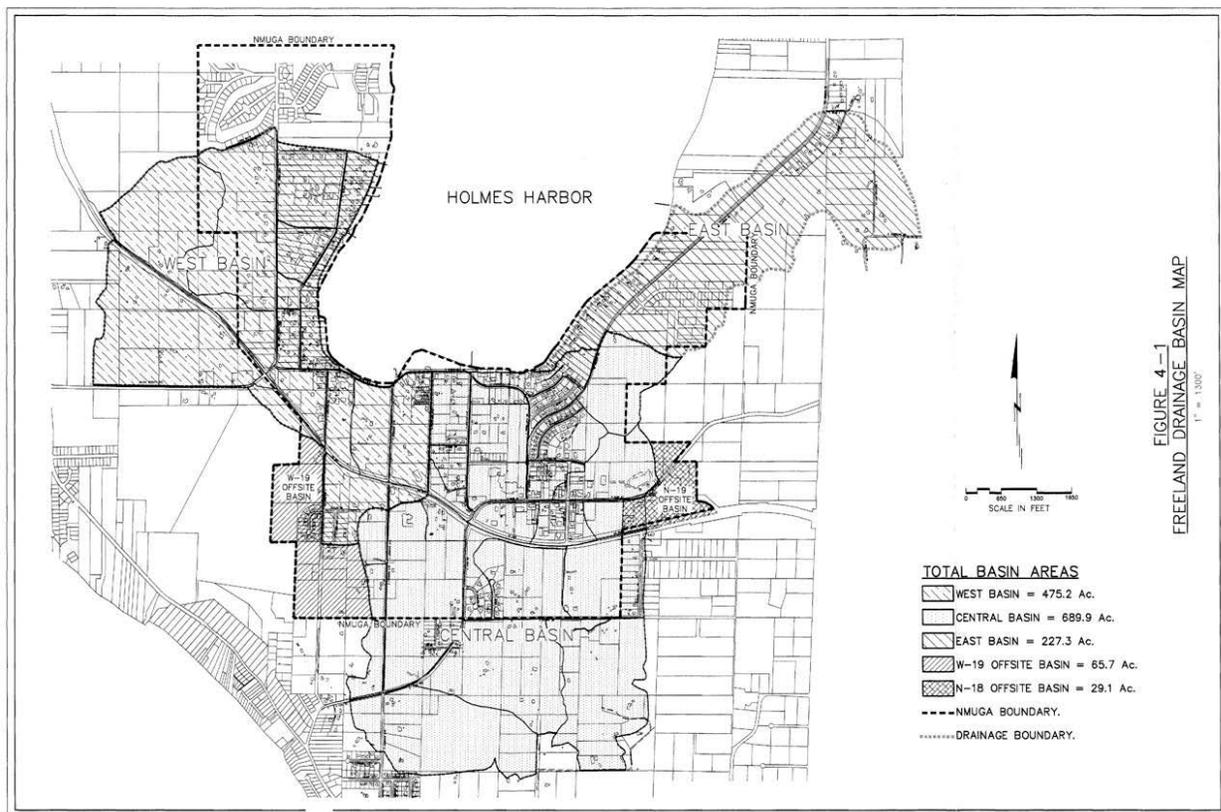
The drainage network for these systems is comprised of open drainage ditches, sub-surface storm drains, culverts, sheet flow, and natural channelized systems in undeveloped areas. All but a small portion of the lowland area near Scott and Newman Roads, and a lowland area directly south and west of Cameron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



#### 5.2.4.2 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.

**5.2.4.3 Deficiencies & Proposed Improvements**

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

**TABLE 5-2 – 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 Storm 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
<b>TOTAL COST</b>		<b>\$138,400</b>

## 5.2.5 Law Enforcement

### 5.2.5.1 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.

As of January 2016, the Island County Sheriff’s Office has 59 employees (33 of which are commissioned), as follows:

**Figure 5-2 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

### 5.2.5.2 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 says the LOS requirement for law enforcement is 0.12 square-feet of law-enforcement capital facility space per capita (in unincorporated Island County). The current Capital Facilities Inventory is shown Table 5-3, and the ratio is .15.

**TABLE 5-3 – FREELAND LAW ENFORCEMENT CAPITAL FACILITIES INVENTORY**

NAME	CAPACITY/QUANTITY (Net Sq. Ft./Count)	SQ FT PER CAPITA
------	--	---------------------

Freeland Precinct	2,772	80.04
-------------------	-------	-------

### 5.2.5.3 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.

## 5.3 Other Capital Facilities & Services

### 5.3.1 Fire Protection

#### 5.3.1.1 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.

#### 5.3.1.2 Deficiencies & Proposed Improvements

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

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 Table 5-4:

**TABLE 5-4 – FIRE DISTRICT NO.3 2010-2020 CAPITAL IMPROVEMENT PLAN**

PROJECT DATE	DESCRIPTION	COST	SOURCE OF FUNDS
7/2017	Replace engine	\$450,000	District Capital Improvement Savings
<b>TOTAL COST</b>			

## **5.3.2 Water Systems**

### **5.3.2.1 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. The FWSD systems is capable of serving 629 equivalent residential units (ERUs).

### **5.3.2.2 Water Supply**

FWSD obtains its water supply from three wells providing 180, 363, and 232 gallons per minute (GPM). FWSD has water rights not to exceed 350 gallons per minute. Current water rights are adequate for projected short term growth within the FWSD, however, construction of the Freeland sewer system has the potential to drive the system demand beyond capacity limitations imposed by current water rights. The FWSD is pursuing additional water rights through the Department of Ecology.

### **5.3.2.3 Treatment and Storage**

Well #3, the District's newest well, has been found to have elevated levels of iron and manganese. As a result the District is pursuing the installation of an iron & manganese treatment facility at the Well #3 site and is currently in the design phase for this project. In the short term, water produced from Well #3 is blended with water from Wells #1 and #2 to ensure that iron & manganese levels, below the State MCL, are discharged to the system. Since beginning the blending program there have been no serious complaints from any users regarding the quality of water provided by the Freeland Water District.

The existing reservoirs provide sufficient storage for the existing system demands and for future demands through the existing water right limits. Additional storage will be required for future demands to maximize the applied-for water rights and to improve service in the northeast portion of the District.

### **5.3.2.4 Transmission and Distribution**

The District is actively pursuing distribution system upgrades to improve system function and reliability and to reduce long term maintenance costs. In the short-term this will include the replacement of aging/failing hydrants and the installation of isolation valves to improve system control. In addition, a yearly meter replacement program has been initiated to replace 20 meters per year.

Several undersized and aging sections of distribution water main will require replacement. The District's 30-year Capital Improvements Plan has identified multiple improvement projects within the Medium Range and Budget Providing time frames.

There are minimal stagnant water complaints in the system dead end mains, however, the dead ends should ideally be looped with developer extensions or budget providing.

New mains are needed in areas of the District where there are no existing mains. The main extensions will typically be constructed by developer extensions.

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

#### 5.3.2.5 *Level of Service & Capacity Analysis*

The FWSD is considered “Class A” water systems. This 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.

#### 5.3.2.6 *Deficiencies & Proposed Improvements*

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

Future system improvements to the FWSD are identified in table 4.5.

### **5.3.3 Wastewater**

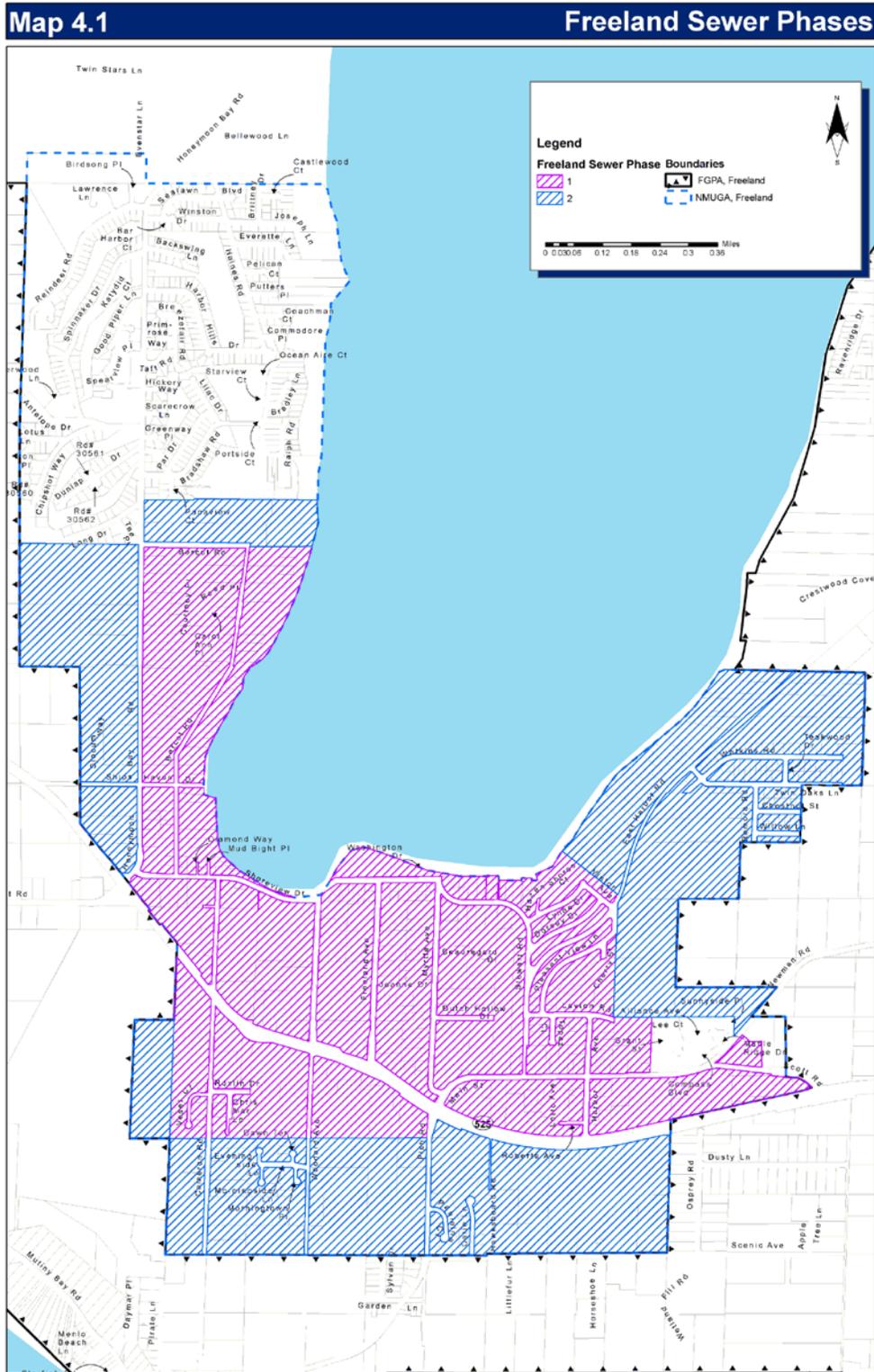
#### 5.3.3.1 *System Description*

The majority of homes and businesses within the Freeland NMUGA treat their wastewater with on-site septic systems. However, the Main Street Sewer District currently serves Maple Ridge Assisted Living Community.

The *Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan* was approved in 2005 (2005 Plan) and amended in 2010. In 2015, the Freeland Water and Sewer District (FWSD) rescinded the 2010 amendment in its entirety and contracted with Gray and Osborne, Inc. to prepare an amendment to the 2005 Plan. The December 2015 Draft FWSD Comprehensive Plan and Engineering Report/Facility Plan (2015 Draft Plan) establishes a plan for a feasibility project (Phase 1A and 1B) to remove septic tanks and effluent drainfields in the core of the downtown area of Freeland and allow for growth in the urban growth area. It also provides detailed wastewater treatment (WWTF) design criteria and cost estimates.

The 2005 planning for Phases 2 through 5 (buildout) remains the same, with the FWSD committed to providing sewer service to the entire NMUGA. The land use, zoning, and NMUGA boundary are consistent with the Island County Comprehensive Plan adopted April 11, 2011 and the approved Freeland Subarea Plan adopted February 16, 2011. If the County reduces the size of the NMUGA, the FWSD may need to evaluate the project planning for Phase 2 through buildout projects at a future date. The buildable lands analysis used in the 2015 Draft Plan is consistent with the method used in the 2005 Plan.

The 2015 Draft Plan assumes Phase 1A will be implemented in 2016, and Phase 1B will be implemented in 2026 when the FWSD secures funding.



### 5.3.3.2 Projected Flows and Loadings and Collection System Recommendations

The 2015 Draft Plan recommends a collection system which consists of pressure force mains and individual grinder pump stations to serve all of the properties in the Phase 1A area. Projected wastewater flows and loadings for the pressure system are presented in Tables 5-6 and 5-7 below

**Table 5-6 Projected Wastewater Flows – Pressure Collection System for Phases 1A and 1B**

Flow Value	2016 Phase 1A <sup>(1)(2)</sup>	2026 Phase 1A <sup>(3)</sup>	2036 Phase 1A <sup>(4)</sup>	20-Year Phases 1A and 1B <sup>(4)</sup>
Annual Average (AA) base wastewater flow (gpd)	23,000	26,000	44,000	57,000
ERUs (@ 140 gal/ERU/d for AA base flow)	164	186	314	407
Annual Average (AA) Wastewater Flow (gpd)	32,000	37,000	54,000	70,000
Maximum Month (MM) Wastewater Flow (gpd)	45,000	52,000	74,000	95,000
Peak Day (PD) Wastewater Flow (gpd)	61,000	71,000	96,000	124,000
Peak Hour (PH) Wastewater Flow (gpd)	119,000	138,000	197,000	254,000

- (1) 2016 flows = (developed acres available) (current water use per acre) + (developed gross minus critical acres) (I/I rate per acre).
- (2) Current water use per acre: Phase 1A Area = 290 gpad, MSSD Area = 960 gpad (note MSSD WWTP records indicate influent flow is twice this value).
- (3) 2026 flows = (acres available) (current water use per acre) + (gross minus critical acres) (I/I rate per acre).
- (4) 2036 and 20-Year Flows = (acres available) (projected low growth water use per acre) + (gross minus critical acres) (I/I rate per acre).
- (5) Projected low growth water use for MSSD assumed to be 960 gpad to match existing water use.
- (6) Projected low growth water use for Phases 1A and 1B is 550 gpad per 2005 Facility Plan.
- (7) I/I rates per acre: AA=125 gpad, MM=225 gpad, PD=375 gpad, and PH=560 gpad per 2005 Facility Plan.
- (8) “Acres available” and “gross minus critical acres” calculated per Appendix F of 2005 Facility Plan.

Table from the December 2015 Draft FWSD Comprehensive Plan and Engineering Report/Facility Plan, Table E-1.

**Table 5-7 Projected Wastewater Loading**

Loading Value	2016 Phase 1A	2026 Phase 1A	2036 Phase 1A	2036 Phase 1A and 1B
Annual Average (AA) BOD <sub>5</sub> and TSS Load (lb/d) <sup>(3)</sup>	77	87	147	190
Maximum Month (MM) BOD <sub>5</sub> and TSS Load (lb/d) <sup>(4)</sup>	128	145	245	317
Annual Average (AA) TKN Load (lb/d) <sup>(1)</sup>	14	16	26	34
Maximum Month (MM) TKN Load (lb/d) <sup>(1)</sup>	23	26	44	57

- (1) TKN = BOD \* 0.18.
- (2) Population Equivalent (PE) = Annual Average (AA) Base Flow/ 60 gpcl.
- (3) AA BOD<sub>5</sub> & TSS = PE \* 0.2 lb/cap/d.
- (4) MM Load = (AA Load) \* 1.67.



**TABLE 5-8–SOUTH WHIDBEY SCHOOL DISTRICT ENROLLMENT HISTORY**

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

#### **5.3.4.2**      *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.

#### **5.3.4.3**      *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.

### **5.4 Capital Improvement Plan**

The Capital Improvement Plan is prepared to prioritize projects and predict fiscal trends based on revenues and expenditures. This enables the governing body to maintain and improve public facilities and infrastructure to meet established standards. A summary of capital improvement projects is presented in Table 4.10

**TABLE 5-9—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

## 5.5 Capital Facilities Goals & Policies

### CONCURRENCY

**Goal 1: Ensure capital facilities are available prior to or concurrently with urban development.**

CF 1.1 New growth should pay for itself.

*CF 1.1.1* Development regulations should ensure capital facility improvements take place at the time of development. Fee-in-lieu payments may be appropriate in some instances.

*CF 1.1.2* The County should ensure any mitigation or in-lieu fees collected for development in Freeland are spent in Freeland.

CF 1.2 New development should add value to the community.

CF 1.3 Urban services and facilities shall not be provided or extended outside of the NMUGA.

### ESSENTIAL PUBLIC FACILITIES

**Goal 2: Provide for the efficient and effective siting of essential public facilities listed in the Island County Comprehensive Plan.**

CF 2.1 Essential public facilities at the local and regional levels are identified and defined.

CF 2.2 Essential and adequate public facilities should be planned for and developed to meet the changing needs of the community.

**Goal 3: Provide public sewer service to Freeland.**

CF 3.1 Everyone within the NMUGA should have access to sewer services.

*CF 3.1.1* Existing and new development should be required to hook-up to sewer lines as they become available.

CF 3.2 Sewer service is well planned to ensure coordination and predictability.

## **6. UTILITIES**

### **6.1 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.

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. (See Appendix \_\_\_ for an overview of the regulatory framework for utilities.)

### **6.2 EXISTING CONDITIONS**

#### **6.2.1 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)

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.

#### **6.2.2 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.

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.

## 6.3 VISION

### 6.3.1 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.**

## 6.4 UTILITY GOALS & POLICIES

### COORDINATION

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

- UT 1.1 Open communication should exist between the County and private local utility providers to ensure coordination.

### LOCATION & SCREENING

**Goal 2: Place utility transmission lines underground.**

- UT 2.1 Utility transmission lines should be placed underground so as not to disrupt the public realm.

**Goal 3: Ensure above ground transmission equipment is screened from view.**

- UT 3.1 Above ground utility equipment should be screened from view so as not to disrupt the Public Realm.

### RIGHT-OF-WAY ILLUMINATION

**Goal 4: Ensure right-of-ways are appropriately lit.**

- UT 4.1 Street lamps should adequately illuminate travel lanes and the Pedestrian Realm.

**Goal 5: Ensure street lamps contribute to Freeland's unique sense of place.**

- UT 5.1 Street lamps should contribute to Freeland's unique Sense of Place by being

## **7. Transportation**

### **7.1 INTRODUCTION**

Streets and their associated elements establish an important physical framework for creating healthy and vibrant places to live and work. Street design 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 the people using the streets (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 are provided along some sections. The intent of this element of the Freeland Subarea Plan is to help ensure that a quality transportation network develops in Freeland.

#### *7.1.1 Other Related Plans*

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

- Island County Comprehensive Plan: Transportation Element, 2016
- Island County Six Year Transportation Improvement Plan (updated annually)
- Island County Comprehensive Plan: Parks and Recreation Element, 2011
- Island County Non-Motorized Transportation Plan, 2006 (scheduled for update in 2016)
- Skagit-Island Counties Metropolitan and Regional Transportation Plan, 2010
- Skagit-Island Counties Human Services Transportation Plan, 2014
- Whidbey Scenic Isle Way Corridor Management Plan, 2004

### **7.2 Existing Conditions**

#### *General Circulation and Connectivity*

The street network within Freeland is predominately auto-oriented. Sidewalks, bike-lanes, and trails are minimal, although some footpaths and bike lanes do exist. Many 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 stop 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.

Due to historic development patterns and a lack of site development standards that considered circulation, Freeland's current street network could be better connected. Some possible new links that would improve circulation are shown in Figure 6.1. Improvements are desired to accommodate anticipated growth and provide additional mobility options for residents. This

includes adding new streets and trails to the existing network and ensuring street right-of-ways accommodate all modes of transportation.

### 7.2.2 Motor Vehicles

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. Automobiles have influenced land-use patterns in Freeland that have in turn resulted in a disincentive to use non-motorized modes of travel, however residents desire increased safety and convenience of all modes of transportation.

### 7.2.3 Transit

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 have established transit routes that provide realistic alternatives to driving a car for all residents. The transit needs of Freeland residents can be divided into three types of services:

- Regional: Connecting Freeland to other municipalities on the Whidbey Island 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 nearly 13 routes on Whidbey and Camano Islands—3 of which provide service to Freeland, five days a week (no weekend service):

Route 1 Clinton / Oak Harbor - links Freeland to Oak Harbor in the north and the Clinton ferry terminal to the south. By taking Route 1 to Oak Harbor, riders can transfer to Route 411 which will take them to March's Point in Anacortes, which has transfers to Mount Vernon, Interstate 5, and other regional public transportation providers.

Route 58 South Whidbey Shuttle - provides service throughout South Whidbey including Freeland, Langley, and the Clinton Ferry Terminal.

Route 7 Langley Shuttle - provides a service similar to that provided by Route 1, connecting Freeland to the Clinton Ferry dock, but diverts from the state highway at Maxwellton Road and again at Langley Road, providing service to Langley.

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

### 7.2.4 Marine Access

Island County Public Works, in collaboration with the Port of South Whidbey, own, operate and manage the boat ramp facilities at Freeland Park, Mutiny Bay Boat Launch and Dave Mackie Park. The Port of South Whidbey solely owns, operates and manages Bush Point, Possession

Beach, and the South Whidbey Harbor, all of which provide marine access to the Freeland and South Whidbey Island Community.

#### 7.2.5. Active Transportation Network

The non-motorized or “active” transportation network consists of facilities for residents and visitors to participate in active transportation and recreation activities. The following overview of existing active transportation facilities is intended to serve as the baseline for further expanding the non-motorized transportation network in accordance to GMA requirements and Sections 3.8 and 3.10 of the Countywide Planning Policies.

A combination of on-street facilities and off-street pathways provide the core network for walkers, cyclists, and other non-motorized users to travel. A comprehensive non-motorized network will provide “linkages between communities, access points, major parks and natural areas, points of interest, and other destinations.” (Island County Non-Motorized Plan, 2006). The existing non-motorized system in Freeland is illustrated in Figure 6.2.

The Island County Non-Motorized Trails Plan was adopted in 2006. An update is currently planned for 2016. 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.

##### 7.2.5.1 Pedestrian Facilities

Sidewalks are the most desirable type of pedestrian facility that can be found in Freeland. Along with off-street trails and paths, sidewalks provide pedestrians with space to travel along roadways outside of vehicle travel lanes and shoulders. Cyclists may also use sidewalks within Freeland, provided they yield right-of-way to pedestrians. The primary sidewalks in Freeland are located on sections of Main Street and Harbor Avenue. There is also a path on Myrtle Avenue between Shoreview Drive and Dutch Hollow Drive. This path is paved along the northern section and is gravel along the southern section.

The Main Street Corridor Concept project includes medium and high-standard sidewalks and paths in Freeland. This pedestrian network would connect Freeland’s commercial center to Freeland Park, Freeland Marsh, and the surrounding residential and commercial areas. Assuming funds can be made available, the project should be constructed in conjunction with the proposed sewer system. In 2013, a gravel path was replaced with a new sidewalk constructed on Main Street between East Harbor Avenue (U. S. Post Office) and the driveway to the commercial center (Payless Foods).

##### 7.2.5.2 Wide Shoulders & Bicycle Lanes

Wide shoulders are on the edge of the traveled way for vehicles. Wide shoulders are considered non-motorized facilities where there is a reasonable distance available for pedestrians and cyclists to travel. For the purposes of this plan and consistent with the County’s Non-Motorized Plan, this facility type only includes roadways with striped shoulders equal to or greater than 4 feet wide. Striped shoulders with 4 feet or more of level, usable width are typically available for

non-motorized use. This is also the minimum facility recommended for Bike Lanes in the WSDOT Design Manual for Bicycle Facilities (Chapter 1520).

Bicycle lanes are dedicated striped roadway space for cyclists that are typically in both directions on the edge of the traveled way. They are marked with a wide white stripe and parking is prohibited. Sections of Main Street and South Harbor Avenue are currently the only streets that have bike lanes in Freeland.

#### 7.2.5.3 Off-Street Trails

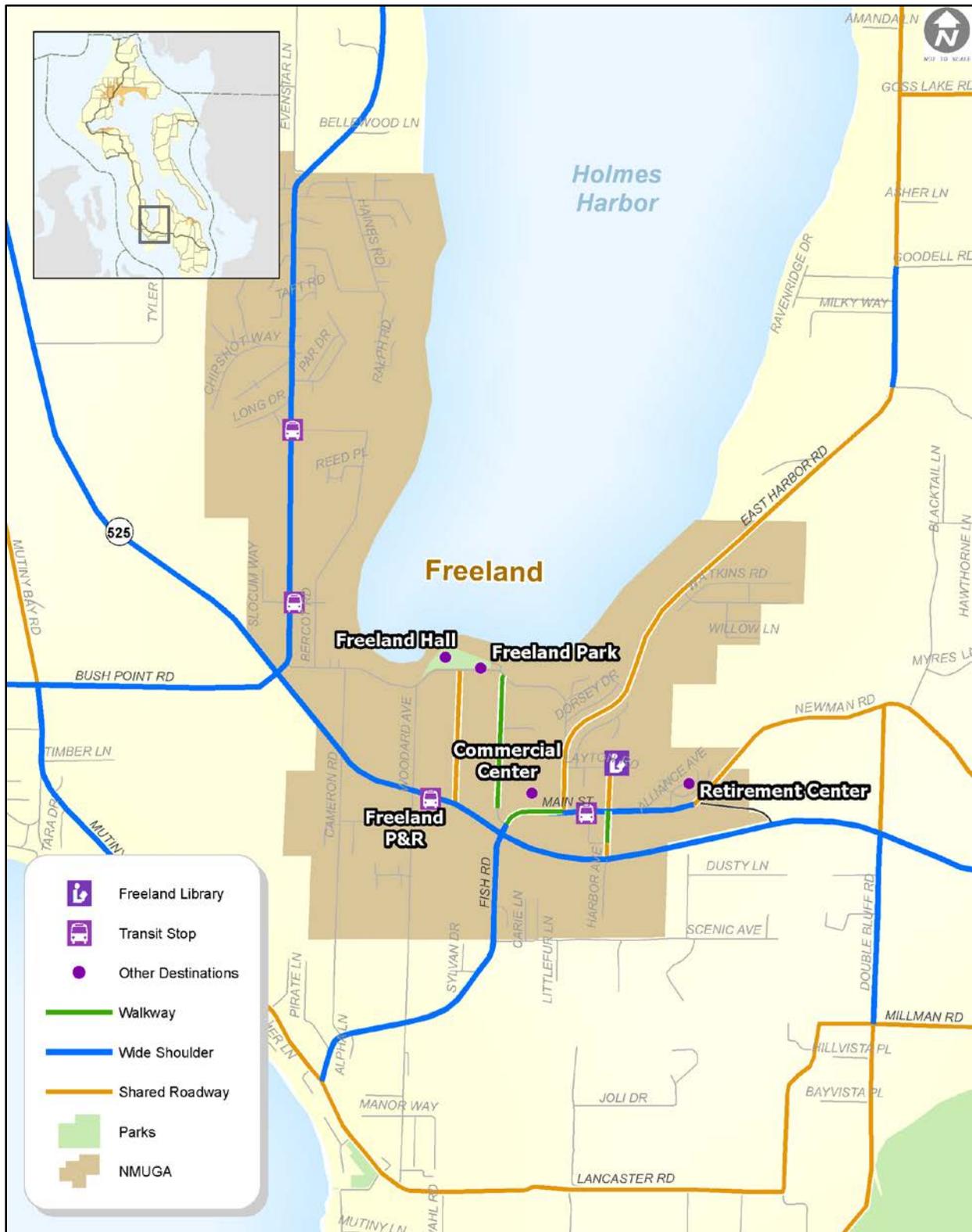
Off-street non-motorized facilities consist of trails that are generally used for recreational purposes, but may also serve commuter and general travel in Freeland. The Island County Non-Motorized plan designates both high-standard, medium standard, and Wildland Trails. Standard trails are separated from the roadways, and vary in width from approximately 5 feet to 12 feet wide. ADA-compliant features are provided on many trails.

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 Fish Road to Cameron Road, is included in the County’s 2015-2020 Transportation Improvement Plan (TIP).

#### 7.2.5.4 Shared Roadways

Shared roadways include roadways without striped shoulders and roadways with curbs without bike lanes. Roadways with shoulders less than 4 feet are also considered shared roadways as cyclists often partially ride in the travel lane. On shared roadways, non-motorized users share the travel lane with motor vehicles. By default, all streets that do not fit into one of the other categories are considered shared roadways for non-motorized travel.

**Figure 6.1 Non-Motorized Transportation System**



## 7.2.6 Roadways

### 7.2.6.1 State Route 525

The Freeland community is bisected by State Route (SR) 525. SR 525 serves as the primary north-south corridor through south and central Whidbey Island. The highway is a two lane thoroughfare with wide shoulders. It provides access to several streets within Freeland. Some 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 Mutiny Bay in the Freeland area. 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.

### 7.2.6.2 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 with 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, which should occur as part of the construction of the proposed future sewer system. A summary of the input gathered during the study is listed in the final section of this chapter.

### 7.2.6.3 Other County Roads

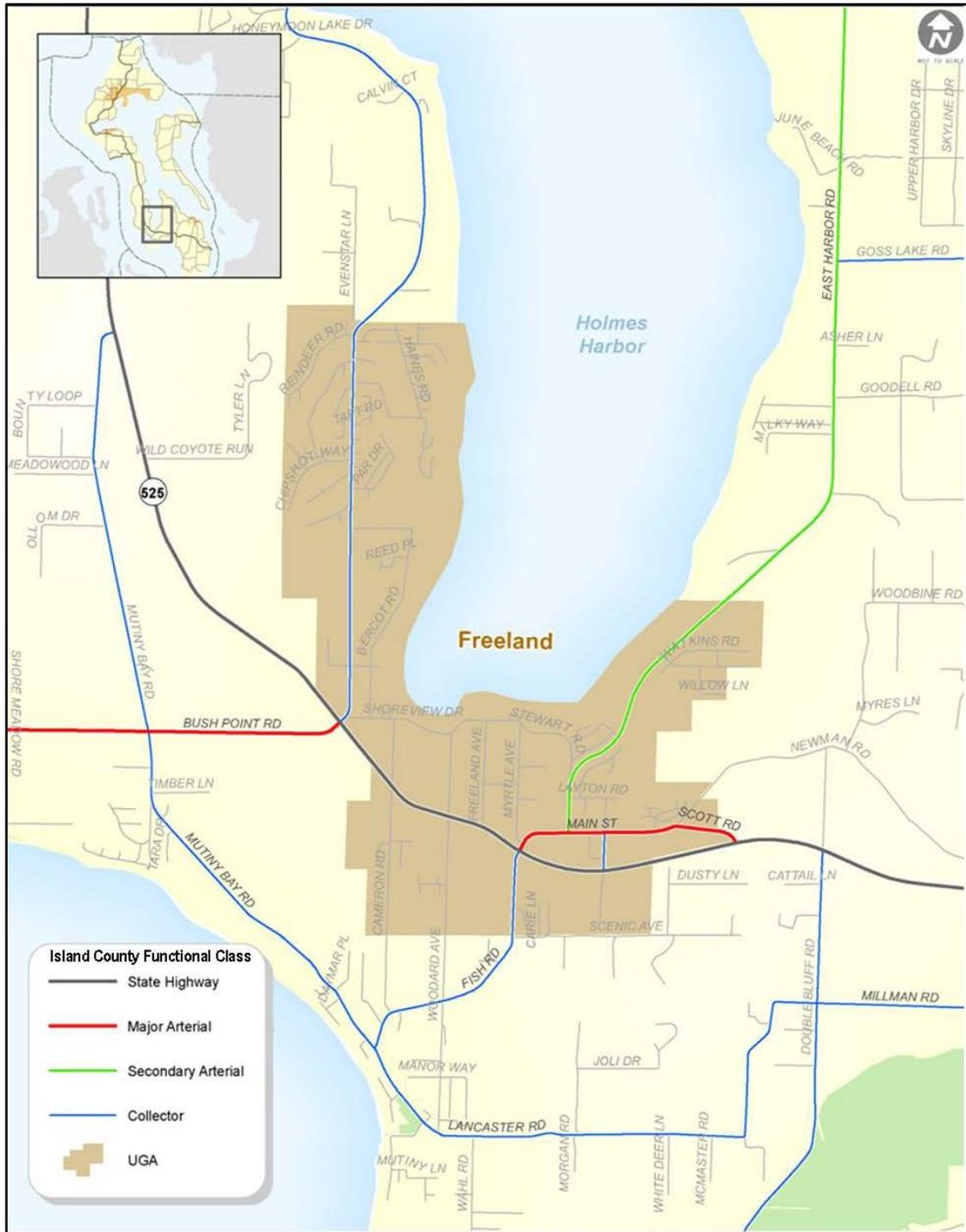
The transportation network within Freeland is comprised of nearly 16 miles of roadway. Arterial and collector roads form a basic grid while local streets meander. East Harbor Road is a north-south arterial which provides access to Freeland from the Goss Lake and East Harbor regions and their residential communities. Scott Road branches off from SR 525 and merges into Main Street, providing un-signalized access to Freeland's commercial core. Fish Road approaches Freeland from the south, connecting the Double Bluff and Mutiny 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. Figure 6.1 shows the local functional classification of the existing roadways.

### 7.2.6.4 Roadway Classification

The Freeland NMUGA roadway network is classified using two systems for comprehensive planning: the Federal Functional Classification System (FFCS) and the County system. The classification systems operate independently, but together allow for the effective management of the County's roadway system. The FFCS is used for statewide planning by WSDOT, and the County system is used to define street standards and cross-sections.

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, and Local Access Streets.

Figure 6.2 Existing Roadway Network



## 7.3 OTHER TRANSPORTATION PLANNING CONSIDERATIONS

### 7.3.1 Level of Service Standards

#### 7.3.1.1 Island County and Freeland Level of Service Standards

The 2016 Island County Transportation Element addresses Level of Service (LOS) and capacity levels within Island County, including Freeland. The plan includes traffic forecasts for 2036 based on a county-wide modeling effort. The Transportation Element includes traffic modeling and forecasts as required per RCW 36.70A.070.

Prior to the 2016 Transportation Element, Island County used an intersection-based LOS standard. For facilities located within designated urban areas, the standard was LOS D. For facilities located in outlying rural areas, the standard was LOS C. As part of the 2016 update, the County revised its LOS standard as part of a parallel update to the Concurrency Management Program. The urban standard is now LOS E. The rural standard is LOS D for signalized intersections, roundabouts and all-way stop controlled intersections, and LOS E for two-way stop controlled intersections.

The County has adopted LOS standards for transportation facilities under its jurisdiction as required under the Growth Management Act (GMA). The GMA's concurrency section also requires that Island County address level of service standards on state highways and ferry routes serving the County. In 2016, Island County developed a Memorandum of Understanding (MOU) with WSDOT that formalized how the revised LOS standards will be measured and who is responsible for monitoring the performance of state facilities.

The County determined that two components were important to defining the adequacy of its transportation system for the purposes of concurrency. The first was the ability to maintain a reasonable travel speed for major corridors serving the County. Additionally, the County wants to ensure that intersections on arterials and collectors operate without extensive delays during peak travel periods. To accommodate these two objectives, the County established a travel time-based LOS standard for designated corridors along state highways and a second standard for county-owned intersections.

#### 7.3.1.2 Intersection Level of Service Standards

An analysis was conducted for both signalized and unsignalized intersections in Freeland according to the standard practices contained in the *Highway Capacity Manual* (Transportation Research Board, 2010). The results of the analysis are listed in Table 6.3

Signalized intersection LOS is defined in terms of a weighted average control delay for the entire intersection. Control delay quantifies the increase in travel time that a vehicle experiences due to the traffic signal control as well as provides a surrogate measure for driver discomfort and fuel consumption. Signalized intersection LOS is stated in terms of average control delay per vehicle.

Unsignalized intersections LOS criteria can be further reduced into two intersection types present within Island County: all-way stop control and two-way stop control. All-way stop control

intersection LOS is expressed in terms of the weighted average control delay of the overall intersection or by approach. Two-way stop-controlled intersection LOS is defined in terms of the average control delay for each minor-street movement (or shared movement) as well as major-street left-turns.

The County established LOS standards based on the type of intersection, as described below.

- **Traffic Signals, Roundabouts, and All-Way Stop Controlled Intersections** – LOS D or better based on overall average delay per vehicle.
- **Unsignalized Two-Way Stop Controlled Intersections** – LOS E or better for worst traffic movement. On a case-by-case basis, the County may allow the level of service for traffic movements from the minor streets at two-way stop controlled intersections to operate below the adopted standard, if the County determines that no significant safety or operational issues will result.

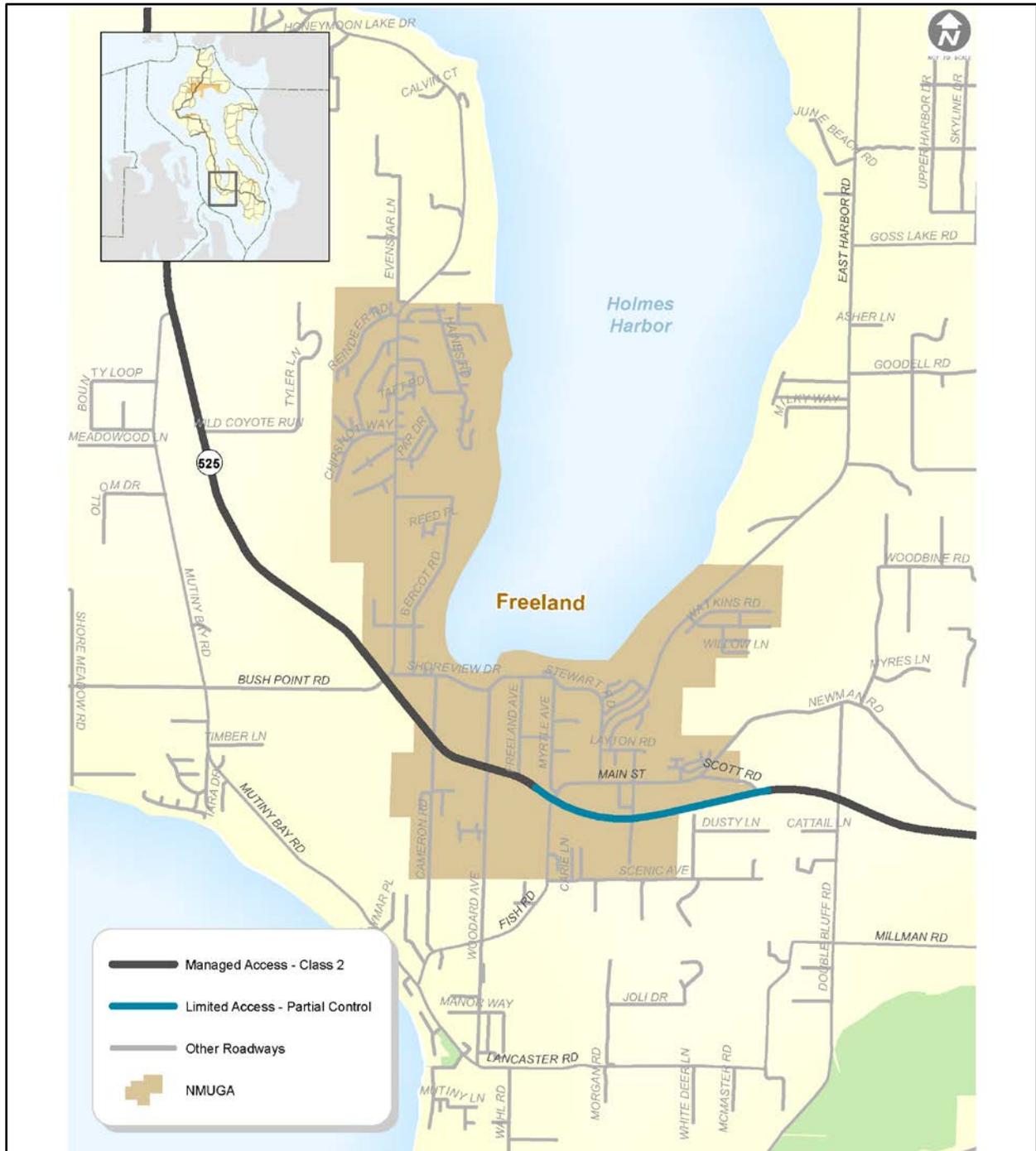
### 7.3.1.3 Access Control on SR 525

SR 525 is designated as Limited Access from milepost 17.28 to 18.15 (see Figure 6.3), meaning that deeded rights have been purchased by WSDOT to preserve safe and efficient flow of traffic by maintaining this section of the corridor for through traffic. No new commercial access will be allowed in this area, and will be limited to Class 2 in other sections of the highway (see Table 6.2 below).

**Table 6.2 Access Control Standards**

Type of Access	Standards
<b>Managed Access</b> RCW 47.50	
Class 2	<ul style="list-style-type: none"> <li>• Accesses spaced 660' apart.</li> <li>• No direct access unless property has no other reasonable access.</li> <li>• No additional approaches for created parcels from property divisions. Permitted access goes away when alternate access available</li> </ul>
<b>Limited Access</b> RCW 47.52	
Partial Control	<ul style="list-style-type: none"> <li>• At-grade intersections are allowed for selected public roads, and approaches for existing private driveways.</li> <li>• No commercial approaches allowed.</li> <li>• No direct access is alternate public road access is available.</li> </ul>

**Figure 6.3 Access Control on SR 525 in Freeland**



### 7.3.2 Traffic Operations Forecast

The evaluation of traffic operations includes a technical analysis to help quantify how drivers experience traveling through the roadway system. The analysis is applied to both existing and forecast conditions. The results are compared to level of service (LOS) standards established by the County in order to understand if the system is going to need improvements to ensure that it operates within the LOS standards in the future.

Existing traffic operations were evaluated for several key intersections in Freeland where operational or safety concerns might exist. This allows the overall health of the roadway network to be assessed to help quantify how drivers experience traveling through the roadway system, and also provides an update on how the transportation system has changed over time.

The evaluation was based on the standards and practices contained in the Highway Capacity Manual (Transportation Research Board, 2010). Intersection levels-of-service (LOS) were evaluated using a traffic modeling software called *Synchro* (version 6.0) for the PM peak hour. The evening peak hour was selected due to the higher typical traffic volumes occurring during that time period for a single hour between 4 and 6 p.m. This model was based on the latest employment forecasts and land use assumptions developed for the 2016 Island County Transportation Element Update.

The results of the traffic operations analysis are shown in Table 6.3 below.

*Note: This analysis used intersection LOS as a basis of comparison. LOS for concurrency along SR 525 is based on travel speeds as described earlier under “Level of Service Standards.”*

**Table 6.3 Existing and Future LOS**

Intersection	Control	2015 Existing			2036 Future		
		LOS <sup>1</sup>	Delay <sup>2</sup>	CM <sup>3</sup>	LOS <sup>1</sup>	Delay <sup>2</sup>	CM <sup>3</sup>
<b><u>Weekday PM Peak Hour</u></b>							
SR 525 / Bush Point Road / Honeymoon Bay Road	Two-way Stop Control (TWSC)	D	30.1	WB	E	36.5	WB
SR 525 / Main Street	Signal	C	22.2	-	C	23.6	-
Main Street / East Harbor Road	All-way stop control (AWSC)	B	10.6	EB	B	11.1	EB
SR 525 / Harbor Avenue	TWSC	C	19.5	SB	C	20.5	SB
SR 525 / Scott Road	TWSC	C	23.5	SB	C	24.9	SB
Harbor Avenue / East Layton Road	TWSC	A	9	WB*	A	9.1	WB

1. Level of service, based on Highway Capacity Manual (2010) methodology.

2. Average delay in seconds per vehicle.

3. Critical movement reported for unsignalized intersections.

\*Intersection is stop-controlled at WB approach only

As shown in the table, all of the intersections operate at LOS D or better during the weekday PM peak hour under both 2015 Existing and 2036 Baseline conditions, with the exception of the SR 525 / Bush Point Road / Honeymoon Bay Road intersection. The westbound approach (minor leg) at this two-way stop-controlled intersection experiences the highest delays and causes operations to worsen from LOS D to LOS E under 2036 Baseline conditions.

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 residential population and employment sectors of Freeland are anticipated to increase gradually over their current levels as documented in the 2016 Island County Comprehensive Plan. 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 gradually increase over existing levels, the additional traffic may be noticeable to local residents.

New residential or commercial development within the Freeland NMUGA will be required to construct new access streets and operational and safety improvements as needed. Any new streets and improvements will need to be consistent with the streetscape standards established in the development regulations. Construction of roadway safety improvements occurs alongside new development as conditions of project approval per State Environmental Policy Act (SEPA) requirements. Operational improvements needed by new developments will be implemented under the Concurrency MOU between WSDOT and the County.

#### *7.3.2.1 Planned Transportation Improvements*

On top of any safety improvements required by SEPA or the concurrency mandate, other transportation improvements are desired in Freeland to enhance traveler safety and community feel. These include adding elements like walkways, bike lanes, park lanes, planter strips, street trees, street lamps 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. In Freeland, the best opportunity to build these facilities will be alongside the proposed new sewer system.

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 every case, pedestrian connectivity must be carefully considered.

While no improvements are needed in order to provide the adopted level of service, the County remains committed to providing its citizens with the best transportation system possible within funding capabilities.

#### **7.3.3 FINANCE PLAN**

Island County is required under GMA to prepare a plan for financing the transportation improvements included in its Transportation Elements. The County meets this obligation with the

Island County Transportation Improvement Plan (TIP), which is a six-year plan that is updated annually. The TIP identifies transportation improvement projects, a schedule of program expenditures, and a summary of revenue sources (local, state, and federal) available to fund the identified costs for projects throughout the County, including Freeland. The current version of the TIP is available on the Island County Public Works homepage. There are three projects in Freeland included in the 2015-2021 TIP:

- A Turn lane is scheduled to be added to Honeymoon Bay Road at the intersection with SR 525;
- A “Complete Streets” project on Harbor Avenue, and;

#### **7.4 TRANSPORTATION GOALS, PRINCIPLES, & POLICIES FOR FREELAND**

*Note: these goals, principles and policies were initially developed in conjunction with the input received during 2006 Freeland Main Street Study. A summary of the public input is included in the Appendix of this document.*

##### *Circulation*

#### **Goal 1: Increase travel mode options for Freeland residents.**

T .11: 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.

*T 1.1.1 Streetscape design standards specific to Freeland should be developed and incorporate Complete Street design concepts.*

*T 1.1.2 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

*T 1.1.3 As transportation improvements are constructed, coordination with public transportation providers should occur.*

T 1.2: 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.

*T 1.2.1 Development regulations should include block standards.*

*T 1.2.2 Private roads should be discouraged because they disrupt the connectivity of urban transportation networks.*

*T 1.2.3 Cul-de-sacs should be discouraged because they disrupt the connectivity of urban transportation networks.*

*T 1.2.4 Gated communities should be discouraged because they disrupt the connectivity of urban transportation networks.*

*T 1.2.5 Level of Service standards should be expanded to address the multimodal transportation network.*

T 1.3: The local transportation network should be well connected to the regional network.

**Goal 2: Support economic vitality.**

T 2.1: Transportation corridors should be planned for and reserved in coordination with land use.

*T 2.1.1 A transportation gridline map should be developed to serve as a guideline for placement of future roads.*

*T 2.1.2 Frontage improvements in compliance with the transportation plan should be required of applicants proposing new or redevelopment projects.*

T 2.2: Wayfinding signs should be used to direct travelers toward commercial services.

*T 2.2.1 Wayfinding signs should be consolidated.*

T 2.3: Sidewalks in commercial areas should be wide enough to create an active pedestrian environment and allow for business activity to sidewalk.

—spill outl onto

T 2.4: Street naming/numbering schemes should properly orient travelers.

*T 2.4.1 Scott Road should be re-named to Main Street to help orient highway travelers into Freeland.*

*T 2.4.2 A local road and address numbering system should be considered for Freeland.*

Streetscape

**Goal 3: Foster pedestrian and bicycle accessibility.**

- T 3.1: 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.
- T 3.2: Bicycle facilities should be provided for cyclists in conjunction with land uses.
- T 3.3: Building entrances in commercial areas should be oriented toward the street to facilitate walkability and pedestrian access to businesses and transit services.

**Goal 4: Ensure streetscapes contribute to Freeland's unique sense of place.**

- T 4.1: Streetscapes should incorporate unique design elements to help establish a unique identity within the community.
- T 4.2: Streets should be destinations in and of themselves.
  - T 4.2.1 Main Street should be pedestrian-oriented.*

**Goal 5: Preserve the rural character and scenic byway designation of SR 525.**

- T 5.1: State Route 525 should retain its rural character and Scenic Isle Way designation.
  - T 5.1.1 Development adjacent to highway 525 should be screened from view by natural vegetation.*
  - T 5.1.2 Development adjacent to the highway should be oriented toward local roads.*
  - T 5.1.3 Parcels adjacent to the highway should not have direct access to SR 525.*

**Goal 6: Create a safe travel environment.**

- T 6.1: 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).
- T 6.2: Lines, pavement materials, etc. clearly denote designated travel lanes for various users.
- T 6.3: The desire to achieve high(er) LOS for motor vehicles should not jeopardize the safety or feasibility of non-motorized travel modes.
- T 6.4: Street lamps should adequately illuminate travel lanes and the Pedestrian Realm (see Utilities).

- T 6.5: Traffic calming devices/techniques should be used where appropriate.
- T 6.6: The number of vehicular ~~cuts~~ through the pedestrian realm should be minimized by introducing alleys, combining access drives, etc.

**Goal 7: Provide for physical comfort.**

- T 7.1: 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.
- T 7.2: Travel corridors for non-motorized modes of travel should be continuous and serve the same destinations motorized travel lanes.
- T 7.3: Sidewalk width should be scaled to the intensity of adjacent land use to ensure functionality.
- T 7.4: Street furniture such as bus shelters, benches, and refuse bins should be provided where appropriate to accommodate pedestrians.
- T 7.5: Landscaped planter-strips should be used where appropriate to provide a buffer between sidewalks/trails and travel lanes and shade for pedestrians.

## 8. ECONOMIC DEVELOPMENT

### 8.1 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.

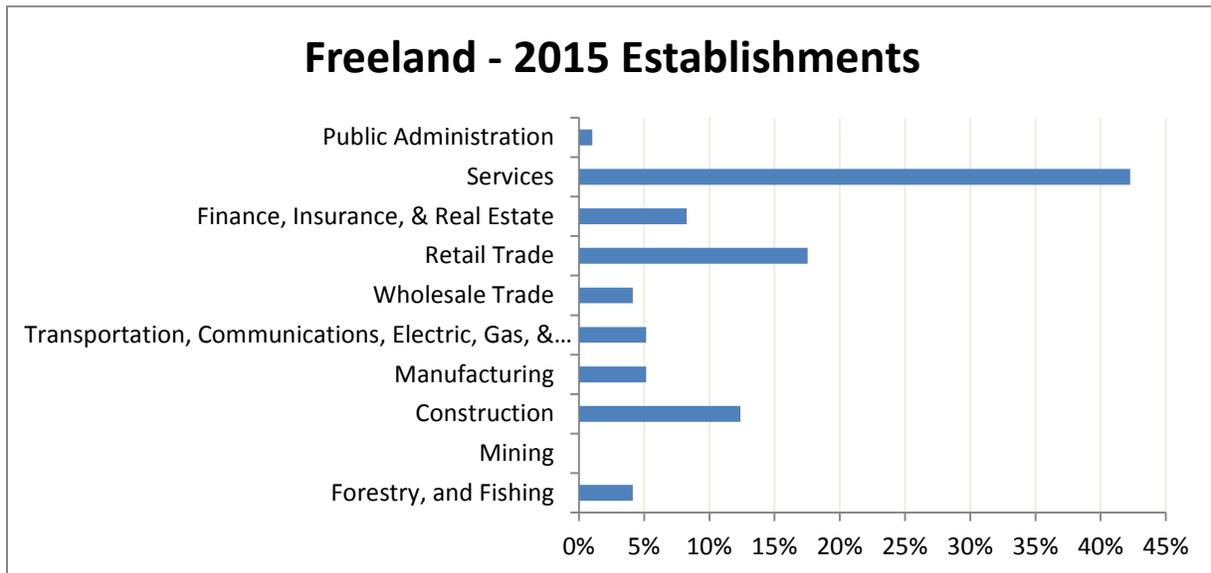
### 8.2 EXISTING CONDITIONS

#### 8.2.1 Establishments & Employees

Freeland's central location on south Whidbey Island 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.

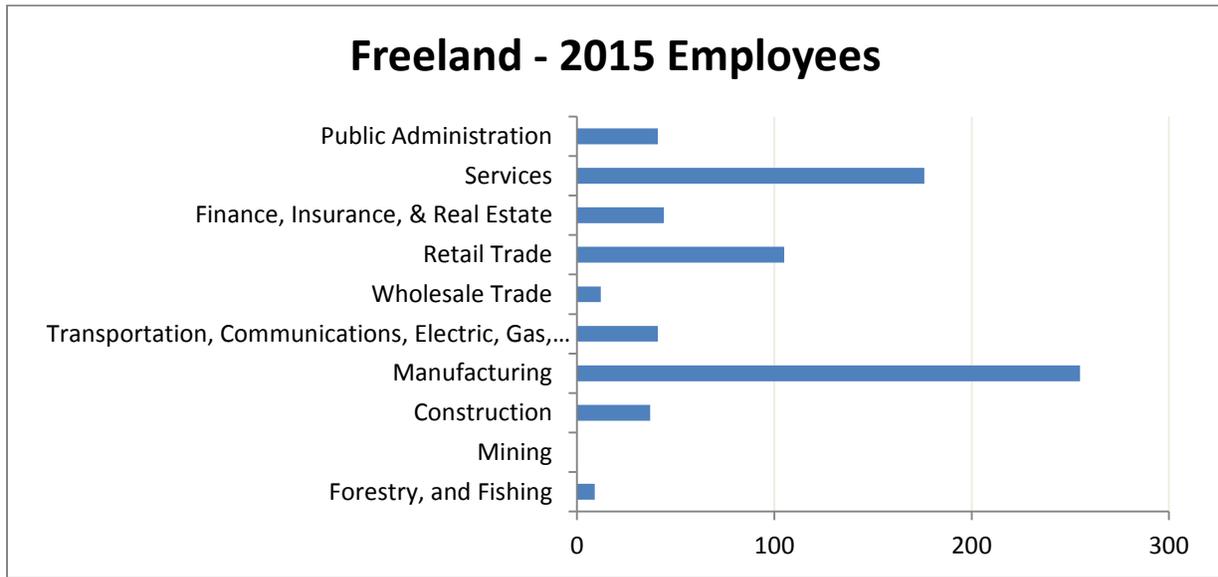
In 2015, there were 97 establishments within the Freeland Census Defined Place (CDP), with roughly 720 employees. 42.3% of the establishments were in Services (Health Service, Business Services, Amusement & Recreation, Membership Organizations, Engineering, Accounting, Research, etc.), with 17.5% in Retail and 12.4% in Construction. The largest employment category was in manufacturing, at 35.4%, with Nichols Brothers the primary employer with approximately 240 employees. Services employed 24.4% and Retail 14.6%.<sup>1</sup>

#### Freeland CDP Establishments



<sup>1</sup> Source: Experian | Alteryx 1Q2015 report for Freeland and the Island County Economic Development Council. Report does not include cottage industries (those operating out of a residence).

## Freeland CDP Employees



### 8.2.2 Available Lands

A number of vacant and underdeveloped lots in Freeland provide plenty of room for future economic growth.

**TABLE 8-1 Developable Area Estimate**

Land Use Designation	Est. Total Acreage	Est. Developable Acreage <sup>1</sup>
<b>Low Density Residential</b>	40.6	20.3 (50%)
<b>Medium Density Residential</b>	93.3	19.6 (21%)
<b>Business Village</b>	47.9	9.4 (19%)
<b>Business General</b>	77.3	14.8 (19%)
<b>Commercial Transitional</b>	47.3	10.8 (23%)
<b>Industrial</b>	10.8	0.15 (1%)
<b>Other</b> (Public, ROW, etc.)	104.0	-
<b>Total:</b>	<b>423.0</b>	<b>75.0 (30%)</b>

1. This number was determined by the Buildable Land Analysis, using vacant and redevelopable parcels (parcels that are not built at maximum capacity, etc.) and include a market factor for redevelopment (not all properties will redevelop), per methodology adopted in CWPP Appendix A.

## 8.3 OPPORTUNITIES FOR ECONOMIC DEVELOPMENT

### 8.3.1 Opportunities and Challenges

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. The Buildable Lands Analysis (see Chapter 2, Land Use) found that the Freeland NMUGA commercial properties has a capacity to add another 425 jobs, an excess of 322 over the need for Freeland residents. The community has the capacity to become an employment center serving the needs of the South Whidbey planning area as a whole and not just the local employment needs.

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 (see Chapter 5, Capital Facilities). An Urban Holding zoning overlay will prohibit development at urban densities until such time as there is a plan and funding for sewer to reach the property within \_\_\_\_\_.

The Business Recruitment and Retention Plan (October 1997) and the Economic Development Strategy report (February 2016) by the Island County Economic Development Council serve as a starting point for developing implementation strategies for assisting businesses and encouraging appropriate new businesses in Freeland.

### 8.3.2 Physical Characteristics

#### 8.3.2.1 *Rural Character*

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.

#### 8.3.2.2 *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. Most parking lots are paved. Vegetated islands within parking lots are rare.

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.

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.

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

### 8.3.2.3 External 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.

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

### 8.3.2.4 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.

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.

## 8.4 GOALS & POLICIES

### Goal 1: Support Freeland's surrounding rural landscape

- ED 1.1 The viability of agricultural lands should be protected from intense development pressures.
  - ED 1.1.1 The County should continue its current use valuation programs to encourage the viability of agricultural lands surrounding Freeland.
  - ED 1.1.2 The County should consider developing "right to farm" policies to protect farmers adjacent to the NMUGA from nuisance lawsuits.
  - ED 1.1.3 Renewable energy projects should be allowed and encouraged on agricultural lands around Freeland to provide land owners with additional sources of income and Freeland residents with possibility of obtaining locally generated power.
  - ED 1.1.4 The County should allow value-added farm and forest products processing to take place on agricultural lands to allow local land owners the opportunity to make products that can then be sold in local markets like Freeland.
  - ED 1.1.5 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.
  - ED 1.1.6 The County should consider starting a "buy local" campaign.

### Goal 2: Help Freeland thrive economically

- ED 2.2 The existing community assets should be taken care of.

- ED 2.2.1 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).
  - ED 2.2.2 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.
  - ED 2.2.4 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.
  - ED 2.2.5 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.
  - ED 2.2.6 The County should help ensure that the infrastructure needed to support more intense development in Freeland is planned for and provided.
- ED 2.3 The future economic vitality of Freeland should be guided by economic development planning efforts based on the following:
- ED 2.3.1 Goods, services, and employment requirements of existing and projected populations
  - ED 2.3.2 Identified land use, infrastructure, transportation, and labor market requirements of businesses which have the highest probability of economic success in Island County and the least negative impact on the quality of life
  - ED 2.3.3 Areas suitable for retail, commercial, and industrial use based on citizen input, existing land use patterns, and local capacity (geographic, environmental, and other considerations)
  - ED 2.3.4 Encouraged expansion of the tax base to support the infrastructure and services required to support a growing or changing population.

## 9. HOUSING

### 9.1 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.

### 9.2 EXISTING CONDITIONS

The Existing Conditions section was populated with data from the US Census Bureau, both the 2010 Census and the 2010-2014 American Community Survey 5-Year Estimates. Freeland is a Census designated place (CDP), the statistical counterpart of incorporated places that are designated to provide data for unincorporated areas of population concentration. CDPs are delineated cooperatively by state and local officials and the Census Bureau, and follow Census guidelines. The Freeland CDP may not align directly with the current NMUGA boundary, but use of this data is appropriate for this analysis. Island County also uses a third party data analytics tool called My Sidewalk which has been utilized to aggregate Census data.

#### 9.2.1 Demographics

##### 9.2.1.1 *Population*

Freeland maintained a population of 508 residents between 2000 and 2010, experiencing no growth over that decade. The population reached 539 in 2014; a 6-percent increase. The Freeland community has a higher median age than the County as a whole; the median age is 55, compared to 43 County-wide. Furthermore, 27-percent of the population is over the age of 65, compared to 20-percent County-wide. The average family size is 2.2 people.

##### 9.2.1.2 *Jobs-to-Housing Ratio*

There are approximately 247 employed people within the Freeland NMUGA, and approximately 25 unemployed. Based on current housing units and employment estimates, the current jobs-to-housing ratio is 0.8:1. For every single housing unit, there are .8 employed individuals. However, this is not reflective of the number of people living and working within the Freeland NMUGA.

**PLEASE NOTE:** UPDATE WORK IS ONGOING, ADDITIONAL CHANGES TO COME

9.2.1.3 *Income*

The median household income in the Freeland CDP is \$45,938, with approximately 12-percent of the population living below the poverty level. Comparatively, the Island County median household income level is \$59,107.

**9.2.2 Housing Inventory**

9.2.2.1 *Total Housing Units*

Total housing units within the Freeland NMUGA have grown from 263 to 305 between 2000 and 2010, approximately 16-percent. However, total housing units were estimated to be maintained at 305 in 2014, experiencing no growth over the 5-year period. Housing units refer to the structures in which people live, while households refer to the people living in a household. There are 266 households within the Freeland NMUGA.

9.2.2.2 *Tenure*

Approximately 79-percent of the Freeland NMUGA housing stock is occupied, while 21-percent of total housing stock is vacant. This is consistent with the County, where 81-percent of housing is occupied and 19-percent is vacant. Of the Freeland total occupied housing stock, 79-percent is owner occupied and 21-percent is renter occupied, and the ratio of owner to renter units is 3.8:1. By comparison, the County experienced a higher percentage of renter occupied units (29-percent), which is reflective of the lower owner to renter ratio of 2.4:1. Table 9.1 presents the breakdown of total housing units by tenure.

	<b>Housing Units</b>	<b>Percent of Total</b>
Occupied Housing Units	242	79.3%
Owner Occupied	191	78.9%
Renter Occupied	51	21.1%
Vacant	64	21.0%
Total	305	100.0%

Source: MySideWalk Data, 2016

9.2.2.3 *Vacancy Rates*

The vacancy rate is the proportion of the housing unit inventory that is vacant. It is calculated as vacant housing units divided by the total occupied housing units; then multiplied by 100. The vacancy rate is inclusive of owned and rental units. The vacancy rate is approximately 26-percent, compared to a County-wide vacancy rate of 23-percent.

**PLEASE NOTE:** UPDATE WORK IS ONGOING, ADDITIONAL CHANGES TO COME

**9.2.3 Building Form**

**9.2.3.1 Housing Unit Types**

Single family homes account for approximately 89-percent of the total housing stock, while mobile/manufactured homes account for another 7-percent. Multi-family structures account for less than 4-percent of the total housing stock. By comparison, the County has a greater percentage of multi-family structures with approximately 12-percent. Table 9.2 presents the breakdown of total housing units by type.

<b>Housing Units type</b>	<b>Units in Structure</b>	<b>Count</b>	<b>Percent of Total</b>
Single Family	1	272	89.2%
Mobile Home	1	22	7.2%
Duplex	2	3	1.0%
Multi-Family	3-4	2	0.7%
Multi-Family	5-9	1	0.3%
Multi-Family	50+	5	1.6%
<b>Total</b>		<b>305</b>	<b>100.0%</b>

Source: MySideWalk Data, 2016

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. 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).

**9.2.3.2 Housing Age**

Although Freeland was settled in the late 1800s, significant tracts of housing did not exist until the 1950s and new residential developments since have generally coincided with regional building trends. Table 9.3 presents the breakdown of total housing units by age.

<b>Building Age of Housing Units</b>	<b>Housing Unit Count</b>	<b>Percent of Total</b>
Built 1939 or Earlier	16	5.2%
Built 1940 to 1949	11	3.6%
Built 1950 to 1959	14	4.6%
Built 1960 to 1969	10	3.3%
Built 1970 to 1979	57	18.7%
Built 1980 to 1989	32	10.5%
Built 1990 to 1999	95	31.1%

**PLEASE NOTE:** UPDATE WORK IS ONGOING, ADDITIONAL CHANGES TO COME

Built 2000 to 2009	66	21.6%
Built 2010 or Later	4	1.3%
Total	305	100.0%
Source: MySideWalk Data, 2016		

**9.2.4 Housing Costs & Affordability**

Affordability concerns all households, regardless of income. It pertains to the balance between a household’s financial means and its desire for acceptable housing and amenities. Housing costs are considered affordable when no more than 30-percent of a person’s income goes towards housing payments, whether a mortgage or rental payment. Families who pay more than 30-percent of their income for housing are considered cost burdened and may have difficulty affording necessities such as food, clothing, transportation, education, and health care.

Island County and its municipalities identified 17 goals in the CWPPs as being of countywide concern, including affordable housing. The affordable housing goal focuses on providing a range of residential opportunities, including the promotion of a variety of housing types and residential densities, in order to ensure that housing supply is consistent with demand.

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.

**9.2.4.1 Median Value**

The median home value in the Freeland NMUGA is \$360,769, compared to a countywide median home value of \$287,600. Table 9.4 presents the breakdown of home value by owner-occupied housing units.

Home Value	Housing Units	Percent of Total
\$50,000 or Less	9	4.7%
\$50,000 to \$99,999	6	3.2%
\$100,000 to \$149,999	5	2.6%
\$150,000 to \$199,999	4	2.1%
\$200,000 to \$299,999	49	25.8%
\$300,000 to \$499,999	72	37.9%
\$500,000 to \$999,999	41	21.6%
\$1,000,000 or More	4	2.1%
Total	190	100%
Source: MySideWalk Data, 2016		

**PLEASE NOTE:** UPDATE WORK IS ONGOING, ADDITIONAL CHANGES TO COME

**9.2.4.2 Housing Costs**

Of the total owner occupied housing units, 66-percent are housing units with a mortgage while 34-percent are housing units without a mortgage. For the Freeland CPD, median monthly housing costs for owner occupied housing units with a mortgage are \$1,667, while the median monthly housing costs for housing units without a mortgage are \$545. Median gross rent for occupied units paying rent is \$1,098.

**9.2.4.3 Housing Burden**

Families who pay more than 30-percent of their income for housing are considered cost burdened. In the Freeland NMUGA, approximately 44-percent of owner occupied housing units with a mortgage and 54-percent of renter occupied housing units are considered cost burdened. Table 9.5 presents housing burden for owner and renter occupied housing units.

<b>Table 9.5 Housing Burden</b>				
	<b>Selected Monthly Ownership Costs as a Percentage of Income</b>		<b>Gross Rent as a Percentage of Income</b>	
<b>Percent</b>	<b>Owner Occupied Housing Units w/ a Mortgage</b>	<b>Percent of Total</b>	<b>Renter Occupied Housing Units</b>	<b>Percent of Total</b>
35% or More	43	34.1%	20	37.0%
30% to 35%	13	10.3%	9	16.7%
25% to 30%	5	4.0%	1	1.9%
20% to 25%	23	18.3%	5	9.3%
Less than 20%	42	33.3%	19	35.2%
Total	126		54	

Source: MySideWalk Data, 2016

The housing affordability index measures the difference between median household incomes and median housing prices. Assuming a 30-year loan term, 4-percent interest and 10-percent down, the Freeland NMUGA index value is approximately 95. An index value of 100 means the mortgage repayment is exactly 30-percent of income, whereas an index value less than 100 means unfavorable affordability because mortgage repayments are more than 30-percent of income. An index value greater than 100 means favorable affordability.

The median household income for the Freeland CDP is \$45,938. To afford a median priced single family home of \$360,769 in the Freeland NMUGA, a household would need to earn an annual income of \$62,005 (assuming no more than 30-percent of a homeowner’s income goes towards housing costs). This indicates that housing is generally not affordable to typical households.

Based on the median household income, the cost of an affordable home is \$267,284. Given a median housing price of \$360,769, the housing affordability gap is \$93,485. The affordability gap is an indicator of high housing prices, limited available affordable housing, and potentially residential growth pressure in the Freeland NMUGA.

#### 9.2.4.4 *Resources Available*

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.

### **9.3 HOUSING NEEDS ANALYSIS**

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).

#### **9.3.1 Projected Growth**

##### 9.3.1.1 *Housing Growth*

The Freeland housing projection was based on the 2036 population projection, for consistency with County-wide growth allocations and CWPP 4.3. The projections were based on past growth trends, demographic characteristics and housing market data. The Freeland NMUGA captures 12-percent of the South Whidbey regional allocation (1,239 people); the projected population growth is 144 people. Based on the projected population growth and average household size, the 2036 housing need is 62 units.

##### 9.3.1.2 *Jobs-to-Housing Ratio*

The jobs-to-housing ratio associated with housing and employment projections is 0.96:1. This is an increase from the current jobs-to-housing ratio of 0.8:1. Employment projections are discussed in the Economic Development Element.

#### **9.3.2 Capacity**

The Freeland NMUGA housing capacity analysis was conducted in accordance with the methodology found in CWPP Appendix A. Vacant and redevelopable residential parcels were identified by future land use designation (low density and medium density residential zones), assessed improvement value and acreage, the gross capacity, and a market factor for subdivisions for underutilized parcels. Reductions were taken for critical areas (16-percent) and public land (15-percent). The net growth capacity is 175 housing units. Vacant lands account for approximately 67-percent of future growth capacity.

The future housing unit need falls within the capacity, therefore there is a sufficient supply of residentially designated land within the Freeland NMUGA to accommodate projected population growth. The "mixed-use" future land use designation was not included in the

**PRELIMINARY WORKING DRAFT (v. 1.0) | 05-06-16**

**PLEASE NOTE:** UPDATE WORK IS ONGOING, ADDITIONAL CHANGES TO COME

residential capacity calculations, but will likely contribute additional housing capacity as it is developed. Table 9.6 presents the housing capacity analysis by unit.

<b>Table 9.6 Housing Unit Capacity</b>	
	<b>Housing Units</b>
<b>Residential Designation</b>	
Low Density	
Vacant (6.78 acres)	36
Redevelopable (13.51 acres)	16
<b>Subtotal</b>	<b>52</b>
Medium Density	
Vacant (0.96 acres)	122
Redevelopable (18.66 acres)	71
<b>Subtotal</b>	<b>193</b>
<b>Gross Capacity</b>	<b>245</b>
<b>Reductions</b>	
Critical Area Reduction (16%)	39
Public Land Reduction (15%)	31
<b>Net Capacity</b>	<b>175</b>
Projected Housing Need	62
<b>Surplus</b>	<b>113</b>
Source: Freeland Buildable Land Analysis	

**9.4 HOUSING GOALS & POLICIES**

**HOUSING STOCK**

**Goal 1: Diversify Freeland’s housing stock.**

- H 1.1 A range of housing types and price levels should be provided to accommodate diverse ages and incomes.
  - H 1.1.1 Development regulations should specify a variety of desired and allowed building types appropriate to each zone.
  - H 1.1.2 Encourage the building of Accessory Dwelling Units (ADUs) with single-family residences.
  - H 1.1.3 Ensure variety in residential densities.

**BUILDING FORM**

**Goal 2: Ensure variety in Building Form.**

- H 2.1 Provide meaningful choices in living arrangements as manifested by distinct physical environments.
  - H 2.1.1* Allow “clustering” of home sites in residential plats to preserve critical areas.
  - H 2.1.2* Development regulations should allow and define spatial arrangement options for housing (i.e. building homes around green courts, linear courts, and other civic spaces).
  - H 2.1.3* Residential plats consisting of single-family homes should provide a variety of floor plans evenly mixed throughout the development.

**Goal 3: Ensure quality design.**

- H 3.1 Architectural design should grow from local climate, topography, history, and building practice.
  - H 3.1.1* Development regulations should incorporate architectural standards.
  - H 3.1.2* Development regulations should ensure water and territorial views of residences are utilized and protected.

**AFFORDABLE HOUSING**

**Goal 4: Ensure zoning regulations enable affordable housing.**

- H 4.1 Affordable Housing should be distributed throughout the community to match job opportunities, be within access to public transit, and to avoid concentrations of poverty.
  - H 4.1.1* Affordable housing policies and strategies should be developed for Freeland.
  - H 4.1.1* Manufactured housing shall not be regulated differently than site built housing.
- H 4.2 Development regulations should provide a variety of options for encouraging the creation of affordable housing.
  - H 4.2.1* 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

**PRELIMINARY WORKING DRAFT (v. 1.0) | 05-06-16**

**PLEASE NOTE:** UPDATE WORK IS ONGOING, ADDITIONAL CHANGES TO COME

- g. Encouraging a diverse mix of housing types and sizes (including manufactured homes and Single-Room Occupancy Buildings)

*H 4.2.1*

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

**ACRONYMS**

**CLD:** Clustered Land Development

**BRT:** Bus Rapid Transit

**FSP:** Freeland Subarea Plan

**FPA:** Future Planning Area

**GIS:** Geographic Information System

**GMA:** Growth Management Act.

**HOA:** Home Owners Association.

**ICCP:** Island County Comprehensive Plan.

**LID:** Low Impact Development

**NMUGA:** Non-Municipal Urban Growth Area

**RCD:** Regional Center Development

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

**TND:** Traditional Neighborhood Development

**TOD:** Transit Oriented Development

**UGA:** Urban Growth Area

**UGB:** Urban Growth Boundary

## 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.)

**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.

**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.

**Community Unit:** a regulatory category defining the physical form, Density, and extent of a settlement. **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 for all users such as motorists, cyclists, and pedestrians.

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

**County:** The County government of Island County. This term is used throughout this document to differentiate between the jurisdictional limits of the government of Island County and the geographic area encompassed by Island County.

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

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

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

**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.

**Edgeward 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: **Façade**.

**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 Façade, 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 Façade, 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.

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

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

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

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

**Future Planning Area:** With regards to Freeland, the FPA 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.

**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 **Goal:**

**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.

**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 Edgeward 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, owner-occupied, offering 6 to 12 bedrooms, permitted to serve breakfast in the mornings to guests.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Mixed Use:** multiple Functions within the same building through superimposition or adjacency, or in multiple buildings by adjacency, or at a proximity. 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. This type may be used to structure Infill Community Plans.

**Non-Municipal Urban Growth Area:** An area characterized by an extensive pattern of Urban Development which was established prior to the adoption of the GMA and which does not include an incorporated Municipality. In Island County, a Non-Municipal Urban Growth Area has been established around the unincorporated area of Freeland in recognition of an existing pattern of Urban Development. The Freeland Non-Municipal Urban Growth Area is subject to the Planning Goals and Policies set forth in the County's Comprehensive Plan and the Freeland Subarea Plan.

**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 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 for the applicable Community Unit type. Pedestrian Sheds are applied to structure Communities. See **Standard, Long, Linear** or **Network Pedestrian Shed**. (Syn: walkshed, walkable catchment.)

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

**Plaza:** a Civic Space type designed for Civic purposes and Commercial activities in the more urban 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.

**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.

**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.

**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**)

**Rural Character:** Refers to patterns of land use and development established by the County in the Rural Element of the Island County Comprehensive Plan. For purposes of interpreting this document, the definition of Rural Character shall be the definition contained in the Island County Comprehensive Plan

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

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

**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.

**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.)

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

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

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

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

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

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

**Urban Development, Urban Growth:** A pattern of growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. Additionally, the term Urban Development includes all forms of development that are inconsistent with the County's adopted definition of Rural Character.

**Urban Growth Area.** Areas within which urban growth is encouraged and outside of which growth can only occur if it is consistent with Rural Character and not Urban Development or urban in nature. In Island County, UGAs have been established around each municipality. In addition, a UGA has been established around Freeland in recognition of its existing pattern of urban development.

**Urban Growth Boundary:** The line separating Urban Growth Areas from surrounding Rural Areas. The UGB is intended to preserve Rural Character in Rural Areas and prevent low-density Sprawling development by focusing and encouraging Urban Growth in designated Urban Growth Areas.

**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**.

DRAFT