

**TOWN OF COUPEVILLE
COMPREHENSIVE PLAN**

**Town of Coupeville
4 Northeast Seventh Street
Coupeville, WA 98239**

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TOWN OF COUPEVILLE COMPREHENSIVE PLAN

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EXECUTIVE SUMMARY

Purpose of the Comprehensive Plan

This Comprehensive Plan was prepared in compliance with the requirements of the 1990 Washington State Growth Management Act (GMA) and with the 1992 Island County Countywide Planning Policies. The Plan is intended to guide the future growth, character and development of the Town of Coupeville for the next ten to twenty years.

As a policy document, the Plan provides a source of reference and guidance for future regulatory and administrative actions. The Plan itself, however, does not directly regulate property rights, land uses or other activities.

Plan Organization

As required by GMA, this Plan contains Land Use, Housing, Transportation, Capital Facilities and Utilities elements. In addition, the 1989 Town of Coupeville Comprehensive Plan contained a number of elements not currently required by GMA. These include Natural Systems, Shoreline, Historic Preservation, Parks and Recreation, and Government Economy and Services elements. These elements have been included in this Comprehensive Plan update.

The Plan also contains a number of figures to illustrate geographically based plan policies. Four of these figures are key to the land use and transportation policies of this Plan. These are:

Future Land Use Map (Figure 4) - Identifies the type, density, intensity and distribution of land uses for the Town of Coupeville.

Circulation Plan Map (Figure 7) - Identifies the traffic network that will be necessary to support the projected land use pattern for the Town of Coupeville.

Non-motorized Facilities Map and Off-Street Trails Map (Figures 8 and 9) - Identifies the pedestrian and bicycle route improvements needed to serve future transportation demand.

Plan Goals

Each of the elements of this Plan establishes specific goals and policies to implement the goals. The goals from each of these elements are listed below.

Land Use

1. To promote a development pattern that recognizes and enhances Coupeville's historic small-town character.
2. To provide a well-balanced mix of land uses, including commercial, residential, public services and recreational and cultural opportunities.
3. To work collaboratively with Island County, Coupeville School District #204, Whidbey General Hospital and other public service providers to ensure efficient and effective delivery of public services.

4. To manage and direct new growth in a manner that allows the Town of Coupeville to provide public services and facilities in a fiscally responsible manner.
5. To preserve the Town of Coupeville's rural and agricultural heritage.
6. To protect significant natural landscape features, natural systems and critical areas.
7. To coordinate growth and development with adjacent jurisdictions in a manner that recognizes the interests of the larger community of which Coupeville is a member.

Housing

1. To provide for adequate housing opportunities for current and future residents of Coupeville while retaining the historic small town character of the Town.
2. To encourage the availability of affordable housing to all economic segments of the population and to serve special needs populations, such as the elderly.

Transportation

1. To develop and maintain a safe, integrated and efficient motorized and non-motorized circulation systems appropriate to the Town's historic rural character.
2. To provide realistic alternatives to the private automobile that serve the general population, special needs populations and activities in the community.
3. Increase opportunities for using alternative transportation modes by providing and maintaining pedestrian and bicycle facilities appropriate to the Town's historic rural character.
4. Adequate parking should be provided and maintained for commercial, public facility and residential land uses.
5. Identify funding requirements and sources to complete the identified transportation system improvements.

Capital Facilities

1. Provide needed public facilities and services in a manner which protects existing investments, maximizes use of existing facilities, protects the natural environment and promotes orderly, compact urban growth consistent with the Town's historic character.
2. Provide for the most efficient, economic and equitable methods for financing capital improvements.
3. Ensure that new development in Coupeville occurs only when adequate public facilities are available to support the development.

Utilities

1. To assure the development of all utilities at a level adequate to serve existing and future growth.
2. To process permits and approvals for utility facilities in a fair, predictable and timely manner.
3. To minimize impacts associated with the siting, development and operation of utility facilities on adjacent properties and the natural environment.
4. To promote effective energy conservation and recycling measures.

Historic Preservation

1. Use overlay zoning to define areas where special regulations apply in accordance with adopted neighborhood design standards.
2. Views are an important component of historic character and impacts from new development should be evaluated when appropriate.

3. Landscaping, native vegetation and open space should be an enduring feature of Coupeville to retain a rural, small town historic character.
4. Develop design guidelines for public rights of way and public property, such as street edges, swales, sidewalks and curbs.
5. Establish fair and reasonable means of preserving Coupeville's historic structures, neighborhoods and open spaces, using regulation, incentives or voluntary guidelines as appropriate to each neighborhood.
6. Make historic preservation both fun and educational in the Town of Coupeville.

Natural Systems

1. Manage development to minimize disruption of natural systems, retain the natural aesthetics of the community and reduce the risks of damage to life and property.

Shoreline

1. To provide for the use and protection of Coupeville's shoreline area as a valuable scenic and environmental asset.

Parks and Recreation

1. To provide the widest range of recreational opportunities for all Coupeville citizens.

Government Economy and Services

1. The development of community facilities and services and the use of public land or money should further the overall goals of the Comprehensive Plan.

PLAN BACKGROUND

Planning Area

The Washington Growth Management Act states that each county planning under the Act shall designate urban growth areas within which urban growth shall be encouraged. Growth can occur outside of the urban growth area only if it is not urban in nature or if it is classified as a destination resort or planned community development. The urban growth area should be located first in areas already characterized by urban growth and services and second in areas already characterized by urban growth and that will be served by a combination of existing and new public facilities and services.

Island County, in cooperation with all of the jurisdictions in the County, has designated urban growth areas around each jurisdiction. In the case of the Town of Coupeville, the urban growth area boundary coincides with the current Town limits.

Planning Process

This Comprehensive Plan was prepared in response to the requirements of the 1990 Washington State Growth Management Act (GMA). The GMA established a framework that requires comprehensive plans to include a land use element, housing element, capital facilities element, utilities element and transportation element which outline adequate and internally consistent provisions for the additional needs of future populations and which preserve the valuable agricultural, forest and open space resources of the state. The major goals of the GMA are described in greater detail below.

The GMA also requires a significant level of citizen participation in the planning process, emphasizing the need for "early and continuous public participation" throughout the planning process. In response to this, early in their planning process, the Town of Coupeville held public workshops relating specifically to housing and transportation. The Town also conducted an in-depth mail survey to assess the community's priorities, concerns and hopes. A copy of this survey is found in Appendix A.

With this information, the consulting planning staff for the Town prepared a vision statement and broad policy approach to the comprehensive plan elements. This information was reviewed and discussed at a joint Planning Commission/Town Council workshop. The purpose of this workshop was to provide the Town and consultant staff with additional perspectives regarding the more specific development of goals and policies for each of the elements.

All of this information was used by the consulting planning staff to prepare the draft goals and policies for this Comprehensive Plan. The draft plan was circulated for public review over a period of three months. During this time, the Town sponsored two additional public open houses on the draft plan. These open houses were attended by over 100 participants and gave the Town the opportunity to identify and respond to issues of importance to Town residents. Prior to these open houses, a series of citizen sponsored informal neighborhood meetings were held at a variety of locations. These meetings were used as a vehicle to describe the draft plan and to prepare for the Town sponsored workshops. These informal small group meetings were a valuable tool in preparing citizens to provide more meaningful and effective feedback regarding the draft plan.

Changes to the draft plan were made based on the public comment received during this period. In September and October 1994, the revised plan was reviewed through a formal public hearing process by the Town Planning Commission and Town Council before final adoption.

Relationship to State Growth Management Goals

The Washington State Growth Management Act establishes thirteen substantive goals to guide the development adoption of comprehensive plans and development regulations. These goals are listed below, together with identification of specific Coupeville Comprehensive Plan policies which address these goals. It should be noted that neither the State GMA nor the chart below places these goals in priority order.

| GMA Goals | Comprehensive Plan Policies |
|---|--|
| <i>1. Urban Growth</i> - Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner | Land Use Element - LU 2.4, LU 3.1, L U 3.2, L U 3.3; Utilities Element - U 1.1, U 1.2, U 1.3 Capital Facilities Element - CF 1.2, CF 1.3, CF 2.1, C F 2.4 |
| <i>2. Reduce sprawl</i> - Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development. | Land Use Element - LU 1.1, LU 2.1, LU 2.7 LU 2.8, LU 3.4, LU 4.1, LU 4.2, LU 4.3 LU 6.1, LU 6.2, LU 6.3 |
| <i>3. Transportation</i> - Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans. | Land Use Element - LU 6.4 Transportation Element - T 1.3, T 1.4, T 2.1 T 2.2, T 2.3, T 3.1, T 3.3, T 3.6 |
| <i>4. Housing</i> - Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. | Land Use Element - LU 2.5, LU 2.6 Housing Element - all Housing policies |
| <i>5. Economic Development</i> - Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities. | Land Use Element - LU 6.5 |
| <i>6. Property Rights</i> - Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions. | Land Use Element - LU 1.5 Historic Preservation Element - HP 2.1 |

| GMA Goals | Comprehensive Plan Policies |
|---|--|
| 7. Permits - Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability. | Land Use Element - LU 1.4, LU 1.5, LU 3.6 Housing Element - H 2.1 Utilities Element - U 2. 1, U 2.2, U 2.3, U 2.4, U 2.5 Historic Preservation Element - HP 2. 1, HP 2.2 |
| 8. Natural Resource Industries - Maintain and enhance natural resource based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses. | Land Use Element - LU 4.2, LU 4.3, LU 5.2, LU 5.3, LU 5.7, LU 5.8, LU 5.9 |
| 9. Open Space and Recreation - Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, develop parks. | Land Use Element - LU 4.4, LU 5.2, LU 5.3 Parks and Recreation Element - PR 1. 1, PR 1.4, PR 1.6 |
| 10. Environment - Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water. | Land Use Element - LU 5.1, LU 5.2, LU 5.3, LU 5.4, LU 5.5, LU 5.6, LU 5.7, LU 5.8, LU 5.9, LU 5.10, LU 5.11 Natural Systems Element - all Natural System policies |
| 11. Citizen Participation and Coordination - Encourage the involvement of citizens in the planning process and ensure the coordination between communities and jurisdictions to reconcile conflicts. | Land Use Element - LU 1.5, LU 1.6 Government Economy and Services Element -GES 2.2 |
| 12. Public Facilities and Services - Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards. | Land Use Element - LU 2.1 1, LU 3. 1, LU 3.2, LU 3.3, LU 3.5, LU 3.6 Capital Facilities Element - CF 1.2, CF 1.3, CF 2.1, CF 2.2, CF 2.6, CF 3.1, CF 3.2 Utilities Element - U 1.1, U 1.2, U 1.3 Government Economy and Services Element GES 3.1, GES 3.2, GES 3.3 |
| 13. Historic Preservation – Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance. | Land Use Element – LU 2.2, LU 4.5, LU 4.6, LU 4.7, LU 4.8, LU 4.9, LU 6.6 Historic Preservation Element – all policies Housing Element - H 1.7 |

Relationship to Island County Countywide Planning Policies

The Island County Countywide Planning Policies were cooperatively prepared and adopted by Island County and all municipalities within the County, including Coupeville (see Appendix B.). These policies are organized into six major topic areas, each with more specific implementing policies. Each of these six major areas are indicated below, together with identification of any relevant Coupeville Comprehensive Plan policies.

| County-wide Planning Policies | Comprehensive Plan Policies |
|---|--|
| 1. Policies to implement RCW 36.70A. 100, Urban Growth Areas | Land Use Element - LU 2. 1, LU 2. 11, LU 3.4, LU 3.6, LU 4.2, LU 4.3, LU 6.1, LU 6.2, LU 6.3 Utilities Element - U 3.2 |
| 2. Policies for siting essential public facilities of a County or State-wide significance | Land Use Element - LU 2.11, LU 3.6 Utilities Element - U 3.2 Capital Facilities Element - CF 2.5 |
| 3. Policies for joint County/Municipality planning | Land Use Element - LU 6.1, LU 6.2, LU 6.3, LU 6.4 |
| 4. Policies for County-wide economic development and employment | Land Use Element - LU 2.7, LU 2.10, LU 6.5 |
| 5. Policies for promoting contiguous and orderly development and providing services to such development | Land Use Element - LU 1.1, LU 2.1, LU 3.1, LU 3.2, LU 3.3, LU 3.4, LU 4.1, LU 4.2, LU 4.3, LU 6.2, LU 6.3 Capital Facilities Element - CF 1.2, CF 1.3, CF 2.1 |

VISION STATEMENT

The Town of Coupeville in the year 2010 is an attractive small town. Coupeville's historic core has been preserved and revitalized, not only to attract tourists but also to preserve the heritage of which the Town's residents are justly proud. Newer residential and commercial areas show the positive influence of well written and consistently administered development regulations, design controls and growth management policies. This well-planned growth complements and protects the historic character of the Town, and provides Coupeville residents with a choice of residential densities and housing options while maintaining the generally low density feel of the Town.

Coupeville's stunning natural setting on Penn Cove has helped make residents acutely aware of the importance of also preserving the Town's environmental heritage. Coupeville has taken action to protect the unstable bluffs along this shoreline, and has limited development in other environmentally sensitive areas. The Town's surface water runoff program helps protect the quality of water entering Penn Cove.

Coupeville is ringed by rural, agricultural and other open space areas preserved by policies which have directed growth to the Town and to other incorporated areas. There is plentiful open space within the Town, as Coupeville has had the foresight to preserve adequate area for parks and recreation facilities.

Coupeville continues to provide a wide range of services to its citizens and to residents of nearby Central Whidbey Island. Its economy is stable, healthy, and diverse.

Coupeville residents can take classes, shop, or just visit their friends without using their cars, as the Town is linked by a completed network of sidewalks, paths and bicycle trails. Adequate public transportation continues to provide residents with another option for getting around Town or to other points on Whidbey Island. Town residents feel safe and secure using all of these facilities.

Coupeville is a town that has succeeded not only in preserving but building upon its rich history, remarkable natural setting, and comfortable small town atmosphere. The Town continues to be viewed by its residents as a good place to live, today (2010) as well as in years to come.

LAND USE ELEMENT

The Town of Coupeville, with a 2000 Census population of 1,723 persons, is located in the central Whidbey Island area of Island County (See Figure 1). Although now primarily a residential community, Coupeville has served as the commercial center for the surrounding residential area since its founding in 1853 (it was incorporated in 1910). The Town contains a little more than one square mile of area. Major geographic features include three major hills and the Penn Cove shoreline, which forms the Town's northern boundary. State Route 20 divides the Town's built environment into two distinct areas. The older commercial and residential areas lie north of the highway; schools and a newer commercial area lie south of the highway.

I. Natural Environment

Topography

Elevations in Coupeville range from sea level to approximately 200 feet above sea level. The Town is situated on and around three hills; one in the northeast end of Town and two in the central portion of Town. In some areas, these uplands slope gently to the shoreline. In other areas, they end with a steep slope. South of State Route 20, the south side of Coupeville blends into the surrounding prairie.

Soils

Glacial drift is the primary parent material of the soils throughout Coupeville. Soils are found in a relatively thin layer on Whidbey Island and are classified by topographic relief, climate and time, biological activity and the parent material. The U.S. Soil Conservation Service according to terrain groups soils:

Glacial Uplands - These soils are very shallow and have a cemented gravel material subsurface called glacial till. Surface drainage is good, but the subsurface is relatively impermeable. This is the predominant type of soil found in Coupeville. These soils may not be suitable for intensive development.

Terraces - These soils are found on the prairies at the south end of Town. These soils have high agricultural productivity. Certain characteristics, such as a high water table and corrosivity, may limit their potential for development. Drainage is usually moderate.

Depressions - This class refers to soils found in the glacial depressions of uplands and terraces. These areas receive much seepage and runoff from lands around them. They are usually impermeable, cemented till of glacial/marine sediments and clays. During the wet season, they hold large quantities of water. This soil type is found between Clapp and Perkins Streets from the shoreline to the Town limits.

Rough Broken Terrain - This type of soil occurs in a few places along the shoreline.

Water

Coupeville lies in the "rain shadow" of the Olympic Mountains and receives an average of slightly less than 18 inches of precipitation annually, with ranges between approximately 11 and 26 inches. Over 70% of the precipitation falls between October and April. Snowfall accumulations are rare.

Because precipitation is relatively low and stormwater absorption is high, the area has few surface water channels. Groundwater is the only source of freshwater supply. Recognizing this, the United States Environmental Protection Agency designated Island County in 1983 a Sole Source Aquifer Area.

There are two distinct groundwater types on Whidbey Island - dilute and very hard water. Hard water is the most prevalent type throughout most of Coupeville. Because of its high mineral content, it is more difficult to utilize and less desirable than other water types. Groundwater quality in this area is influenced by seawater encroachment. Proximity to the shoreline increases the chance of seawater intrusion, especially in deep wells. In some shore area wells, high chloride concentrations indicate the presence of seawater.

The largest producing wells generally draw water from as far down as approximately 200 feet below sea level. The best sites for further development of groundwater supplies appear to be located in the northern portion of the Fort Casey upland and central Smith Prairie area. Please see the Capital Facilities Element and the Water System Plan for further discussion of water supply.

Climate

Coupeville has a generally mild marine climate, with average temperatures ranging between 41 and 58 degrees Fahrenheit. At the extremes, temperatures have ranged from a high of 98 degrees to a low of 3 degrees Fahrenheit. Skies are partly cloudy or cloudy more than 300 days of the year. Factors that may contribute to this mild climate include the tempering effects of Penn Cove waters and the limited elevation change of the land mass. Wind patterns are usually mild, averaging eight miles per hour. Southwesterly winds predominate; however, westerly winds storming across Penn Cove are sometimes severe.

Plants and Animals

Coupeville is classified as “Western Hemlock Vegetative Zone” but logging and burning over the past 150 years have enabled Douglas Fir to replace Western Hemlock as the climax species. There is a wide diversity in the plant community, providing a varied habitat.

The Town’s forested and agricultural areas, and the interface between them, supply food and shelter for the major wildlife populations. Blacktailed deer and cottontail rabbits are the most abundant species of mammal found in Coupeville. These areas also support significant populations of Ring-Necked Pheasants and California Quail. Migratory and resident waterfowl are found on and near the shoreline in large numbers. The variety of available habitats and the mild climate accounts for the many types found during various seasons of the year.

The shorelines are also home to a diverse and large shellfish population, while Penn Cove itself is fished for bottom fish, including flounder, cod and occasionally, salmon and smelt.

II. Demographics

Island County, which consists of the cities, town and unincorporated areas of Whidbey and Camano Islands, grew rapidly between 1980 and 2000. Increasing from 44,048 to 60,195 persons between 1980 and 1990, the County experienced a growth rate of nearly 37%, second fastest in the state and more than double the state average of 17.8%. While the growth rate slowed to 18.9% during the succeeding decade, the County did add 11,363 new residents by 2000, for a total population of 71,558. During this same

period, the Town of Coupeville grew at a rates that tended to mirror overall County growth. Over the ten year period between 1990 and 2000, the Town grew by 346 persons, from 1,377 persons in 1990 to 1,723 persons in 2000, a growth rate of 25.1%.

During the 1980s and 1990s, Island County and the Town of Coupeville experienced significant changes in age distribution Table 1 summarizes population changes in Island County and the Town of Coupeville for the period between 1980 and 2000. In general, trends are consistent with national demographic patterns. For instance, the significant jumps between 1980 and 1990 in people aged 24-44 and between 1990 and 2000 in people aged 45-64 correlates closely with the aging of the post-war baby boom generation. In a related trend, the so-called “echo boomers” (children of baby boomers) emerge in the 2000 Census count in the substantial increase in people aged 15-24. Also apparent in the age distribution is the continuing above average growth in individuals over 85 years of age, likely influenced by the twin factors of increased longevity in general and the popularity of Island County as a retirement destination. Interestingly, while Island County actually lost population in the two cohorts under age 15, Coupeville gained in both the under 5 and 5-14 groups (although at a percentage lower than the population as a whole).

Table 1
Population and Age Distribution

| Age Cohort | less than 5 | 5-14 | 15-24 | 25-44 | 45-64 | 65-84 | over 85 | TOTAL |
|----------------------|-------------|--------|-------|--------|--------|-------|---------|--------|
| Island County | | | | | | | | |
| 1980 | 3,631 | 8,684 | 6,259 | 12,616 | 8,037 | 4,511 | 310 | 44,048 |
| 1990 | 4,900 | 10,554 | 6,574 | 19,698 | 10,181 | 7,784 | 504 | 60,195 |
| 2000 | 4,781 | 10,438 | 9,138 | 20,032 | 16,960 | 9,267 | 944 | 71,558 |
| % change 80-90 | +34.9 | +21.5 | +5.0 | +56.1 | +26.7 | +72.6 | +62.6 | +36.7 |
| % change 90-00 | -2.4 | -1.1 | +39.0 | +1.7 | +66.6 | +19.1 | +87.3 | +18.9 |
| Coupeville | | | | | | | | |
| 1980 | 61 | 174 | 111 | 278 | 182 | 184 | 16 | 1,006 |
| 1990 | 79 | 202 | 100 | 394 | 219 | 320 | 63 | 1,377 |
| 2000 | 90 | 213 | 165 | 430 | 391 | 343 | 91 | 1,723 |
| % change 80-90 | +29.5 | +16.1 | -9.9 | +41.7 | +20.3 | +73.9 | +293.8 | +36.9 |
| % change 90-00 | +13.9 | +5.4 | +65.0 | +9.1 | +78.5 | +7.2 | +44.4 | +25.1 |

Sources: Housing Needs Assessment, Island County Planning and Community Development, 1993; 2000 US Census

In 2000, Coupeville had 737 households, including both family and non-family households, with an average household size of 2.16 persons (family households are defined as groups of people joined by blood, marriage or adoption; non-family households include single people living alone, as well as groups of single people living together in the same household). Family households were slightly larger, with an average of 2.81 persons in the Town's 427 family households.

Income and Economy

In the 150-year history of Coupeville, the Town has shifted from an economy based on a mix of retail, agricultural and construction typical of a nineteenth century boom town to a mix of government, local services and tourism in the twenty-first century. As the County seat, with a location in Central Whidbey Island, Coupeville is home to many county services (including the Courthouse and jail), a major school district and Whidbey General Hospital (a public hospital district). Because of the latter, there has been a significant growth in auxiliary medical services. The Hospital has expanded its facilities and services, many specialist physicians have established practices in Coupeville, and a 92-bed convalescent home calls the Town home.

Naval Air Station Whidbey Island also influences Coupeville's economy. Although Oak Harbor absorbs much of the population associated with this facility, a small percentage of Navy personnel and civilian employees elect to locate in Coupeville. In 2000, 61 workers, or 8.2% of the total Coupeville labor force (743 people), were in the Armed Forces (down from nearly 12% in 1990).

The wage-earning opportunities in Coupeville, as reported in the 2000 U.S. Census, are quite diverse, with some employment reported in a wide variety of industrial sectors. The largest sectors of the local job market (as reflected by numbers of residents employed in the civilian labor force) are shown in Table 2. Certainly, these numbers show strong correlation between Coupeville's economic base and the availability of employment, with the two largest percentages capturing the local service economy (educational, health and social services at 26.8%) and tourism (arts, entertainment, recreation, accommodation and food services at 9.6%).

Table 2
Employment by Industry

| Industrial Sector | Number Employed | Percent of Labor Force |
|--|-----------------|------------------------|
| Construction | 50 | 8.0% |
| Retail Trade | 55 | 8.8% |
| Professional, Scientific, Management, Administrative | 57 | 9.1% |
| Educational, Health and Social Services | 168 | 26.8% |
| Arts, Entertainment, Recreation, Accommodation, Food | 60 | 9.6% |
| Public Administration | 53 | 8.4% |

Source: U.S. Census, 2000

Other industries that employed at least five percent of the civilian labor force included transportation (6.2%), manufacturing (5.4%), and finance (5.4%). In 2000, there was a total of 682 Coupeville residents employed in the civilian labor force.

Coupeville has a potential labor force of 1,398 persons, defined as those over age 16. Of these, 743, or about 53%, are actually in the labor force, including both civilian and military workers. The remainder, 655 persons, are not in the labor force. Given the large number of Coupeville residents over age 65, many of those not in the labor force may be retired. Others are likely occupied as full-time students or non-wage earning spouses. The civilian work force is composed primarily of private wage and salary workers (380 persons) and government workers (172 persons).

In 2000, the median household income in Coupeville was \$33,938, significantly less than the Countywide median of \$45,776. Household income estimates are based on both family and non-family households. In 2000, median family income in Coupeville was \$47,721. Income sources reported in the Census reflect the Town's large retired population; 478 households had wage and salary income, 285 had Social Security income and 194 had retirement income.

III. Land Use

The Town of Coupeville, with a total area of 721 acres, includes commercial, residential and a variety of public uses. The oldest and most densely developed area is the original Town plat, which includes much of the area extending south from the shoreline between Main Street and Gould Street. This area includes both the central commercial core and some older residential neighborhoods.

Subsequent commercial development has occurred along the Town's primary streets, including Main Street, Front Street and Coveland Street. Retail businesses are mixed with government and professional offices. Recent new development has occurred following the expansion of Whidbey General Hospital,

with several medical complexes being developed near this facility. Also, as the Island County seat, Coupeville's land use is significantly impacted by public uses, including government offices.

Residential development is distributed throughout the Town. Early residential development occurred in the central portion of the Town, on the small lots established by the early plats. More recent development has been suburban in nature, with large residential lots in outlying parts of town. Although the majority of existing housing is single family, the Town also has an increasing number of multi-family units, as well as three mobile home parks. Please see the Housing Element for additional discussion of the housing in Coupeville.

Table 3 below and Figure 2 summarize the land use pattern in Coupeville. Note that, of the total 721 acres, approximately 57% (414.5 acres) is vacant. Approximately 384.5 acres, or 93%, of this vacant area is designated for single family residential, residential reserve, and low density residential uses. Eight acres of vacant land is available for public or quasi-public uses. The Town has a total of 45.3 acres zoned for multi-family use, of which just 18% (8.3 acres) is vacant. Almost one-third (13.7 acres) of the Town's 45.6 acres of commercially zoned land is vacant.

Table 3
Land Use Inventory (acres)

| LAND USE | Vacant | Developed | Sensitive | TOTAL |
|----------------------|--------|-----------|-----------|-------|
| Single Family | 191.4 | 141.1 | 16.5 | 349.0 |
| Multi-Family | 8.3 | 36.7 | 0.3 | 45.3 |
| Commercial | 13.7 | 31.9 | 0.0 | 45.6 |
| Public, Quasi-Public | 8.0 | 45.6 | 0.0 | 53.6 |
| Residential Reserve | 193.1 | 22.9 | 11.9 | 227.9 |
| TOTALS | 414.5 | 278.2 | 28.7 | 721.4 |

Shoreline

The Town of Coupeville has a 2.4-mile long shoreline along Penn Cove, which forms the Town's north boundary. Historically, much of Coupeville's growth and development has been linked to and influenced by its waterfront. In addition to attracting residential and commercial development, the views and recreational opportunities provided by the shoreline act as an attraction for visitors and the tourism industry.

The historic shoreline area along Front Street in the Town's commercial core is a major focal point for the Town. The older buildings that line this street were once the center of commerce for the Town. Now many of these buildings house businesses that serve tourism, while many of the businesses that serve Town residents have moved to Main Street, closer to SR 20.

Outside of the historic business district, Coupeville's shoreline is primarily residential, mixed with a few scattered farms. Near the center of Town, the lots are small and the homes are older. Further to the east and west, the homes are more dispersed and the shoreline takes on a rural appearance. Unlike other

shoreline towns where the waterfront acts as a magnet for all development activity, Coupeville's shore is not densely developed and many residences are centered around the Main Street business area and across Highway 20 in Prairie Center, rather than oriented toward the water. The location of the Town Park and the boat launch at either end of the downtown contribute to the open character of the shoreline, as do the narrow, undeveloped bluff edges next to the road along much of the shore.

Historic Preservation

Captain Thomas Coupe founded Coupeville in 1853. The original Town plat, recorded in 1883, includes most of the central part of Town east of North Main Street. A distinguishing feature of this part of town is the well-maintained and restored storefronts and residences built during this early era. These buildings give Coupeville a unique seaside village character that attracts both tourists and permanent residents.

Coupeville's historic importance has been recognized by designation as a National Historic District in 1973 and by inclusion in the Ebey's Landing National Historical Reserve in 1978. The Town maintains a list of 52 historic structures within the Town limits. In addition there are 40 structures in the area surrounding the Town which are National Historic Landmarks. Please see Appendix C for a list of historic structures and sites, and the Historic Preservation Element of this Comprehensive Plan for a more complete discussion of this topic.

Open Space

Within the Town of Coupeville, open space amenities are provided by the Town parks (see Capital Facilities Element), by privately owned vacant land and by the Penn Cove shoreline. Together, these elements combine to contribute to the low-density, small-town character of Coupeville.

In the unincorporated area around Coupeville, much of the land is vacant, underdeveloped or in agricultural use. This privately owned open space, much of which is protected by conservation easement, provides a rural buffer around the existing and potential urban growth in the Town.

Regulations, Studies and Plans

The Town of Coupeville Development Regulations provide zoning, subdivision, sign, shoreline management and environmental management standards for the Town. In addition, the Town has conducted and participated in a number of recent plans and studies with significance to land use. Major provisions from these regulations, studies and plans are summarized below.

1. Zoning

Chapter 16.08 of the Coupeville Development Regulations establishes and defines zoning districts for the Town. The geographic distribution of these zones is identified in the Town's Official Zoning Map (see Figure 3). Each of the zoning districts is briefly described below.

Residential Reserve (RR) - The intent of this District is to provide for low density residential use, retain open space and rural character, minimize impervious surfaces and allow for small-scale agricultural and floricultural uses. The major permitted uses include single-family dwellings with a minimum lot size of two acres, public parks and small-scale agricultural and forestry activities.

Low Density Residential District (LDR) - This District is intended to provide for rural lifestyles, buffer residential and agricultural uses, promote open space and minimize impervious surfaces. Permitted uses include single-family dwellings with a minimum one-half acre lot size and small-scale agricultural uses.

Medium Density Residential District (RM 9600) - This District is intended to provide a stable environment for predominantly single-family residential development and to prohibit uses which would violate the residential character of the district. The major permitted use is single-family dwellings with a minimum lot size of 9,600 square feet.

Cottage Housing District (RC) – This District is intended to provide areas where higher density residential uses are desirable, while maintaining a predominantly single family character. Smaller lots and smaller houses characterize this district, with a maximum square footage per dwelling unit. Up to eight dwelling units per acre are permitted within this district.

High Density Residential District (RH) - This District is intended to provide areas where medium to high density residential uses are desirable and to prohibit uses which would violate the residential character of this environment. Principal uses include one- and two-unit dwellings, multi-family dwellings, small bed and breakfast facilities, convalescent homes and retirement homes.

Commercial Districts (Town and General) - These Districts are intended to provide for commercial development that is appropriate in size and scale to the Town, to provide for efficient circulation and to preserve the historic character of the Town. The General Commercial District provides for slightly more intensive uses than the Town Commercial District. Examples of permitted uses include retail businesses, professional offices, restaurants, theaters, personal services, private clubs and bed and breakfast facilities.

Historic Limited Commercial District (HLC) - This district is reserved for the historic Front Street area between Alexander and Haller Streets (north of Coveland and Ninth Streets), including the Coupeville Wharf, and is intended to accommodate water-oriented uses, along with small-scale commercial uses which are compatible in size, scale and visual character with the district's historic character. Mixed use, adaptive reuse and preservation within a pedestrian scale environment are hallmarks of this district.

Public/Quasi-Public District (P) - This District provides for public and quasi-public facilities and buildings. Principal uses include government offices, schools, hospitals, parks, public facilities, public open space and public utilities.

Planned Unit Development (PUD) Overlay District - The Planned Unit Development Overlay is intended to allow for creative and flexible design and development standards that will promote efficient, aesthetic and desirable use of land. Using the underlying future land use to provide density and use guidelines, a PUD may be used to recognize the desirability of residential clustering or unified design to preserve or enhance special geographic or topographic features.

Historic Restoration Overlay District - The Historic Restoration Overlay District provides guidelines and procedures for the evaluation of actions that affect the historic character, structures, sites and areas in Coupeville. Provisions of this District establish the boundaries of the District, which generally includes the central waterfront, Main Street north of SR 20 and much of the area between Alexander Street and Haller Street (see Figure 3). The District

provides for a Design Review Board to review proposed actions affecting historic structures, sites and areas.

2. Shoreline Management

The Town of Coupeville's Shoreline Master Program is based on the Island County Shoreline Master Program. It is the Town's intent to develop its own Master Program to provide management guidelines which address the unique characteristics of the Coupeville shoreline. The shoreline environments in the Coupeville planning area are the Urban, Shoreline Residential, Rural, and Aquatic Environments (see Figure 3). The following provides a brief description of each of these environments.

Urban Environment - The objective of the Urban Environment is to insure optimum utilization of shorelines within urbanized areas by providing for intensive public use and by managing development so that it enhances and maintains shorelines for a variety of urban uses. The Urban Environment includes high intensity land uses, such as residential, commercial and industrial development. Shorelines planned for future urban expansion should have few biological or physical limitations for urban activity and should not have a high priority for designation as an alternative environment.

Shoreline Residential Environment - The Shoreline Residential Environment provides for urban and suburban density residential development in areas which are currently so developed or have potential for such development. The major purpose for this designation is to allow for a continuation of existing land use patterns in a manner that protects the shoreline.

Rural Environment - The Rural Environment is intended to protect agricultural land from urban expansion, to restrict intensive development along undeveloped shorelines, to function as a buffer between areas, and to maintain open spaces and opportunities for recreational uses compatible with agricultural activities.

Aquatic Environment - The Aquatic Environment is the water surface, together with the underlying lands and the water column of all marine waters, including but not limited to bays, straits, harbor areas, waterways, tidelands, beds and shorelands seaward of the ordinary high water mark and associated wetlands. Designated Aquatic Environment areas are intended to ensure protection and appropriate use of resources which are substantially different in character from adjoining uplands, backshores or floodplains, as well as to protect and encourage multiple water-dependent uses when such uses are compatible with each other and with uses of the adjoining environment.

3. Plans and Studies

1982 Coupeville Waterfront Study - This study was prepared with funding by the Federal Coastal Zone Management Program. It developed an overview of existing conditions along the Coupeville waterfront and provided an analysis of issues and recommendations on eight topics. These included: shoreline erosion and bluff instability; Front Street slippage; boat launch and sewage treatment plant; Town Park; Town dock; Town entry and Main Street; link to Ebey's Landing and the Keystone Ferry; and Town and historical commercial center.

Among the key recommendations were to encourage beach houses to help stabilize the bank, to encourage businesses in the downtown and to enhance the Main Street entrance into Town.

1980 Comprehensive Plan of Ebey's Landing National Historical Reserve - The Historical Reserve encompasses the entire Town of Coupeville as well as a large portion of central Whidbey Island (see Figure 1). The concept of the Reserve is to protect, preserve and interpret the historical and cultural assets of the area through an intergovernmental partnership of national, state, county and town agencies and citizen groups. This plan contains objectives for public use/development, historic and natural preservation, and private use subject to appropriate local ordinances.

1989 South Main Street Study - The South Main Street Study was prepared by a subcommittee of the Coupeville Planning Commission. The study area was South Main Street between SR 20 and Terry Road. This study was commissioned in response to changes in traffic volume, road condition and land use patterns that were being experienced in the study area. The study establishes four major goals for the South Main Street area: retain a small-town atmosphere; enhance the overall appearance of South Main Street; improve traffic circulation; and establish well-designed and clearly defined residential and commercial areas. Policies relate to street design, circulation and land use. The study is intended to be a subarea plan based on the general guidelines and policies of the Coupeville Comprehensive Plan.

County-wide Planning Policies for Island County - As required by the Growth Management Act, Island County and all municipalities within the County have jointly prepared and adopted County-wide Planning Policies (Appendix B). This document is organized into ~~six~~ major policy areas, each with more specific implementing policies. The ~~six~~nine major policy areas are:

1. Policies to implement RCW 36.70A.110, Urban Growth Areas.
2. Policies for siting essential public facilities of a County or State-wide significance.
3. Policies for joint County/Municipality planning.
4. Policies for County-wide economic development and employment.
5. Policies for promoting contiguous and orderly development and providing urban services to such development.
6. Policies for County-wide transportation facilities and strategies.
7. Policies on affordable housing, for all of the population.
8. Policies for parks, recreation, open space and natural lands.
9. Policies for projecting population growth and employment.

These policies were adopted by Board of Commissioners, Island County and by the Mayors of Oak Harbor, Coupeville and Langley on June 22, 1992, and revised several times several times since.

LAND USE - Goals and Policies**Goal 1. To promote a development pattern that recognizes and enhances Coupeville's historic small-town character.**

- LU 1.1 Support development that furthers Coupeville's historic small-town character and discourage growth pressures that could adversely impact this character.
- LU 1.2 Use height, setback and other design controls to protect views and preserve the quality and character of the Town.
- LU 1.3 Refine the design review process to ensure appropriate design for new development and re-development to respect the unique characteristics of Coupeville neighborhoods.
- LU 1.4 Require that new development proposals, including rezone proposals, provide specific information about intended use and site development.
- LU 1.5 Assure that development review and permit processes operate in a fair, timely and predictable manner.
- LU 1.6 Establish Town planning processes that allow a regular public discussion and examination of community goals and values.
- LU 1.7 Evaluate potential benefit to the Town of adopting a Hearings Examiner system to review quasi-judicial actions.

Goal 2. To provide a well-balanced mix of land uses, including commercial, residential, public services and recreational and cultural opportunities.

- LU 2.1 Establish the future distribution, extent and location of generalized land uses in the Future Land Use Map adopted with the Comprehensive Plan.

- LU 2.2 The categories of uses on the Future Land Use Map are:

Residential Reserve - A future land use map designation which allows for very low density residential, agricultural, horticultural and floricultural uses, encouraging the retention of open space and rural character. The maximum residential density should not exceed one single family dwelling per two acres. Duplex dwellings should not be permitted in these areas.

Low Density Residential - A future land use map designation which provides for rural lifestyles, promotes open space and minimizes impervious surfaces. The maximum residential density should not exceed two single family dwellings per acre. Duplex dwellings should not be permitted in these areas.

Medium Density Residential - A future land use map designation which is intended to capture most of the Town's residential development. These areas provide a stable environment for residential development, adequate public

services to serve residential development, and prohibit uses that would violate the single-family nature of the neighborhood. The maximum residential density should not exceed 4.5 dwellings per acre, in accordance with the standards for single family and duplex dwellings contained in the Development Regulations.

Cottage Housing District – This future land use designation is intended to provide areas where higher density residential uses are desirable, while maintaining a predominantly single family character. Smaller lots and smaller houses characterize this district, with a maximum square footage per dwelling unit. Up to eight dwelling units per acre are permitted within this district.

High Density Residential - A future land use map designation which allows for high density residential use in areas that are near commercial services and located to permit efficient provision of public services. The maximum residential density should not exceed one dwelling unit per 4,000 square feet of lot area.

Commercial - The Commercial designation provides for commercial development that is appropriate in size and scale to the Town.

Historic/Limited Commercial - This designation provides for a range of commercial, residential and water-oriented development which is appropriate in scale and character within historic downtown Coupeville.

Public/Quasi-Public Facilities -This designation includes areas used for schools, churches, government buildings, public parking lots, hospitals, public cultural centers, public recreation centers and other similar uses.

Historic District - This overlay designation is intended to establish development and design guidelines and to protect the historic character of the center of the Town of Coupeville.

Planned Area 1 - This designation includes the area on the west side of South Main Street that is currently zoned for single-family residential use, but could be rezoned for high-density residential development and/or a mix of residential and commercial subject to the following conditions:

1. The proposed development is compatible with the character and appearance of surrounding uses;
2. The proposed development is designed in a manner that is compatible with the physical character of the site;
3. The proposed development is consistent with the overall goals and policies of the Comprehensive Plan;
4. The proposed use will be supported by adequate public facilities and will not adversely affect public services to the surrounding area; and

5. The proposed use is consistent with the general health, safety and welfare of the community.

Planned Area 2 - This designation includes the rectangular parcel that is adjacent to and east of the Whidbey General Hospital. This site is currently zoned for single-family residential development, but could be rezoned for public facility use or high-density residential use, subject to the following conditions:

1. Potential public facility use is permitted only if associated with expansion of the Whidbey General Hospital campus;
2. If proposed for high-density residential development, special needs housing that serves residents who may benefit from the proximity to the hospital and associated medical services is encouraged;
3. The proposed development is compatible with the character and appearance of surrounding uses;
4. The proposed development is designed in a manner that is compatible with the physical character of the site;
5. The proposed development is consistent with the overall goals and policies of the Comprehensive Plan;
6. The proposed use will be supported by adequate public facilities and will not adversely affect public services to the surrounding area; and
7. The proposed use is consistent with the general health, safety and welfare of the community.

Planned Unit Development - This overlay designation is intended to allow for creative and flexible design and development standards that will promote efficient, aesthetic and desirable use of land.

Greenbelts and Open Space - This designation is intended to identify existing public parks, recreation and open spaces within the urban growth area.

- LU 2.3 As soon as possible after adopting amendments to the Coupeville Comprehensive Plan, update the Zoning Map and Development Regulations to ensure consistency with the Plan.
- LU 2.4 Establish a procedure to evaluate the growth impacts of major development proposals.
- LU 2.5 Use appropriate buffers to minimize visual, sound, and odor impacts between residential neighborhoods and adjacent more intensive uses.
- LU 2.6 Protect existing and proposed residential neighborhoods from conflicting and incompatible land uses.

- LU 2.7 The maximum residential densities contained in Land Use Policy 2.2 should not preclude accessory dwelling units or lot averaging, where deemed appropriate within the Development Regulations.
- LU 2.8 Encourage the clustering of commercial development in existing commercial areas, particularly in the Front Street area and the historic downtown core. Discourage commercial development along arterials or collectors where land is generally undeveloped or residentially oriented.
- LU 2.9 Prohibit any further commercial development adjacent to SR 20, except for professional offices.
- LU 2.10 Use design guidelines to ensure that commercial development is compatible with the surrounding area in terms of building scale, architectural character, siting and intensity.
- LU 2.11 Recognize that industrial uses are generally not compatible with the existing development pattern in the Town. This, however, does not preclude consideration of potential proposals for small-scale light industrial development. In reviewing any such proposals, the Town shall enforce the Comprehensive Plan and supporting development standards.
- Goal 3 To work collaboratively with Island County, Coupeville School District #204, Whidbey General Hospital and other public service providers to ensure efficient and effective delivery of public services.**
- LU 3.1 Work cooperatively with public service providers to ensure that adequate land area is available to adequately perform their administrative, educational, public health and judicial functions.
- LU 3.2 The Comprehensive Plan Future Land Use Map and Development Regulations should reflect the Island County Master Plan for Coupeville Facilities, as approved by the Town Council as Resolution 97-4.
- LU 3.3 Develop an equitable payment-in-lieu-of-taxes program with property tax exempt entities which is commensurate with the level of Town services provided to each entity.
- Goal 4. To manage and direct new growth in a manner that allows the Town of Coupeville to provide public services and facilities in a fiscally responsible manner.**
- LU 4.1 Coordinate new development with the provision of adequate services and facilities, such as water, sanitary sewer, parks, transportation and schools. New development should occur only when and where adequate facilities exist or will be provided.

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- LU 4.2 Establish guidelines for phasing development which consider the effect on the Town services and facilities, school and recreation facilities and existing land uses.
- LU 4.3 Require developers to provide information relating to impacts that the proposed development will have on public facilities and services. The Town will evaluate the impact analysis and determine whether the development will be served by adequate public facilities.
- LU 4.4 Acknowledge and maintain the current Town boundary as a reasonable and logical corporate boundary and service area. Unless unforeseen circumstances arise, the Town shall not seek to expand its boundaries for the next ten to twenty years.
- LU 4.5 Locate public facilities and utilities to: (a) maximize the efficiency of services provided; (b) minimize their costs; and (c) minimize their impacts upon the natural environment, particularly to critical areas.
- LU 4.6 Establish a process for the siting of essential public facilities. The Town shall enforce the Comprehensive Plan and development regulations to ensure reasonable compatibility with the proposed public facility and surrounding uses or designations.
- Goal 5. To preserve the Town of Coupeville rural and agricultural heritage.**
- LU 5.1 Encourage the accommodation of future population growth primarily through infill construction and use of existing undeveloped subdivision lots rather than the creation of new lots.
- LU 5.2 Within the allowances provided by the Growth Management Act, maintain a lower density Residential Reserve zoning designation in those areas of Town which have historically been platted with larger lots.
- LU 5.3 Work cooperatively with Island County to establish joint planning areas and policies that discourage urban uses which intrude upon prime farmland, forest and natural resource areas.
- LU 5.4 Work cooperatively with Island County to identify and seek methods to preserve important open space buffers and corridors and scenic corridors immediately surrounding the Town.
- LU 5.5 Continue to refine design guidelines for the historic area that apply to new construction and adaptive re-use, demolition, relocation, alterations, additions and other changes to the exterior appearance of structures. At a minimum, guidelines should ensure that new construction is compatible with surrounding development in terms of building scale, architectural character, siting and intensity.
- LU 5.6 Provide incentives to preserve and restore historic structures in Coupeville.

- LU 5.7 Actively pursue appropriate funding (both public and private) to encourage historic preservation.
- LU 5.8 Establish a public resource center to collect information on historic sites, building preservation and restoration, financial assistance and other helpful material.
- LU 5.9 Reflect the unique qualities of the Front Street historic area in the Shoreline Master Program.

Goal 6. To protect significant natural landscape features, natural systems and critical areas.

- LU 6.1 Ensure compatibility of land uses with natural features and systems, such as topography, geology, soil suitability, surface water, ground water, frequently flooded areas, wetlands, climate, scenic and cultural resources, and vegetation and wildlife.
- LU 6.2 Develop flexibility within the Town's subdivision ordinance to allow clustering of residential lots to protect valuable open space or natural features. Standards should be developed to ensure that average density of the entire developing area is consistent with the designated zoning classification.
- LU 6.3 Seek to retain as open space wetlands, shorelines, and other areas that provide essential habitat for endangered or threatened plant or wildlife species.
- LU 6.4 Protect wetlands in a manner that enables them to fulfil their natural function as recipients of floodwaters and as habitat for wildlife.
- LU 6.5 Prohibit unnecessary disturbance of natural vegetation in new development and encourage retention of trees and other vegetation.
- LU 6.6 Manage grading and clearing of land through the Town's adopted Clearing and Grading Ordinance. Where there is a probability of erosion, keep grading to a minimum and restore disturbed vegetation as soon as feasible. In all cases, appropriate measures to control erosion and sedimentation shall be required.
- LU 6.7 Review and amend the Shoreline Master Program as necessary to govern the development of all designated Shorelines of the State within Coupeville. Lands adjacent to these areas shall be managed in a manner consistent with that program.
- LU 6.8 Work with the State and County to develop programs to reduce erosion of the shoreline and to preserve and maintain the natural condition of Penn Cove.
- LU 6.9 Ensure proper operation and maintenance of existing and new public and private stormwater systems, using the Town's adopted Stormwater Management Ordinance as the implementing tool.

- LU 6.10 Review the impacts of new development on water quality as part of the Town's review process and require any appropriate mitigating measures.
- LU 6.11 In accordance with the Washington State Department of Health, regularly monitor and report findings on drinking water quality.
- LU 6.12 Require that installation of septic tanks or other alternative domestic waste systems meet Island County Department of Health standards for soil suitability and location.
- Goal 7. To coordinate growth and development with adjacent jurisdictions in a manner that recognizes the interests of the larger community of which Coupeville is a member.**
- LU 7.1 Consider the regional impact of local land-use decisions and coordinate planning and development decisions with those governmental agencies having jurisdiction or other direct interests in land-use matters, particularly Island County and Ebey's Landing National Historical Reserve Trust Board.
- LU 7.2 In cooperation with Island County, monitor and review the Town's established Urban Growth Boundary on a regular basis to determine if and when amendments to this boundary should be considered.
- LU 7.3 When circumstances support expansion of the Town's urban growth area for consistency with the 20-year vision, orderly growth within unincorporated portions should be managed through an interlocal agreement between the Town and Island County. Proposals for future annexation of these areas should be guided by this agreement, and be subject to any conditions approved with the urban growth area expansion.
- LU 7.4 Work cooperatively with Island County to identify and establish a joint planning area around the Town of Coupeville of common interest to both jurisdictions.
- LU 7.5 Coordinate with Island County and other jurisdictions in the region for the development and implementation of long-range plans for fire protection, police services, emergency management, air quality, transportation, solid waste, public and private utilities, and environmental plans, such as watershed action and stormwater management plans.
- LU 7.6 Participate with Island County and other jurisdictions in developing a joint comprehensive economic development plan, as described in Policy No.4, paragraph 2 of the County-wide Planning Policies.
- LU 7.7 Cooperate with and support the Ebey's Landing National Historical Reserve.
- LU 7.8 Upon completion of discussions between Island County and its three incorporated areas regarding the identification and siting of essential public facilities, Coupeville will allow any such facilities within its Town limits to be sited through a conditional use permit or similar process.

HOUSING ELEMENT

The Growth Management Act requires that communities address the existing character and future vitality of residential neighborhoods in their long range planning efforts. At a minimum, this assessment must include an inventory and analysis of current conditions, the development of objectives for preserving, improving and developing housing stock, the identification of sufficient land for a wide range of housing options, and providing for all economic segments of the community. This element examines each of these based on the most current information available for the Town of Coupeville.

Throughout the early- to mid-1990s, the Town imposed a number of moratoria on new water connections. Following a comprehensive analysis of water supply, the last moratorium was lifted on June 1996 and there are currently in excess of 180 hookups available for use inside the Town limits. More may become available with further analysis and/or Department of Ecology approval of a water right for Well 1-90 at the Fort Casey well field. The impact of potential necessary improvements to the water system resulting from new housing developments is an ongoing issue. The concurrency requirement within the Growth Management Act mandates that the Town consider adequate water supply whenever it reviews new proposals for residential or commercial construction. For additional discussion of the water supply issue, please see the Capital Facilities Chapter of this document.

I. Inventory and Analysis

Housing Development

Compared to Island County as a whole, Coupeville's housing is either relatively old, built before 1939, or relatively new, built after 1980. Just under 12% of the Town's housing stock was built before 1939, compared to 6.5% countywide. The Town contains many historic homes greater than 50 years old. Coupeville's oldest homes are located in and around the center of Town in the original "Town of Coupeville" plat from the waterfront to State Highway 20.

Approximately 34% of the Town's housing stock was built between 1980 and 1990, compared to slightly less than 30% countywide. During this period, the number of housing units in Coupeville increased from 498 to 638, or a 28% increase. All of the increase was in multi-family and manufactured units (68 were added during this ten-year period). The number of single family units actually declined from 380 dwelling units in 1980 to 368 dwelling units in 1990. Also during this period, the ratio of owner occupancy declined from 62% to 60%. According to the most recent Office of Financial Management estimate, there were 445 single family dwelling units on April 1, 1998. In 1990, multi-family housing accounted for nearly one-quarter of the Town's housing stock.

Overall, 57 dwelling units in Coupeville were vacant in 1990, for an 8.9% vacancy rate. Of these, 25 were seasonally vacant, 18 were for rent, 6 were for sale and 8 were vacant for other reasons.

Housing Conditions

The Town conducted a housing conditions survey in 1992 using a four scale rating system:

- 1 – housing in good condition
- 2 – housing exhibiting deferred maintenance and needing moderate repair
- 3 – housing needing substantial repair or substantial numbers of moderate repairs
- 4 – deteriorated/dilapidated housing

Coupeville's neighborhoods contain a diverse housing stock that is generally in good to fair condition. In many neighborhoods, a variety of housing types, including rental units above retail uses in older buildings, duplexes, apartments, and a wide range of detached single family homes can be found. Nearly all of the houses in all neighborhoods rated fair or good and only one was seriously substandard.

Overall, two-thirds of Coupeville's housing stock was found to be in good condition. The areas in the eastern portion of the Town, including the Sunset Terrace area, had the highest aggregate ratings, with over 80% of the homes rated in good condition. In contrast, the area south of SR 20 had slightly less than half of the homes rated in good condition.

II. Affordability and Special Housing Issues

Compared to prices throughout Whidbey Island, home prices in Coupeville are relatively low. In 1990, the median price of a house in Central Whidbey Island was \$113,609 compared to \$87,500 in Coupeville. Similarly, rents are low relative to other parts of the County. In 1990, median monthly rent in Coupeville was \$279, compared to \$397 in Island County as a whole. Since 1980, median monthly rent in Coupeville has increased by 80%.

A commonly accepted measure of housing affordability establishes that a household should pay no more than 30% of gross monthly income on housing. Based on this standard, renters are more likely than owners to find that housing is not affordable in Coupeville. In 1990, 16.5% of Coupeville's home owners were paying 30% or more of their monthly income in mortgage payments. However, almost one-half (47%) of renters were paying 30% or more of their monthly income in rent.

In 1990, nearly 40% of households were elderly. The size of this group suggests a need for future examination of potential housing assistance needs. In addition, some housing needs for the elderly may be closely related to human and health service needs.

Between 1980 and 1990, the number of persons living in group quarters increased from 22 to 125, including 88 people in nursing homes and 37 in correctional facilities. The potential need for group quarters and other special facilities is an issue that should be examined more closely in the future.

Approximately 15% of Coupeville's housing stock is in subsidized units. In addition, two houses offer supported living for the mentally ill.

III. Development Potential

Out of a total of 721 acres, Coupeville has 392.8 acres of vacant land available for residential development at various densities. Table 4 below summarizes the available vacant acreage with development potential at build-out.

Table 4
Residential Development Potential

| Zoning District | Vacant Land (acres)* | Developable Land (acres)** | Allowed Density (units/acre)*** | Potential Dwelling Units |
|-----------------|----------------------|----------------------------|---------------------------------|--------------------------|
| RR | 111.6 | 83.7 | 0.5 | 41 |
| LDR | 81.5 | 61.1 | 2.0 | 122 |
| RM-9600 | 190.4 | 142.8 | 4.5 | 642 |
| RH | 8.3 | 6.2 | 10.9 | 67 |
| TOTAL | | | | 872 |

Source: David Nemens Associates Inc., 2/23/94; vacant land acreage, Town of Coupeville, 2/15/94

* excludes developed land and sensitive areas

** assumes that 10% of vacant land is required for street rights of way, utilities, etc., and that an additional 15% is not developed by 2010 due to market factors (i.e., Developable Land = 75% of Vacant Land)

*** per Title 16, Coupeville Town Code

The 1990 census showed a total of 581 households and 1,377 residents in Coupeville. By the year 2000, approximately 151 new households (234 residents) are forecast. An additional 169 households (239 residents) are forecast for the year 2010, for a 2010 total of 1,850 residents in 901 households. [Source: Judith Stoloff Associates, 2/3/93]

Based on this forecast, a total of 320 new dwelling units will be needed from 1990 through 2010. As shown in Table 4, current zoning would allow 872 new dwelling units. On a gross basis, therefore, these numbers indicate that the Town has residential capacity that is substantially in excess of forecast need.

However, when housing demand is broken down by single and multi-family dwelling unit types, a slightly different picture of demand emerges. As described below, it appears that while the Town may have excess capacity for single family residential development, there is a slight shortfall of land for multi-family development.

As described previously, approximately 25% of the Town's housing stock consists of multi-family units. Assuming continuation of this ratio, 80 new multi-family units will be required between 1990 and 2010. Based on the figures in Table 4, the Town has capacity for 67 new multi-family units, leaving a 13 unit shortfall.

The Future Land Use Map accommodates this potential future demand by establishing two Planned Areas. This designation recognizes existing single family areas where it may be appropriate to consider future multi-family development. Planned Area 1 (PA-1) encompasses an area of approximately 4.3 acres of land on the west side of South Main Street. Planned Area 2 (PA-2) consists of approximately 4.1 acres of land adjacent to Whidbey General Hospital. If Planned Area 2 is developed with multi-family housing, special needs housing that may benefit from the proximity to medical services is encouraged. Land Use Element Policy 2.2 establishes specific criteria for a future rezone of each of these areas to multi-family use. This potential change would result in slightly decreasing some of the excess single family capacity, while adding essential multi-family capacity. If one to two acres, or less than one-quarter of the combined

acreage of Planned Areas 1 and 2, are rezoned for multi-family use, the Town will have addressed estimated multi-family demand through 2010.

In addition to Planned Areas 1 and 2, the Town designated in 1998 a new 6-acre plus area west of North Main Street for potential high density use as a continuing care retirement center. Noted on the Future Land Use Map as Planned Area 3, this area could be developed for this specific high density use concurrent with an application to rezone the property.

HOUSING - Goals and Policies**Goal 1. To provide for adequate housing opportunities for current and future residents of Coupeville while retaining the small-town historic character of the Town.**

- H 1.1 Review and amend, as required, residential development regulations to encourage a variety of housing densities and types.
- H 1.2 Provide for potential multi-family development in the existing single-family zoned areas, designated as Planned Areas 1 and 2 on the Future Land Use Map, subject to specific conditions established in Land Use Element Policy LU 2.2.
- H 1.3 Conserve the Town's existing housing stock through continued investment in adequate public services, appropriate zoning, design standards to buffer residential areas from conflicting uses, and encouragement of rehabilitation programs.
- H 1.4 Develop standards for the appearance and siting of manufactured housing on residentially zoned lots.
- H 1.5 Develop standards for the provision of mixed density residential neighborhoods.
- H 1.6 Encourage the preservation and upkeep of existing of housing.
- H 1.7 Develop and maintain procedures for the protection of historically significant housing sites and structures, including structures that are significant examples of the architectural design of the period.

Goal 2. To encourage the availability of affordable housing to all economic segments of the population and to serve special needs populations, such as the elderly.

- H 2.1 Evaluate local development standards and regulations for effects on housing costs. Modify development regulations which may add to housing costs and do not benefit the public health and safety.
- H 2.2 Encourage development of special needs housing in appropriate locations, such as the areas designated as Planned Areas 2 and 3 on the Future Land Use Map (see Land Use Element Policy LU 2.2).
- H 2.3 Develop a process and standards to permit accessory dwelling units in single family residential areas.
- H 2.4 Continue to administer the process and standards to permit home occupations in residential areas. Home occupations should be limited to those which are incidental to the primary residential use and do not change the residential character of the structure.
- H 2.5 Encourage private sector efforts to secure federal and/or state funds to provide housing for elderly and disabled citizens.
- H 2.6 Administer the non-discriminatory zoning regulations for group homes, consistent with the Federal Fair Housing Act.

TRANSPORTATION ELEMENT

I. Introduction

As a mandatory element in Washington growth management planning, transportation encompasses the widest possible range of conveyance alternatives. Travel by air, water and land must all be considered for consistency with the land use element. This approach is explicitly supported by the Growth Management Act, and represents a distinct departure from a historical approach which shied away from directing that transportation system improvements keep pace with population growth. RCW 36.70A.070(6) lists a number of subelements targeted for inclusion in comprehensive planning, including land use assumptions, facilities and services needs, finance, intergovernmental coordination and demand-management strategies. This chapter looks at each of these areas with respect to the Town of Coupeville, concluding with goals and policies intended to facilitate transportation improvements consistent with adopted levels of service.

II. Existing Conditions

The Town of Coupeville's transportation system encompasses streets, pedestrian and bicycle facilities, transit routes and waterborne transportation. The existing characteristics of each mode are discussed below.

Existing Street System

The classic T-shaped backbone of Coupeville's street system reflects the Town's mid-nineteenth century origins. Main Street (North and South), the primary north/south artery, represents the historical dividing line between the Thomas Coupe and John Alexander donation land claims. The east/west part of the T follows the Penn Cove shoreline from Madrona Way on the west to Parker Road serving the eastern part of Town. Historically, these two corridors shouldered the bulk of arterial-level traffic in Coupeville.

When State Route 20 was completed in the 1960s, north/south through traffic shifted from the Madrona/Coveland/Main Street route to the new state highway. Accesses to Coupeville from this principal arterial are via Main Street to the south or Broadway and Main Street to the north. Thus, Main Street has retained its historical importance and today serves a pivotal role in providing primary access to much of the Town. As indicated in Figure 5, Main Street is a two-lane road in good condition. Between SR 20 and Fourth Street NE, there is a center left-turn lane. ISTEAs grants from 1995 and 1996 will fund design and reconstruction for South Main Street between the state highway and Bainbridge Lane. Broadway NW provides a second access to SR 20 on the western edge of Town parallel to N Main Street. This street is in fair to good condition with very narrow to no shoulders.

Through east/west travel corridors are limited. West of North Main Street, the historical corridor consisting of Madrona Way to Coveland Street provides the most direct connection between Broadway and Main Street. Recent development in Peaceful Valley has created a second corridor, but this meanders at right angles through residential neighborhoods and is not expected to provide added capacity beyond local access. Primary connections between North Main Street and the east Coupeville/Pennington Hill areas include Ninth Street NE to Parker Road and Sixth Street NE. These corridors are in fair to good condition and have narrow gravel shoulders.

The downtown streets (Front, Coveland, Alexander, Grace) are all two-lane streets, with sidewalks and parking in some areas. Outside of the Front Street area, Coupeville's local access street grid tends to be narrow two-lane streets in poor to good condition with no sidewalks.

Functional Classification

A functional classification system provides a means by which transportation corridors can be grouped by mobility characteristics and/or access to adjacent land uses. Specific functional categories describe the relationship between traffic flow and the existing or future network. For instance, arterial roads provide the greatest degree of mobility and have the most limited access to adjacent land uses. Collector roads generally provide equal mobility and access. Local access roads provide more access to adjacent uses than they provide mobility.

In Washington State, all Federal-Aid-Primary routes are either rural principal or minor arterials, and all Federal-Aid-Primary routes are state routes. In contrast, the Federal-Aid-Urban System (FAUS) consists of urban principal and minor arterials, as well as the collector streets in urbanized areas. County officials designate FAUS routes with WSDOT and FHWA concurrence.

The entire functional classification system is based on the evaluation of certain parameters including trip length, traffic characteristics, continuity of functional classification, route feasibility, location of travel generators, geographical spacing of roads, miles and travel classification controls, integration of network with adjoining jurisdictions and ability of roads to serve other travel modes (i.e., bus, bicycle).-The Town of Coupeville has classed its street network into the following five categories (shown graphically in Figure 5):

Principal Arterial - Provides traffic movements into, out of and through Coupeville. Principal arterials carry the highest amount of traffic volumes and provide the best mobility in the roadway network by limiting access and having few traffic control devices with high speed limits. Regional and inter-county bus routes are generally located on principal arterials, as well as transfer centers and park-and-ride lots.

Minor Arterial - Connects with and augments principal arterials. Secondary arterials allow densely populated areas easy access to principal arterials. Because they provide more access to adjacent land uses (i.e., shopping, schools, etc.) than a principal arterial, these roadways have lower traffic flow rates. Secondary arterials also serve as local and inter-community bus routes.

Collector Arterial - Provides easy movement within neighborhoods and channel neighborhood trips onto the secondary and principal arterial street system. Collectors typically carry moderate traffic volumes, have relatively shorter trips than arterials, and carry very little through traffic. Local bus routes sometimes use collectors for passenger pickup.

Local Access with Pedestrian Emphasis - Comprises those streets having characteristics of local access streets, but which are also associated with facilities to separate pedestrians from motor vehicle travel.

Local Access - Comprises all streets not otherwise classified. The main function of local access streets is providing direct access to abutting properties, very often at the expense of traffic movement. Characteristics often associated with local streets are low speeds and

delays caused by turning vehicles. Local streets are not generally designed to accommodate bus movements.

As indicated in Figure 5, the Town has designated several rights-of-way within the three-tier arterial functional classification. State Route 20 functions as the only principal arterial with Main Street acting as the sole minor arterial. Along with Broadway from the Town limits to Madrona and Perkins Street NE from Ninth Street NE to Sixth Street NE, the primary east/west corridors are classed as collector arterials. These include Madrona Way, Coveland Street, Ninth Street NE, Sixth Street NE and Parker Road. All other streets in Coupeville are classed as local access roads.

Geometrics and Traffic Control

Figure 5 also summarizes current geometrics for the key streets in Coupeville. Most are two lanes with 20 to 22 foot pavement widths and narrow gravel or grass shoulders. The downtown streets are generally wider and have sidewalks and parking on one or both sides.

The only traffic signal within the Town is located at the intersection of Main Street and SR 20. There is all-way stop control at major intersections such as S Main Street/Terry Road, NW Madrona Way/NW Broadway, and Sixth Street NE/Center Street NE. Some other intersections are controlled by stop signs on the local access street approach.

Traffic Operations

Level of service (LOS) analysis serves as an indicator of the quality of operation at an intersection. The LOS grading ranges from A to F such that LOS A is assigned when no delays are present and low volumes are experienced. LOS E, on the other hand, represents the "at capacity" condition - no more vehicles could be added to the intersection without a breakdown in traffic flow. LOS F is an unacceptable level of service and indicates long delays and/or strained traffic flows.

Manual P.M. peak-hour traffic volume surveys were conducted at two locations in Coupeville in February and March of 1993. Data were available for or were estimated at two other locations. These locations were selected for analysis because of their importance for traffic flow to and from Coupeville as a whole, and because they are recommended for monitoring to maintain the GMA level of service standards.

Table 5 summarizes the existing levels of service for the four intersections included in the traffic analysis.

| Intersection | Existing Level of Service |
|--------------------------------------|----------------------------------|
| SR 20/North Main Street | B |
| Ninth Street NE/North Main Street | A |
| Coveland Street NW/North Main Street | A |
| SR 20/Parker Road (County) | B |

Source: KJS Associates, Inc.

Levels of service of intersections and roadway sections within and immediately surrounding Coupeville are shown in Figure 6.

Accidents and Safety

The Washington State Department of Transportation maintains records of all accidents on state highways. This accident data is reported in the Washington State Highway Accident Report. For a mainline highway section, the accident rate is computed using the following formula:

$$\text{Accident Rate} = (\text{Number of Accidents} \times 1 \text{ Million}) \text{ divided by } (\text{Section Length (mi.)} \times \text{Average Annual Daily Traffic} \times 365 \text{ Days} \times \text{No. of Years})$$

Accident data on SR 20 in the Coupeville vicinity is reported in two segments; between Race Road and Main Street, and between Main Street and Arnold Road. The four-year accident rates for these segments are 1.6 and 1.8 accident per million entering vehicles (acc/mev), respectively. These rates are slightly below the average accident rates for State Highways statewide (1.91).

Transit Service

The transit needs of the Town of Coupeville and its residents are served by the Island County Public Transportation Benefit Area Transit (PTBA), operating as Island Transit. The Town is a member of the PTBA. The agency's services include fixed route service, paratransit service, a vanpool program and ride matching programs. All of Island Transit's services are provided fare free to its users. The system is fully funded by a 0.3 percent sales tax, matched by funds from the Motor Vehicle Excise Tax (MVET) revenues generated within the PTBA.

Bus Routes. Routes 1A (southbound) and 1B (northbound) provide conventional fixed-route transit service to the Town of Coupeville. These routes run between the Clinton Ferry terminal and the main transfer station in downtown Oak Harbor. Service hours for Coupeville are 4:15 a.m. to 8:30 p.m., Monday through Friday, and 7:07 a.m. to 8:25 p.m. on Saturdays. There is no Sunday or holiday service. Buses run on approximately hourly headways (time between buses) in each direction. Southbound buses are generally due at the Coupeville Park and Ride on S Main Street at 32 minutes and northbound buses typically arrive at 10 or 30 minutes past the hour. Additional runs between Oak Harbor and Coupeville are provided in the morning and evening peak periods.

Paratransit and Other Services. Paratransit service has been offered to Coupeville residents since March 26, 1992. Riders are required to fill out an application form and be accepted for service based upon federal criteria for citizens covered by the Americans with Disabilities Act. Potential users must provide 24 hours notice of their trip to Island Transit in order to arrange for curb to curb service. Island Transit also offers subsidized vanpools and ride-matching services for car/vanpools to all PTBA residents, including those in Coupeville.

Air Service

There are seven airfields currently operational on Whidbey Island. Two of these airfields, the Coupeville Naval Outlying Field (OLF) and the Whidbey Naval Air Station, are restricted to military use only. Of the remaining five airfields, three are private and two operate commercially. The two commercial airfields are the Oak Harbor Airpark and the Langley-Whidbey Airpark. Only the Oak

Harbor Airpark, at the north end of Whidbey Island, offers regularly scheduled passenger services (Harbor Airlines).

Pedestrian and Bicycle Facilities

Coupeville's location makes it an ideal destination or through route for long and short distance walkers and bikers. Currently, there are few facilities available for non-motorized travel within the Town. Streets in the downtown commercial area generally have four-foot sidewalks, but outside downtown Coupeville, narrow gravel and grass shoulders are the norm. The primary exception is Main Street, which has sidewalks on one or both sides between the Coupeville High School and Front Street. There are also four-foot bicycle lanes on N Main Street between SR 20 and Third Street NE.

Since the end of 1996, an AmeriCorps trails project coordinated through Island County has linked the SR 20/Main Street intersection with a network of non-motorized transportation facilities in central Whidbey Island.

Ferry Service

The Marine Division of the Washington State Department of Transportation, known also as Washington State Ferries (WSF) provides passenger and auto ferry services. WSF has two routes which serve Whidbey Island. Just south of Coupeville, the landing at Keystone connects with Port Townsend in Jefferson County. The second route serves the terminal at Clinton at the south end of Whidbey Island. This route connects with Mukilteo in Snohomish County, and links Whidbey Island with the Seattle-Everett metropolitan area.

III. Traffic Forecast Conditions

Travel demand forecasting is a means of estimating future traffic volumes based on the growth in population and employment within an area. Alpha Engineering Group (Alpha) and William Popp & Associates have developed a 2003 travel demand model for Island County arterials as a part of the County's GMA Transportation Planning effort. This model was also used to forecast travel demand for the Town of Coupeville. Appendix D contains a detailed description of the assumptions, methodologies, and results of the model forecasts.

In general, traffic volume increases between 1992 and 2003 in the Coupeville vicinity will be most significant along SR 20. Traffic volumes on SR 20 will increase by 21 percent west of Main Street and 31 percent east of Main Street, while volumes on Main Street will increase only 6 percent south of SR 20 and 15 percent north of SR 20. Overall, traffic volumes at the intersection of SR 20/Main Street will increase by approximately 20 percent between 1992 and 2003. Traffic volumes on Madrona Way are expected to grow by 30 percent, and volumes on Parker Road are expected to grow by less than 5 percent.

The traffic growth on these roadways was used by the Town's transportation consultant to estimate future roadway level of service conditions in and around Coupeville. The existing and future levels of service are shown in Figure 6. As shown in this figure, the forecasted traffic growth will not result in any capacity deficiencies in the Coupeville arterial system. All intersections and arterials within the Town will operate at LOS C or better in 2006.

IV. Level of Service Standards

The 1990 Washington State Growth Management requires Coupeville to establish level of service (LOS) standards for roadways and transit. The standard is a determination of the maximum level of congestion allowed on a roadway before improvements should be made. For example, if the established level of service for a specific roadway is LOS D, improvements should be made to that roadway if its level of service falls below LOS D (more congestion) or if projected growth would cause the road to exceed the LOS D standard. Level of service standards must be coordinated with the county.

Level of service standards are qualitative measures describing both the operational conditions within a traffic stream and the perception of these conditions by motorists and/or passengers. Each level of service describes traffic conditions in objective terms such as speed, travel time, or vehicle density (i.e., the number of vehicles per mile). The conditions are also qualitatively described in terms of a drivers' ability to change lanes, to safely make turns at intersections and to choose his/her own travel speed. Six levels of service are defined. Each level is given a letter designation from A to F, like school grades. LOS A represents the best operating conditions and LOS F the worst. The six levels of service are summarized below.

Level-of-Service A describes free flow operations. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at signalized intersections is minimal.

Level-of-Service B represents reasonably unimpeded operations. The ability to maneuver within the traffic stream is only slightly reduced.

Level-of-Service C represents stable operations. However, ability to change lanes in mid-block locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists will experience tension while driving.

Level-of-Service D represents conditions commonly experienced in moderately populated areas during peak periods. Changing lanes and turning to and from the roadway becomes difficult. Traffic flow approaches instability, with speeds of about 75 to 80 percent of the free flow speed during peak periods.

Level-of-Service E represents "capacity" conditions. Traffic flow is characterized as unstable, with speeds slightly greater than half of the free flow speed during peak periods.

Level-of-Service F characterizes traffic flow at speeds up to half of the free flow speed. Intersection congestion is likely at signalized intersections, with high approach delays resulting

Congestion is measured in terms of delay, which can be categorized into levels of service. Delay is a measure of mobility and access, and it considers the excess travel time accrued by motorists due to less than ideal traffic conditions. Congestion can also be measured by vehicle density and average travel speed. While these measures involve different calculations, their influence on travel behavior remains the same. Delay is a convenient measure of congestion at intersections, while average travel speed or vehicle density is a better indicator of congestion on long roadway sections or freeways.

For Coupeville, levels of service were calculated both at key intersections and along key arterial segments. For arterial segments, the levels of service are based on daily traffic volumes, while the intersection level of service ratings represent peak hour conditions.

Adopted LOS Policy

In July 1993, the Island County Board of Commissioners reached a preliminary agreement on LOS Standards. For County roads, the standard will be LOS C in rural areas and LOS D in urban areas. For state roads (SR 20/SR 525), the standard will be LOS D in rural areas and LOS E in urban areas. Further, if there are existing arterials which are below these standards, the 1992 existing LOS would become the standard. Urban areas are defined by the proposed interim urban growth areas of Oak Harbor, Coupeville, and Langley, and the rural business areas of Freeland and Clinton. Transit levels of service standards and methodology are discussed in the Island County Comprehensive Plan Transportation Element. As of May, 1997, Island County had not yet adopted a Comprehensive Plan in compliance with the Growth Management Act.

The Growth Management Planning Committee of the Town of Coupeville was charged with the responsibility of recommending a roadway level of service policy for the Town. In order to accomplish this, the committee reviewed existing and future levels of service conditions for key in Coupeville, and level of service recommendations for Island County. The level of service standard recommended by the committee is **LOS C**. This applies to all streets within the Town except County and State routes for which County recommended levels of service will apply.

V. Funding Sources

The Growth Management Act (GMA) requires that a jurisdiction's transportation element contain a funding analysis of the transportation projects it recommends. The analysis should cover funding needs, funding resources, and it should include a multi-year financing plan. The purpose of this requirement is to ensure that each jurisdiction's transportation needs are affordable and achievable. If a funding analysis reveals that a plan is not affordable or achievable, the plan must discuss how additional funds will be raised, or how land use assumptions will be reassessed.

The Town of Coupeville currently receives only enough funds for the maintenance of the existing roadways. Coupeville and other jurisdictions in Island County have had some success however, at obtaining outside grants or loans for transportation improvement projects within the Town.

New Revenue Sources

The 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) reshaped transportation funding. The Act combined the former four-part Federal-aid transportation system (Interstate, Primary, Secondary, and Urban) into a two-part system. This two-part system consists of the National Highway System (NHS) and its sub-component, the Interstate System. The National Highway System includes all roadways not functionally classified as local or rural minor collector. ISTEA sunsets in September, 1997, but there appears to be strong bi-partisan support in Congress for continuing the program.

A key element of ISTEA is "that all modes of transportation, including autos, public transit, bicycles, and walking, be considered on equal terms" (ISTEA Handbook, The Washington Transportation Policy Institute). As a member of the Skagit/Island Regional Transportation Planning Organization, Coupeville has been eligible to receive ISTEA funds. Through direct competition with other jurisdictions in Island

County, the Town has received funding for a park and ride, a transportation plan, and the design and reconstruction for most of South Main Street.

Due to the combination of an uncertain future for continuing ISTEA and the competitive nature of this funding, it is difficult to project Coupeville's ability to count on this source for key transportation improvements. Potential "nextTEA" funds have been included in the general category of grants for future transportation projects.

Historical Revenue Sources

The Town of Coupeville has historically used three sources to fund street improvements:

- 1. Income from Taxes:**
 Motor Vehicle Fuel Tax (MVFT)
 Real Estate Excise Tax (REET)
 General Fund Revenues

- 2. Income from Intergovernmental Sources:**
 Capron Refunds
 Federal Aid (FAUS, FAS, etc.)
 Urban Arterial Board
 TIB and STP Grants

- 3. Miscellaneous Income:**
 Street Vacation Payments
 Interest Earnings
 Miscellaneous Income
 Miscellaneous Donations

Capron refunds and MVFT combine to provide the bulk of annual funding received by the Town of Coupeville. Interest is the only other source of annual income. The remaining sources are sought on an "as-needed" basis and, as a result, contributions occur at irregular intervals.

Historical Revenues vs. Expenditures

Table 6 shows the Town of Coupeville's annual local street and arterial revenues and expenditures for 1992 through 1996.

| Table 6 1992 - 1996 Revenue and Expenditures | | | | | | |
|---|----------|----------|----------|----------|----------|----------|
| | 1992 | 1993 | 1994 | 1995 | 1996 | Avg/yr |
| Maintenance | \$26,232 | \$17,571 | \$69,841 | \$77,822 | \$66,515 | \$51,596 |
| Capital | \$9,411 | \$20,578 | \$19,662 | \$40,242 | \$36,043 | \$25,175 |

| Table 6 1992 - 1996 Revenue and Expenditures | | | | | | |
|---|-----------|----------|-----------|------------------------|-----------|-----------|
| Administration | \$23,107 | \$17,134 | \$15,816 | \$15,865 | \$8,064 | \$15,997 |
| Debt | \$17,994 | \$17,771 | \$17,448 | \$17,176 | \$16,903 | \$17,448 |
| Planning | 0 | 0 | \$27,561 | \$117,430 ¹ | \$31,352 | \$35,307 |
| TOTAL EXPENSES | \$76,744 | \$72,944 | \$150,328 | \$268,535 | \$159,067 | \$145,530 |
| TOTAL REVENUES | \$124,650 | \$85,485 | \$117,774 | \$228,473 | \$171,036 | \$145,484 |

In 1987, the Town of Coupeville received a loan through the Public Works Trust Fund for improvements to North Main Street. The \$259,000 loan was used to widen the street to three lanes with bike lanes, curb, gutter, and sidewalk from SR 20 to Third Street. This loan is paid off at the rate of \$13,632 plus 2% interest per year, with payoff scheduled in the year 2007.

Please refer to the Capital Facilities Element for an explanation about how the revenue and expense history are built into a six-year transportation improvement plan.

VI. Transportation Management and Expansion Needs

As previously discussed, there are no capacity-related improvements needed to maintain a level of service C through 2006 at the current growth rate. Until Island County adopts its Comprehensive Plan, the Town will not know whether the population allocation for Coupeville will increase to levels which may jeopardize this level of service within a 20-year time frame. The Town is working actively with Island County in their consideration of alternative growth plans.

Transportation Demand Management

In general, transportation demand management strategies are intended to reduce overall demand for transportation facilities and to direct traffic to corridors appropriate to a given level of use. Examples include increased use of public transit, coordinated and predictable circulation patterns, commute trip reduction programs, land use goals and policies which encourage fewer trips or traffic calming to maximize mobility while protecting residential areas. In addition to the adoption of design standards by functional classification, the following demand management strategies are advocated by this Comprehensive Plan:

Design Standards by Functional Classification

Without a pressing need to expand capacity, the Town's transportation goals are twofold - rehabilitate those existing streets which fall short of meeting specific design standards for their functional classification, and require that newly platted streets or unopened historic rights of way be built to those same standards. Street design standards for each functional classification were developed in 1995 in

¹ About half of this total came from ISTEA Surface Transportation Program funds which were allocated to preparing a transportation plan for Coupeville.

conjunction with the Town of Coupeville Transportation Plan. This project, funded through a combination of ISTEA and TIB monies, supplied the Town with the *Technical Report on Functional Classification, Street Design Standards and Special Districts*. Table 7 below describes design performance standards for minor arterials, collector arterials and local access streets with pedestrian emphasis.

One of the purposes of establishing street design standards is to obtain street improvement mitigation from future development projects that have a measurable impact on substandard streets. However, it is unlikely that some substandard streets will ever be brought up to standard through development mitigation. Within the constraints presented by narrow rights of way or existing nonconforming land uses, such improvements will require public sector funding.

| Table 7 Street Design Standards by Functional Classification | | | |
|---|--|---|---|
| | Minor Arterial | Collector Arterial | Local Access with Pedestrian Emphasis |
| Right of Way Width | 60 feet | 60 feet | 60 feet |
| Travel Lanes | 2/3 (12 feet) | 2 (11 feet) | 2 (11 feet) |
| Pedestrian Facilities | 5 foot sidewalks both sides | 5 foot separated path both sides, 6 foot separated path on one side may be acceptable | 5 foot path one side |
| Bicycle Facilities | 5 foot bicycle lanes both sides | 3 to 5 foot paved shoulder | none |
| Drainage | storm sewer, bioswale may be acceptable | bioswale preferable, storm sewer may be acceptable | bioswale preferable, storm sewer may be acceptable |
| On-Street Parking | no | no, except parking may continue where it exists currently | yes, except where posted |

It should be recognized that the standards contained in Table 7 are minimum standards. On streets within the historic areas of Coupeville, especially arterials within the Historic Restoration Overlay District, additional design treatments should be part of street improvement projects. The Town will develop a list of acceptable special treatments for street lighting, signage, street furniture, landscaping and other amenities.

Nonmotorized Transportation Facilities

This element of the Comprehensive Plan provides a framework for improving Coupeville's pedestrian and bicycle facilities. When implemented, these improvements will create an accessible and integrated network of paths and shoulders which should act as an incentive for walking and biking around Town. This program also provides for connections with Island County's Nonmotorized Transportation Plan and to Island Transit facilities.

Locating Traffic Control Devices

In general, traffic control devices, such as stop signs, should be placed on the street with the lower functional classification. For example, at the intersection of Sixth Street NE and North Main Street, the

stop is located on Sixth Street, recognizing the lower status of a collector versus a minor arterial. Implementation of this policy would relocate the three existing stop signs on Sixth Street NE to the north-south local access street. Stop signs should exist on local access street approaches to all intersections with a minor or collector arterial. At intersections of two local access streets, stop signs are optional, but should be installed where sight distance limitations exist.

Special Districts

In recognition of their unique challenges to parking and circulation, the Island County Courthouse Campus and the Front Street Commercial District are designated as Special Transportation Planning Districts. Proposals for both of these Districts are included in the 1995 Transportation Plan, but further study will be necessary to ensure consistency with the adopted Island County Master Plan for Coupeville Facilities and the wishes expressed by each District's occupants.

Transportation System Expansion Needs

Coupeville's system expansion needs focus in two areas - bringing existing substandard streets at least to the minimum functional classification level, and identifying new corridors to provide a fully integrated system or to accommodate new development. The 1995 Transportation Plan concluded that the arterial system identified in the October, 1994 Comprehensive Plan "does not provide a complete network for continuous traffic flow to all areas of the town." This section examines the shortfalls and provides recommendations for the future.

Future Street Corridors

1. *First Street NW/Birch Street NW corridor* - With no connections between Main Street and Broadway between Coveland and SR 20, the October, 1994 Comprehensive Plan identified two additional east/west linkages. Since that time, the final layout of the Krueger Farms subdivision on the northern end of Peaceful Valley has essentially precluded an arterial-level connection at Sixth Street NW. In contrast, the initial 400' of the second corridor, at First Street NW across from Whidbey General, will be built to collector arterial standard this year in conjunction with a short plat approved in 1996. The balance of this corridor extending to Broadway is identified on Figure 5 as a future collector arterial. In addition, connection with Birch Street NW as a local access street with pedestrian emphasis to the new collector arterial is also planned.
2. *Fourth Street NE corridor* - The absence of a second corridor to Pennington Hill (Sixth Street NE being the sole connection) does not provide adequate access for emergency vehicles or pedestrians. With Fourth Street between Main Street and Gould Street currently providing only local access, it would be inappropriate to designate the entire corridor as a collector. With Sixth Street designated as an arterial to serve existing traffic volumes, Fourth Street can be designated as a local access street with pedestrian emphasis.
3. *Pennington Hill to State Route 20 corridor* - Development on the east side of Coupeville may require an additional arterial street connection to SR-20 sometime in the future. The most logical connection would be to extend Faris Street (formerly Perkins) south to the highway. If this connection is made, additional study will be required to determine the best route and to mitigate impacts on residential areas on Pennington Hill.

4. *Other local access corridors in eastern Coupeville* - The Town has a large amount of low density acreage south of Parker Road. As a municipality, Coupeville is expected to assume a fair share of Island County growth in the coming years, and this area may eventually be developed. Piecemeal growth should anticipate adequate circulation and nonmotorized facilities in this area.

None of these new corridors are intended to solve current or projected capacity problems. Therefore, it is very likely that their dedication and improvement will occur only in conjunction with private development proposals, and not as a result of a public initiative. As a result, they appear neither on the Town's Six-Year Transportation Improvement Program (TIP) nor in the Capital Facilities Element of the Comprehensive Plan.

Design Based Expansion Needs

The projects listed below in Table 8 combine the Town's current Six Year Transportation Improvement Plan (TIP) with other non-motorized projects. Their inclusion in this Plan acknowledges that each has a gap between existing conditions and the design standards presented in Table 7.

| Street or Project | From | To | Minimum Standard |
|---------------------------|----------------|-------------|---------------------------|
| North Main Street | Third St | Front St | Minor Arterial |
| South Main Street | State Route 20 | Town limits | Minor Arterial |
| Ninth Street NE | North Main St | Leach St | Collector Arterial |
| Sixth Street NE | North Main St | Perkins St | Collector Arterial |
| Broadway | Madrona Way | Town limits | Collector Arterial |
| Parker Road | Leach St | Town limits | Collector Arterial |
| Perkins St | Ninth St NE | Sixth St NE | Collector Arterial |
| Madrona Way | Coveland St | Town limits | Collector Arterial |
| S Main/Terry Intersection | NA | NA | Signal/Crosswalk Lighting |
| Terry Road | Town limits | Town limits | Local Access w/ped |
| Front Street | Alexander St | Gould St | Local Access w/ped |
| Third Street NE | North Main St | Gould St | Local Access w/ped |
| Gould Street | Front St | Sixth St | Local Access w/ped |
| Fourth Street NE | Gould St | Faris St | Local Access w/ped |
| Local Street Repaving | Townwide | NA | Local Access |

The six-year schedule of improvements, including the GMA-required revenue and appropriation analysis, will be addressed in the Capital Facilities Element of the Comprehensive Plan.

TRANSPORTATION - Goals and Policies

In common with the Growth Management Act, the following transportation element goals and policies acknowledge that land use and mobility are inextricably linked. Different land uses place distinct demands on transportation facilities, and the Town must ensure that sufficient capacity is available to meet established levels of service. To the extent possible and desirable, the statements below recognize also that late twentieth century transportation choices must be grafted to a community whose morphological and cultural origins date from the nineteenth century. Historically, streets have been public spaces, serving not only the need to move from one place to another, but also filling a niche as an impromptu arena of social interaction.

When new streets are developed, existing streets are upgraded or previously unimproved rights of way are opened up, design-based standards will be used to determine the most desirable cross section for a given location. In addition to the minimum mobility standards noted for each functional classification, the Town will develop a list of discretionary standards which can be applied in certain areas. Examples could include street lighting, landscaping, traffic calming or curb and gutter. The overarching intent of the minimum and discretionary standards is to ensure an integrated mobility network which provides a positive contribution to community character.

The goals and policies also address parking, a key issue in Coupeville owing to the Town's status as the Island County seat and the pre-automobile development of our historic Front Street area. Designation of these two areas of intensive land uses as special transportation planning areas will allow the Town and citizens to work toward establishing townwide parking goals. Adoption of the Island County Master Plan for Coupeville Facilities is a promising step in that direction.

Goal 1. To develop and maintain a safe, integrated and efficient motorized and non-motorized circulation system appropriate to the Town's historic rural character.

- T 1.1 Adopt a level of service (LOS) C for all roadways and intersections in the Town. This LOS can be maintained with no capacity improvements through 2006.
- T 1.2 Establish design-based standards for streets and associated improvements that complement neighborhood character while safely accommodating forecasted traffic levels. Traffic forecasts should be based on local and regional land use assumptions.
- T 1.3 Perform annual review of existing street standards for adequacy and consistency with the Comprehensive Plan. Amend the table of Transportation System Expansion Needs and Six-Year Transportation Improvement Program as necessary.
- T 1.4 Upgrade existing streets to meet adopted design standards by functional classification and require that new streets or the opening up of existing, unimproved rights of way meet these standards.
- T 1.5 New development should be required to provide rights-of-way and street improvements within and adjacent to the development to provide adequate access to serve the development. The costs of improvements to existing rights-of-way

and upgrading of existing streets to serve new development should be borne by the beneficiaries of those improvements through local improvement districts or other cost-sharing mechanisms.

- T 1.6 Right-of-way improvements that are typically found in urban areas, such as curb, gutter and sidewalk, may not be appropriate in all locations in Coupeville. The need for full right-of-way improvements should be evaluated on a case-by-case basis.

Goal 2. To provide realistic alternatives to the private automobile that serve the general population, special needs populations and activities in the community.

- T 2.1 Work with Island Transit to maintain and expand transit service, such as Sunday service and extended service hours. Seek opportunities to promote and expand flexible and responsive public transit opportunities, such as personal transit or other options to serve special needs populations.
- T 2.2 Work with major employers to establish transportation demand management programs.

Goal 3. Increase opportunities for using alternative transportation modes by providing and maintaining pedestrian and bicycle facilities appropriate to the Town's historic rural character.

- T 3.1 The development and redevelopment of streets and other transportation-related improvements should enhance the pedestrian orientation of the community by including sidewalks, paths and bicycle lanes as advocated by the design standards in this element. Where possible, these improvements should be separated from driving lanes.
- T 3.2 Limit sidewalks to the commercial core. Provide wide shoulders for pedestrian safety in the balance of the Town.
- T 3.3 Investigate additional off-street pedestrian facilities to link Town facilities and major activity centers, such as Pennington Circle, the Hospital and Main Street. Provide additional pedestrian connections between Main Street and Broadway.
- T 3.4 Provide a continuous bicycle route along Main Street from Front Street to the south Town limits. Highest priority for improvements along Main Street should be given to high volume segments.

Goal 4. Adequate parking should be provided and maintained for commercial, public facility and residential land uses.

- T 4.1 Parking area siting and design criteria should be refined and enforced to ensure that new or redeveloped facilities are enhanced to reduce negative aesthetic impacts.

- T 4.2 The adoption and enforcement of existing and future parking-related ordinances and policies should minimize the effect of nonresident parking in residential areas.
- T 4.3 Accommodation for adequate parking for the historic Front Street area and the Island County campus should be a primary component of these special transportation planning areas. Each plan should include a list of actions to resolve identified problems or needs.

Goal 5. Identify funding requirements and sources to complete the identified transportation system improvements.

- T 5.1 Cost estimates and funding sources for transportation improvements will be integrated into an amended capital facilities element to be prepared during the 1997-98 amendment schedule. As required by RCW 35.77.010, the Town will continue to update its Six-Year Transportation Improvement Program (TIP) and will integrate this program into the updated capital facilities element.
- T 5.2 The Town should continue to seek additional grant funding outside of annual revenue sources to fund major capital improvements.

CAPITAL FACILITIES ELEMENT

I. Introduction

The intent of the Capital Facilities Element is two-fold – to establish, through adopted goals and policies, a plan for evaluating, supplying and monitoring capital facilities and services to meet Coupeville’s 20-year vision, and to adopt a plan for financing needed capital improvements for the next six years. This assessment of public improvement projects, according to the Growth Management Act, extends beyond Town-owned facilities. Capital facilities and services owned or provided by other public entities must also be considered, such as the school district, port district, transit district and other local, state and federal agencies.

As a community, Coupeville must determine what it considers to be an adequate level of service for certain public facilities and services, and plan for how these service levels can be maintained in response to growth. By building on previous work, such as utility plans, the six-year Transportation Improvement Program, budget and financial policies, and long-term plans by other agencies, the combined capital improvement needs of the Town can be evaluated and assigned priorities in an integrated fashion. Thus, the capital facilities element promotes efficiency by requiring the Town to plan for capital improvements beyond a single budget year.

The Growth Management Act is explicit in calling for “at least a six-year plan that will finance such public facilities within projected funding capacities and clearly identifies sources of public money for such purposes.” First and foremost, the capital facilities plan must be financially feasible. If costs exceed revenues, local governments must reduce levels of service, reduce costs, or modify the land use element to bring development in balance with public facilities that can be provided realistically. It is expected that this six-year plan will be monitored and updated annually to ensure that the financial resources continue to be available to cover the cost of needed improvements.

This element includes an inventory of existing capital facilities owned by public entities, an analysis and forecast of existing and future needs for capital facilities, a discussion of revenue sources and potential funding opportunities, a Six-Year Capital Improvement Program, and an implementation and monitoring strategy.

II. Inventory of Capital Facilities

For the purposes of this element, capital facilities are defined as public improvements which are relatively large in scale, require expenditure of public funds over and above annual operations and maintenance costs, and generally have a life or use expectancy of more than ten years. Further, capital improvements are expenditures which result in an addition to the Town’s fixed assets and/or extend the life or usefulness of existing capital facilities. The cost of capital improvements may include design, engineering, permitting, environmental review, land acquisition, construction, landscaping, initial furnishings and equipment.

This chapter does not include minor capital facilities and improvements, such as articles used in daily operations (paper, shovels, chlorine, ammunition, etc.), routine maintenance tasks (painting, reroofing, cleaning) or the Town’s rolling stock (police cars, maintenance vehicles, etc.). Expenditures for these items are addressed each year within the annual budget. Likewise, this element does not include capital

facilities and improvements by private, quasi-public or nonprofit organizations which may provide services or facilities to the public.

Town-owned and other public capital facilities are listed in Table 1 below. This table is followed by detailed descriptions of all public facilities which augments information provided in other elements of the Comprehensive Plan and other adopted plans.

| Table 9 Public Capital Facilities within the Town of Coupeville | |
|--|---|
| Town-owned Facilities | Other Public Facilities |
| Buildings | Island County Government Buildings |
| Water System | Coupeville School District Facilities |
| Sanitary Sewer System | Island County Housing Authority Buildings |
| Stormwater Management System | HUD Housing |
| Parks and Open Space | Island Transit Park and Ride Lot |
| Transportation System | Port of Coupeville Facilities |
| | Central Whidbey Fire and Rescue Station |
| | United States Post Office |
| | Whidbey General Hospital |

Town of Coupeville Facilities

The following provides summary descriptions for the Town-owned public facilities listed in Table 1. For further information on these facilities, please refer to the Abbreviated Water System Plan, the Integrated Stormwater Management Plan, the Comprehensive Sewer Plan, the Comprehensive Park Plan and the Transportation and Land Use Elements of the Comprehensive Plan.

Buildings

The Town owns five buildings, not counting those described elsewhere as part of the water, sanitary sewer and parks system. It is not anticipated that there will be a need for major capital expenditures on any of these buildings for the foreseeable future.

! Town Hall, 4 NE Seventh Street

Town Hall was built in 1919 as the caretaker’s residence for the Fort Casey water system. After the Town acquired this system from the War Office in 1958, the building was moved to its current location at 4 NE Seventh Street for use as the Town Hall. In 1975, a major expansion added the western extension to make additional room for public meetings and to house the Coupeville Library. A minor remodel in 1992 reconfigured interior offices and made accommodation for accessibility under the Americans with Disabilities Act (ADA). The Town completed in 1997 a major rehabilitation of Town Hall, including a complete interior remodel, installation of insulation, a new roof and partial restoration of the original siding.

This building is in good condition and can be expected to provide sufficient space to accommodate the administrative functions of the Town for at least the next ten years. Currently, it houses staff from finance and administration, court, planning, public works, building inspection, marshal’s office and the mayor. There is also a small conference room. A key component of long-range space planning for Town Hall services will be the continuing use of the Island County Commissioner’s Hearing Room for Town

Council, Planning Commission and Municipal Court functions. Island County agreed to this arrangement as part of the mitigation agreement for their Master Plan for Coupeville Facilities.

! Maintenance Shop and Garage, 205 North Main Street

The maintenance shop was constructed in 1992 to replace another building moved from Fort Casey. This building is in excellent condition and contains three vehicle bays, office space, a lunchroom and storage space. Primary functions include street and parks maintenance, custodial and building maintenance, vehicle maintenance and storage of parts and equipment for public works-related activities. Outdoor yard storage is also provided at this location.

! Recreation Hall, 901 NW Alexander Street

This building was moved to the current location in 1946 from the construction site for Grand Coulee Dam in eastern Washington. From its earliest days, it has functioned as a meeting and social hall for the community. Recent improvements include raising the building to pour a foundation and installing insulation. A partial restoration of the interior was accomplished in 1999, including new wiring and lighting, refurbished restrooms, window restoration and fresh interior paint. Facilities inside include a meeting room for about 150 people, restrooms, a stage and kitchen facilities. Parking is provided in a Town-owned lot adjacent to the Recreation Hall. It is in fair condition.

! Old Fire Hall/Restrooms, 905 NW Alexander Street

This two-story building was constructed in 1937 as the Fire Hall, and used for that purpose until the new Fire Station was ready in 1967. Following this date, it served as the first home for the Island County Historical Society Museum, which moved across the street in 1989. For the past decade, the building has been used for off-site storage of Town records and other items. There are also public restrooms attached to the north side of the building. The old Fire Hall is in extremely poor condition and would be unable to meet seismic standards for occupancy without a major restoration effort. Three separate assessments by civil and structural engineers have recommended demolition, but the Town administration remains open to a private initiative to restore the property.

! Coupeville Library, 788 NW Alexander Street

The purpose-built home of the Coupeville Library was constructed in 1987 on land purchased from the Coupeville Festival Association. As a result of a successful annexation election in 1997, the Sno-Isle Regional Library District will assume responsibility for managing the facility, although the Town will continue to own the building. The building is in good condition. Adjoining the Library property is the Town's largest parking facility which provides overflow spaces for waterfront visitors and merchants.

Water System

The Town's efforts to develop a public water system began in 1928 when it purchased Charlie Cushen's well behind his Ford showroom (now Mariner's Court) on Front Street. From this humble beginning, the Coupeville water system now supplies over 800 customers located throughout Central Whidbey Island. The infrastructure includes 24.8 miles of water mains (11.6 miles within and 13.2 miles outside the municipal limits), two operating well fields (Fort Casey and in-town), two water tanks with one million gallons of total storage, and two water treatment plants (one in town currently offline and one at Fort Casey completed in mid-1999). Due to the Town's reliance on scarce groundwater resources, capital facility planning attempts to carefully balance needed improvements with anticipated growth in water

availability. A complete description of the Town's supply, treatment and distribution systems can be found in the 1996 Abbreviated Water System Plan.

Sanitary Sewer System

The original sanitary sewer collection system was built in 1935 by the Works Progress Administration (WPA) to perform primary treatment as a combined stormwater/sanitary system. It was converted to a strictly sanitary system in 1959 and was extended to include Prairie Center. The collection system currently includes about 55,000 lineal feet of pipe, about ten percent of which are force mains serviced by lift stations on South Main Street and Front Street. Secondary treatment and a new outfall to Penn Cove were added in 1982 to the original plant location north of NE Ninth Street. Discharge from the system is governed by an NPDES permit issued by the Department of Ecology. Planned capital improvements to the sanitary sewer system and complete descriptions of collection and treatment are detailed in the 1999 Comprehensive Sewer Plan.

Stormwater Management System

The Town of Coupeville adopted an Integrated Stormwater Management Plan in 1997 which, for the first time, addressed in a comprehensive manner such diverse issues as runoff rate control, water quality treatment and monitoring, street design, public education, stormwater reuse, sanitary sewer inflow and infiltration and wellhead protection. Capital facilities for stormwater management include piped drains, ditches (swales), curbs, catch basins and detention basins. Programming for future improvements focuses on rehabilitation of sanitary sewer lines to reduce inflow and infiltration, acquisition of land or easements for future stormwater conveyance or detention facilities and remediation of existing deficiencies in the system. Details on the stormwater-related projects identified in this element are found in the 1997 Stormwater Management Plan.

Parks and Open Space

The Town of Coupeville owns and maintains a number of developed active and passive recreational facilities, including four neighborhood parks, three mini-parks and the Front Street stairs which provide access to the beach. In addition, the Town owns a number of street rights-of-way which are unlikely to ever be developed and provide community open space. The Comprehensive Park Plan from 1995 identifies land acquisition as the highest priority for capital improvement. This document is currently under revision for eventual adoption into the Coupeville Comprehensive Plan.

! Town Park, NW Coveland and Colburn Streets

This 3.8 acre neighborhood park is located in the northwestern part of Coupeville on land donated by the Ladies of the Round Table for use as parkland. The site contains a number of large trees and the northern portion consists of wooded, medium bank waterfront with 500 feet of frontage on Penn Cove. A 440 foot winding trail provides access from the upland to the beach. Developed facilities include a 20' by 30' cookhouse, picnic table with barbecue pits, restrooms, tennis court, shuffleboard and playground equipment. In addition, Town Park houses the Pavilion, a performance stage used for outdoor concerts and other social events.

! Captain Coupe Park, 602 NE Ninth Street

This nearly one acre site is located north and east of the Wastewater Treatment Plant and provides Coupeville's only low and no bank waterfront access under public ownership. The park also affords excellent views of Penn Cove and Mount Baker. A boat ramp, floating dock and associated boat trailer parking form the primary use of the park, although there are also picnic tables, fire pits and a public restroom. In 1997, the Council adopted a Master Plan for Captain Coupe Park which, when implemented, will better organize these existing facilities and increase the diversity of activities available to park users. The planned changes include a sea kayak transient storage facility, better pedestrian access to, from and within the park, complete ADA compliance and bank stabilization and restoration.

! *Sixth Street Park, NE Sixth and Haller Streets*

Sometimes called Lion's Park, this 1.2 acre neighborhood park provides playground equipment, picnic tables, a small ball field with backstop (suitable for T-ball) and a tennis court. Because of this park's close proximity to the Island County government campus, it has been included in long-range planning for the County's Master Plan for Coupeville Facilities. As part of the mitigation agreement for this Plan, the County has agreed to fund improved landscaping and picnic facilities for Sixth Street Park.

! *Peaceful Valley Park, NW Sixth and Wilkes Streets*

The Town's newest park contains one acre of open, undeveloped land and was dedicated for public use with the development of the Krueger Farms subdivision. There are no immediate plans to develop facilities for this park.

! *Sunset Terrace Park, 1065 NE Summit Loop*

This one-half acre mini-park was dedicated to the Town when the Sunset Terrace plat was recorded in 1955. Located in a picturesque location on Pennington Hill with views northeast to the Cascades and southwest to the Olympics, the site remains undeveloped. A picnic table was recently moved to the park, but its primary function continues to be as open space.

! *Cook's Corner Park, North Main and NE Ninth Streets*

This small mini-park of about 0.11 acres serves both passive uses and as a gateway to the waterfront historic district. As one of only two parks named after individuals (the other being Captain Coupe), Cook's Corner Park was renamed in 1997 from Triangle Park to honor Eileen Cook who, with the Coupeville Garden Club, was responsible for designing the current layout. The park also serves as the focal point each December for the Town's holiday decorations and celebrations.

! *Front Street Stairs, 6 NW Front Street*

The former site of the Coupeville Town Hall is currently used as a mini-park providing access from Front Street to the beach. In addition, there are two landings which provide informal seating and viewpoints. Funding from the Coupeville Festival Association was allocated in 1998 to restore and enhance the Front Street stairs.

Transportation System

While the lion's share of Coupeville's transportation system consists of streets and roads, mobility alternatives such as sidewalks, paths, bikelanes are also an important capital component of the Town's

ability to move people around the community. A complete assessment of the entire system is provided in the Transportation Element. The conclusion of this analysis is that the Town does not foresee any need over the next six years to provide capacity-related improvements. Instead, expenditures for capital improvements should be directed toward meeting established design standards by the functional classification of individual streets. This classification system encompasses right of way width, driving lanes, pedestrian and bicycle facilities, drainage and on-street parking. Design-based expansion needs are described in the Transportation Element.

Other Public Facilities

As shown in Table 1 above, there are a large number of public facilities in Coupeville not owned by the Town. Coupeville's regional role is an important one; as the seat of Island County government, as the home for a major school district, as the administrative center for a port district and hospital district and as the geographical heart of Whidbey Island. This section describes the major capital facilities owned and operated by public entities.

Island County Government

As a county which must plan under the Growth Management Act, Island County has prepared a thorough analysis of its capital facilities through its own capital facilities plan element. As the County seat, Coupeville is home to a large number of the facilities inventoried in the plan, including detention and corrections facilities, general administration buildings, court facilities and law enforcement offices. Beginning in 1999, Island County will begin implementation of the adopted Master Plan for Coupeville Facilities. This project represents a major expansion and consolidation within an identifiable county campus in Coupeville, with the most significant new construction being a new Law and Justice Facility on the block east of the Annex building.

Port of Coupeville

The Port of Coupeville owns several tax parcels at the foot of NW Alexander Street on Front Street, plus some 70 chains of tidelands underneath the pier leading to the Coupeville Wharf. A small portion of the upland property west of the Wharf entrance is leased to the National Park Service for a heritage kiosk highlighting the Ebey's Landing National Historical Reserve. The Wharf itself and associated floats are on aquatic lands leased from the Department of Natural Resources.

Capital facilities owned by the Port District include the wharf, floating docks, pier and the building at 24 NW Front Street. Over the past five years, the wharf has been extensively restored, from the pilings and structural supports to utilities to an interior and exterior rehabilitation of the wharf building. The wharf space is zoned for commercial use. Moorage floats are available on a first-come, first-served basis on the east side of the wharf, and a second float provides marine fueling service off the north side. In 1999, the Port received approval to extend the eastern float and add a west side float. The Front Street building houses retail space in the southern half and the Port administrative offices in the north half. Control mechanisms for the wharf dry sprinkler system are located in the basement.

Coupeville School District #204

The Coupeville School District stretches from San de Fuca in the north to Honeymoon Bay in the south and serves a Central Whidbey Island population of 8,811 people (1997 estimate). All of the District's capital facilities are located within the Coupeville municipal boundaries on property owned by District,

occupying in total almost 34 acres on three sites. The Elementary School site, located west of South Main Street at State Route 20, houses grades K-5, the District Administrative Offices and the track on 15.8 acres. Further south on South Main Street, the combined Middle and High School, athletic courts and fields and the bus/maintenance barn are contained on an 11.1 acre site south of Terry Road and east of Main. The third site is across South Main Street on 7.0 acres where the gymnasium and additional athletic fields are located.

Table 2 below lists existing buildings owned by the Coupeville School District, site location and gross square footage. The total gross square footage for all District facilities is 156,485 square feet.

| Building Name | Site | Square Footage |
|----------------------|--------------------|-----------------------|
| District Offices | Elementary School | 1,080 sf |
| Elementary School | Elementary School | 47,876 sf |
| Middle School | Middle/High School | 33,550 sf |
| High School | Middle/High School | 47,355 sf |
| Gymnasium | Gymnasium | 17,370 sf |
| Bus Barn | Middle/High School | 6,050 sf |
| Maintenance Building | Middle/High School | 3,204 sf |

These facilities are able to accommodate up to 1,335 students according to the Washington State standards for square footage per student for classroom space, providing a comfortable margin based on current enrollment. Further, it is the policy of the School Board to first maximize currently available space before considering major expansion or new school buildings. The 1995 Coupeville School District Facilities Plan provides a detailed analysis of the capacity of each facility when compared against future demand, although the growth rates of four and five percent used in the Plan are not applicable to actual enrollment trends since 1995.²

Central Whidbey Island Fire and Rescue

Central Whidbey Island Fire and Rescue is a junior taxing district established in 1952 to serve Central Whidbey, including the Town of Coupeville. In 1997, Coupeville voters agreed to be annexed into the district, thereby replacing an annual contract for fire protection. In addition to responding to life and property emergencies, district personnel also provide fire investigations, commercial life safety inspections and plan reviews. Most emergency responders are volunteer firefighters or medical personnel, with the technical investigative, inspection and review work being performed by professionals.

The Coupeville Fire Station, located at 203 North Main Street, is owned and maintained by the Central Whidbey Island Fire and Rescue. The building contains about 1972 square feet, and is able to accommodate one rescue vehicle, two fire engines, rescue boat and a small storage and training room.

Island Transit

The transit needs of the Town of Coupeville and its residents are served by the Island County Public Transportation Benefit Area Transit (PTBA), operating as Island Transit. The Town is a member of the PTBA. The agency's services include fixed route service, paratransit service, route deviation service, a

² Enrollment in December 1998 was 1110 students, an increase of 79 students from 1995, or approximately a 2% annual growth rate.

vanpool program and ride matching programs. Island Transit is funded by a voter approved 3/10ths of 1% sales tax and Motor Vehicle Excise Tax (MVET). All of Island Transit's services are provided fare free to its users. Facilities in Coupeville include bus shelters along designated fixed routes and a park and ride lot for 66 vehicles located on School District property on the west side of South Main Street.

Public Housing

There are two public housing projects in Coupeville. The U.S. Department of Housing and Urban Development (HUD) owns Cam-Bey Senior Apartments located on about 1.8 acres at 50 North Main Street. This 50-unit complex of independent living apartments is operated by Senior Services of Island County. The other public housing complex in Coupeville, Dean Manor, 7 NW Sixth Street, has 20 self-contained units on 2.1 acres and is operated by the Housing Authority of Island County.

III. Level of Service (LOS) Standards

As mandated by the Growth Management Act, Coupeville must plan for concurrency, meaning "that adequate public facilities and services are "available" when the impacts of development occur." [WAC 365-195-210(4)] Given the wide range of public facilities and services described in Section II, it is incumbent on the Town and other providers to develop level of service standards against which capital planning decisions and impacts from new development can be measured. Level of service (LOS) standards are indicators of the community's present and future expectations for the services and facilities provided by public entities.

This section identifies an LOS for a number of public facilities and services deemed by the community to be important when considering impacts on quality of life. It is important to note that the LOS standards listed in Table 3 should be considered minimum levels, or those essential for meeting basic quality of life goals. However, many planned capital improvements are not limited to just meeting these standards and, in some cases, the Town or other service providers elects to exceed the established LOS. It should also be kept in mind that these standards, the land use element or the capital facilities program may need to be modified in response to changing community expectations or vision, revenue shortfalls or unanticipated expenditures.

| Facility or Service | Provider | Level of Service |
|----------------------------|--------------------|---|
| Potable Water | Town of Coupeville | Group A System under WAC 246.290 |
| Water Supply | Town of Coupeville | Permitted equivalent residential units by Washington Department of Health |
| Stormwater | Town of Coupeville | Detention: maintain existing unless 10-year post-development peak data is less than 0.5 cfs Collection: 10-year, 24-hour storm |
| Sanitary Sewer | Town of Coupeville | Municipal system, secondary treatment |
| Buildings | Town of Coupeville | Adequate to serve citizen needs and administrative requirements |
| Buildings | Island County | See Island Co. Capital Facilities Plan |
| Streets | Town of Coupeville | LOS "C", design standard by functional classification |
| Law Enforcement | Town of Coupeville | 24-hour staffing, 4 minutes average priority response time |

| | | |
|----------------|---|---|
| Ambulance | Whidbey General | 5 minutes average priority response time |
| Fire Response | Central Whidbey Island Fire & Rescue | 8 minutes average priority response time |
| Power | Puget Sound Energy | Electric service |
| Solid Waste | Island Disposal | Once a week curbside pickup |
| Public Transit | Island Transit | Service hourly during peak hours Service every two hours during non-peak |
| Schools (K-5) | Coupeville School District No. 204 | 80 square feet per student |
| Schools (6-8) | Coupeville School District No. 204 | 110 square feet per student |
| Schools (9-12) | Coupeville School District No. 204 | 120 square feet per student |
| Library | Sno-Isle Regional Library District | Open five days per week |

IV. Capital Improvement Needs

Capital improvement needs for most Town-owned facilities have been addressed within specific plans for each service or within other elements of this Comprehensive Plan. Specifically, needs related to water supply and distribution projects are contained in the 1996 Abbreviated Water System Plan, sewer collection and treatment projects in the 1999 Comprehensive Sewer Plan, stormwater facilities in the 1997 Integrated Stormwater Management Plan and transportation-related projects in the Transportation Element of the Comprehensive Plan. In addition, work is underway to develop a Comprehensive Parks, Recreation and Open Space Plan, which will include a capital facilities component for park improvements and acquisition. Collectively, these plans address the need for capacity-related improvements in the Town's capital facilities. Table 4 summarizes the improvements identified in these documents.

Town Buildings Level of Service

The inventory of buildings described above are owned and maintained to provide space to conduct the law enforcement, public works, government and administration, library and recreational services for the community. The Town has established a performance-based level of service for its building inventory. Adequacy is determined by the ability of each structure to meet the needs of Coupeville citizens and administrative priorities, while addressing compliance with building and accessibility codes. All new construction or renovation must comply with applicable local, state and national building standards.

Coupeville's small size and population, along with its relatively low growth projection of 1850 people by the year 2010, translates to a conclusion that building needs over the next six years will be similar to the current need. The condition reports for Town Hall, the Maintenance Shop and Garage, Recreation Hall and Coupeville Library indicate that only normal maintenance and repair will be required for these buildings. These buildings can be considered adequate.

Only the old Fire Hall/Restrooms building presents a potential capital need. Functionally, the building provides inadequate storage for the Town's records, and the administration has identified the need to construct new facilities elsewhere. The most likely approach would be to reorganize internal space within an existing building. Funds for this type of facility were included in the 1999 budget, but it is unlikely that this \$10,000 will be carried over to 2000.

Coupeville School District #204

Given the lower than anticipated growth in enrollment, the School District does not foresee a need within the next six years for any major new construction projects in order to meet their level of service. However, they do plan to convene a study in the year 2000 to consider options for making better use of their current facilities. Recommendations from this analysis may result in several small-scale capital projects, which would then be reflected in the annual revision to this element.

In addition to buildings, outdoor facilities such as parking, land and play fields form a major part of the demand for available space. Planning for adequate play fields in particular is more program- and enrollment-based. The 1995 Facilities Plan anticipates a need for an additional 22.5 acres of raw land to accommodate proposed program changes, which includes new soccer, softball, football and baseball fields. To meet this need, the District has acquired an option to purchase about 24 acres adjoining the Elementary School to the west and southwest as far south as Terry Road. This acreage is in unincorporated Island County, but the School District has expressed interest in having this property annexed into Coupeville. According to District officials, current revenues are adequate to purchase this property.

Central Whidbey Fire and Rescue

The level of service established for priority fire response can be met for the foreseeable future without expanding the Coupeville station. However, the District has approved plans to add a bay on the east side of the building, with enough height to accommodate a ladder truck. This improvement is not required for capacity, but does provide additional storage and apparatus space to better serve the area.

Except as identified in the Capital Facilities Element of the Island County Comprehensive Plan, no other public service provider within the Town of Coupeville expects to have a capacity shortage through the year 2005.

V. Funding Sources

This section identifies a number of potential funding sources for needed capital improvements. These sources fall generally into the following categories: debt financing, local multi-purpose levies, local single-purpose levies, local non-levy financing, state grants and loans, federal grants and loans and utility rates. The following provides a brief description of how some of these sources can be used to finance needed capital projects.

Water, Sewer and Stormwater Projects

- *Utility Rates*

Service charges for water and sewer are both based on water consumption, and cover the costs of operations and maintenance of each system. A portion of the charges cover capital maintenance and projects. The Town does not charge a separate rate for stormwater.

- *Hook-up Fees*

Hook-up fees for both water and sewer are collected with applications for new development. This revenue is kept in a separate fund from rate revenue, and can only be used for major capital projects and exploration of new water sources. No general connection fee is charged for stormwater.

- *Short-term Borrowing*

The high cost of many water and sewer improvements sometimes means that local governments will seek short-term financing through banks or other financial institutions. This type of financing has been used by the Town, most recently to finance a portion of the Fort Casey Water Treatment Plant.

- *Revenue Bonds*

These are bonds financed directly by those who benefit from the capital improvement. Revenue generated from these bonds is used to finance public facilities. The debt is retired using charges collected from the users of these facilities. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved without a voter referendum.

- *General Obligation Bonds*

These bonds are backed by the total assessed value of the property with the jurisdiction. Voter-approved bonds increase property tax rates and dedicate the increased revenue to repay bondholders. On the other hand, councilmanic bonds do not increase property taxes and are repaid with general revenues. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities. These bonds should be used for projects which are of broad public benefit.

- *Government Grants and Loans*

Some grant and loan monies are available from government sources, including the Washington State Clean Water Revolving Fund, Washington State Department of Ecology, Public Works Trust Fund, Rural Development Funds, etc.

Street Projects

- *Motor Vehicle Fuel Tax*

This tax is collected from gasoline distributors and is allocated to the Town by Washington State on a per capita basis. A portion is available for street maintenance and operations, as well as street capital projects. Another portion accumulates in the Arterial Street Fund until there is enough revenue to fund a major capital project, or to be used as match for a grant or loan on a larger capital improvement.

- *Capron Funds*

These State funds are available only for Island and San Juan Counties, and may be used for maintenance and operations or for capital street projects.

- *Grants and Loans*

The Town is able to compete through the Skagit-Island Regional Transportation Planning Organization for the Surface Transportation and Enhancement Program dollars funded through TEA-21. Other grants

are available through the Transportation Improvement Account, either as matching funds or through the Small Cities Account program.

- *Real Estate Excise Taxes*

The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities and the Growth Management Act authorized another 0.25% for the same purpose. Revenues must be used solely to finance new facilities, or maintenance and operations of existing facilities, and are available for street projects that are identified in the Capital Improvement Program.

- *Ad Valorem Property Taxes*

Tax rates are calculated in mills, or 1/10 of a cent for each dollar of taxable value of real property. The total property tax paid on real property is the sum of the levy rates assessed by the different taxing authorities, such as school districts, fire districts, library districts, port districts, counties and cities. State law prohibits raising property taxes more than 6% per year before adjustments for new construction and annexation. The Town Council has the authority to transfer general fund revenue into the street fund to pay for street capital projects when required.

Town Buildings and Recreational Projects

- *Real Estate Excise Taxes*

The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities and the Growth Management Act authorized another 0.25% for the same purpose. Revenues must be used solely to finance new facilities, or maintenance and operations of existing facilities, and are available for building or park projects that are identified in the Capital Improvement Program.

- *Ad Valorem Property Taxes*

Tax rates are calculated in mills, or 1/10 of a cent for each dollar of taxable value of real property. The total property tax paid on real property is the sum of the levy rates assessed by the different taxing authorities, such as school districts, fire districts, library districts, port districts, counties and cities. State law prohibits raising property taxes more than 6% per year before adjustments for new construction and annexation. The Town Council has the authority to use general fund revenue to pay for building and parks capital projects when required.

- *Harbor Lease Payments*

The Town receives money each year from the state as a percentage of harbor leases, which can only be spent on maintenance and capital projects in the harbor area. This revenue has traditionally been applied to improvements within Captain Coupe Park.

- *Grants and Loans*

Grants and loans are available from the Washington State Department of Ecology, the Interagency Council on Outdoor Recreation, Aquatic Lands Enhancement Act, Conservation Futures and sometimes local service organizations such as the Lions or Soroptomists.

Other Existing and Potential Revenue Sources

In addition to the revenue sources noted above, the Town derives revenue from a number of other sources and has the potential to implement other programs. Many of these provide revenue to the Town's General Fund which can be used for new capital facilities, or for maintenance and operations of existing facilities. A listing of these sources is provided below:

- Business and Occupation Tax
- Utility Tax
- Fines, Forfeitures, Charges for Service
- Impact Fees
- Lease Agreements
- Payments in Lieu of Taxes
- Special Assessment Districts
- User and Program Fees

VI. Six-Year Capital Improvement Program

A Six-Year Capital Improvement Program (CIP) is intended to present an synthesis of revenue projections and anticipated capital expenditures over the next six years. Further, the program provides the financial bridge between the levels of service established in this chapter and the rest of this Comprehensive Plan. Good planning dictates that our expectations of service be supported by available revenues. If they do not meet, services levels must be lowered, revenues must be enhanced or implementation must be slower. The CIP presented in this section attempts to balance these often competing directions based on our adopted goals and policies.

Tables 5 and 6A-E show the six-year program from two vantage points. First, each year is examined in terms of anticipated revenue, debt repayment and planned capital projects. The second set of tables are thematic by broad category of project expenditures, including water, sewer, storm drain, transportation and parks/buildings. Reading across the page, the funding sources and totals are available for each project planned for a given year. For those projects which are currently unfunded, a proposed revenue source, such as grants or bonds, has also been provided.

It is expected that Year 1 of the CIP will coincide with the annual capital budget, and only these first year appropriations represent binding financial commitments. The projections for Years 2 through 6 are recommendations for future development, but which may be altered or not built due to changing circumstances. In this sense, the six-year program is a progressive plan that will be revised and extended annually according to the most reliable information about revenue, cost and need.

Table 13
Town of Coupeville
6 Year CIP for 2000-2005
Summarized by Year
(in 1,000's)

| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | Total |
|---|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| <u>BEG FUND BAL.</u> | \$ 822.1 | \$ 2,036.9 | \$ 1,978.3 | \$ 1,820.8 | \$ 1,914.3 | \$ 1,878.3 | |
| <u>REVENUES</u> | | | | | | | |
| Rev. available for Capital Proj/Debt Repymt | \$ 1,987.2 | \$ 419.9 | \$ 380.7 | \$ 381.7 | \$ 382.7 | \$ 1,085.7 | \$ 4,638.0 |
| Grants | \$ 785.2 | \$ 213.5 | \$ 544.0 | \$ 655.0 | \$ 465.0 | \$ - | \$ 2,662.7 |
| Miscellaneous Sources | \$ 11.0 | \$ 15.0 | \$ - | \$ - | \$ - | \$ - | \$ 26.0 |
| Loans | \$ 1,280.7 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 1,280.7 |
| TOTAL REVENUES | \$ 4,064.1 | \$ 648.4 | \$ 924.7 | \$ 1,036.7 | \$ 847.7 | \$ 1,085.7 | \$ 8,607.4 |
| <u>DEBT REPAYMENT</u> | | | | | | | |
| Existing Debt | \$ 156.4 | \$ 150.5 | \$ 162.1 | \$ 123.4 | \$ 122.6 | \$ 96.3 | \$ 811.3 |
| New Debt | \$ - | \$ 56.6 | \$ 56.6 | \$ 56.6 | \$ 56.6 | \$ 56.6 | \$ 282.8 |
| TOTAL DEBT REPYMT | \$ 156.4 | \$ 207.1 | \$ 218.7 | \$ 180.0 | \$ 179.2 | \$ 152.9 | \$ 1,094.1 |
| <u>PROJECTS</u> | | | | | | | |
| General Fund Projects, incl. Parks | \$ 10.0 | \$ 217.5 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 267.5 |
| Street Projects per 6-Year TIP | \$ 665.6 | \$ - | \$ 544.0 | \$ 655.0 | \$ 625.0 | \$ - | \$ 2,489.6 |
| Capital Improvement Fund Projects | \$ 261.7 | \$ 42.5 | \$ 21.5 | \$ 21.5 | \$ 21.5 | \$ 21.5 | \$ 390.2 |
| Utility Projects: Water Projects | \$ 189.0 | \$ 92.0 | \$ 260.0 | \$ 20.0 | \$ 20.0 | \$ 145.0 | \$ 726.0 |
| Sewer Projects | \$ 1,563.6 | \$ 145.0 | \$ 25.0 | \$ 25.0 | \$ 25.0 | \$ 25.0 | \$ 1,808.6 |
| Stormwater Projects | \$ 3.0 | \$ 3.0 | \$ 3.0 | \$ 31.8 | \$ 3.0 | \$ 3.0 | \$ 46.8 |
| TOTAL PROJECTS | \$ 2,692.9 | \$ 500.0 | \$ 863.5 | \$ 763.3 | \$ 704.5 | \$ 204.5 | \$ 5,728.7 |
| TOTAL DEBT PYMT & PROJ | \$ 2,849.3 | \$ 707.1 | \$ 1,082.2 | \$ 943.3 | \$ 883.7 | \$ 357.4 | \$ 6,822.8 |
| ENDING FD BALANCE | \$ 2,036.9 | \$ 1,978.3 | \$ 1,820.8 | \$ 1,914.3 | \$ 1,878.3 | \$ 2,606.7 | |

TABLE 14A
Town of Coupeville
GENERAL FUND CAPITAL PROGRAM for 2002-2007
 (in 1000's)

| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | TOTAL |
|----------------------------------|----------------|-----------------|----------------|----------------|----------------|----------------|-----------------|
| <u>BEG. FUND BAL.</u> | \$ 10.0 | \$ - | \$ - | \$ - | \$ - | \$ - | \$ 10.0 |
| <u>REVENUES</u> | | | | | | | |
| Fund Revenue | \$ 20.4 | \$ 30.7 | \$ 30.4 | \$ 30.1 | \$ 29.8 | \$ 29.6 | \$ 171.0 |
| IAC/ALEA Grant | | \$ 192.5 | | | | | \$ 192.5 |
| Transfer from Harbor Improvement | | \$ 15.0 | | | | | \$ 15.0 |
| | | | | | | | \$ - |
| TOTAL REVENUES | \$ 20.4 | \$ 238.2 | \$ 30.4 | \$ 30.1 | \$ 29.8 | \$ 29.6 | \$ 378.5 |
| <u>DEBT REPAYMENT</u> | | | | | | | |
| Existing Debt* | \$ 20.4 | \$ 20.7 | \$ 20.4 | \$ 20.1 | \$ 19.8 | \$ 19.6 | \$ 121.0 |
| New Debt | | | | | | | \$ - |
| TOTAL DEBT REPYMT | \$ 20.4 | \$ 20.7 | \$ 20.4 | \$ 20.1 | \$ 19.8 | \$ 19.6 | \$ 121.0 |
| <u>PROJECTS</u> | | | | | | | |
| Parks Improvements | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 60.0 |
| Captain Coupe's Park** | | \$ 207.5 | | | | | \$ 207.5 |
| | | | | | | | \$ - |
| | | | | | | | \$ - |
| TOTAL PROJECTS | \$ 10.0 | \$ 217.5 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 10.0 | \$ 267.5 |
| | | | | | | ck=0 | \$ - |
| TOTAL EXPEND. | \$ 30.4 | \$ 238.2 | \$ 30.4 | \$ 30.1 | \$ 29.8 | \$ 29.6 | \$ 388.5 |
| <u>ENDING FD BAL</u> | \$ - | \$ - | \$ - | \$ - | \$ - | \$ - | \$ - |
| | | | | | | ck=0 | \$ - |

TABLE 14B
ARTERIAL STREET FUND PROGRAM for 2002-2007 (6 YEAR TIP)
 (in 1000's)

| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | Total 2000-2005 |
|--|-----------------|-----------------|-----------------|-----------------|-----------------|----------------|-------------------|
| <u>BEG. FUND BAL.</u> | \$ 180.0 | \$ 191.5 | \$ 203.0 | \$ 214.5 | \$ 226.0 | \$ 77.5 | \$ 1,092.5 |
| <u>REVENUES</u> | | | | | | | |
| Fund Revenue | \$ 11.5 | \$ 11.5 | \$ 11.5 | \$ 11.5 | \$ 11.5 | \$ 11.5 | \$ 69.0 |
| STP(R) Grant | \$ 575.8 | | | | | | \$ 575.8 |
| STP(E) Grant | \$ 89.8 | | | | | | \$ 89.8 |
| TIA Grant | \$ - | | \$ 544.0 | \$ 655.0 | \$ 465.0 | | \$ 1,664.0 |
| TOTAL REVENUES | \$ 677.1 | \$ 11.5 | \$ 555.5 | \$ 666.5 | \$ 476.5 | \$ 11.5 | \$ 2,398.6 |
| <u>DEBT REPAYMENT</u> | | | | | | | |
| Existing Debt | | | | | | | \$ - |
| New Debt | | | | | | | \$ - |
| TOTAL DEBT REPYMT | \$ - | \$ - | \$ - |
| <u>PROJECTS</u> | | | | | | | |
| N Main St, 3rd to Front | \$ 665.6 | | | | | | \$ 665.6 |
| Sixth Street, NE, Center to Perkins* | | | \$ 194.0 | | | | \$ 194.0 |
| Parker Road, Leach to Town Limits* | | | \$ 350.0 | | | | \$ 350.0 |
| Ninth Street NE, North Main to Leach* | | | | \$ 523.0 | | | \$ 523.0 |
| Broadway, Madrona to Town Limits* | | | | \$ 132.0 | | | \$ 132.0 |
| South Main/Terry Road Signal* | | | | | \$ 125.0 | | \$ 125.0 |
| South Main (s. of Terry Rd) Terry to s. Town Limits* | | | | | \$ 320.0 | | \$ 320.0 |
| Madrona Way, Broadway to Town Limits* | | | | | \$ 180.0 | | \$ 180.0 |
| TOTAL PROJECTS | \$ 665.6 | \$ - | \$ 544.0 | \$ 655.0 | \$ 625.0 | \$ - | \$ 2,489.6 |
| | | | | | | ck=0 | \$ - |
| ENDING FD BAL | \$ 191.5 | \$ 203.0 | \$ 214.5 | \$ 226.0 | \$ 77.5 | \$ 89.0 | \$ 0.0 |
| | | | | | | ck=0 | \$ 0.0 |

TABLE 14C
CAPITAL IMPROVEMENT FUND PROGRAM for 2002-2007
 (in 1000's)

| % incr in revenue= 0% | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | Total |
|---|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| BEG. FUND BAL. | \$ 108.0 | \$ 113.2 | \$ 113.0 | \$ 112.8 | \$ 112.6 | \$ 112.4 | \$ 672.0 |
| REVENUES | | | | | | | |
| REET 1 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 108.0 |
| REET 2 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 18.0 | \$ 108.0 |
| DOT Grant | \$ 52.3 | | | | | | \$ 52.3 |
| TIB Grant | \$ 67.3 | \$ 21.0 | | | | | \$ 88.3 |
| Island County contribution | \$ 11.0 | | | | | | \$ 11.0 |
| Transfer from General Fund | \$ 115.0 | | | | | | |
| TOTAL REVENUES | \$ 281.6 | \$ 57.0 | \$ 36.0 | \$ 36.0 | \$ 36.0 | \$ 36.0 | \$ 367.6 |
| DEBT REPAYMENT | | | | | | | |
| Existing Debt* | \$ 14.7 | \$ 14.7 | \$ 14.7 | \$ 14.7 | \$ 14.7 | \$ 14.7 | \$ 88.2 |
| New Debt | | | | | | | \$ - |
| TOTAL DEBT REPYMT | \$ 14.7 | \$ 88.2 |
| PROJECTS | | | | | | | |
| Street Improvements** | | \$ 8.7 | \$ 14.0 | \$ 14.0 | \$ 14.0 | \$ 14.0 | \$ 64.7 |
| Broadway Path | \$ 67.5 | | | | | | \$ 67.5 |
| Sixth Street Path | \$ 95.8 | | | | | | \$ 95.8 |
| Parker/Leach/Ninth Intersection Realignment | | \$ 26.3 | | | | | \$ 26.3 |
| Property Acquisition*** | | \$ 7.5 | \$ 7.5 | \$ 7.5 | \$ 7.5 | \$ 7.5 | \$ 37.5 |
| Reserve for Records Storage Facility | \$ 41.0 | | | | | | \$ 41.0 |
| Front Street Stairs | \$ 57.4 | | | | | | \$ 57.4 |
| TOTAL PROJECTS | \$ 261.7 | \$ 42.5 | \$ 21.5 | \$ 21.5 | \$ 21.5 | \$ 21.5 | \$ 390.2 |
| | | | | | | ck=0 | \$ - |
| ENDING FD BAL | \$ 113.2 | \$ 113.0 | \$ 112.8 | \$ 112.6 | \$ 112.4 | \$ 112.2 | |

*Existing Debt consists of:

| Repayment Source | Fund # | Issued | Debt Type | Term | Total Loan | | Projects Financed |
|--------------------------|--------|--------|-----------|------|--------------|-------------------|------------------------|
| | | | | | Ends | Amount | |
| Capital Improvement Fund | 105 | 2000 | Bank loan | 20 | 2020 | \$ 165,000 | OPSC Property purchase |
| | | | | | TOTAL | \$ 165,000 | |

**Money will be spent or accumulated towards local street repaving or as matching funds towards a larger project.

***Money may be accumulated from year to year toward an acquisition or may be used as debt repayment on an acquisition.

TABLE 14D
Town of Coupeville
UTILITY FUNDS CASH FLOW AND CAPITAL PROGRAM FOR 2002-2007
(in 1000's)

| TOWN OF COUPEVILLE | | | 2002 | | | 2003 | | | 2004 | | | 2005 | | | 2006 | | | 2007 |
|---|------|--|---------|---------------|---------------|---------|---------------|---------------|---------|---------------|---------------|---------|---------------|---------------|---------|---------------|---------------|---------|
| | | | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | |
| Available BEG. FUND BAL. | | | 86.4 | 60.6 | 377.1 | 86.9 | 78.6 | 401.0 | 153.0 | 29.6 | 314.0 | 50.2 | 215.6 | 347.0 | 76.4 | 258.6 | 405.0 | 83.1 |
| REVENUES | | | | | | | | | | | | | | | | | | |
| Water Service Fees | 1.5% | | 520.0 | | | 527.8 | | | 535.7 | | | 543.8 | | | 551.9 | | | 560.2 |
| Sewer Service Fees | 2.0% | | 406.0 | | | 414.1 | | | 422.4 | | | 430.9 | | | 439.5 | | | 448.3 |
| Meter Sales | 0.0% | | 2.0 | | | 2.0 | | | 2.0 | | | 2.0 | | | 2.0 | | | 2.0 |
| Inspection Fees | 0.0% | | - | | | - | | | - | | | - | | | - | | | - |
| Hookup Fees 4w-6s | 0.0% | | 18.0 | | 33.0 | 18.0 | | 33.0 | 18.0 | | 33.0 | 18.0 | | 33.0 | 18.0 | | 33.0 | 18.0 |
| Loans/Grants | | | | | 1,280.7 | - | | | | | | | | | | | | |
| Transfer in from Utility Fund | | | 189.0 | | 273.8 | 25.0 | | 25.0 | 168.0 | | | 25.0 | | 25.0 | 75.0 | | 25.0 | |
| Otr Sources including carry over | | | 307.9 | | | 12.0 | | | 6.0 | | | 6.0 | | | 6.0 | | | 6.0 |
| TOTAL REVENUES | | | 1,235.9 | 207.0 | 1,587.5 | 955.9 | 43.0 | 58.0 | 966.1 | 186.0 | 33.0 | 982.6 | 43.0 | 58.0 | 999.4 | 93.0 | 58.0 | 1,016.4 |
| DEBT REPAYMENT | | | | | 3,030.4 | | | 1,056.9 | | | 1,185.1 | | | 1,083.6 | | | 1,150.4 | |
| Existing Debt, incl. Ft. Casey | | | 121.3 | | | 115.1 | | | 127.0 | | | 88.6 | | | 88.1 | | | 62.0 |
| Adjust for Actual Debt Transfer | | | - | | | - | | | - | | | - | | | - | | | - |
| Additional New Debt - WWTP | | | - | | | 56.6 | | | 56.6 | | | 56.6 | | | 56.6 | | | 56.6 |
| TOTAL DEBT REPYMT | | | 121.3 | - | - | 171.7 | - | - | 183.6 | - | - | 145.2 | - | - | 144.7 | - | - | 118.6 |
| OPERATIONS | | | | | | | | | | | | | | | | | | |
| Water Operations | 2.0% | | 255.4 | | | 260.5 | | | 265.7 | | | 271.0 | | | 276.5 | | | 282.0 |
| Sewer Operations*** | 2.0% | | 288.9 | | | 294.7 | | | 335.6 | | | 342.3 | | | 349.1 | | | 356.1 |
| Stormwater Operations | 2.0% | | 7.5 | | | 10.6 | | | 10.7 | | | 10.7 | | | 10.8 | | | 10.9 |
| Equipment purchases | | | - | | | - | | | - | | | - | | | - | | | - |
| Transfer to Capital Funds | | | 462.8 | | | 50.0 | | | 168.0 | | | 50.0 | | | 100.0 | | | 111.9 |
| Transfer | 3.0% | | 96.5 | | | 99.4 | | | 102.4 | | | 105.4 | | | 108.6 | | | 111.9 |
| TOTAL OPER. EXP. | | | 1,111.1 | - | - | 715.2 | - | - | 882.4 | - | - | 779.5 | - | - | 845.0 | - | - | 760.9 |
| REV - OPER EXP. or Amt Available for Projects from curr. yr. only | | | 3.5 | 207.0 | 1,587.5 | 69.1 | 43.0 | 58.0 | (99.8) | 186.0 | 33.0 | 58.0 | 43.0 | 58.0 | 9.7 | 93.0 | 58.0 | 137.0 |
| TOTAL FUND BALANCE | | | 89.9 | 267.6 | 1,964.6 | 156.0 | 121.6 | 459.0 | 53.2 | 215.6 | 347.0 | 108.2 | 258.6 | 405.0 | 86.1 | 351.6 | 463.0 | 220.1 |
| AVAIL. for projects | | | 89.9 | 267.6 | 1,964.6 | 156.0 | 121.6 | 459.0 | 53.2 | 215.6 | 347.0 | 108.2 | 258.6 | 405.0 | 86.1 | 351.6 | 463.0 | 220.1 |
| * Assumes revenue increase of 1.5%/yr for water, 2% per yr. for sewer; and expenditure increase of 2% per yr. | | | | | | | | | | | | | | | | | | |
| ** \$35,000 for M&O for WWTP expansion starts in 2003. | | | | | | | | | | | | | | | | | | |

| Repayment Source | Fund # | Issued | Debt Type | Term | Ends | Total Loan Amount | Projects Financed |
|------------------|--------|--------|-----------|------|------|-------------------|------------------------------------|
| Utility Fund | 202 | 1978 | Rev | 40 | 2018 | \$ 111,000 | Water facility/mains/well |
| Utility Fund | 203 | 1974 | Rev | 40 | 2014 | \$ 179,000 | Water tank/line/protection area |
| Utility Fund | 207 | 1986 | Rev | 20 | 2006 | \$ 450,000 | Wells/ pump stations/water lines |
| Utility Fund | 209 | 1993 | Loan | 20 | 2013 | \$ 743,400 | Second water tank/main replacement |
| Utility Fund | 211 | 1995 | Loan | 5 | 2002 | \$ 28,709 | Stormwater planning & utility |
| Utility Fund | 401 | 1999 | Loan | 5 | 2004 | \$ 115,000 | Fort Casey Water Treatment Plant |
| | | | | | | TOTAL | \$ 1,627,109 |

Capital Facilities Element

TABLE 14E
Town of Coupeville
UTILITY FUNDS CASH FLOW AND CAPITAL PROGRAM FOR 2002-2007
(in 1000's)

| BY YEAR No. Yrly Incr. | 2002 | | | 2003 | | | 2004 | | | 2005 | | | 2006 | | | 401 W/S |
|---|---------|---------------|---------------|---------|---------------|---------------|---------|---------------|---------------|---------|---------------|---------------|---------|---------------|---------------|---------|
| | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | 401 W/S | 303 Water Res | 304 Sewer Res | |
| AVAILABLE FOR PROJ from current yr. only | 3.5 | 207.0 | 1,587.5 | 69.1 | 43.0 | 58.0 | (99.8) | 186.0 | 33.0 | 58.0 | 43.0 | 58.0 | 9.7 | 93.0 | 58.0 | 137.0 |
| TOTAL FUND BALANCE AVAIL. for projects | 89.9 | 267.6 | 1,964.6 | 156.0 | 121.6 | 459.0 | 53.2 | 215.6 | 347.0 | 108.2 | 258.6 | 405.0 | 86.1 | 351.6 | 463.0 | 220.1 |
| PROJECTS | | | | | | | | | | | | | | | | |
| <u>Water</u> | | | | | | | | | | | | | | | | |
| Replace Wells @ Ft. Casey | | 72.0 | (1-90) | | 72.0 | | | 72.0 | | | | | | | | |
| Annual line upgrade - inside | | 20.0 | | | 20.0 | | | 20.0 | | | 20.0 | | | 20.0 | | |
| Annual line upgrade - outside | | 25.0 | | | - | | | - | | | - | | | - | | |
| Telemetry | | 72.0 | | | - | | | - | | | - | | | - | | |
| Pennington Hill Pressure sys. | | | | | | | | 168.0 | | | | | | | | |
| Total Water Proj. | - | 189.0 | - | - | 92.0 | - | - | 260.0 | - | - | 20.0 | - | - | 20.0 | - | - |
| <u>Sewer</u> | | | | | | | | | | | | | | | | |
| Replace Madrona sewer | | | 130.0 | | | | | | | | | | | | | |
| Sewer Study | - | | | | | | | | | | | | | | | |
| Refurb. Front St lift sta. | | | 50.0 | | | | | | | | | | | | | |
| Replace S. Main lift sta | | | 223.8 | | | | | | | | | | | | | |
| Annual I&I main repair | | | 25.0 | | | 25.0 | | | 25.0 | | | 25.0 | | | 25.0 | |
| WWTP Project | - | | 1,134.8 | - | | 120.0 | | | | | | | | | | |
| Total Sewer Proj. | - | - | 1,563.6 | - | - | 145.0 | - | - | 25.0 | - | - | 25.0 | - | - | 25.0 | - |
| <u>Stormwater Projects</u> | | | | | | | | | | | | | | | | |
| Annual | 3.0 | | | 3.0 | | | 3.0 | | | 3.0 | | | 3.0 | | | 3.0 |
| Pennington Hill Line | | | | | | | | | | 28.8 | | | | | | |
| Total Storm Proj. | 3.0 | - | - | 3.0 | - | - | 3.0 | - | - | 31.8 | - | - | 3.0 | - | - | 3.0 |
| TOTAL PROJECTS | 3.0 | 189.0 | 1,563.6 | 3.0 | 92.0 | 145.0 | 3.0 | - | - | 31.8 | - | - | 3.0 | - | - | 3.0 |
| Current Year Funds Available after Projects | 0.5 | 18.0 | 23.9 | 66.1 | (49.0) | (87.0) | (102.8) | 186.0 | 33.0 | 26.2 | 43.0 | 58.0 | 6.7 | 93.0 | 58.0 | 134.0 |
| Available ENDING FUND BAL | 86.9 | 78.6 | 401.0 | 153.0 | 29.6 | 314.0 | 50.2 | 215.6 | 347.0 | 76.4 | 258.6 | 405.0 | 83.1 | 351.6 | 463.0 | 217.1 |

IVII. Monitoring the Capital Improvement Program

The Coupeville Comprehensive Plan presents a 20-year vision for growth, with goals and policies to guide how this growth will occur. It is incumbent on the Capital Facilities Element in general and the Capital Improvement Program in particular to provide a strong direction for financing public facilities and services to keep pace with growth. Key to any six-year program is that actual revenues and levels of service must be regularly monitored, and expenditures adjusted either higher or lower depending on the evaluation. A growth rate well above or well below our projection, a slowdown or boom in economic fortunes, unexpected failures or deficiencies in existing systems, upgrades mandated by state or federal agencies or new directions established through Comprehensive Plan amendments can all affect the Capital Improvement Program.

Annual monitoring and assessment of this element are essential to ensure that financial resources are available to meet established levels of service. Because the CIP is a six-year program, the current Year 1 must be dropped toward the end of each year, and a new Year 6 added. This evaluation is best handled as part of the Town's annual budget review, when the new Year 1 becomes the basis for the capital budget for the following fiscal year. This annual review should examine the following:

- ! Adjustments related to anticipated project cost, scope or priority, revenue sources or amounts, changing community attitudes, Comprehensive Plan amendments, level of service changes or date of project construction;
- ! Changes necessary to ensure consistency with new or revised capital plans approved by other public service providers;
- ! Whether there are current or expected level of service deficiencies and the effectiveness of the current plan to address these deficiencies;
- ! Successful efforts to secure grants, public-private partnerships, payments in lieu of taxes or other programs to finance capital projects.

Portions of the Comprehensive Plan may require amendment if the potential revenue sources noted in the Six-Year Capital Improvement Program do not materialize. If necessary, the Land Use Element may need to be reassessed as part of the annual Capital Facilities Element review to ensure consistency within the Plan.

CAPITAL FACILITIES - Goals and Policies

For consistency with the Growth Management Act, but more importantly because it is a hallmark of good town planning, the following capital facility goals and policies acknowledge that providing adequate public services is a necessary component of land use planning. The community has legitimate expectations that growth will not unduly affect their quality of life. The challenge of this element is to quantify the qualitative by adopting measurements for “adequate” levels of public service. School classroom space, police and fire response times, water supply and quality and traffic flow are examples of services or facilities which could be degraded if not expanded or enhanced concurrent with growth.

These goals and policies are intended to guide the Town’s approach to providing and funding capital improvements consistent with the Comprehensive Plan. Implementation of these goals and policies will ensure that adopted levels of service will be maintained and provided concurrently as growth occurs.

Goal 1. Provide needed public facilities and services in a manner which protects existing investments, maximizes use of existing facilities, protects the natural environment and promotes orderly, compact growth consistent with the Town’s historic character.

- CF 1.1 Capital improvements should be provided which correct deficiencies in existing facilities, replace worn out or obsolete facilities, extend the life of existing facilities or construct new facilities as outlined in the Six-Year Capital Improvement Program.
- CF 1.2 The basis for the Six-Year Capital Improvement Plan should be the adopted elements of the Comprehensive Plan, along with other adopted plans and programs which deal specifically with different aspects of the Town’s capital inventory. This list includes the most recent versions of the Abbreviated Water System Plan, Comprehensive Sewer Plan, Integrated Stormwater Management Plan, Transportation Improvement Program and Parks, Recreation and Open Space Plan.
- CF 1.3 Proposed capital improvement projects should be evaluated and assigned a priority using the following criteria:
- a. whether the project is needed to meet federal, state or local requirements that protect public health, safety and welfare;
 - b. whether the project is financially feasible, including costs associated with long-term maintenance and operations;
 - c. whether the project is needed to correct existing deficiencies, replace needed facilities or extend the life of existing facilities;
 - d. whether the project eliminates or diminishes public or environmental hazards; and
 - e. whether the project is consistent with the adopted capital plans of other public service providers.

- CF 1.4 Capital improvements should be designed for consistency with the small town and historic character of the community. In particular, the site design and visual appearance should be reviewed for consistency with the Town's community design standards.

Goal 2. Provide for the most efficient, economic and equitable methods of financing capital improvements.

- CF 2.1 The responsibility for financing capital improvements should be assumed by the primary beneficiaries of the facility. General fund revenues should be used to fund capital improvements only if the project provides a broad public benefit.
- CF 2.2 The Town should use long-term borrowing to fund projects when the proposed facility will provide benefits for 20 years or longer.
- CF 2.3 The Six-Year Capital Improvement Program should be reviewed annually prior to the annual budget process. Annual capital needs identified in Year 1 of the revise CIP will be used in compiling the annual budget.
- CF 2.4 The Town should make every effort to secure grants and similar sources of funding and, when possible, to seek creative funding partnerships to finance capital improvements.
- CF 2.5 Future development should be responsible for all capital improvement costs necessitated by the project.
- CF 2.6 Impact fees on new development should be considered if the annual review of the Capital Improvement Program forecasts a deficiency in level of service within a five year time frame.

Goal 3. Ensure that new development in Coupeville occurs only when adequate public facilities are available to support the development.

- CF 3.1 The Town should adopt a concurrency management ordinance concurrent with the 1999 revision to the Capital Facilities Element. This ordinance should detail a procedure whereby applications for new development should be reviewed for their impact on adopted levels of service.
- CF 3.2 Coordinate review of development proposals with other providers of public facilities and services, such as the Coupeville School District, Central Whidbey Fire and Rescue, Island Transit and Island Disposal, to ensure adequate capacity to serve the proposal.
- CF 3.3 Establish a procedure for review and evaluation of the Comprehensive Plan if it appears that capital facilities and services necessary to support growth projections cannot be funded.

UTILITIES ELEMENT

Electricity

Electrical service is provided to the Town of Coupeville by the Puget Sound Power and Light Company. Currently, there is one 115kV transmission line (Whidbey - Greenbank #1) that passes through Coupeville south of SR 20. Puget Power does not anticipate a need for any additional facilities in Coupeville through 2010. An existing Puget Power substation serving Coupeville and surrounding areas is located southeast of the intersection of SR 20 and NW Broadway, just outside of Town limits.

Natural Gas

Natural gas service is not available in the Town of Coupeville.

Communications

Telephone service is provided by General Telephone Company. Cable TV is provided by TCI.

UTILITIES - Goals and Policies

Goal 1. To assure the development of all utilities at a level adequate to serve existing and future growth.

U 1.1 Provide population forecasts, development plans and other relevant data to utility service providers in the Town.

U 1.2 Coordinate land use planning with utility planning. Adopt procedures to encourage providers to utilize the Comprehensive Plan Land Use Element in future facilities planning.

U 1.3 Allow new development only when and where all public utilities can adequately serve demand.

U 1.4 Establish and adopt procedures for review and comment on proposed actions and policies by public and private providers of utility services.

Goal 2. To process permits and approvals for utility facilities in a fair, predictable and timely manner.

U 2.1 Promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions and reduce the cost of utility delivery.

U 2.2 Provide timely effective notice to utilities to encourage coordination of public and private utility trenching activities for new construction and maintenance and repair of existing roads.

U 2.3 Coordinate land use and facility planning to allow eventual siting and construction of distribution lines within rights-of-way which are being dedicated or within roads which are being constructed or reconstructed.

U 2.4 Review and amend existing regulations as necessary to allow maintenance, repair, installation and replacement of utilities, where consistent with the overall goals of the Comprehensive Plan.

U 2.5 Encourage system design practices intended to minimize the number and duration of interruptions to customer service.

Goal 3. To minimize impacts associated with the siting, development and operation of utility facilities on adjacent properties and the natural environment.

- U 3.1 Assure that utility facilities are sited, designed and buffered to be compatible with surrounding development.
- U 3.2 Establish a process for identifying and siting essential public facilities. The Town will work cooperatively with Island County and other jurisdictions during the siting and development of facilities of regional significance.
- U 3.3 Assure that facilities are sited to minimize impacts on natural features, sensitive areas and water quality and quantity.
- U 3.4 Encourage utilities to incorporate methods of reducing exposure to power frequency magnetic fields in the siting and design of transmission lines, cell sites and other potential sources of emission of electrical and magnetic fields, pending development of further scientific data.
- U 3.5 Assure that all maintenance, repair, installation and replacement activities are consistent with adopted critical areas policies and ordinances.
- U 3.6 Encourage serving utilities to minimize tree trimming and vegetation removal during routine maintenance.
- U 3.7 Explore the feasibility of undergrounding existing utilities on historic Front Street in conjunction with other street improvements.
- U 3.8 Require that new development be served by underground utilities whenever feasible.

Goal 4. To promote effective energy conservation and recycling measures.

- U 4.1 Facilitate the conversion to cost-effective and environmentally sensitive alternative technologies and renewable energy sources.
- U 4.2 Adopt standards relating to solar access for solar energy systems.
- U 4.3 Require new multi-family and commercial development to provide on-site recycling services.
- U 4.4 Encourage public and private sector involvement in recycling programs and in the use of recycled products. The Town will investigate the establishment of a model recycling program and shall use recycled products whenever possible.

HISTORIC PRESERVATION ELEMENT

I. Introduction

Preservation is not about shrink wrapping historic and archaeological sites for viewing from a safe distance. Rather, it is a dynamic process whereby the cultural values inherent in the land and built environment are acknowledged and perpetuated as part of an integrated planning program. The value of such an approach was given some support by the Washington State Legislature when it passed the Growth Management Act in 1990. Specifically, Planning Goal 13 is to “identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.” However, the Legislature went no further and did not include historic preservation on its list of six mandatory planning elements.

The lack of a clear mandate has meant that very few jurisdictions planning under growth management have gone beyond a cursory policy level in addressing preservation within community and neighborhood planning. Given our wealth of historical resources, Coupeville has a greater incentive than most communities to provide a clear direction through its Comprehensive Plan for managing development in a way that respects our history. Over 50 National Register properties, with many more listed as contributing within the Ebey’s Landing National Historical Reserve, should secure pride of place for historic preservation within our local planning efforts.

With the financial support of the National Park Service, historic consultant Mimi Sheridan prepared a Historic Preservation Plan for the Town of Coupeville. This element is based largely on the results of that Plan, and the public comments on approach and content. Out of the Plan comes the recognition that even a small town like Coupeville has discernable neighborhoods with distinct histories. These respective histories, along with the character-defining characteristics still in evidence on the ground, form the basis of a localized approach to preservation.

II. Development Snapshot

Whidbey Island showed its worth as a productive and pleasant place to live well before Europeans discovered its advantages. American Indians found that it suited their needs well, and the Salish Tribe established several settlements around Penn Cove. Later, Whidbey Island was among the first parts of Washington State to be discovered by Europeans. Captain George Vancouver’s expedition explored the Straits of Juan de Fuca in 1792. His crew member, Master Joseph Whidbey, discovered Deception Pass and ventured down to examine the shore along Penn Cove. It was Whidbey who named it Penn Cove after a good friend.

Nearly fifty years later, in 1838, Lieutenant Charles Wilkes led a U.S. Navy expedition to chart the waters of the continent’s northwest coast. At about the same time, Catholic missionaries visited local natives, staying but a short time. It was the Donation Land Claim Act of 1850 that brought an influx of settlers. Colonel Isaac Ebey, the first local claimant, gave his name to the settlement, Ebey’s Landing, on the Straits of Juan de Fuca south of Coupeville. By 1855, Ebey’s Landing and Penn Cove were ringed with land claims. Newcomers found large open prairies ready for farming, as well as woodlands and protected harbors. Indeed, they saw what Joseph Whidbey had described: “...a delightful prospect” and “a land luxuriant with beautiful pastures, tall grass and plentiful deer.”

The area's geographic importance was reinforced with the creation of Island County by the Washington territorial government on January 6, 1853. This was one of only five counties in the territory, and extended from the middle of Admiralty Inlet east to the crest of the Cascade Mountains and from King County north to the Canadian border. The county seat for this vast area was Coveland, at the head of Penn Cove, a few miles northwest of Coupeville. However, momentum later shifted to Coupeville, which had been a growing settlement since the 1860s, and the county government moved there in 1881.

The settlement prospered. Forty years after the Donation Land Claim Act, the first edition of the *Island County Times*, on March 18, 1891, described a "substantial" town at Coupeville, with "...two stores of general merchandise, one drug store, three hotels, two saloons, one blacksmith and wagon shop, post office, schoolhouse, and about twenty-five dwelling houses . . ."

Logging and agriculture were the original economic base. Sailing ships and, later, steam- and gas-powered boats frequented Coupeville docks, transporting freight and passengers throughout Puget Sound. The town profited from trade in timber and agricultural products grown on the island, as well as a limited amount of industry such as lumber mills and fruit drying. After Coupeville became the county seat it attracted additional trade from those doing county business.

At the turn of the century, Whidbey Island's proximity to the sea was turned to national defense purposes, with the development of Fort Casey by the United States Army. The increased activity and growing population of the area led to Coupeville's incorporation as a town in 1910. The new town's 310 people were more than matched by the 330 men, some with families, then stationed at Fort Casey. However, relatively little military activity occurred on the island until World War II and the construction of the naval air facility at Oak Harbor.

Early travel was primarily by boat. Each settlement, such as Coupeville, Langley and Oak Harbor, had a dock. Small steamers ran daily, connecting them with each other and with Bellingham, Everett and Seattle. This began to change in 1912 when an auto ferry to Anacortes began running. In 1935 the Deception Pass Bridge was completed, allowing easy access for both autos and trucks. The bridge, along with the construction of the naval air base in the early 1940s, opened the way to dramatic population increases.

Since World War II, and particularly since 1970, Coupeville has seen considerable growth and change. Retirees have discovered the climate and beautiful setting. Some newcomers are willing to commute long distances to live in a small town. The completion of the new highway, SR 20/SR 525, in 1967 provided easy access throughout the island and to the ferry running from Clinton to the Everett area. As the county seat, Coupeville has seen the effects of the growth throughout Island County with expanded county offices and schools. Whidbey General Hospital and its neighboring medical office buildings have made Coupeville the island's medical center. All of these changes have had a profound effect on the Town of Coupeville.

As these changes led to the demolition of old buildings and the construction of new ones, Coupeville residents became acutely aware of their unique historic landscape and buildings. They also came to realize the importance of tourism to their economy, tourism based not only on natural beauty but also on their heritage. The Central Whidbey Island Historic District (established in 1972), Ebey's Landing National Historical Reserve (1978) and the Town's own Historic Restoration Overlay District and design review process (1995) have provided a framework to preserve the Town's unique character while allowing it to adapt to meet future needs.

III. A Neighborhood Approach

Coupeville today is the product of its past development, some of which is still apparent in today's streets and buildings. The Town first grew as a trade and government center, the focus of agricultural trade and steamboat travel. More recent events have replaced agricultural trade with medical care, attracting people from throughout the island. Tourism has replaced steamboats as an “industry,” with Ebey’s Landing National Historical Reserve and historic Coupeville itself drawing visitors from great distances.

Despite the fact that a recognition of community history is vital to local tourism, much of Coupeville’s history is becoming increasingly obscured by new development and other changes. While the historic commercial center on Front Street and older residential areas are still apparent, the historical context is often obscured. It is difficult for visitors and even residents to see the relationships between that which they can see today and past activities.

Evidence of Coupeville’s heritage as an agriculture and shipping center is virtually gone. New development covers agricultural land. Modern buildings, especially commercial structures built in the post-war years, often detract from the area rather than contributing to the context in new ways. There frequently appears to be little recognition or understanding of the Town’s historical context when these new structures are designed and constructed.

Addressing the challenge of dealing with change successfully will be the major factor in bringing Coupeville into the 21st century without obliterating its 19th century heritage. A neighborhood approach has been used to focus attention on both the desirable and undesirable character-defining elements in different parts of Town. This approach is described below.

Neighborhood Character

A stroll through historic Coupeville reveals many reminders of early settlement. Besides the lovely old homes and commercial buildings, large lots, remnant orchards, and gardens abound. These features are elements of the Town’s strong historic character. But each part of Coupeville, not just the historic area, has its own character, a “flavor,” that has evolved over time and distinguishes one area from another. A community’s physical character results from a combination of physical, geographical, political, legal and social/technological factors working together over time.

- **Land use** - commercial, single family, multifamily, public- is perhaps the most noticeable aspect of character. Zoning is the process of legally establishing the types of uses allowed in various parts of town. Of course, many uses in Coupeville began before zoning was instituted, resulting in some areas with older homes mixed in with newer commercial buildings.
- **Land division** is an equally important aspect. Indeed, it is often overlooked because it is so obvious. This includes street width and layout (straight or curved) and the size and shape of lots and blocks. Platting is the legal process of dividing property into lots for sale. Some areas in Coupeville are not platted but remain as large parcels of land, or acreage. The platting process sometimes includes restrictions on use, setbacks, architectural style or other characteristics.
- **Building size, lot size, density and setbacks** vary to a surprising degree in some neighborhoods, although they are governed by town regulations to some degree. Coupeville’s early settlers often sited their homes on several lots, allowing space for today’s large gardens.

- ***Predominant building type***, whether commercial, residential, multifamily or institutional buildings, affects the overall character of a place. This differs from land use; for example, a residence can be converted to a small shop or a duplex without changing its building type.
- ***Date of development*** affects buildings and their settings, architectural style, materials, landscaping, street patterns and other characteristics. Often lots are sold over a period of time, leading to a mix of building ages and styles in a neighborhood. Sometimes the results form a cohesive character; in other cases, stark contrasts are found.
- ***Architectural style and materials*** can be among the strongest determinants of character, especially in older neighborhoods. Particular styles are often related to specific periods of time, as described in the next section. Recognizing a house's style can help identify when the neighborhood was developed.
- ***Views*** of water, mountains, woodlands, fields, orchards and historic structures are particularly important in Coupeville, whether entering or leaving town or travelling within it.
- ***Sense of entry***, to the town itself and to some specific neighborhoods, establishes context and expectations. Each of Coupeville's entry points has its own distinctive character.
- ***Open space***, both small vacant lots and larger unbuilt areas, provides a sense of openness in many parts of town.
- ***Vegetation, both natural growth and planned landscaping***, is often the strongest character element, particularly on small residential streets. Natural vegetation provides historic context. Domestic landscaping and street plantings, such as trees, shrubs, gardens, orchards, hedgerows and fences, provide strong character and are also the most likely elements to change as tastes and owners change.
- ***Outbuildings and fences*** and features such as trellises and rock walls can significantly affect character if easily visible from the street. Examples range from historic sheds and picket fences to metal outbuildings and six-foot board fences.
- ***Streets, sidewalks and parking***, particularly the type of paving, shoulders, walkways and how parking is accommodated, vary from one area to another.
- ***People***, both the original builders/developers and property owners over time, add their tastes and preferences, particularly for elements that change often, such as colors and landscaping.

Neighborhood Character Districts

Based on the elements described in the previous section, seven major “Neighborhood Character Districts” have been identified within the Town of Coupeville, each with two to four sub-areas. Each district’s history is recounted briefly, the physical character is described and the key elements that give each area its distinctive character are listed. Districts and sub-areas are shown on Figure HP-1.

District A. HISTORIC DOWNTOWN

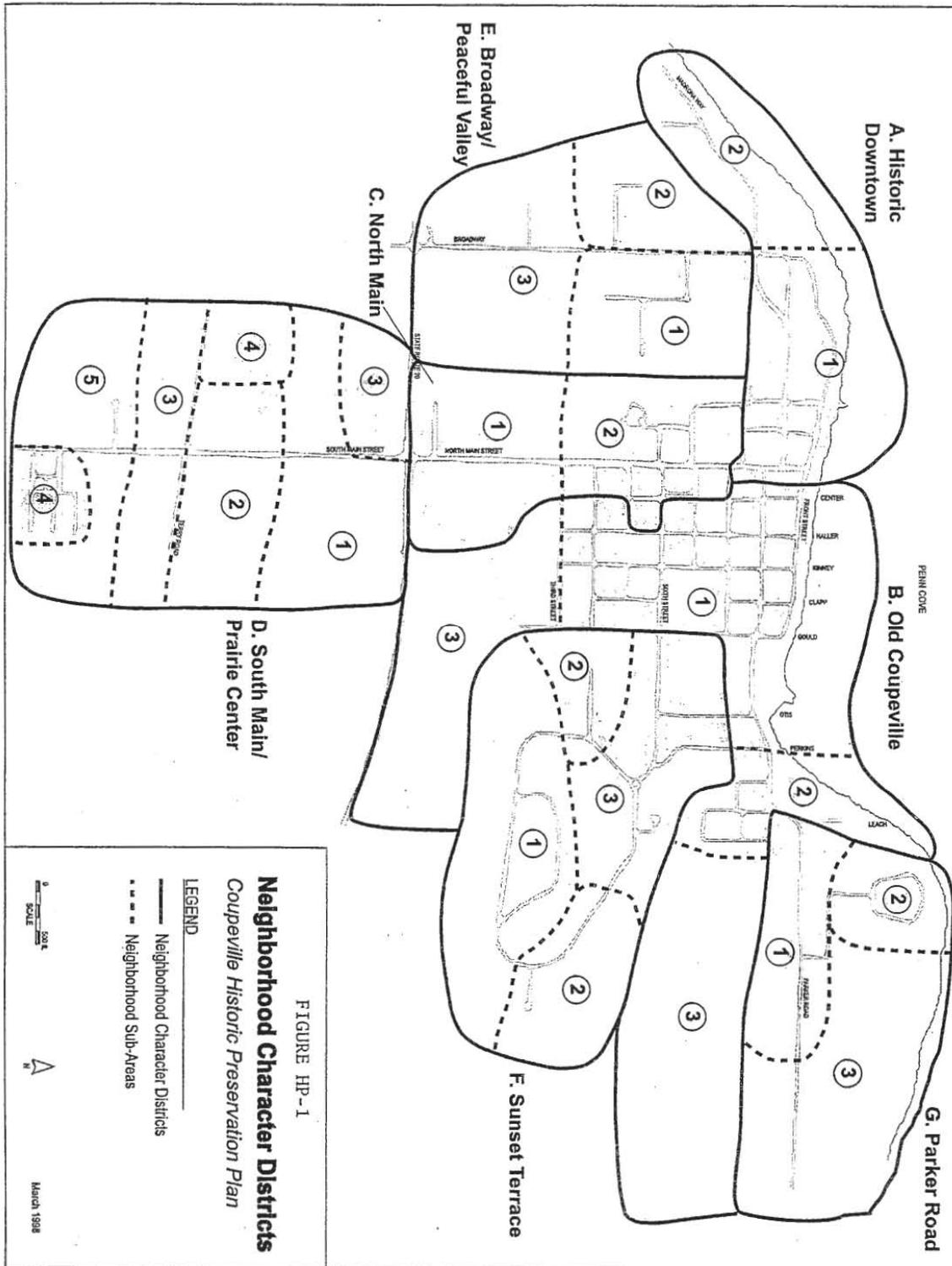
This district includes most of what people think of as historic Coupeville - NW Front Street, the lower part of Main Street and Madrona Way, until 1967 a primary entry to town. The character is set by the historic structures and, on Madrona Way, by the dramatic landscape. Newer structures, from 1940s cottages to modern commercial structures, are interspersed throughout, except on Front Street itself. Landscaping varies widely, from large gardens to minimal lawns. Parking is a growing issue and several parking lots have been added. The vacant Union Oil property leaves a gap at a key corner.

Area A-1: Historic Commercial District

The heart of Coupeville, the place where its historic character is most apparent, is the business district along NW Front and Coveland streets. The Historic Restoration Overlay Zone and design guidelines have helped to preserve this character for the future. Most businesses are now tourist-oriented, but reminders of the street's original role as a regional commercial center are a potentially important feature. This has always been primarily a commercial district, but many residences have been located here as well, including the former Calhoun Apartments (Glenwood Hotel) and living quarters above some stores.

Key elements:

- Primarily wooden structures, many with false fronts
- Some concrete Moderne-style structures
- Spaces between buildings, providing glimpses through to the street and to Penn Cove, and often passage to the back or to upstairs apartments
- Compatible colors, setbacks and building massing on Front Street



- Sidewalks and boardwalk
- Primarily tourism-oriented activities and uses
- Mix of uses, with retail, office, lodgings and some residential
- Parking lots and modern auto-oriented commercial buildings

Area A-2: Madrona Way

This stretch, from Town Park to the town limits on Madrona Way, is strongly characterized by the madronas in the park and along the bluff, a unique and dramatic element of the landscape. Throughout the area are historic homes and pre-1960 houses, often on irregular, wooded lots overlooking Penn Cove. Before SR 20 was completed, Madrona Way was the main route to Coveland, the original county seat, and to Oak Harbor.

Key elements:

- Trees, especially the madronas in the park and on the bluff
- Wooded and heavily planted lots
- Views of Penn Cove and open fields at town limits
- Open space at park and along bluff
- Houses of varying ages and styles, including historic homes and cottages
- Wood siding, including shakes, shingles and logs as well as more common horizontal siding

B. OLD COUPEVILLE

The heart of Coupeville, the original town was platted by Thomas Cranney in 1883. It is marked by the symmetry of its layout in regular blocks measuring 200 feet by 200 feet and its mix of building lot sizes and house styles. It extends from NE Third Street north to the waterfront and from Main Street east to Gould Street. This area extends further east to include parts of Hull's and Academy Addition and the northern portion of Leach Street.

Old Coupeville also encompasses large areas of vacant fields or woodlands off of SR 20 and Parker Road. These have been included here because they are contiguous and reflect early Coupeville's character. This area excludes the government buildings that are in the North Main district.

This area is now residential, primarily single family. However, history indicates that there have been commercial locations in the past, such as the old county courthouse and jail at 6th and Haller, Polly Harpole's maternity home on Haller Street and the *Coupeville Courier* printing office at 9th and Kinney. Residences are eclectic in style, size and quality, with many historic homes. Some are among the finest on Whidbey Island. Most of the homes added since the 1920s are modest cottages, with some ranch style homes. However, in recent years a number of large houses have been built.

The landscaping varies as well. The original plat has eight fifty-foot-wide lots on each block. However, most parcels consist of more than one lot, and some blocks have only one to four parcels. Given the large parcel sizes, outbuildings, trees and remnant orchards are important parts of the landscape. Much of the area has a rural character.

Streets have no sidewalks (except near the site of the old county courthouse at 6th and Haller streets). Most have a drainage swale on one side and a shoulder to walk on. Lawns often extend to the street, but some property owners have added gravel parking areas.

Older buildings are concentrated in the more level areas; more houses were added later as streets were graded and cleared. Third Street, at the top of the hill, was the site of the Congregational Church and the second Puget Sound Academy. The homes here at the top of the hill are mostly newer (post-1930); hidden away behind the trees is a large nursing home and park.

Despite the historic and rural character of this area, only a few blocks near the water are included in the Historic Restoration Overlay Zone.

Key elements:

- Symmetrical layout, typically with 200' x 200' blocks
- Eclectic mix of houses, reflecting various periods
- Notable historic houses
- Varying building lot sizes
- Feeling of spaciousness
- Drainage swales, grassy or gravel shoulders
- Typically no garage or one-car garages; some larger ones added
- Views of Penn Cove and woodlands
- Some lush gardens, trees, shrubs
- Some historic outbuildings and orchards

Area B-2: Academy Addition/Hull's Addition/Leach Street

These few blocks date from 1889/90 and resemble the Town of Coupeville plat, except that the blocks are larger and more irregular. Much of the area was once farmland, and is still vacant, with fruit trees, hedgerows and fields. The section of Leach Street north of NE Ninth Street may be the part of town that has most retained its historic character, with an orchard at the corner, historic cottages and outbuildings and open fields.

Key elements:

- Vistas of fields behind and of trees on hillside
- Vacant areas with trees and shrubs
- Several vernacular farmhouses from 1890-1910 with gable roofs, wood siding, and plain porches
- Vernacular cottages from 1920s-30s interspersed with later cottages and ranch houses
- Small historic and compatible houses, beach cottages and outbuildings many from 1908-1910.
- Large fields with remnant orchards and hedgerows of berries, wild rose and other native and ornamental shrubs
- Shoreline and views of Penn Cove
- Narrow, unpaved road (Leach Street)

Area B-3: Woodlands/Fields

These large areas along Parker Road and SR 20 provide unique woodlands and open fields within Town limits. Near SR 20 is a goat farm, one of the few remaining agricultural uses in Coupeville.

Key elements:

- Vistas of woodlands and fields
- Important entry points, especially on SR 20
- Strong feeling of historic character

C. NORTH MAIN

This entryway to Coupeville has undergone a total transformation in recent years, spurred by the development of Whidbey General Hospital and its proximity to the state highway. State Route 20 was re-routed to this location in 1967.

Although this is a portion of both the John Alexander and Thomas Coupe Donation Land Claims, it was not platted for development. St. Mary's Catholic Church (originally the Congregational Church) at the top of the hill provides a visual focus and break before entering the government/commercial zone that draws one down the hill into the historic area. This area is within the Historic Restoration Overlay Zone; however, many of the structures are outside of the 200 foot wide zone yet are clearly visible from the roadway.

Area C-1: Hospital/Medical Zone

Before construction of SR 20, this area had only a few small houses, dating to the 1920s-30s. Whidbey General Hospital, constructed in 1971, has been a main focus of development, including several small medical office buildings and clinics. Although the structures differ, they are generally similar in size and in their post-modern style. Cam-Bey Senior Apartments, a subsidized housing project for elderly, opened in 1983 across from the hospital. Its Northwest Modern style is enhanced by the numerous trees that remain around it.

The General Telephone switching center across from the hospital was built in the 1960s. Recently a new building has been added behind it, continuing a practice of layered development, reached on short streets back from the central spine of Main Street.

The commercial cul-de-sac of NW Birch Street developed in 1984 as part of the Peaceful Valley planned unit development; the Coupeville Arts Center is located here. Similar modern buildings, a bank and medical clinics, developed on the east side of Main Street in 1990. The fire station and the town shop and garage sit at the top of the hill next to this district's primary historic building, St. Mary's Church.

Key elements:

- Low, modern buildings, one with a blue metal roof
- Auto orientation, with large parking lots, wide street
- Sidewalks with curbs
- Trees around Cam-Bey Apartments
- Vistas of fields and trees, including field past the Arts Center
- View of St . Mary's Church
- Large lawns at hospital, some additional landscaping
- Blank wall of the GTE building adjacent to road
- View of backs of buildings as one approaches on SR 20
- Setbacks different from historical setbacks

Area C-2: Government/Commercial Zone

Immediately north of the hospital are the local fire station and city shop, ushering in a strip of predominantly government and varied commercial uses. Some blocks retain their historic character, with two historic churches and several historic homes, most in commercial uses. Setbacks differ notably between historic and newer structures.

Key elements:

- Auto-oriented, with many parking lots abutting street
- Distant view of Penn Cove

- Entry to historic area, but lacks definition
- Relatively large modern buildings tend to overwhelm older structures
- Remaining historic structures important part of both the streetscape and the landscape
- Rockery near St. Mary's Church
- Varying setbacks, not conducive to the historical pattern

D. SOUTH MAIN/PRAIRIE CENTER

This area may have been more affected by changing transportation patterns than any other part of Coupeville. Prairie Center itself retains some of the feel of its early development as a crossroads, when Terry Road was the main route to other island communities and Main Street/Engle Road connected two important communities. Although this is the historic approach to Coupeville from the prairie and has numerous historic structures, it is not within the Historic Restoration Overlay Zone; the result is a hodge-podge of styles not relating either to each other or to any historic context.

Area D-1: South Main

The Main Street/SR 20 intersection has developed into a commercial strip since the relocation of the highway. At that time, there was only a small elementary school and a few houses. Now the east side of Main has various small commercial buildings, each surrounded by its own parking lot, in an eclectic mix of modern styles. The elementary school complex, much enlarged, and an attractive stand of fir trees anchor the southwest corner, where a prominent pedestrian bridge arches over the highway. Landscaping is minimal, except large lawns at the Big Rock Apartments and the Assemblies of God church and the heavily-treed lot of the historic Clark house. A new sidewalk, curbs and planter islands line the west side.

Key elements:

- Large and small parking lots abutting street
- Freeway-style minimart and gas station
- Eclectic modern commercial styles
- Large trees at elementary school and at Clark house
- Open space, large lawns, hedgerows, fruit trees at some locations (especially at Big Rock Apartments), minimal landscaping elsewhere
- Unattractive view of rear of buildings approaching on SR 20

Area D-2: Prairie Center

Prairie Center's character derives from the businesses that established, and continue to benefit from, this historically important crossroads. The Tyee Restaurant and Motel was originally known as Pat's Place and was famed for its hospitality. Next door is the vacant lot, covered with broken concrete, where Dean's Chevrolet once stood. Attempts were made to reuse the structure, but it deteriorated seriously and was demolished in 1988. Across the street is Prairie Center Mercantile, first built in 1916. Although these businesses are substantially larger and more modern than originally, their basic character remains. Until recently, the Tyee's original sign painted on the east side saying "Rooms Food Bath" helped maintain the historic character, despite changes to the building.

Carl Dean's gas station began here in 1918. However, in 1929, when he moved the Ford dealership from Front Street, he wanted the prime lot, the northeast corner of Terry Road and Main Street. Accordingly, he got Pat's Place (which began as a barbershop on the corner) to move to its current location to make room for his dealership. Over the years, Pat's expanded to include a restaurant and motel above and a meat market where the bar is now. The place was a community social center with close ties to Fort Casey, even having two signs facing different directions to attract business from both Coupeville and the fort.

Prairie Center Mercantile was opened in 1916 at the northwest corner of the intersection by two soldiers from Fort Casey. The site was a baseball field owned by Sam Hancock, who agreed to build a store for the pair to lease. The Pickard family operated it from 1921 until 1972, transforming it into a significant community institution despite the economic ups-and-downs of this period. The store offered all types of farm and home supplies as well as food. The Pickards also acted as wholesalers, selling local products in Seattle. The building has been considerably expanded and remodeled and now houses a grocery store and gas station. A lumber yard and public storage facility occupy the space behind the store.

Key elements:

- Historic Tyee building
- Auto orientation, with numerous parking lots
- Varied building styles and commercial uses of small houses
- Several small historic houses
- Some residential uses mixed in
- New street landscaping on west side; otherwise bare

Area D-3: Coupeville Schools

Coupeville's first school was built near the southeast corner of Engle and Terry roads in 1895 on land donated by Thomas Coupe. Students from Fort Casey and Ebey's Prairie attended as well as those living in town. The school opened here in 1901, with the elementary pupils downstairs and the high school upstairs. The high school soon had a four-year course of study and a building of its own next door, built in 1913. These two institutions were demolished in 1942 when the new building was constructed. The new school, again combining the elementary and high schools, was built by the federal WPA (Works Progress Administration) in the Moderne style. Despite many changes, elements of this style are still evident in the curved entry overhang and the round window.

Extensive remodeling and additions have been done, and a new gym was constructed across the street in 1979. The elementary school, to the north where SR 20 now runs, was first built in 1962 and has also been expanded greatly.

Key elements:

- Large parking lots, minimal landscaping
- Massiveness of gym; chain link fence
- Unattractive bus maintenance facility
- Varied building styles

Area D-4: Mobile Home Parks

Prairie Center has two mobile home parks: Terry Road Mobile Park at the western town limits on Terry Road and Olympic View Mobile Park at the southern town limits on Main Street (there are also mobile homes behind the Tyee Motel, but they are not easily visible from the roadway). Each has some landscaping along the street, and varying landscaping within the park.

Key elements:

- Considerable landscaping along the South Main Street frontage; no landscaping but fencing along Terry Road
- Approaches from the south and west not screened; out of keeping with the historic character at these points of entry
- Large entry drives and expanses of paving

Area D-5: Jenne's Homesite

The original four-acre homesite of Ed Jenne was platted in 1986. It was developed as a cul-de-sac called Bainbridge Lane, with homes typical of the period. The modern ranch-style homes and suburban siting contrast sharply with their surroundings, breaking the cohesiveness of the historic area. The original Jenne house, one of Coupeville's most ornate Queen Anne designs, remains next door as a bed and breakfast. To the south, are several older homes, many with gardens, landscaping, and large trees along the street and elsewhere. These traditional houses and vegetation provide an appropriate transition from the south - an older, more closed-in area between the farms of the wide-open prairie and the more densely-built "city" of Prairie Center.

Key elements:

- Ranch and split-level houses with two-car garages on a suburban cul-de-sac
- Nearby historic and other older homes
- Wide driveways
- Relatively little landscaping near newer homes
- Large trees and shrubs around older homes
- Large gardens at entry near Jenne house
- Vistas of surrounding fields, the prairie and the Olympics

E. BROADWAY/PEACEFUL VALLEY

This area is varied, with open fields, major development underway, some typical suburban houses and a large open field near the highway.

Area E-1: Krueger Farm

The last large farm in Coupeville, Krueger Farm was a significant portion of the John Alexander Donation Land Claim, extending from Coveland Street south to SR 20. It was annexed to the town in 1970. Early development proposals called for up to 165 dwelling units. A mixed-use development was approved after much debate, but was not built as proposed. The property is now being developed in a typical suburban fashion, out of context with the historic pattern of settlement.

The Meadow Court neighborhood is a portion of the original Peaceful Valley planned unit development proposed in 1984. It is a community of 14 townhouses clustered on culs-de-sac, with common open space.

Key elements:

- Typical suburban development with small lots
- Varied modern housing styles, primarily neoeclectic
- Street system not integrated with the town streets, isolating the community
- Little apparent relationship to the town
- Sidewalks are planned
- Auto-oriented; large garages and driveways
- Landscaping new, not grown in yet
- Detention pond with chain link fence

Area E-2: Broadway

This area is primarily scattered homes along Broadway and on culs-de-sac. The major plat is Madrona Vista, platted and annexed in 1979, with ranch-style and split-level homes. Similar homes are found on Snomont and Oakmont streets, with some eclectic styles. Broadway ends at SR 20, where it becomes

Ebey Road on the south side of the highway. The Foursquare Church and its large parking lot are at the town limits, surrounded by woodlands and a field with hedgerows.

Key elements:

- Views of woodlands and open fields
- Views of Main Street churches and Penn Cove
- Many trees
- Large modern garages and driveways
- Eclectic mix of modern houses with wood siding, some out of scale with the neighborhood

Area E-3: Open Fields/Woodlands

This section, between the Foursquare Church and SR 20 and east to Birch Street is one of the most pristine and valuable vistas in Coupeville. The trees are an important entry feature from both directions on SR 20, and provide a natural background for the new development on North Main Street.

Key elements:

- Views of woodlands
- Open fields

F. SUNSET TERRACE

The Sunset Terrace district consists primarily of the area platted in 1955 by Robert Faris. This was originally part of the 80-acre farm purchased by Charles Pennington in 1904 from Tom Clark. The original Pennington house remains at the edge of the plat at 501 NE Otis Street. Much of the farm was outside the town limits; these 63 acres were annexed in 1955. This district also includes some short plats and the Ryan's Woods subdivision (1989).

The Sunset Terrace plat documentation specified restrictions and protective covenants, to be overseen by an architectural control committee. These restrictions ran for 25 years, with an additional 10 year extension, until 1990. The restrictions show why much of the area has a similar character, since they regulated the type, size and style of buildings as well as setbacks, outbuildings, signage and uses.

Area F-1: Pennington Circle/Summit Loop

This area reflects the typical subdivisions of the 1950s, with curving streets, large lots and ranch-style houses. Many lots remain vacant. Because of its location high above town, it has little relationship to the rest of Coupeville.

Key elements:

- Predominantly ranch style houses, as required by the covenants
- Uniform setbacks; lots approximately 100 feet wide by 200 feet deep
- Older houses have horizontal wood siding; vinyl common with newer houses
- Variety of fences and landscaping, few lush gardens
- Some large driveways, gravel parking areas
- Views of both Penn Cove and the Straits of Juan de Fuca
- Openness; undeveloped lots
- Large trees around sides
- Sunset Terrace Park

Area F-2: Hillside

The roads winding up to Pennington Loop have a distinctly different character, heavily treed, with Northwest contemporary houses as well as ranch-style houses. Much of this area has a woody northwest character, while other blocks have the ranch-house character of the top of the hill, but with smaller lots.

Key elements:

- Large evergreen trees
- Steep, winding road
- Many houses set back in trees on steep lots
- Ranch houses on smaller 80-foot-wide lots in some sections
- Naturalistic landscaping

Area F-3: Lower Sunset Terrace

This area has a mixture of house styles, predominately dating from after World War II. There are very few historic homes; several groups of developer homes in ranch and other modern styles predominate, along with many smaller cottages.

Key elements:

- Vistas of fields behind and of trees on hillside
- Relatively dense development, as many houses appear to have been developed together; fewer large lots than elsewhere
- Vernacular cottages from 1920s-30s interspersed with later cottages and ranch houses
- Varied residential landscaping, ranging from minimal plantings to large gardens.

G. PARKER ROAD

The Parker Road district extends from east of Leach Street to the eastern town limits; the road continues on as a county road to meet SR 20. The area, totaling 194.75 acres, was annexed to Coupeville in 1959. There is relatively little development, most of which occurred after annexation. The road originally went only from the saw mill at NE Ninth Street and Otis Street up Calendar's Hill and to Lovejoy Point, which was settled by E.O. Lovejoy in 1890. Nearby farms raised chickens and strawberries; the agricultural heritage is still apparent in the large parcels of land (one is 37 acres).

Area G-1: Penn Vista

This is an area of newer development in a high and medium density zone, featuring condominiums (1972, 1991) and small suburban-style homes on 90-foot lots close to the road.

Key elements:

- Modern condominiums: large windows, decks, view orientation
- Cottage and ranch-style homes, most from 1950s-70s
- Varied landscaping
- Open land behind homes

Area G-2: Captain's Choice

Captain's Choice, platted in 1966, has fourteen lots arranged around the Leisure Street loop. Most of the lots have been developed. This area was originally known as Lovejoy Point, since the Lovejoy family owned much of the land; their 1890 historic home remains, overlooking the water in the middle of the subdivision. However, it now seems to be out of context with the newer houses. The neighborhood is not visible from Parker Road.

Key elements:

- Views of Penn Cove
- Modern homes of varied styles: ranch, split level, contemporary from 1960s-80s; some large driveways
- Historic Lovejoy home
- Gardens, lawns and elaborate landscaping on large, irregular lots
- Open park-like space along bluff; many madrona trees

Area G-3: Parker Road

Parker Road is a unique environment where the road seems to penetrate a forest with minimal human presence. Most structures take advantage of the forest and water views and sit far from the road. A subdivision on Moore Place (Hoskins First Addition, 1968) and several short plats have clusters of smaller lots close to the roadway. Some newer home construction is cutting down the trees that buffer most of the homes from the roadway and give the area much of its unique character.

Key elements:

- Predominantly evergreen forest with native undergrowth
- Long narrow lots on water side, with most structures hidden by trees
- Narrow driveways with native landscaping, marked only by mailboxes
- Some lots being cleared of trees, with homes built closer to the road
- Some driveways marked by more formal landscaping
- Large acreages; some animals, agricultural uses
- Vistas of woodlands and open space to the south

HISTORIC PRESERVATION - Goals and Policies

These proposed policies and actions are derived primarily from the preceding development histories, descriptions and analyses of Coupeville and its neighborhoods. Public comment from the September, 1999 Historic Workshop, along with input from the Design Review Board, Planning Commission and Town Council provided refinements based on community vision. Their purpose is to enhance both Coupeville's overall character as an historic rural community and the unique character of each of these individual neighborhoods.

The emphasis here is on physical character as viewed from major entry points into town and from primary roadways throughout the town. These roads include SR 20, North and South Main streets, Front Street, Coveland Street, NE 9th Street, NE 6th Street, Parker Road, NW Madrona Way, Broadway and Terry Road. However, the importance of each individual historic feature, even those in more obscure locations, should be recognized; they not only provide valuable information about community history, but are visual amenities to be appreciated by neighbors and other town residents.

Goal 1 Use overlay zoning to define areas where special regulations apply in accordance with adopted neighborhood design standards.

- HP 1.1 Review the boundaries of Coupeville's Historic Restoration Overlay Zone to increase its effectiveness in preserving community character.
- HP 1.2 Reassess the Historic District Overlay Zone's 200 foot boundary from Main Street, so that structures outside the boundary, but easily visible from a major roadway, must comply with appropriate design guidelines.
- HP 1.3 Extend the Historic Restoration Overlay District boundary to the center of blocks rather than the centerline of streets, so that incompatible construction is not permitted across the street from regulated areas.
- HP 1.4 Develop an administrative review process for certain simple applications below an identified threshold or away from public rights of way.
- HP 1.5 Consider secondary historic overlay or buffer zones in other neighborhoods which would apply to specific development proposals likely to have an effect on neighborhood character.

Goal 2 Views are an important component of historic character and impacts from new development should be evaluated when appropriate.

- HP 2.1 Identify significant view corridors from entry points and primary roadways, including views of water, fields, woodlands and important structures, and develop policies to protect them.
- HP 2.2 In cooperation with Island County and the Ebey's Trust Board, identify and protect significant views of Coupeville from outside the town, especially from Ebey's Prairie, from SR 20 and across Penn Cove from Monroe's Landing.

Goal 3 Landscaping, native vegetation and open space should be an enduring feature of

Coupeville to retain a rural, small town historic character.

- HP 3.1 Identify and map woodlands and fields that are visible from points of entry and primary roads, and develop methods to preserve them.
- HP 3.2 Enact policies and regulations to preserve trees on private and public lots, especially in crucial areas such as Madrona Way, Parker Road and Main Street.
- HP 3.3 Begin tree-planting programs and incentives on both public and private land. Historically appropriate species that meet modern needs should be emphasized.
- HP 3.4 Adopt strong, effective landscaping standards for commercial, multifamily and large single-family developments throughout town. Emphasis should be on screening of parking/service areas, softening the appearance of large or modern structures, and attractive screening of structures, especially from Ebey's Prairie or SR 20.
- HP 3.5 Identify key historic landscape elements on both public and private land and develop a program to encourage their preservation.
- HP 3.6 Provide information and assistance to encourage attractive residential landscaping.
- HP 3.7 Develop standards and information on appropriate types and height of fencing for specific neighborhoods. Consider appropriate heights, materials, styles, locations and colors for fencing in various neighborhoods, including low-cost and low-maintenance options.

Goal 4 Develop design guidelines for public right-of-way and public property, such as street edges, swales, sidewalks and curbs.

- HP 4.1 Emphasize characteristics that contribute to the town's rural character. For example, street lighting and sidewalks in neighborhoods should be minimized, consistent with public safety and increased pedestrian use.
- HP 4.2 Street designs, utility plans and other public works plans should take into account impacts on historic properties and local neighborhood character in all parts of town.

Goal 5 Establish fair and reasonable means of preserving Coupeville's historic structures, neighborhoods and open spaces, using regulations, incentives or voluntary guidelines as appropriate to each neighborhood.

- HP 5.1 Approach preservation in a positive manner which respects private property rights.
- HP 5.2 Protect all structures throughout the town that are designated as contributing to local character, both through mandatory design review and through development of a demolition ordinance.

- HP 5.3 Review and update regularly the list of structures that contribute to local character (outside the Historic Overlay Zone).
- HP 5.4 Review zoning and building requirements to encourage new construction and major remodels to be compatible with (but not necessarily mimicking) nearby older homes in terms of size, massing and general appearance.
- HP 5.5 Develop broad and specific design guidelines for new construction and major remodels for each identified neighborhood, emphasizing that which is visible from major streets and entryways.
- HP 5.6 If necessary, provide options in the guidelines that take into account the need to use lower cost or lower maintenance materials at times, particularly for non-historic and non-contributing buildings.
- HP 5.7 Identify the color palettes and modern materials that are most appropriate for use on Coupeville structures and provide information on them to builders and property owners.
- HP 5.8 Using the *Secretary of the Interior's Standards for Rehabilitation* as a guide, ensure that developments are compatible with nearby areas in terms of building size and massing, street pattern, landscaping and building styles, colors and materials.
- HP 5.9 As an example to others, the Town, Island County and other public agencies should adopt policies to assure that special care is taken of publicly-owned historic resources (including buildings, landscaping and open spaces) to retain those features and elements that give these places their significance.
- HP 5.10 Review permitted uses within each zoning district to ensure maximum compatibility with historic development patterns and uses.
- HP 5.11 Develop standards and provide good examples for accommodating parking in both residential and commercial areas with minimal impact on character.
- Goal 6 Make historic preservation both fun and educational in the Town of Coupeville.**
- HP 6.1 Capitalize on Coupeville's history by making it more vivid throughout the town.
- HP 6.2 Develop and implement a system of preserving information about town development and history to better document the town's history for the future.
- HP 6.3 Develop and maintain a database of historic structures and the historic district that is compatible with the state standard developed at the Office of Archaeology and Historic Preservation. This database should include information on ownership and changes to historic properties and their condition and other relevant information.

HP 6.4

Expand educational efforts to enhance awareness of the town's history and unique character among historic property owners, building tenants, real estate agents, prospective property buyers and all town residents.

PARKS, RECREATION and OPEN SPACE ELEMENT

I. Introduction

Opportunities to participate in indoor and outdoor recreation or to enjoy areas of unspoiled open space are reasonable expectations no matter where people live. Indeed, quality of parks and amount of open space are often good indicators of how much people care about their community. Parks, recreation buildings and walkways provide seasonal or year round locations for physical activities, social and cultural gatherings, children's events and play or simply a solitary respite from the rigors of daily life. On a complementary level, dedicated open space areas interweave with the built environment to preserve the intangible small town character so highly desired by Coupeville residents. In addition, these areas can perform valuable service in protecting critical areas that sustain cultural, biological, geological and ecological processes within the community.

Even places with relatively small populations and slow growth rates, such as Coupeville, should have a plan in place to ensure a healthy recreational and open space environment. On July 27, 1998, amended countywide policies were adopted calling for each jurisdiction in Island County to include an element in its comprehensive plan to address parks, recreation, open space and natural lands. This element responds to that countywide direction, along with the expressed desires of Coupeville citizens who consistently place effective management of our natural environment, open space and recreation among the highest priority goals for Town government.

While enjoyment of Coupeville's parks, recreational facilities and open space areas are available to other Whidbey Island residents and visitors to this area, it is the citizens of the Town who are the primary beneficiaries. In contrast to the size and relative abundance of popular national and regional facilities in close proximity (including Ebey's Landing National Historical Reserve, Fort Casey and Fort Ebey State Parks and Island County's Rhododendron Park), Town parks are characteristically smaller and more neighborhood oriented. Finding effective means to maintain this existing system while planning for future enhancement are the hallmarks of this chapter.

This element includes an inventory of existing parks, recreation and open space lands owned by public entities in Coupeville, an analysis and forecast of existing and future needs for additional facilities, a discussion of revenue sources and potential funding opportunities, a Six-Year Capital Improvement Program, and a number of goals and policies to guide implementation of the community's long range vision in this area.

II. History of Parks and Recreation Planning

Parks and recreation has been a distinct part of comprehensive planning in Coupeville since December 19, 1983, when the Council passed the Town's first Comprehensive Parks and Recreation Plan. This 19-page document contained many of the elements critical to a successful plan: goals and objectives, inventory of existing facilities, needs and demand, evaluation and recommendations and an action program. One key missing link was a realistic financing plan for making the proposed improvements, although many of them ended up being constructed since plan adoption.

In 1992, a revised Comprehensive Park Plan reached the draft stage but was never adopted. Three years later, on December 11, 1995, the Town Council passed a revised Comprehensive Park Plan as a response to the newly adopted Coupeville Comprehensive Plan and its policy to "maintain a long-range parks and recreation plan based on State guidelines, public need, and a thorough study of existing resources and

facilities.” However, the content of this plan was never integrated with the Town’s Comprehensive Plan and was deficient in not containing an adequate capital plan.

Soon after adopting the first Comprehensive Parks and Recreation Plan, on April 9, 1984, the Town Council established the Coupeville Parks and Recreation Commission to advise the Council on recreational programs and facilities. The charter group met for the first time on May 30, 1984 and the Commission has been active since that date, splitting time between hands-on work and policy discussion. Their focus over the last five years has been improving the recreational hall, beautifying the entry to Coupeville at SR 20 and Main Street, discussing the need for new playground equipment for Sixth Street Park, and working toward an updated long range plan.

III. Inventory of Parks, Recreation and Open Space Lands

The following inventory of parks, recreation and open space lands includes developed and undeveloped parks, walkways, school playground and athletic facilities and undeveloped rights of way (see Figure 10 for site locations). The inventory consists of a summary of each site, grouped by facility type, followed by detailed descriptions of existing site improvements and capacities. It is intended to provide a foundation for assessing adequacy and planning future improvements and acquisitions.

Nationwide, the National Recreation and Park Association (NRPA) serves as a clearinghouse for information, and strives to develop and disseminate standards for local developed open space. In addition to recommending minimum levels of service, NRPA also suggests an organizational system for classifying park lands based on service areas and available amenities. Given Coupeville’s size and the fact that we can not (and probably should not) plan on providing the full range of recreational opportunities, Table 15 below adapts the national standard to develop a local classification system.

Table 15
Classification System for Coupeville Recreational Areas

| Park Category | Use | Service Area | Acres/1,000 Population | Locational Characteristics |
|-------------------|---|-------------------------------------|------------------------|--|
| Mini-Park | Specialized facility serving a single purpose, limited population or specific group | Less than one quarter mile radius | 0.4 acres | Within neighborhoods or within close proximity to associated uses |
| Neighborhood Park | Area for more intense and varied recreational activities, or larger open spaces | One quarter to one half mile radius | 2.0 acres | Within residential neighborhoods; local access |
| Community Park | Parks able to support a wide range of activities, or with regionally important facilities | Townwide and central Whidbey | 3.0 acres | Not specifically linked with any neighborhood; good access and parking |
| Open Space/Trails | Generally undeveloped with passive recreation only | Varies according to location | 5.0 acres/5,280 feet | Highly diverse in character, connect neighborhoods |

Town of Coupeville Outdoor Facilities

The Town of Coupeville owns and maintains a number of developed active and passive recreational facilities, including two community parks, three neighborhood parks, two mini-parks and a growing trails network. In addition, the Town owns a 3.9-acre parcel in Peaceful Valley and a number of undeveloped street rights-of-way which provide community open space. Using a combination of grants, community contributions and Town labor, the trails initiative began in 1998 with a goal to create an interconnected

community trail system in accordance with the non-motorized facilities plan in the Comprehensive Plan. Table 16 summarizes these facilities, followed by a detailed description of each.

Table 16
Summary of Town-owned Park, Recreation and Open Space Resources

| Site No. | Site Name | Facility Type | Acres |
|----------|---------------------------|-------------------|-------|
| 1 | Town Park | Community Park | 3.8 |
| 2 | Captain Coupe Park | Community Park | 1.0 |
| 3 | Sixth Street Park | Neighborhood Park | 1.2 |
| 4 | Peaceful Valley Park | Neighborhood Park | 1.0 |
| 5 | Sunset Terrace Park | Neighborhood Park | 0.8 |
| 6 | Cook's Corner Park | Mini-Park | 0.1 |
| 7 | Front Street Stairs/Deck | Mini-Park | 0.1 |
| 8 | Waterfront Walk | Mini-Park/Trail | 0.4 |
| 9 | OSPC Property | Neighborhood Park | 3.9 |
| 10 | Undeveloped rights of way | Open Space | 2.5 |

1. *Town Park, NW Coveland and Colburn Streets*

This 3.8 acre community park is located in the northwestern part of Coupeville on land donated by the Ladies of the Round Table for use as parkland. The site contains a number of large trees and the northern portion consists of wooded, medium bank waterfront with 500 feet of frontage on Penn Cove. A 440 foot winding trail provides access from the upland to the beach. Developed facilities include a 20' by 30' cookhouse, picnic tables with barbecue pits, restrooms, tennis court, shuffleboard and playground equipment. In addition, Town Park houses the Pavilion, a live performance stage used for outdoor concerts and other social events.

2. *Captain Coupe Park, 602 NE Ninth Street*

This nearly one acre site is located north and east of the Wastewater Treatment Plant and provides Coupeville's only low and no bank waterfront access under public ownership. The park also affords excellent views of Penn Cove and Mount Baker. A boat ramp, floating dock and associated boat trailer parking form the primary use of the park, although there are also picnic tables, barbecues and a public restroom. In 1997, the Council adopted a Master Plan for Captain Coupe Park which, when implemented, will better organize these existing facilities and increase the diversity of activities available to park users. The planned changes include a sea kayak transient storage facility, better pedestrian access to, from and within the park, complete Americans with Disabilities Act (ADA) compliance and bank stabilization and restoration.

3. *Sixth Street Park, NE Sixth and Haller Streets*

Sometimes called Lion's Park, this 1.2 acre neighborhood park provides playground equipment, picnic tables, a small ball field with backstop (suitable for T-ball) and a tennis court. Because of this park's close proximity to the Island County government campus, it has been included in long-range planning for the County's Master Plan for Coupeville Facilities. As part of the mitigation agreement for this Plan, the County has agreed to fund improved landscaping and picnic facilities for Sixth Street Park. New playground equipment provided by the Coupeville Lion's Club was installed in 2000.

4. *Peaceful Valley Park, NW Sixth and Wilkes Streets*

The Town's newest park contains one acre of open, undeveloped land and was dedicated for public use with the development of the Krueger Farms subdivision. There are no immediate plans to develop facilities for this park.

5. *Sunset Terrace Park, 1065 NE Summit Loop*

This one-half acre neighborhood park was dedicated to the Town when the Sunset Terrace plat was recorded in 1955. Located in a picturesque location on Pennington Hill with views northeast to the Cascades and southwest to the Olympics, the site remains undeveloped. A picnic table was recently moved to the park, but its primary function continues to be as open space.

6. *Cook's Corner Park, North Main and NE Ninth Streets*

This small mini-park of about 0.11 acres serves both passive uses and as a gateway to the waterfront historic district. As one of only two parks named after individuals (the other being Captain Coupe), Cook's Corner Park was renamed in 1997 from Triangle Park to honor Eileen Cook who, with the Coupeville Garden Club, was responsible for designing the current layout. The Garden Club funded a piece of public art which is planned for installation in 2000. The park also serves as the focal point each December for the Town's holiday decorations and celebrations.

7. *Front Street Stairs, 6 NW Front Street*

The former site of the Coupeville Town Hall is currently used as a mini-park providing access from Front Street to the beach. In addition, there are two landings which provide informal seating and viewpoints. Funding from the Coupeville Festival Association was allocated in 1998 to restore and enhance the Front Street stairs.

8. *Waterfront Walk, North Main to Captain Coupe Park*

This 2000-foot stretch of packed gravel trail connects the waterfront historic area with Captain Coupe Park, providing spectacular views of Penn Cove and Mount Baker. It was constructed in 1999 within Town-owned right of way, and includes improvements such as seating, landscaping and fencing. The Walk also incorporates the Jolly Boat monument at the corner of Gould and Front. This project was funded entirely through the Community Commemorative Fund, created in early 1999 as a vehicle to accept public donations toward park and other improvements.

9. *OSPC Property, Lower Peaceful Valley*

In early 2000, the Town purchased a 3.93 acre parcel located between the Municipal Parking Lot and the Krueger Farms subdivision. This parcel can be left as open space or developed modestly as a neighborhood park. The long-term plan for this area should take into account adjacent publicly-owned lands, including the Coupeville Library.

10. *Undeveloped Rights of Way, various locations*

The most widespread open space resource under Town of Coupeville ownership is contained within the undeveloped street rights of way dedicated to the Town in conjunction with plats. For the most part, these are concentrated within the original Town of Coupeville Plat (recorded 1883) and Hancock and Race Addition (recorded 1889) on the west side of town. Figure 10 notes those Coupeville rights of way with no improvements, which are described further below.

- A. **Tremont Street between Madrona and Snomont** – This stretch measures 732 feet long and is 60 feet in width. Combined with the two 50 by 60 foot western street ends at NW Seventh

and Eighth Streets, this area totals 1.15 acres. It is unlikely that Tremont Street will ever need to be developed as all vacant lots in the area are accessible from existing rights of way already improved with driveways.

- B. **Tremont Street north of Madrona** – This right of way serves one home only and extends down the bluff to state waters. Two hundred feet north of Madrona Way, Tremont Street also intersects with NW Coveland Street which is undeveloped for approximately 160 feet in this area. In total, there are approximately 0.4 acres of undeveloped upland right of way, characterized by nice views of Penn Cove.
- C. NW Eighth Street east of Broadway – This 13,200 square foot rectangle (66 by 200 feet) has never been developed and was made a permanent dead end by the platting of the Krueger Farms subdivision to the east. This may be a candidate property to vacate to raise money for park acquisition or enhancement elsewhere.
- D. NW Eighth Street west of Alexander – Adjoining the Library property to south, this is a remnant right of way from the Hancock and Race Addition measuring 66 by 100 feet. With the public purchase of the OSPC property to the west, this 0.15 acre street right of way should be considered as part of the open space inventory.
- E. Street ends north of NE Front Street – NE Center, Haller, Kinney, Clapp and Gould all extend into the tidelands north of NE Front Street. For the most part, these rights of way are either the bluff or below the bluff, although a portion of NE Haller Street is on the upland. Total open space represented by these street ends amounts to 0.75 acres.
- F. NE Clapp Street between Sixth and Seventh – This 260 by 60 foot section serves one home and should probably be reserved for potential access to residential lots in this area.
- G. East end of NE Hawthorne Street – The Town required the dedication of Hawthorne to the Town limits in conjunction with Short Plat 91-02, with the east end abutting an undeveloped 40-acre parcel in unincorporated Island County. The Town has no plans to improve the eastern 300 feet of Hawthorne (60 feet wide). This section could be a candidate property for vacation.

Other Public Recreation and Park Facilities

As shown in Table 17 below, there are several public recreation facilities in Coupeville not owned by the Town. Coupeville's regional role is an important one; as the seat of Island County government, as the home for a school district, as the administrative center for a port district and hospital district and as the geographical heart of Whidbey Island. Several of these entities own and maintain facilities which can be enjoyed by Coupeville's citizens.

Table 17

Summary of Other Park and Recreation Facilities

| Site No. | Site Name | Owner/Provider | Acres |
|-----------------|-------------------------------|----------------------------|--------------|
| 11 | Coupeville Elementary School | Coupeville School District | 15.8* |
| 12 | Coupeville Middle/High School | Coupeville School District | 11.1* |
| 13 | Gymnasium/Athletic Fields | Coupeville School District | 7.0* |
| 14 | North Main Park | Island County | 0.2 |
| 15 | Coupeville Wharf | Coupeville Port District | 0.5 |

* Includes buildings

11. *Coupeville Elementary School, 2 South Main Street*

The Elementary School site, located west of South Main Street at State Route 20, houses grades K-5, the District Administrative Offices and athletic facilities on 15.8 acres. In addition to a developed playground for use by the elementary-age students, this site also includes the track and football/soccer field used by Middle and High School students and a fitness course.

12. *Coupeville Middle and High Schools, 5 SE Terry Road*

Further south on South Main Street, the combined Middle and High School, athletic courts and fields and the bus/maintenance barn are contained on an 11.1 acre site south of Terry Road and east of Main. Developed recreational facilities include four tennis courts, a baseball field, six basketball hoops, playground equipment and a volleyball court.

13. *Coupeville Schools Gymnasium, 103 SW Terry Road*

The third School District site is across South Main Street on 7.0 acres where the gymnasium and additional athletic fields are located. There is a developed baseball/softball field on the western portion of this site.

14. *North Main Park, 403 North Main Street*

This small park and picnic area was completed in November 1999 in conjunction with Island County's development of a new Law and Justice Center. This facility replaced Main Street Auto Body and provides landscaping and green open space in this built-up part of the community.

15. *Coupeville Wharf, 26 NW Front Street*

Facilities operated by the Port of Coupeville include a combination of lands owned in either fee simple or state waters leased from the Department of Natural Resources. Recreational opportunities are primarily marine-oriented, such as transient moorage and fishing, but the wharf is also a popular spot for walking, sightseeing or simply lingering in this picturesque location. At the entry to the wharf, the Port District maintains a community kiosk and steps to the beach. On property leased to the National Park Service, outdoor interpretive panels describe Ebey's Landing National Historical Reserve.

Indoor Facilities

In addition to providing venues for outdoor recreation, the Town of Coupeville, the Port of Coupeville and the Coupeville School District own and maintain several indoor facilities. The following provides summary descriptions for these buildings.

16. *Recreation Hall, 901 NW Alexander Street*

This building was moved to the current location in 1946 from the construction site for Grand Coulee Dam in eastern Washington. From its earliest days, it has functioned as a meeting and social hall for the community. Recent improvements include raising the building to pour a foundation and installing insulation. A partial restoration of the interior was accomplished in 1999, including new wiring and lighting, refurbished restrooms, window restoration and fresh interior paint. Facilities inside include a meeting room for about 150 people, restrooms, a stage and kitchen facilities. Parking is provided in a Town-owned lot adjacent to the Recreation Hall.

17. *Coupeville Elementary School, Multipurpose Room, 2 South Main Street*

The Multipurpose Room's primary use is to serve elementary age children, although it is also used heavily for Community Education aerobics classes, along with some use by the Central Whidbey Youth Athletic Association. It contains 7,808 square feet and has a stage, kitchen facilities, two fixed basketball hoops, four portable hoops and equipment for indoor tetherball and mat sports.

18. *Coupeville High/Middle School, Old Gymnasium and Performing Arts Center, 5 SE Terry Road*

Including the locker rooms, the Old Gymnasium contains 10,397 square feet and serves both school-related and Community Education activities. There are six fixed backboards, mats and indoor volleyball available. The Performing Arts Center has a stage, tiered seating and a kitchen.

19. *Coupeville High/Middle School, New Gymnasium, 103 SW Terry Road*

This 17,370 square foot building is the primary venue for indoor high and middle school sports programs. In addition to volleyball and basketball, equipment is available for pickleball, badminton and table tennis. Here again, Community Education and youth activities keep this facility in very active use.

20. *Coupeville Wharf, 26 NW Front Street*

The majority of the Coupeville Wharf is leased to private tenants, but the Port of Coupeville maintains a public foyer which provides a range of public services. Inside this foyer, there is visitor information and general interest displays on Port history. In addition, the year 2000 will see the installation of the hanging skeleton of "Rosie", a gray whale that washed up on the beach just south of Coupeville. The exhibit and interpretive panels are provided the WSU Beachwatchers.

Central Whidbey Facilities

Just as it is likely that many Central Whidbey residents take advantage of Coupeville's recreational facilities, Town citizens have a number of county, state and federal park and open space lands at their disposal within short walking, biking or driving distances. These assets range from the Ebey's Prairie waysides and trails to the soccer fields at Rhododendron Park located two miles south of Coupeville. This section looks briefly at recreational resources in the Central Whidbey area.

- A. **Ebey's Landing National Historical Reserve** – Coupeville is entirely contained within this 17,400 acre unit of the National Park Service. Unlike most properties in the National Park system, ownership within Ebey's Landing is dominantly private, with only 10% under public control (federal, state and local government). The National Park Service owns only 25 acres of this total, including the cemetery overlook, the prairie wayside and a portion of the bluff trail. Developed facilities encompass trails, benches, interpretive signs, parking and bicycle racks. In addition to fee simple ownership, the agency also controls about 1,700 acres under an active and ongoing conservation easement program. These efforts and other activities associated with the Reserve are managed through a locally-appointed Trust Board.
- B. **Fort Casey State Park** – Located about 3 miles due south of Coupeville, this popular state park boasts the well-preserved site of one of three military fortifications (along with Fort Worden and Fort Flagler) built around 1900 to protect Puget Sound from maritime invasion. The 137-acre site contains a 35-site campground, picnic area, Admiralty Head Lighthouse,

boat launch and restroom facilities. Popular activities include walking, kite flying, fishing, scuba diving and beachcombing.

- C. **Fort Ebey State Park** – Another Washington State Park, located approximately five miles northwest of Coupeville off Libbey Road, is a popular camping destination. In addition to 53 campsites, there are picnic tables, restrooms and trails, and recreation includes scuba diving, bass fishing in Lake Pondilla and saltwater sports.
- D. **Rhododendron Park** – This 42-acre site is under split ownership - 32 acres owned and maintained by Island County and 10 acres under the jurisdiction of the Washington State Department of Natural Resources. The Island County facility contains a picnic area, two ball fields, restrooms, a small playground and a pump house. Scheduled improvements include a storage building and paved parking lot. A campground occupies the majority of the State-owned land.
- E. **The Kettles** – Island County and the Department of Natural Resources own and maintain this combination trail system and open space resource. Named for the dominant geological characteristic of this area, the 240 acres of open space and offroad trails are accessible from Coupeville by a 2.1-mile asphalt walkway within the State Route 20 right of way. From the northern end of this walkway, a one mile gravel trail connects the facility to Fort Ebey State Park.

IV. Condition and Needs Survey

The connection between an inventory of parks and recreational facilities and a plan of action to improve and enhance those facilities is generally forged through ample consultation with those who fund and those who use. For the purpose of updating the Parks, Recreation and Open Space Element, the Parks and Recreation Commission prepared in 1999 a questionnaire for distribution and response (see Appendix E). The questions focused in four areas: (1) what are your current recreational pursuits?; (2) are current Coupeville facilities adequate?; (3) would you support additional funding sources?; and (4) what are your priorities for meeting future needs? Surveys were sent to the Town’s newsletter mailing list of about 700 households, with a response rate of 8%. This section analyzes the questionnaire results.

Demographically, a large percentage of the respondents (30%) listed their age as over 64, a response rate consistent with the 28% seen in this population group from the 1990 census (see the Land Use Element for a complete breakdown of demographics). Further, 71% were over 35 years of age, indicating an adult-oriented bias, which probably influenced the recreational preferences discussed below. On the other end of the age scale, 23% of the respondents represented were 18 or younger, which correlates almost exactly with the census finding of 20% of Coupeville residents at 17 or younger. The response rate was poorest from individuals aged 19 to 35 with only 6% of this age group responding to the survey, far less than their actual numbers.

Given the demographic characteristics of the response, it is not surprising that the five most popular recreational activities enjoyed on a regular basis by Coupeville citizens are either low impact or tend to be associated with adults. Popularity of these activities, as measured by adding the “every week” participants to “every week of the season” participants, is shown below:

| | |
|-----------------|-----|
| Walking/hiking | 89% |
| Aerobics | 39% |
| Arts and crafts | 35% |
| Bicycling | 28% |

| | |
|---------|-----|
| Fishing | 27% |
|---------|-----|

The highest level of participation in a sport usually associated with children is soccer at 18%. This high response is probably due to the success of the Central Whidbey Youth Athletic Association (CWYAA) which organizes leagues at four age levels – Pee wee (grades K-1), Minor (2-3), Major (4-5) and Senior (6-9). In total, about 450 children participate in this program with all matches played on six pitches marked off at Island County’s Rhododendron Park south of Coupeville. According to Association organizers, this facility is not able to accommodate any growth in this program.

Three of the top five activities – walking/hiking, bicycling and fishing – are indicative of the plenty of this area’s natural attractions. Whether people’s tastes run to quiet walks on prairie bluffs, daily ventures to collect mail at the post office, riding and walking the new Kettles trail system or fishing the waters of Puget Sound, opportunities to experience small town life at a bucolic pace are enjoyed by many residents. However, about 35% of the respondents for both walking/hiking and bicycling believe that the current facilities are not adequate and should be improved. The desire for improvement is consistent with the Town’s adopted Nonmotorized Facilities Map, which maps out an interconnected trails network throughout the community. Design standards for public rights of way have also been adopted which call for widened shoulders and separated walkways on key streets of the network.

Respondents were asked to rate the adequacy of those facilities in Coupeville enjoyed by individual family members. The top five ranked responses for those facilities which should be improved highlight some key challenges in planning for future parks enhancement. These are listed below followed by the percentage of people who rated current facilities as inadequate.

| | |
|-----------------------|------------------|
| Tennis | 59% ³ |
| Playground/pre-school | 50% |
| Playground/K-6 | 41% |
| Bicycling | 36% |
| Walking/hiking | 34% |

The poor rating given to playground equipment is not surprising. In 1999, the year of the questionnaire, the Town had its insurance carrier conduct a risk management survey of the facilities in Sixth Street Park and Town Park. Potential problems were noted in both parks, but a key recommendation was to eliminate all existing equipment in Sixth Street Park. This recommendation coincided with an initiative by the Parks and Recreation Commission and the Coupeville Lion’s Club to purchase replacement equipment. This project was constructed in 2000.

What is a little surprising is the high dissatisfaction expressed over the tennis courts. While the footnote explains how a portion of this low rating may be attributed to timing on the Town-owned courts, there are four courts at the Middle/High School which are in excellent condition. It may be that some citizens are unaware of these facilities, or that the courts are generally available outside of the organized high school tennis season.

Two activities came in with a greater than 10% response that facilities are not currently available but should be provided – racquetball at 25% and volleyball at 16%. However, these sports finished number one and number three respectively of all activities in which respondents never participated. Given the minor level of participation by Coupeville citizens, accommodation for these pursuits are probably best

³ This number may be artificially high because the questionnaire was distributed at a time when the Sixth Street Park tennis court had been leased and occupied by Island County for temporary office space, and the Town Park tennis court had not yet been refurbished using the proceeds from that lease agreement.

accommodated through private athletic clubs or other available venues. Again, the existence and availability of an outdoor volleyball court at the school may not be widely known.

In summary, it appears that the direction established over the last five years to focus on improving existing facilities while expanding the provision of walkways and natural spaces is well-grounded in public opinion. Of the eight possible priorities for meeting park and recreation needs for the future, there was a clear gap between the top four and bottom four. The four preferred directions, all receiving at least 74% support as either medium or high priority (the fifth highest was 54%), are listed below:

1. Coordinate Town, school, county, state and federal recreation plans to avoid duplication (94%)
2. Promote ecotourism by preserving natural spaces and through partnerships with groups such as Beachwatchers (84%)
3. Improve the physical appearance of Coupeville's public spaces (83%)
4. Develop a town-wide trail system for bicyclists and walkers (74%)

These four priorities provide a sound foundation for parks, recreation and open space planning over the next 20 years and beyond.

V. Level of Service (LOS) Review

As mandated by the Growth Management Act, Coupeville must plan for concurrency, meaning "that adequate public facilities and services are 'available' when the impacts of development occur." [WAC 365-195-210(4)] Level of service (LOS) standards are indicators of the community's present and future expectations for the services and facilities provided by public entities. This section identifies an LOS for parks, recreation and open space for incorporation into the Capital Facilities Element.

Table 18 following lists the available facilities in Coupeville by type, shows our current ability to provide this service (by acreage), compares that figure to the modified NRPA standards explained above and calculates the actual LOS based on the Town's current population.

Table 18
Adequacy of Existing Facilities

| Type of Facility | Existing ⁴ | Level of Service (per 1,000 population) | Required for current population |
|---|-----------------------|--|------------------------------------|
| Mini-Park (Sites 6,7,8,14) | 0.8 acres | 0.4 acres | 0.7 |
| Neighborhood Park (Sites 3,4,5,9) | 6.9 acres | 2.0 acres | 3.3 |
| Community Park (Sites 1,2,15) | 5.3 acres | 3.0 acres | 5.0 |
| Open Space (Sites 10A,B,D,E) | 2.5 acres | 5.0 acres | 8.3 |
| Trails/walkways (Site 8, Front Street to Town Park, Park to beach) | 3,005 feet | 5,280 feet | 8,712 feet |

As shown by this table, the Town of Coupeville currently shows a deficit in adequacy for open space and trails/walkways, based on a population of 1,650. Obviously, as the Town's population grows, this deficit becomes larger. In addition, the Level of Service for community parks will fail by the year 2020, with an expected population of 2,000. It should be noted, however, that the school district recreational facilities function as community parks.

⁴ Does not include School District facilities

VI. Capital Improvement Needs

Capital improvement needs for parks, recreation and open space facilities fall generally into two broad categories – land acquisition and facilities development or improvement. The Level of Service standards contained in Section V above are based on amount of land by type of facility, and not on the condition or quality of the improvements. Therefore, in terms of ensuring adequate Level of Service, it is land acquisition which is at the forefront for concurrency management in park, recreation and open space. Based on the Level of Service analysis in the previous section, the following table compares our current levels of adequacy against our 20-year need.

Table 19
Adequacy Requirements to 2020

| Type of Facility | Existing Inventory | Existing Adequacy | Needed for 2020 (total) | Needed for 2020 (net) |
|-------------------------|--------------------|--------------------------|-------------------------|-----------------------|
| Mini-Park | 0.8 acres | 0.1 acres surplus | 0.8 acres | Adequate |
| Neighborhood Park | 6.9 acres | 3.6 acres surplus | 4.0 acres | Adequate |
| Community Park | 5.3 acres | 0.3 acres surplus | 6.0 acres | 0.7 acres |
| Open Space | 2.5 acres | 5.7 acres deficit | 10.0 acres | 7.5 acres |
| Trails/walkways | 3,005 feet | 4,707 feet deficit | 10,560 feet | 7,555 feet |
| TOTALS (acreage) | 15.5 acres | 2.0 acres deficit | 20.8 acres | 8.2 acres |

With an existing and projected capacity shortage in several types of facilities, it is incumbent on the Town to develop a plan and funding mechanism to address meeting these levels of service. The deficit for trails/walkways should be remedied by the end of 2001. Three projects are already funded and planned for construction in 2000 and 2001; the Broadway pedestrian path, Parker Road walkway and the Sixth Street path (see the Six-Year Capital Improvement Program in the Capital Facilities Element). Together, these three projects will add 10,100 linear feet of walkway to the Town's non-motorized system. Adding this to the existing total of 3,005 linear feet, it is clear that with 13,105 feet of walkway by the end of 2001, there will be adequate capacity beyond the year 2020 for this particular service. As noted in the Capital Facilities Element, Levels of Service should be considered the minimum acceptable to meet quality of life goals. Implementing additional trail/walkway construction to meet the goals in the Transportation Element will exceed the established LOS by some margin.

It is clear that the Town should be planning for acquisition of additional land for an existing community park and to increase its inventory of open space lands. The final column of Table 19 shows a net need to acquire 8.2 acres (7.5 of which should be open space) between 2000 and 2020, out of a total of 20.8 acres required for concurrency at the planning horizon. To ensure adequacy by the year 2020 with a population of 2,000, an additional 1,020 square feet of recreation and open space would need to be provided for each additional person moving to Coupeville over the next 20 years. Of this total, 250 square feet per person would be to remedy the current deficiency and 770 square feet to account for new growth. An examination of a number of financial options is presented in the next section, with the Six-Year Capital Improvement Program for parks in the Capital Facilities Element.

Although no specific parcels have been identified, the Town has targeted three areas for potential locations for a new neighborhood park. Specifically, eastern Coupeville (Parker Road), South Main Street and the southern Broadway area are considered the most desirable locations because these neighborhoods are currently underserved by NRPA standards. This standard advocates "convenient access," and defines it as recommending that all residences be within one-quarter mile of an improved park facility. Another high priority acquisition goal is the Captain Coupe House which, if acquired, would serve to enlarge

Captain Coupe Park and bring an important historic property under the management of the Town of Coupeville.

In addition to land acquisition goals to meet Level of Service requirements, maintenance and improvement of existing park facilities is an ongoing challenge. The following describes a number of projects within our current park system which should be programmed:

Town Park

- Tennis Court - Will be refurbished in 2000
- Playground Equipment – Assess individual apparatus and surfacing for repair or replacement
- Vegetation – Remove dead and dangerous trees; plant additional trees

Captain Coupe Park

- Master Plan – Implement adopted plan to restore beach, repair bulkhead, make upland improvements
- Boat Ramp – Repairs to both ramps

Sixth Street Park

- Tennis Court – Determine future of court at conclusion of County occupation
- Vegetation/walkway – Coordinate and install with Island County
- T-ball field – Regrade and replant
- Restrooms

Sunset Terrace Park

- Construct a fire pit if agreeable to residents
- Install signage

Cook's Corner Park

- Install ground mounted electrical connection for Christmas lights

Front Street Stairs

- Replace and enhance stairs
- Add public information signage

Coupeville School District #204

As noted in the Capital Facilities Element, the School District does not foresee a need within the next six years for any major new building construction projects in order to meet their level of service. However, in addition to buildings, outdoor facilities such as parking, land and play fields form a major part of the demand for available space. Planning for adequate play fields in particular is more program- than enrollment-based.

The 1995 Facilities Plan anticipates a need for an additional 22.5 acres of raw land to accommodate proposed program changes, which includes new soccer, softball, football and baseball fields. To meet this need, the District has acquired an option to purchase about 24 acres adjoining the Elementary School to the west and southwest as far south as Terry Road. According to District officials, current revenues are adequate to purchase this property.

VII. Funding Sources

This section identifies a number of potential funding sources for needed capital improvements. These sources fall generally into the following categories: debt financing, local multi-purpose levies, local single-purpose levies, local non-levy financing, state grants and loans, federal grants and loans and utility rates. The following provides a brief description of how some of these sources can be used to finance needed capital projects.

- *Real Estate Excise Taxes*

The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities and the Growth Management Act authorized another 0.25% for the same purpose. Revenues must be used solely to finance new facilities, or maintenance and operations of existing facilities, and are available for recreational projects that are identified in the Capital Improvement Program.

- *Ad Valorem Property Taxes*

Tax rates are calculated in mills, or 1/10 of a cent for each dollar of taxable value of real property. The total property tax paid on real property is the sum of the levy rates assessed by the different taxing authorities, such as school districts, fire districts, library districts, port districts, counties and cities. State law prohibits raising property taxes more than 6% per year before adjustments for new construction and annexation. The Town Council has the authority to use general fund revenue to pay for building and parks capital projects when required.

- *Harbor Lease Payments*

The Town receives money each year from the state as a percentage of harbor leases, which can only be spent on maintenance and capital projects in the harbor area. This revenue has traditionally been applied to improvements within Captain Coupe Park.

- *TEA-21 Enhancement Grants*

As part of the Skagit/Island Regional Transportation Organization (SIRTPO), Coupeville is eligible to apply for Surface Transportation Program Enhancement (STPE) grants. These grants are for non-traditional transportation-related projects, such as bikeways, pathways, transit stations, or restoration of transportation facilities. In 1999, the Town received a grant to construct the Broadway Pedestrian Path using these monies.

- *Grants and Loans*

Grants and loans are available from the Washington State Department of Ecology, the Interagency Council on Outdoor Recreation, Aquatic Lands Enhancement Act, Conservation Futures and sometimes local service organizations such as the Lions or Soroptomists.

Other Existing and Potential Revenue Sources

In addition to the revenue sources noted above, the Town derives revenue from a number of other sources and has the potential to implement other programs. Many of these provide revenue to the Town's General Fund which can be used for new capital facilities, or for maintenance and operations of existing facilities. A listing of these sources is provided below:

- Utility Tax
- Selling surplus properties
- Fines, Forfeitures, Charges for Service
- Recreation Impact Fees
- Lease Agreements
- Payments in Lieu of Taxes
- Special Assessment Districts
- User and Program Fees

The 1999 Parks and Recreation Survey asked how supportive Coupeville's citizens would be of several funding options. In adding the "great idea" to "has potential" categories, by far the largest positive response (82%) came in support of recreation impact fees from new construction and development. According to the Growth Management Act, recreational facilities are one of the allowable capital improvements which can be funded in whole or in part by the collection of impact fees. In order to justify these fees, communities must demonstrate an existing deficiency in parks, recreation and open space services, and further, how the collected funds will be used to address those deficiencies.

More lukewarm responses were given to the levels for support for establishing new user fees (59%) or creating a new Central Whidbey Recreation District (52%). Predictably, support for an increase in property taxes, which would be dedicated to recreation and open space preservation, gathered only a 32% positive rating. The goals and policies in the next section establish a direction for funding the acquisition and improvement identified earlier in this element.

PARKS, RECREATION AND OPEN SPACE - Goals and Policies

In common with other elements of the Coupeville Comprehensive Plan, the following goals and policies are statements which drive the shape and direction of planning over the next 20 years. In the area of parks, recreation and open space, we have component parts of our combined landscape which the citizenry views with a great deal of affection. Most people view public ownership of developed and undeveloped land as one means of protecting our collective stewardship of the land. More parks, better facilities and abundant preserved open space are consistent themes expressed to ensure that we perpetuate those values held dear in Coupeville.

The year 2000 saw a new approach to meeting these expectations. For the first time, the Town purchased a large parcel of land – 3.9 acres – without a clear direction for how that land will be used. Prior to this purchase, the Town’s recreational and open space resources developed through a combination of outright gifts (such as Town Park and Sixth Street Park) or subdivision dedications (Peaceful Valley Park and Sunset Terrace Park). While these vehicles are still available, the following policies argue that, instead of waiting for things to happen, the Town should be creative in its approach to augmenting its land inventory and recreational facilities.

Goal 1 Recreational Mission. It should be a continuing priority for the Town to provide for a wide range of indoor and outdoor facilities for both passive and active recreation.

- PR 1.1 Enhance the Town’s existing indoor and outdoor parks and recreation facilities to ensure the widest possible complement of recreational experiences based on demographic characteristics and recreational needs of the community.
- PR 1.2 Implement the adopted standards within the Comprehensive Plan for creating a community network of pedestrian and bicycle paths within existing and future transportation corridors.
- PR 1.3 Encourage community cohesion through support for seasonal activities and cultural events open to all citizens of Coupeville, such as the Penn Cove Water Festival, Christmas in Coupeville, the Coupeville Arts and Crafts Festival and Memorial Day Parade and Picnic.
- PR 1.4 Enhance and maintain the physical appearance of Coupeville’s public parks and open spaces.
- PR 1.5 Develop an ordinance to protect the serenity and safety of Penn Cove by establishing a speed limit in Coupeville waters.

Goal 2 Land Acquisition. Give priority within the Town’s Capital Facilities Plan to acquisition of new lands for parks and open space.

- PR 2.1 Meet or exceed Level of Service standards by the year 2020.
- PR 2.2 Identification of desirable lands for future park development should be a continuing responsibility of the Town in general and the Parks and Recreation Commission in particular.

- PR 2.3 Develop and implement creative funding mechanisms, such as parkland impact fees, land banks or enhanced user fees, to acquire land for new parks, open space and pedestrian links between the waterfront historic district, neighborhoods and retail areas.
- PR 2.4 Priority for park land and open space acquisition should be given to underserved neighborhoods, such as South Main Street, Parker Road and western Coupeville.
- PR 2.5 The subdivision chapter of the Coupeville Development Regulations will include a measurable standard for the provision of open space within new plats. This standard will be based on an adopted townwide level of service in the Capital Facilities Plan.
- PR 2.6 Explore acquisition of tidelands currently under private ownership, with particular attention to the shoreline between Town Park and Captain Coupe Park. Acquisition of the Captain Coupe House site should remain a continuing priority.
- Goal 3 Open Space Preservation. Preserve significant open space areas which reflect Coupeville’s natural heritage, such as wetlands, significant geological features, woodlands, shorelines and other landscape elements.**
- PR 3.1 Consistent with State law, the Town shall not vacate street ends which provide visual or physical access to the waterfront. Other undeveloped rights of way may be considered for vacation when the proceeds from the sale are directed toward a clearly identified public benefit, such as acquisition of more desirable open space land or enhancement of existing recreational facilities.
- PR 3.2 Require new development to preserve unique natural areas through creative development standards (such as lot averaging or development rights transfer) and, where appropriate, provide for public use and access to these areas. Future development should incorporate open space and green belts into the final design.
- Goal 4 Improve coordination of park and recreational facilities between the Town, Island County, the National Park Service and the Coupeville School District.**
- PR 4.1 When desirable, pursue interlocal agreements with other park and recreational facility providers to ensure the widest possible availability of resources for Coupeville citizens. Recognize the financial benefits of such coordination.
- PR 4.2 Planning for pedestrian and bicycle travel within Coupeville should coordinate with Island County’s Non-motorized Trails Plan and connect with public paths and scenic areas within the Ebey’s Landing National Historical Reserve.
- Goal 5 Research and actively solicit funding from public and private sources for new recreational facilities, programs and improvements.**
- PR 5.1 Increase public awareness of the Community Commemorative Fund as a way for the public to donate money for public improvements in honor of an individual or group.

- PR 5.2 Review on a regular basis the user fees for the Recreation Hall and Park Pavilion, and consider new user fees for other public facilities, such as the boat launch and dump station.

Goal 6 Landscaping and natural vegetation should be a consistent and widespread feature of the Coupeville townscape.

- PR 6.1 Develop a public and private tree planting and retention program to encourage a greener Coupeville. The Town should take the lead in this effort, through such programs as the Community Commemorative Fund, and should encourage and facilitate participation by interested groups and individuals.
- PR 6.2 Maintain an inventory of street trees and a brochure of appropriate species for additional planting, with information on view preservation, proximity of paving, the presence of overhead and underground utilities and maintenance requirements.
- PR 6.3 Provide educational materials to citizens and developers promoting the community values of landscaping and natural vegetation in enhancing stormwater management, air quality, wildlife habitat, noise attenuation, aesthetics and ecotourism.
- PR 6.4 Explore partnerships between the Town and service organizations or private concerns to develop landscaping sponsorships, tree purchase and planting programs or community awards for outstanding landscaping efforts.

ECONOMIC STABILITY ELEMENT

Coupeville's commercial heritage is unquestioned. As the economic heart of Whidbey Island for nearly a century, the Town served primary industries (primarily timber and agriculture), secondary markets (retail and wholesale) and the tertiary sector (personal and business services). To some extent, this commercial legacy survives, especially in the built environment of a mercantile past. Front Street, North Main Street and Prairie Center provide strong evidence of a small town which functioned more as a regional economic center than a geographically isolated village. In contrast, the regional draw of Coupeville is now based more on its cultural assets (especially history, art and nature) than its ability to provide a wide range of products and services. Rapid post-war development in Oak Harbor has shifted the economic center of Whidbey Island eight miles to the north.

Among the 13 Planning Goals of the Growth Management Act is the recognition that economic development and economic opportunities for citizens should be encouraged throughout the State of Washington. However, this broad goal should be realized within the capacities of natural resources, public services and public facilities, and within the context of comprehensive planning in general. In other words, economic goals should complement and support our community vision for Coupeville. This chapter thus builds upon other elements of the Comprehensive Plan to develop a direction that assures a sustainable local economy while protecting the Town's history and small-town character.

Developing Economic Goals and Policies

On November 16, 1989, Puget Power sponsored an "Economic Development Summit" to assess the community's strengths and weaknesses, and to develop recommendations for ensuring an economically vital future. Almost 100 people attended this summit, representing such diverse interests as farming, small business, medical, real estate, government and environmental groups. The resulting 41-page *Participant's Report*, and in particular the "Work Group Reports" in this volume, provided a starting point for considering a new economic plan for Coupeville which respects the vision expressed elsewhere in the Comprehensive Plan.

In developing this chapter, the Town worked closely with the Executive Director of the Island District Economic Development Council and a committee of local business and citizen interests. This group met first in August 1997 and, over the succeeding months, developed both a draft set of goals and policies and two questionnaires – one for citizens and one for business. The survey forms were distributed in January 1998 with a remarkably robust rate of return. Of the 621 surveys sent to citizens, 169, or 27% were returned. Similarly, 59 business owners provided responses, 49 of which had storefronts (non-home businesses). This represents over half of the total number of non-government business locations in Coupeville. The Committee used the survey results to modify the draft goals and policies in accordance with strong trends in certain areas.

An early conclusion of the Committee was to express a preference for the phrase "economic stability" as opposed to "economic development." In the minds of Committee members, stability implied using the Town's current assets in a more efficient manner. Examples might include attracting more visitors to existing events, encouraging more economic use of existing commercial areas, or developing a payment in lieu of taxes program for existing property tax exempt uses. Economic sustainability, and stability, would thus be managed within the historic footprint for economic growth. This approach responds to the top two goals expressed in the citizen survey – protect the natural environment and hold down property taxes. A stronger retail tax base on the same amount of land eases pressure on both the development of

vacant land and the need for increased property taxation. The complete results of both surveys are included in Appendix F.

ECONOMIC STABILITY - Goals and Policies

The Town of Coupeville recognizes its role as the historic commercial heart of Central Whidbey Island. Collectively, businesses through the years have proven to be a significant source of property and sales tax for the Town. These revenues have, in turn, lessened the burden on residential taxpayers while providing important community services. The Town envisions a business community that provides appealing business locations, needed goods and services and significant sales tax returns. Our vision for our economic future encompasses a business community that enhances the quality of life for all residents, both by providing needed services and by generating sales tax revenues that fund a broad range of public benefits. Implementing the following goals and policies will assure a healthy, attractive and vital Coupeville economy that will protect the Town's proud history and existing residential qualities.

Goal 1. To recognize and enhance positive community qualities by integrating Coupeville's commercial areas and uses with overall Town character.

- ES 1.1 Enhance the entrances to Town by means of attractive landscaping.
- ES 1.2 Maintain and enhance the Town's historic waterfront through the use of common gateway design, landscaping and educational and directional signage.
- ES 1.3 Support establishing a Business Improvement Association to improve the structural integrity and appearance of historic buildings.
- ES 1.4 Encourage pedestrian movement through the historic waterfront by means of thematic signage and parking management.
- ES 1.5 Cooperate with Ebey's Landing National Historical Reserve Trust Board to increase public awareness and appreciation of the Reserve, and develop partnerships between the Reserve and Town.
- ES 1.6 Provide effective tools and support for the Design Review Board to ensure that new development is attractive and of high quality.

Goal 2. To encourage the retention and expansion of existing businesses which are environmentally acceptable and are complementary to community needs and consistent with land uses.

- ES 2.1 Encourage the creation of Business Improvement Districts directed toward building, street, utility undergrounding or landscape improvement.
- ES 2.2 Assure that Town regulations governing businesses balance legitimate business needs while protecting residential integrity.
- ES 2.3 Assure that Town regulations regarding business signage are appropriate to legitimate business and economic needs while providing for an attractive community appearance.

- ES 2.4 Work with the Central Whidbey Chamber of Commerce, the Economic Development Council, the Service Corps of Retired Executives, Skagit Valley College and the Port of Coupeville to assist with entrepreneurial training and support to assure a vital and cooperative business community.
- Goal 3 Encourage new businesses which are environmentally compatible and complementary to community needs and consistent with existing land uses and zoning.**
- ES 3.1 Work with the Central Whidbey Chamber of Commerce and the Island District Economic Development Council to develop a “profile” of those businesses that would best match community retail and service needs. Periodic formal surveys will assess community opinion. The Town should coordinate with other agencies to attract and site those businesses that best meet the profile.
- ES 3.2 Review existing commercial zones and uses to ensure that both community and business needs are met, while providing for orderly transitions between commercial and residential uses.
- ES 3.3 Assure that future commercial development bears a proportional share of the costs of the infrastructure improvements needed to service these facilities.
- ES 3.4 Establish and maintain a master use permit and/or consolidated permit process that allows for all needed permits to be processed concurrently to insure timely, fair and predictable timelines. Prospective Town businesses should receive all necessary business regulations, permit forms and utility information in a single packet.
- ES 3.5 Review existing land use and development regulations and identify possible locations for limited, carefully regulated light manufacturing businesses.
- Goal 4 Emphasize Coupeville’s historic character, activities, and beautiful natural setting in order to enhance our appeal as a tourist destination.**
- ES 4.1 Coordinate with the Coupeville Arts Center, art galleries and the arts community in general to enhance the Town’s image and reputation as a center for arts training, display and sales.
- ES 4.2 Coordinate with the Coupeville Port District and the Central Whidbey Chamber of Commerce to enhance marine recreation, transportation and transient moorage opportunities.
- ES 4.3 Cooperate with and support fully the activities of the Trust Board of Ebey’s Landing National Historical Reserve and the Island County Historical Society to preserve historic character and enhance educational opportunities.
- ES 4.4 Improve tourism support facilities including consistent and compatible signage, parking areas and restrooms.

-
- ES 4.5 Expand pedestrian access for citizens and tourists to interconnect all Town parks, Island County’s non-motorized trail system, state parks and Ebey’s Landing National Historical Reserve facilities.
- ES 4.6 Support tourism marketing for Coupeville and Whidbey Island, including active cooperation with those efforts that promote Island County during the “off-season.”

NATURAL SYSTEMS

Goals and Policies

Goal 1. Manage development to minimize disruption of natural systems, retain the natural aesthetics of the community, and reduce the risks of damage to life and property.

- NS 1.1 Include adequate noise, air, and water pollution standards in the Development Regulations.
- NS 1.2 Encourage retention of existing trees and native vegetation in proposed developments.
- NS 1.3 Work with the State and County to develop programs to reduce erosion of the shoreline to preserve and maintain the natural condition of the beach and Penn Cove.
- NS 1.4 Require developers to install sewer lines to connect to the Town sewer system in all new developments not presently served by the Town system.
- NS 1.5 Require all new construction to connect to the Town sewer system if available.
- NS 1.6 Comply with State standards to reduce smoke output and pollution by wood-burning stoves.
- NS 1.7 Participate in programs for the proper disposal of toxic and hazardous materials.
- NS 1.8 Develop a program for recycling waste materials.
- NS 1.9 Develop programs and standards to reduce pollution and maintain the purity of Penn Cove.
- NS 1.10 Encourage the reduction in use of pesticides harmful to the environment.
- NS 1.11 Encourage water conservation due to the marginal supply of potable water currently available to the Town and the uncertain prospects for new, additional sources.

SHORELINE

Goals and Policies

- Goal 1. To provide for the use and protection of Coupeville's shoreline area as a valuable scenic and environmental asset.
- S 1.1 Review periodically Coupeville's Shoreline Master Program to ensure compatibility with the Comprehensive Plan.
- S 1.2 Review the Master Program's effectiveness, and the Town's ability to implement it's policies.
- S 1.3 Revision, if necessary, of the Master Program should reflect the desires of Coupeville's residents while respecting the rights of shoreline owners.
- S 1.4 The Master Program should reflect the conditions special to the Front Street historic area.
- S 1.5 Develop a plan for the protection of eroding shoreline and bluffs using agencies or groups with knowledge and experience in this area.
- S 1.6 Plans of those with shoreline ownerships (agencies, government, individuals, etc.) should be coordinated through the Master Program.
- S 1.7 Develop waterfront public access. Encourage private development which permits public access to the waterfront.

GOVERNMENT ECONOMY AND SERVICES

Goals and Policies

Goal 1. The development of community facilities and services and the use of public land or money should further the overall goals of the Comprehensive Plan.

Objective I. To assure that the public receives maximum benefit from expenditure of public funds.

GES 1.1 Explore all possible funding sources, governmental or private, before committing Town funds.

GES 1.2 Provide information and encouragement regarding gifts, donations, and bequests to the Town.

GES 1.3 Study all major transactions, such as the purchase or sale of public land, for the affects they will have on needed utilities and services.

GES 1.4 Carefully weigh long term costs of major projects against potential benefits before spending public money.

Objective II. To assure that the Town's budget planning process establishes priorities according to need and fiscal restraint.

GES 2.1 Develop a long range budget for the Town based on: Projected growth; Public demand; Location, use, and condition of present facilities.

GES 2.2 Provide for public review and comment during the long range budgeting process.

GES 2.3 Give consideration to either making the Mayor's post a salaried position, or employing an administrator.

Objective III. To provide the highest feasible level of services designed to promote the security, health, safety, and general welfare of Coupeville's citizens.

GES 3.1 The Town shall provide fire and police protection sufficient for public safety.

GES 3.2 The Town shall provide a public library service.

GES 3.3 The Town shall cooperate and maintain liaison with Coupeville Consolidated School District #204 to help ensure that the students will enjoy superior educational opportunities at all levels.

GES 3.4 The Town shall cooperate and maintain liaison with Whidbey General Hospital.

IMPLEMENTATION

This Comprehensive Plan is a set of policies that guide and direct future development public service levels and the overall character of the Town of Coupeville over the next twenty years. Implementation of this Plan may occur in a variety of ways, including: (1) amendments to the Plan itself; (2) regulatory measures; and (3) administrative actions. Each of these means to Plan implementation are described below.

Comprehensive Plan Monitoring

Planning is an ongoing process, and improved data or changing circumstances will require amendment to the Comprehensive Plan. In particular, the Plan will be reviewed once a year and updated as necessary to reflect revisions to the Office of Financial Management population estimate and revisions to the Capital Facilities Plan. The update will also address any specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of existing and planned public services. [In addition, every ten years the Town will review the densities permitted within the Urban Growth Area and the usage of the land within the Urban Growth Area.]

The community's vision and quality of life goals provide long-range guidance for the Town. To maintain consistency and allow sufficient time for decisions to take effect, these general guidelines should not be changed more than every five years. However, as specific objectives or policies are achieved, revision of the plan in each element may be required to continue progress toward the overall goals.

Amendments to the Comprehensive Plan can be requested by the Town Council, Planning Commission, or by any affected citizen or property owner. However, the plan may not be amended more than once a year, and therefore, requests for amendment can be deferred to the time of an annual public hearing. The Planning Commission will review the Comprehensive Plan and propose any needed amendment. A public hearing will then be held to solicit comment. After further review, a formal recommendation will be made to the Town Council.

The Council will hold a public hearing, make modifications if necessary, and adopt or deny the proposed amendment to the Comprehensive Plan. By reviewing and updating the plan on a regular basis, Coupeville can rely on this document in decision-making, and can maintain public interest and support of the planning process.

Regulatory Measures

The Growth Management Act requires that local governments must enact land development regulations that are consistent with and implement the Comprehensive Plan. This process should be initiated with a comprehensive review of the Town's existing regulations related to land development.

The major regulatory measure that must be undertaken to implement the Comprehensive Plan is amending the zoning ordinance and map for consistency with the Plan. The Future Land Use Map and land use policies establish the use, density and intensity of future development within the Town. The zoning ordinance and map must be consistent with these policies. The Town may choose to maintain a

separate land use designation and zoning map, or it may adopt the single-map approach whereby the Future Land Use Map serves as a zoning map. This approach simplifies zoning administration and ensures consistency between the plan and the zoning regulations.

The Town may choose to maintain a separate land use designation and zoning map, or it may adopt the single-map approach whereby the Future Land Use Map serves as a zoning map. This approach simplifies zoning administration and ensures consistency between the plan and the zoning regulations.

In addition to the map amendment, the Plan calls for specific zoning code text amendments, such as the establishment of design guidelines and review processes for accessory units and home occupations.

Administrative Actions

The Plan includes a number of policies that should be carried out through administrative actions, such as cooperative interlocal planning efforts, revised development review procedures and educational programs. The Town should establish a work program that prioritizes each of the Plan policies that are to be implemented through administrative actions.

GLOSSARY

Accessory Dwelling Unit - A second dwelling unit within an existing single family dwelling or on the same lot with an existing single family dwelling, which is clearly subordinate to the existing use and meets standards contained in the Development Regulations.

Annexation – Incorporation of territory into a city or town.

Affordable Housing – Housing that is affordable to a household earning up to 80% of median income for the area, adjusted for household size.

Arterial – Roadway that links cities, towns, and other major traffic generators. Traffic volumes, trip lengths and speeds are usually relatively high.

Buffer – Physical materials, such as landscape materials, that are used to separate incompatible uses.

Capital Budget – The portion of the Town’s budget that reflects capital improvements for a fiscal year.

Commercial Use – Activities that are predominantly associated with the sale, rental and distribution of products or services.

Concurrency – A requirement that adequate capital facilities are available when the impacts of development occurs.

Coordination – Consultation and cooperation among jurisdictions.

Critical Areas – Includes the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

Density – A measure of the intensity of development, usually expressed in terms of dwelling units or population per acre.

Development Regulations – Controls placed on development or land use activities by the Town, including, but not limited to, zoning ordinances, subdivision ordinances, building codes, sign regulations or any other regulations controlling the development of land.

Dwelling – Any building that contains not more than two dwelling units. A single family dwelling contains one dwelling unit. A duplex dwelling contains two dwelling units.

Dwelling Unit – A building, or portion of a building, that contains living facilities, including provisions for sleeping, eating, cooking and sanitation, for not more than once family.

Essential Public Facilities – Facilities that provide necessary public services on a regional basis and are typically difficult to site. Examples of such facilities include, but are not limited to, airports, state educational facilities, correctional facilities, solid-waste handling facilities, and mental health facilities.

Family – An individual or two or more persons related by blood or marriage or a group of not more than five persons (excluding servants) who need not be related by blood or marriage living together in a dwelling unit.

High Density Residential Use – A Future Land Use Map designation which allows for high density residential use in areas that are near commercial services and located to permit efficient provision of public services. The maximum residential density should not exceed one dwelling unit per 4,000 square feet of lot area.

Home Occupation – An occupation or profession which is incidental to and conducted in a dwelling unit by a member of the household residing in the dwelling unit.

Industrial Use – Activity at a scale greater than home industry involving manufacturing, fabrication, assembly, warehousing and/or storage.

Infill – Location of new development on existing building lots and/or within an adjacent to existing developed areas.

Level of Service (LOS) – An established minimum capacity of capital facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

Local Access Roadway – A roadway providing service which is of relatively low traffic volume, short average trip length or minimal through traffic movement.

Low Density Residential Use – A Future Land Use Map designation which provides for rural lifestyles, promotes open space and minimizes impervious surfaces. The maximum residential density should not exceed two single family dwellings per acre. Duplex dwellings should not be permitted in these areas.

Manufactured Housing – A manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

Medium Density Residential Use – A Future Land Use Map designation which is intended to capture most of the Town's residential development. These areas provide a stable environment for residential development, adequate public services to serve residential development, and prohibit uses that would violate the single-family nature of the neighborhood. The maximum residential density should not exceed 4.5 dwellings per acre, in accordance with the standards for single family and duplex dwellings contained in the Development Regulations.

Multi-Family Dwelling – Any building that contains three or more dwelling units.

Natural Resource Lands – Agricultural, forest and mineral resource lands which have long-term commercial significance.

Open Space – Underdeveloped land that serves the following functions:

- a. Pastoral or recreational open space areas that serve active or passive recreation needs, i.e. federal state, regional and local parks, forests, historic sites, etc.

- b. Utilitarian open spaces are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally sensitive conditions, which can be protected through open space, i.e. critical areas, airport flight zones, well fields, etc.
- c. Corridor or linear open space areas through which people travel and which may also serve an aesthetic or leisure purpose. For example, an interstate highway may also provide open space or new opportunities for the traveler.

Planned Area – Specifically designated areas with a fixed geographic location, designated potential uses and specific development standards.

Planned Unit Development (PUD) – A development that is designed and developed as a single entity for a number of units, the plan for which clusters buildings, provides common open space, density increases and land uses.

Public Facilities – Includes streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity which provides or supports a public service.

Public Services – Includes fire protection and suppression, law enforcement, public health, education, recreation, environmental protection and other governmental services.

Residential Reserve Use – A Future Land Use Map designation which allows for very low density residential, agricultural, horticultural and floricultural uses, encouraging the retention of open space and rural character. The maximum residential density should not exceed one single family dwelling per two acres. Duplex dwellings should not be permitted in these areas.

Right-of-Way – Land dedicated to use by the public for circulation and/or utility purposes.

Rural – All lands which are not in an urban growth area and are not designated as natural resource lands.

Sanitary Sewer System – All facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment or discharge of any waterborne waste, whether domestic in origin, or a combination of domestic, commercial or industrial waste.

Storm Sewer System – All facilities used for the collection, transmission, storage, treatment or discharge of storm water runoff.

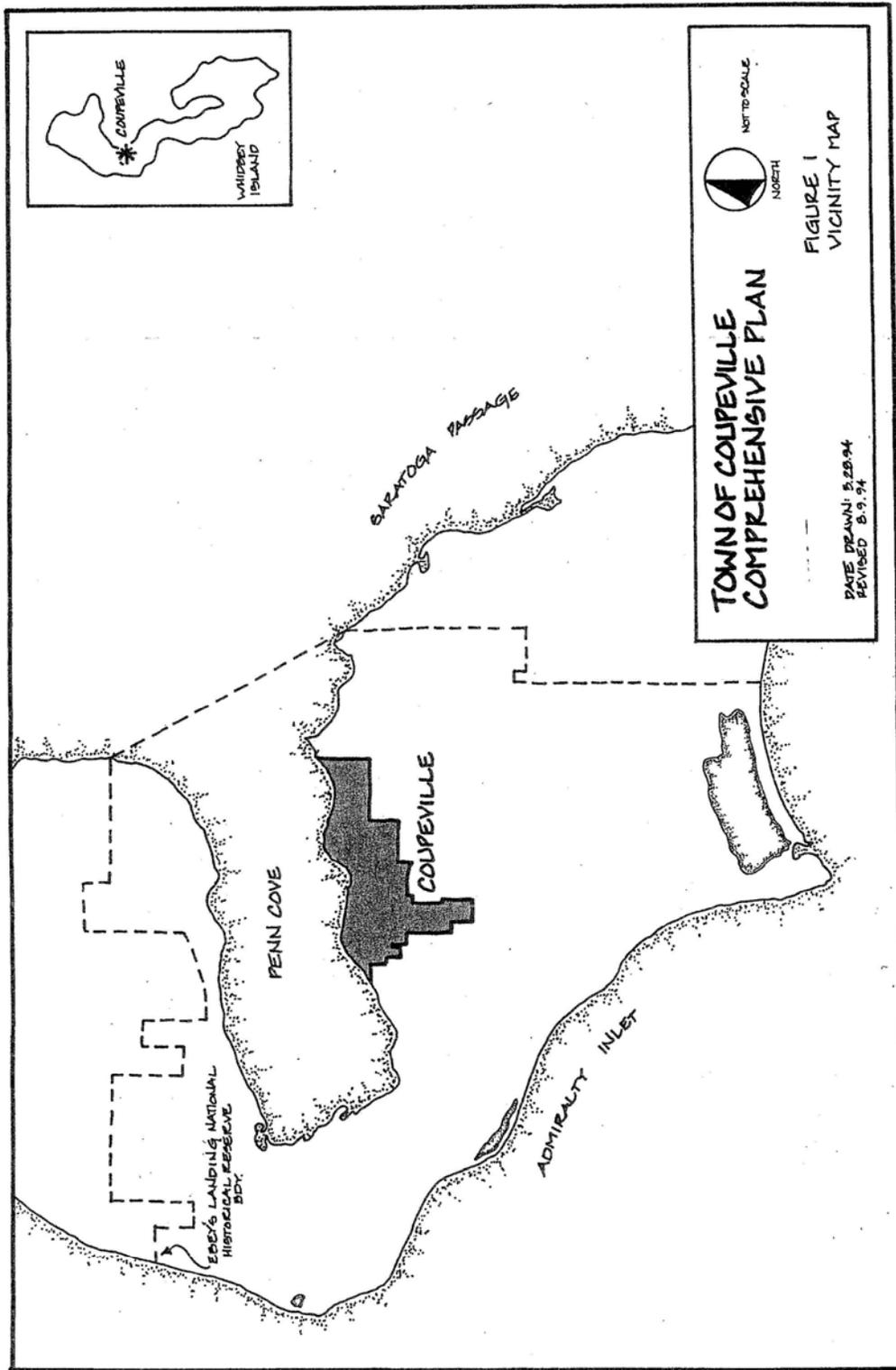
Transportation Level of Service – A measure which describes the operational condition of the travel stream, usually in term of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience and safety.

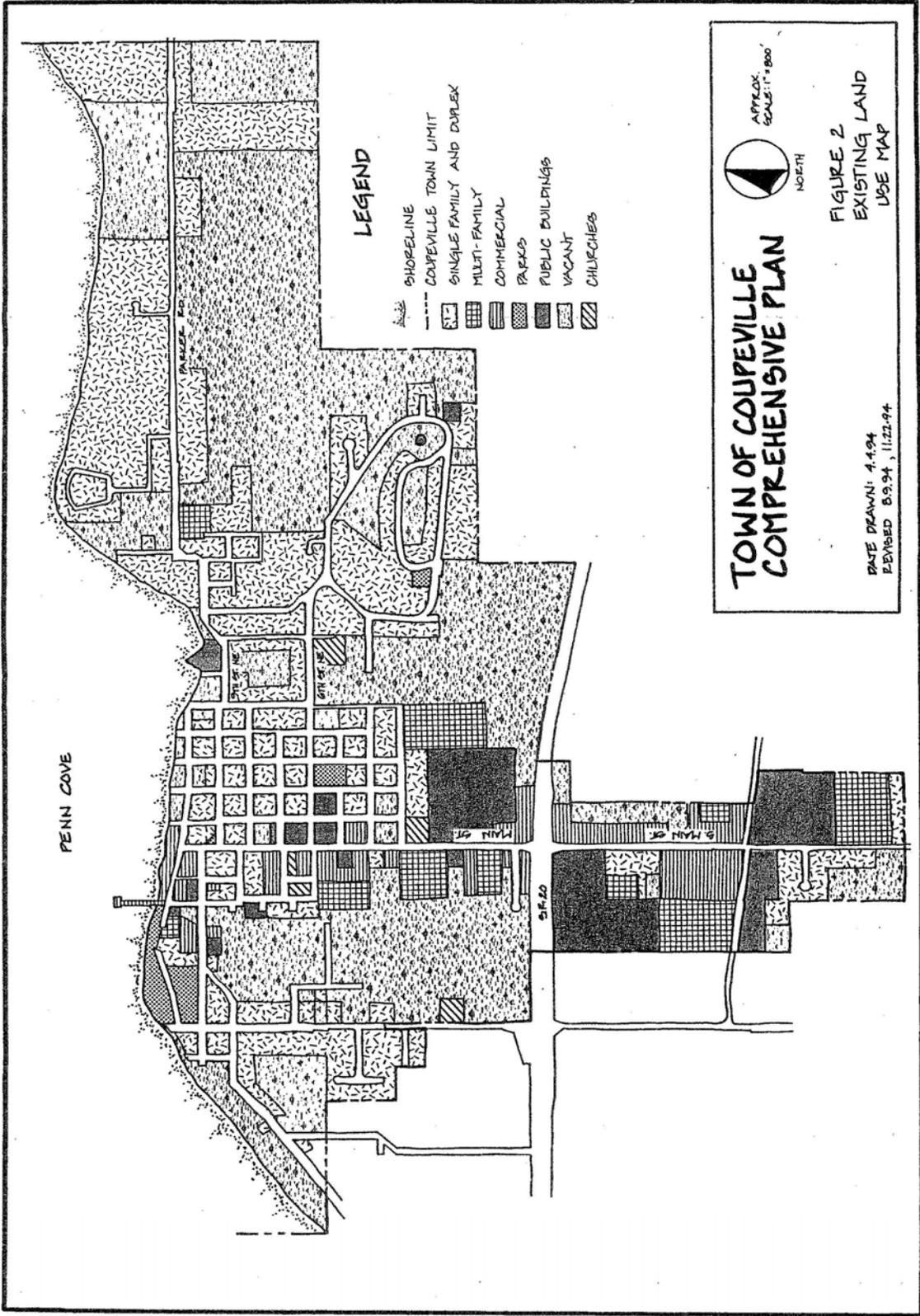
Unincorporated – Outside of Town limits.

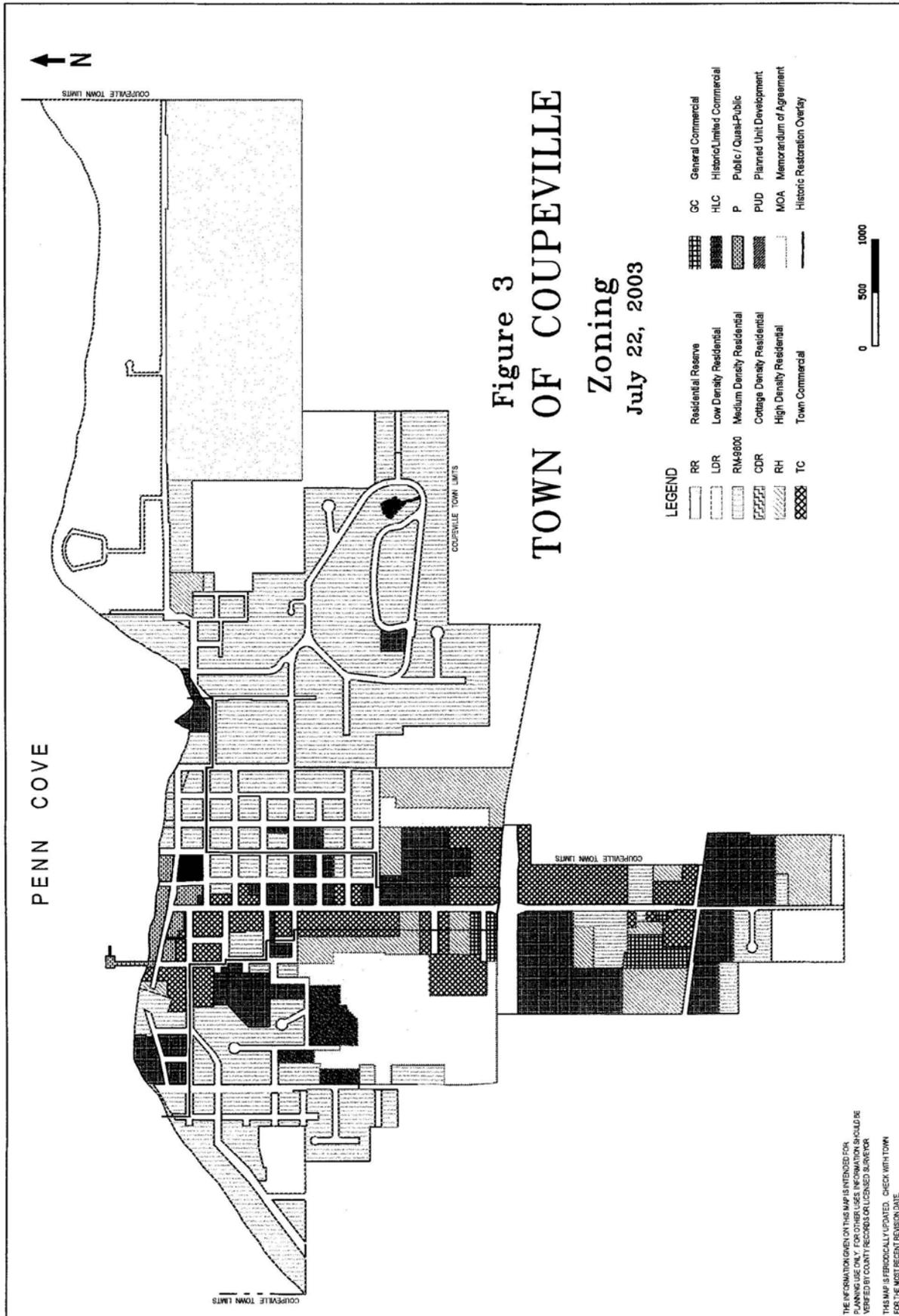
Urban Growth Area – Areas designated by Island County pursuant to RCW 36.70A.110.

Utilities – Includes systems for the delivery of natural gas, electricity and telecommunications services.

Zoning – The demarcation of an area by ordinance (text and map) into zones that the establishment of regulations to govern the uses within those zones (i.e. commercial, residential, industrial, etc.) and the location, height, shape and coverage of structures within each zone.







THE INFORMATION GIVEN ON THIS MAP IS INTENDED FOR PLANNING USE ONLY. FOR OTHER USES, INFORMATION SHOULD BE VERIFIED BY COUNTY RECORDS OR LICENSED SURVEYOR. THIS MAP IS PERIODICALLY UPDATED. CHECK WITH TOWN FOR THE MOST RECENT REVISION DATE.

PENN COVE

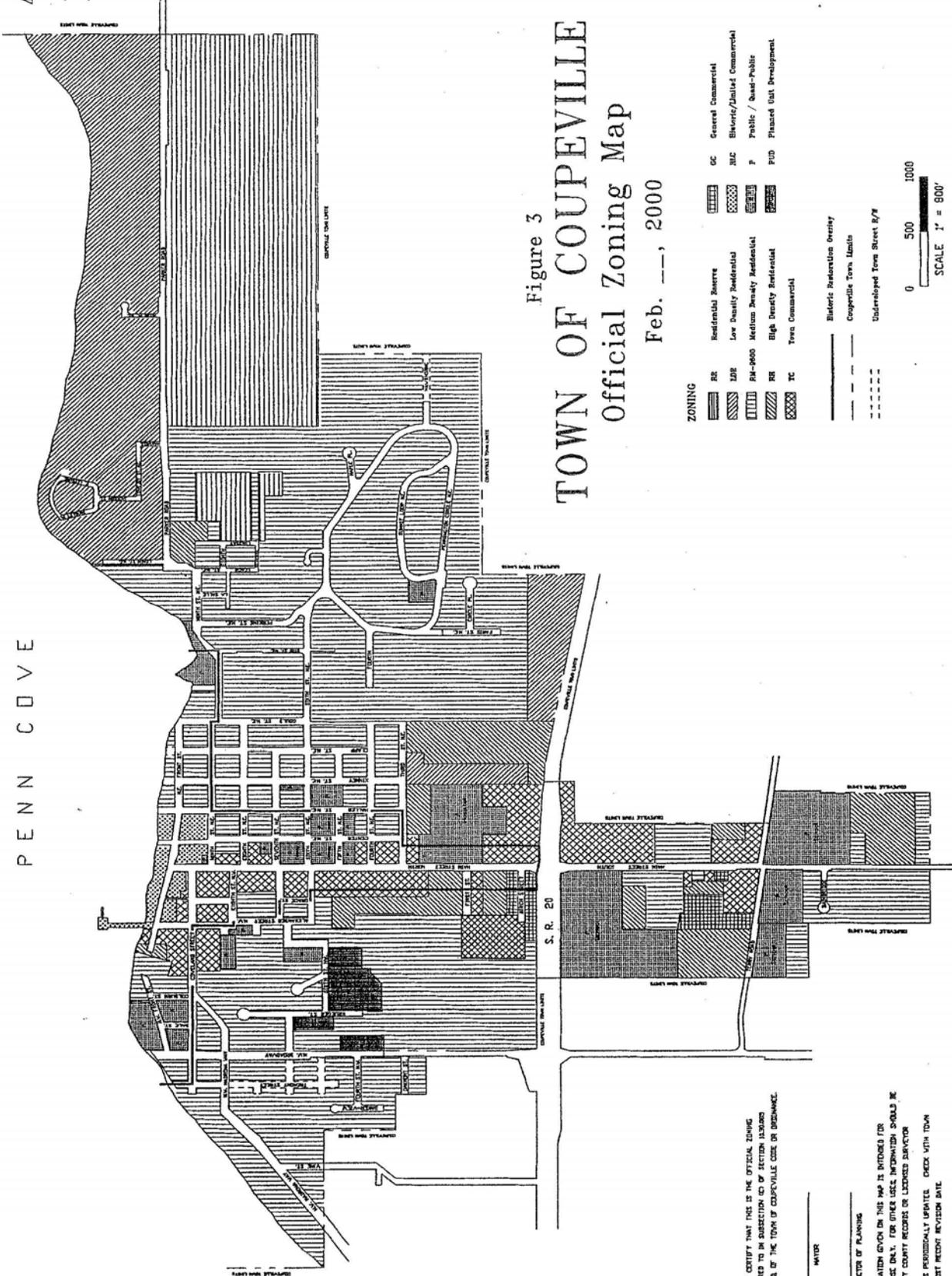


Figure 3 TOWN OF COUPEVILLE Official Zoning Map

Feb. __, 2000

| ZONING | |
|--------|------------------------------------|
| | RR Residential Reserve |
| | LDR Low Density Residential |
| | RM-9000 Medium Density Residential |
| | RH High Density Residential |
| | TC Town Commercial |
| | GC General Commercial |
| | BIC Business/Industrial Commercial |
| | P Public / Quasi-Public |
| | PUD Planned Unit Development |
| | Student Reservation Overlay |
| | Coupeville Town Limits |
| | Undeveloped Town Street R/W |



THIS IS TO CERTIFY THAT THIS IS THE OFFICIAL ZONING MAP REFERRED TO IN SUBSECTION 403 OF SECTION 14.000 OF TITLE 16.01 OF THE TOWN OF COUPEVILLE CODE OR ORDINANCE.

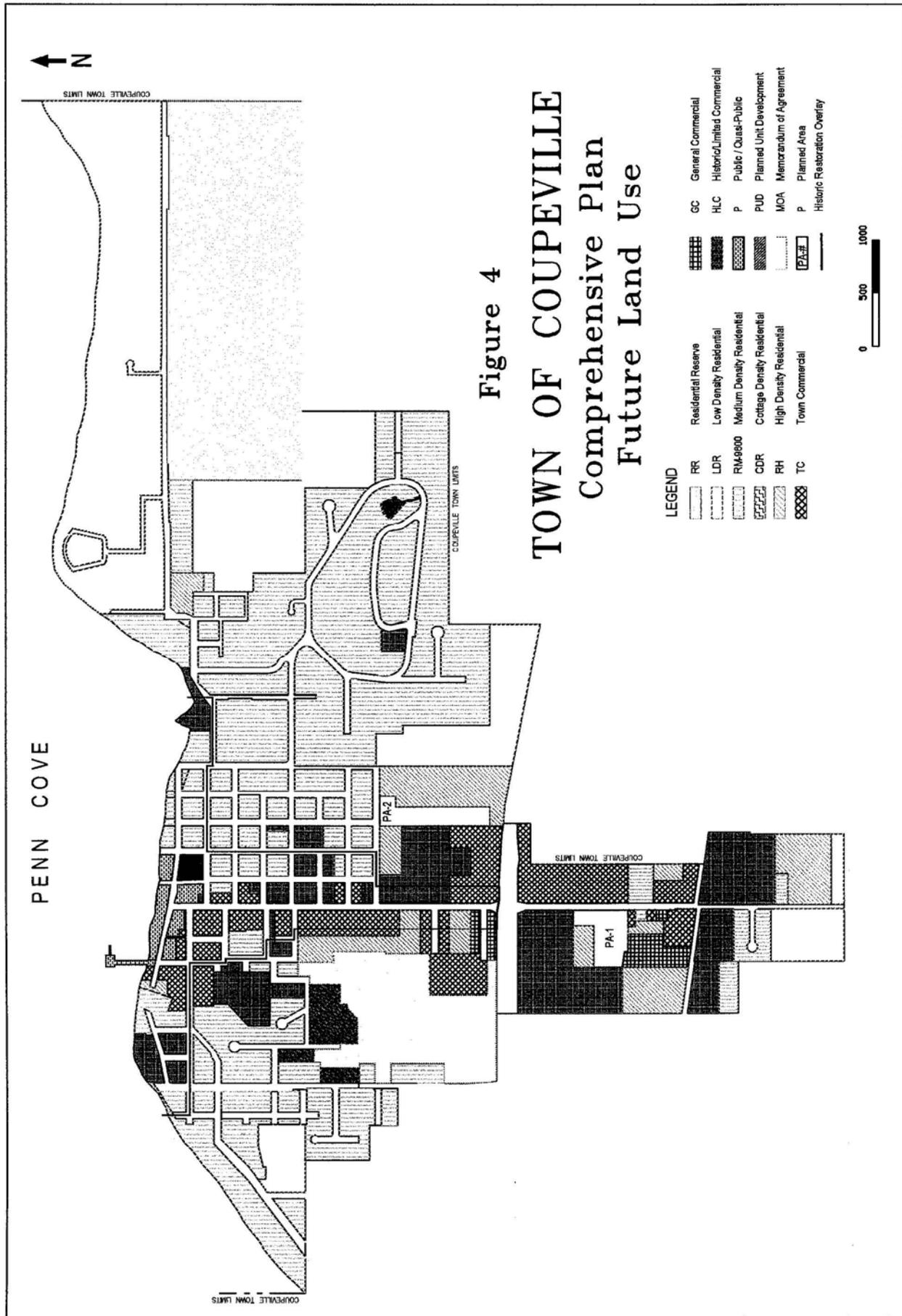
DATE

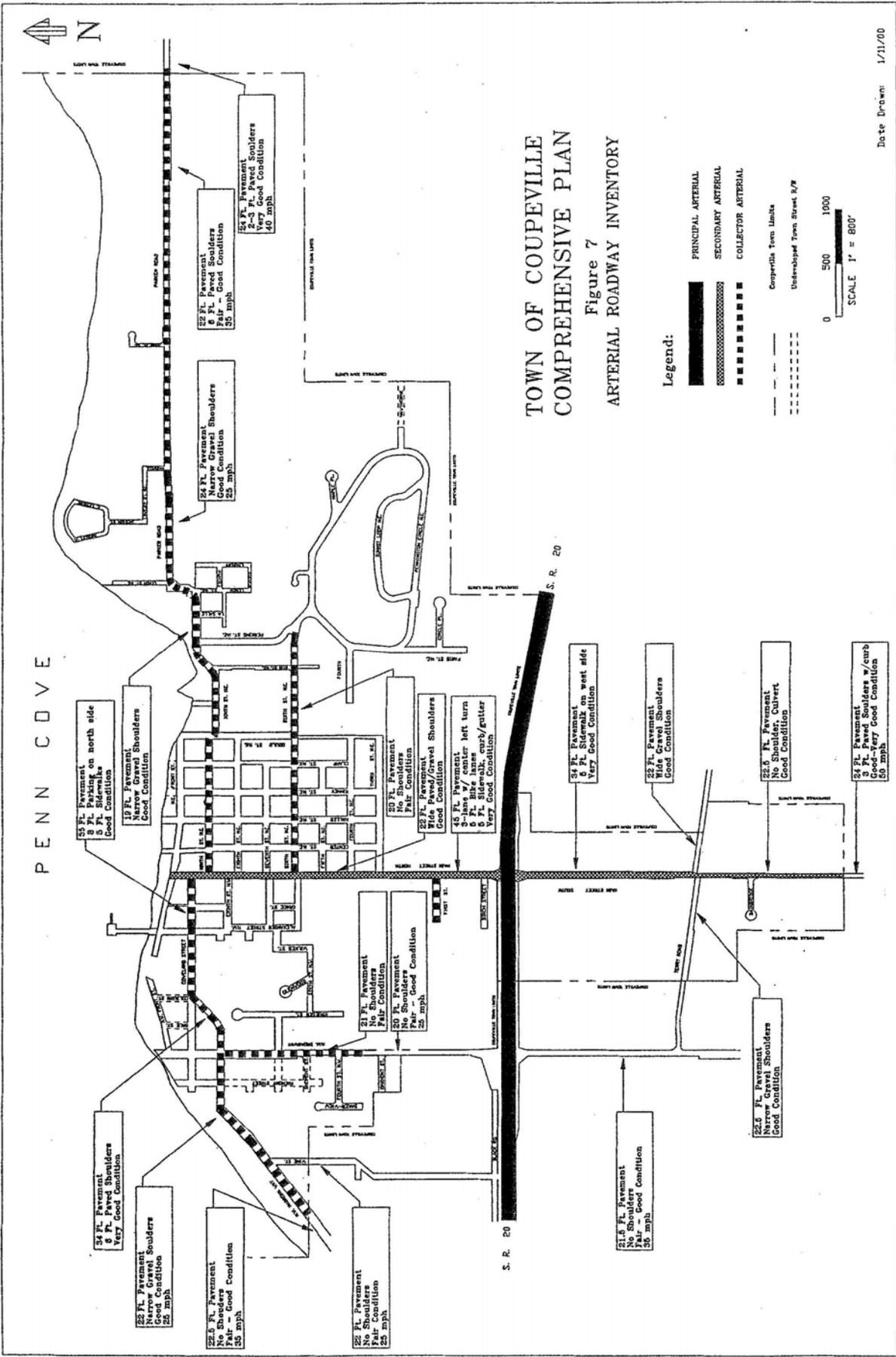
DIRECTOR OF PLANNING

THE INFORMATION GIVEN ON THIS MAP IS INTENDED FOR PLANNING USE ONLY. FOR OTHER USES, INFORMATION SHOULD BE VERIFIED BY COUNTY RECORDS OR LICENSED SURVEYOR.

THIS MAP IS PERIODICALLY UPDATED. CHECK WITH TOWN FOR THE MOST RECENT REVISION DATE.

Schafer & Brutton Engineers Jan. 11, 2000





TOWN OF COUPEVILLE COMPREHENSIVE PLAN Figure 7 ARTERIAL ROADWAY INVENTORY

- Legend:**
- PRINCIPAL ARTERIAL
 - SECONDARY ARTERIAL
 - COLLECTOR ARTERIAL
 - Copperville Town Limits
 - Undeveloped Town Street 1/2"



Date Drawn: 1/11/00

PENN COVE



35 Ft. Pavement
8 Ft. Parking on north side
5 Ft. Sidewalk
Good Condition

19 Ft. Pavement
Narrow Gravel Shoulders
Good Condition

34 Ft. Pavement
No Shoulders
Very Good Condition

22 Ft. Pavement
Narrow Gravel Shoulders
Good Condition
25 mph

22.5 Ft. Pavement
No Shoulders
Fair - Good Condition
35 mph

22 Ft. Pavement
No Shoulders
Fair - Good Condition
25 mph

21 Ft. Pavement
No Shoulders
Fair - Good Condition
25 mph

30 Ft. Pavement
Fair Shoulders
Fair Condition

22 Ft. Pavement
Fair Shoulders
Good Condition

15 Ft. Pavement
3-lane w/ center left turn
6 Ft. Bike lanes
6 Ft. Sidewalk
Very Good Condition

34 Ft. Pavement
6 Ft. Sidewalk on west side
Very Good Condition

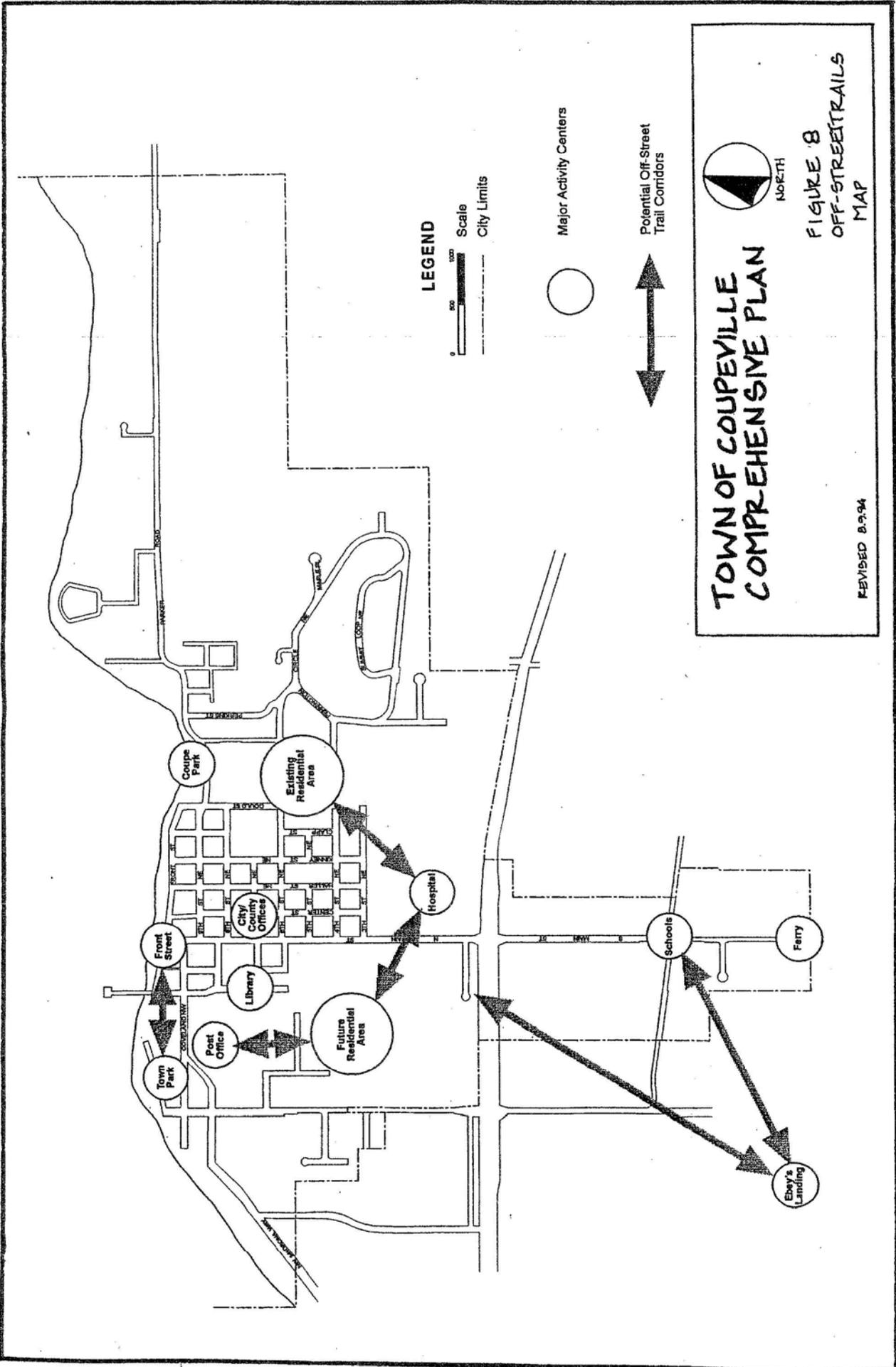
22 Ft. Pavement
Fair Shoulders
Good Condition

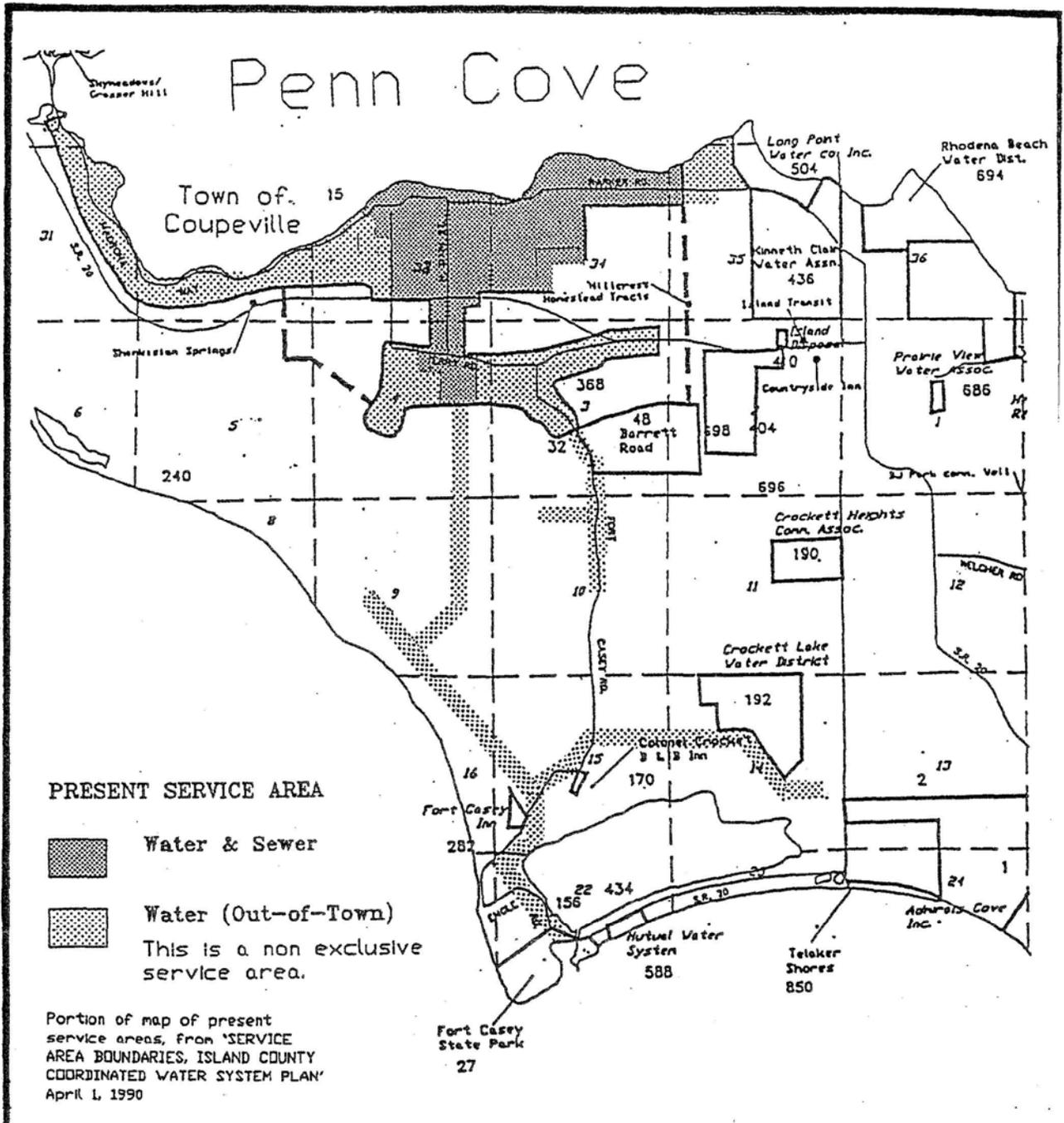
22.5 Ft. Pavement
No Shoulder, Curb
Good Condition

25 Ft. Pavement
Shoulders w/ curb
Good - Very Good Condition
50 mph

22.5 Ft. Pavement
Fair Shoulders
Good Condition

21.5 Ft. Pavement
No Shoulders
Fair - Good Condition
35 mph





**TOWN OF COUPEVILLE
COMPREHENSIVE PLAN**

NOT TO
SCALE

NORTH

**FIGURE 9
WATER AND SEWER
SERVICE AREAS MAP**

DATE DRAWN: 11.18.94

