

*Community Opinion Survey*

*Appendix A*

## Community Opinion Survey on Growth in the Coupeville Area Executive Summary

### BACKGROUND

In April 1992, the Town of Coupeville mailed a comprehensive survey on Town character, attitudes toward growth, land use and services to 596 Coupeville water system customers. Surveys were returned by 196 respondents, for a 33% response rate. Key findings are summarized below. A copy of the survey form with individual responses is attached to this report.

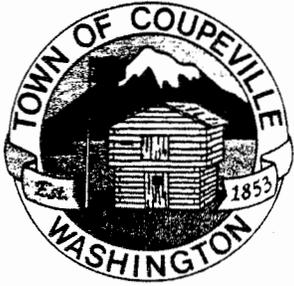
### KEY FINDINGS

1. *Overall, respondents expressed concern over the future desirability of Coupeville as a place to live.*
  - In the next few years, 42% feel Coupeville will become less desirable place to live.
  - About two-thirds (67%) feel that, if current trends continue, growth over the next ten years will make Coupeville a less desirable place to live.
2. *Respondents expressed strong support for environmental preservation.*
  - 83% ranked air and water quality as very important; 41% were not satisfied with air and water quality.
  - 82% found protection of the environment to be a high priority goal for the Town.
  - 57% believe the Town should give priority to developing programs to control surface water runoff.
  - 63% ranked environmental needs as the highest priority need as Coupeville grows.
3. *Respondents expressed support for the land use regulatory process and management of future growth.*
  - 80% do not agree that growth should be allowed to take its natural course.
  - 57% do not believe that the Town has done a good job of managing growth.
  - 56% agree that local taxes should be increased if necessary to manage growth.
  - 64% believe that the Town should enact stricter land use laws to regulate development.
  - 34% believe that residential land use regulations are not restrictive enough, while 35% believe they are about right; 25% believe that land use regulations for commercial development are not restrictive enough, while 34% believe they are about right.
  - 58% believe that the Town should take an active role in protecting shorelines from erosion.
  - 80% believe that the Town should regulate development near wetlands and groundwater recharge areas.
4. *Most residents prefer a lower density, more "spread-out" style of development.*
  - 56% somewhat prefer or strongly prefer a more spread-out community.
  - 60% feel that extra costs associated with public services to reach a spread-out community are acceptable.
5. *Respondents expressed support for open space preservation.*
  - 70% believe that more open space should be preserved.
  - 58% agree that local taxes should be increased if necessary to preserve open space.
  - 68% believe that open space preservation should be a high priority Town goal.
  - 67% believe that future growth should be accommodated by more development in Town limits to preserve open space outside of Town.
  - For development in the Town, 51% support cluster development with planned open space and 41% support standard large lot subdivisions.

COMMUNITY SURVEY -- EXECUTIVE SUMMARY

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6. *Attitudes toward business and economic development are mixed.*
  - 49% disagree and 39% agree that growth is important for a healthy economy.
  - 20% believe that economic needs should have the highest priority as Coupeville grows.
  - 43% believe the benefits of tourism outweigh the disadvantages, 33% believe the benefits and disadvantages are about the same and 19% believe disadvantages outweigh benefits.
  - Respondents expressed a wide variety of opinion about which kinds of businesses should be encouraged or discouraged. In general, there is strongest support for continuing education courses, farming, arts and crafts, health and medical services and home based businesses.
  - The only activity that more respondents felt should be discouraged than encouraged was the hotel/motel industry (48% felt it should be discouraged, while 35% felt it should be encouraged).
  
7. *Affordable housing was not a priority to survey respondents.*
  - 60% are somewhat satisfied or very satisfied with their rent or house payments; 7% believe that they are too high.
  - 26% believe affordable housing should be a high priority goal, while 29% believe it should be a low priority goal.
  - 87% stated that their housing needs were currently being met.
  - 71% do not agree that local taxes should be increased to provide low income housing.
  
8. *Most respondents were generally satisfied with the existing transportation network.*
  - 60% support keeping streets narrow with adjoining pathways, rather than widened with sidewalks.
  - 65% believe that existing sidewalks and pathways are adequate.
  - 61% support bike lands on specified streets.
  - 65% never use public transportation.



April 1, 1992

Dear Coupeville Area Resident:

We need your help!

Island County is one of the fastest growing in the state and the population of Coupeville is predicted to grow substantially over the next twenty years.

Your Town Government has pledged to manage and direct this growth through planning. The State's Growth Management Act emphasizes that the population shall be concentrated in and around already existing cities and towns, thus lessening the impact on rural areas, farmlands and our forests.

Take the time to complete the enclosed opinion survey on growth in the Coupeville area. Not only does your Town Government need your advice on charting the course for Coupeville, but this survey gives you the opportunity to express your feelings about many aspects of life in our Town.

Please either mail the completed survey to Town Hall, or drop it off. We have a drop box next to the front door. **NO** effort will be made to identify anyone who completes a survey. We need your advice, not your name, so please remove the address label from your survey. The survey will tell us if you live within town limits.

Only one copy is being mailed to each residence, you may need more. Extra copies are available at Town Hall.

Thank you for your cooperation,

*Bob Lappin*  
Bob Lappin  
Mayor

BL:lw  
enc. Survey

# Town of Coupeville

## Community Opinion Survey on Growth in the Coupeville Area

Total Responses

% of total

- 196 1. For how many years have you considered yourself a full or part-time resident of Coupeville?
- less than one year 12%
  - one to three years 16
  - four to ten years 19
  - more than ten years but not my entire life 43
  - my entire life 10
- 183 2. How much of the time do you live in Coupeville?
- full time 93%
  - less than full time but more than half time 3
  - less than half time 4
- 183 3. In general, would you say that over the past few years, Coupeville has become more or less desirable as a place to live?
- become more desirable 19%
  - stayed about the same 39
  - became less desirable 37
  - not sure 5
- 178 4. Do you expect that in the next few years, Coupeville will become more desirable or less desirable as a place to live?
- will become more desirable 21%
  - will stay about the same 21
  - will become less desirable 42
  - not sure 16
5. In general, how important to you personally is each of the following?

	VERY IMPORTANT	% of total IMPORTANT	NOT IMPORTANT
156 a. your job .....	<input type="checkbox"/> 49%	<input type="checkbox"/> 22%	<input type="checkbox"/> 28%
184 b. the surrounding scenery .....	<input type="checkbox"/> 30	<input type="checkbox"/> 20	<input type="checkbox"/> 0
179 c. nearby outdoor recreation .....	<input type="checkbox"/> 45	<input type="checkbox"/> 47	<input type="checkbox"/> 3
182 d. quality of medical services .....	<input type="checkbox"/> 68	<input type="checkbox"/> 29	<input type="checkbox"/> 3
181 e. quality of public schools .....	<input type="checkbox"/> 64	<input type="checkbox"/> 29	<input type="checkbox"/> 7
183 f. friendliness of the community .....	<input type="checkbox"/> 62	<input type="checkbox"/> 37	<input type="checkbox"/> 1
183 g. freedom from crime and violence .....	<input type="checkbox"/> 81	<input type="checkbox"/> 19	<input type="checkbox"/> 0
185 h. level of taxes .....	<input type="checkbox"/> 57	<input type="checkbox"/> 42	<input type="checkbox"/> 1
185 i. air and water quality .....	<input type="checkbox"/> 83	<input type="checkbox"/> 16	<input type="checkbox"/> 1
171 j. the pace of life .....	<input type="checkbox"/> 53	<input type="checkbox"/> 40	<input type="checkbox"/> 7
177 k. entertainment/cultural activities .....	<input type="checkbox"/> 19	<input type="checkbox"/> 60	<input type="checkbox"/> 21
180 l. shopping facilities .....	<input type="checkbox"/> 13	<input type="checkbox"/> 52	<input type="checkbox"/> 30
176 m. historic nature of Coupeville .....	<input type="checkbox"/> 39	<input type="checkbox"/> 43	<input type="checkbox"/> 16
183 n. rural, village nature of Coupeville .....	<input type="checkbox"/> 58	<input type="checkbox"/> 37	<input type="checkbox"/> 5

Total Responses

6. How satisfied are you with the following aspects of your life in Coupeville?

		% of total			
		SATISFIED	SOMEWHAT SATISFIED	NOT SATISFIED	DOES NOT APPLY
189	a. your job .....	<input type="checkbox"/> 37%	<input type="checkbox"/> 40%	<input type="checkbox"/> 7%	<input type="checkbox"/> 42%
179	b. outdoor recreation opportunities .....	<input type="checkbox"/> 62	<input type="checkbox"/> 26	<input type="checkbox"/> 5	<input type="checkbox"/> 7
180	c. quality of medical services .....	<input type="checkbox"/> 68	<input type="checkbox"/> 23	<input type="checkbox"/> 4	<input type="checkbox"/> 4
178	d. quality of public schools .....	<input type="checkbox"/> 56	<input type="checkbox"/> 24	<input type="checkbox"/> 8	<input type="checkbox"/> 14
176	e. your rent or house payments .....	<input type="checkbox"/> 44	<input type="checkbox"/> 16	<input type="checkbox"/> 6	<input type="checkbox"/> 33
156	f. feeling of safety from crime/violence .....	<input type="checkbox"/> 57	<input type="checkbox"/> 34	<input type="checkbox"/> 7	<input type="checkbox"/> 2
173	g. local taxes .....	<input type="checkbox"/> 31	<input type="checkbox"/> 45	<input type="checkbox"/> 24	<input type="checkbox"/> 1
192	h. air and water quality .....	<input type="checkbox"/> 27	<input type="checkbox"/> 32	<input type="checkbox"/> 41	<input type="checkbox"/> 0
183	i. life style and pace of life .....	<input type="checkbox"/> 65	<input type="checkbox"/> 28	<input type="checkbox"/> 5	<input type="checkbox"/> 2
173	j. availability of employment .....	<input type="checkbox"/> 15	<input type="checkbox"/> 22	<input type="checkbox"/> 24	<input type="checkbox"/> 39
181	k. availability of housing .....	<input type="checkbox"/> 27	<input type="checkbox"/> 21	<input type="checkbox"/> 16	<input type="checkbox"/> 36
175	l. shopping facilities .....	<input type="checkbox"/> 40	<input type="checkbox"/> 41	<input type="checkbox"/> 15	<input type="checkbox"/> 4
176	m. prices of goods and services .....	<input type="checkbox"/> 26	<input type="checkbox"/> 51	<input type="checkbox"/> 20	<input type="checkbox"/> 2
178	n. this area as a place to raise children .....	<input type="checkbox"/> 59	<input type="checkbox"/> 15	<input type="checkbox"/> 2	<input type="checkbox"/> 25
176	o. quality of government services .....	<input type="checkbox"/> 29	<input type="checkbox"/> 44	<input type="checkbox"/> 24	<input type="checkbox"/> 3

As you may know, Coupeville and the Central Whidbey area have been increasing in population in recent years and it is estimated that they will continue to grow. This growth may have both positive and negative consequences.

% of total

- 182 7. On balance, do you think that if current trends continue, growth over the next ten years will make Coupeville more desirable or less desirable as a place to live?
- 179%  more desirable  
 67  less desirable  
 16  not sure

- 180 8. Here are some statements about growth in Coupeville. For each statement, check whether you more or less agree or more or less disagree.

180 a. Growth is important for a healthy economy in Coupeville.

- 39%  agree  
 49  disagree  
 12  not sure

171 b. Coupeville town government should allow growth to take its natural course, and not try to manage or control growth and development any further.

- 16%  agree  
 80  disagree  
 4  not sure

Total Responses % of total

- 102 c. Coupeville town government has done a good job of managing growth and dealing with growth issues.
- 100%  agree
  - 57  disagree
  - 27  not sure
- 185 d. Coupeville town government should enact stricter land use laws to regulate new development.
- 69%  agree
  - 23  disagree
  - 13  not sure
- 100 e. More open space needs to be preserved in Coupeville.
- 70%  agree
  - 20  disagree
  - 9  not sure
- 190 9. Do you feel that the current residential land use regulations are too restrictive, about right or not restrictive enough?
- 15%  too restrictive
  - 35  about right
  - 34  not restrictive enough
  - 17  not sure
- 173 10. Managing growth requires balancing many considerations and establishing priorities. Overall, which one of the following do you personally feel should have the highest priority as Coupeville grows.
- 20%  economic needs
  - 10  social needs
  - 63  environmental needs
  - 7  not sure
- 182 11. Some people feel that tourism is an advantage to them because they work in the tourism industry or because tourism brings more businesses and services that benefit them (such as restaurants or entertainment). Other people feel that tourism is a disadvantage because of crowding, lines at the stores, parking, ferry overloads, and increased traffic. Do you feel that the benefits of tourism to you outweigh the disadvantages?
- 43%  benefits outweigh the disadvantages
  - 33  benefits and disadvantages about the same
  - 19  disadvantages outweigh the benefits
  - 5  undecided

Total Responses

12. The kinds of business that provide jobs to Coupeville residents will be very important in deciding what the future of the town will be like. For each of the following activities, do you think the activity should be encouraged or discouraged.

% of total

	ENCOURAGED	DISCOURAGED	NOT SURE
176 a. farming .....	<input type="checkbox"/> 93%	<input type="checkbox"/> 4%	<input type="checkbox"/> 3%
174 b. aquaculture .....	<input type="checkbox"/> 47	<input type="checkbox"/> 36	<input type="checkbox"/> 17
174 c. festivals .....	<input type="checkbox"/> 76	<input type="checkbox"/> 9	<input type="checkbox"/> 15
173 d. tourism .....	<input type="checkbox"/> 71	<input type="checkbox"/> 11	<input type="checkbox"/> 18
178 e. continuing education courses .....	<input type="checkbox"/> 94	<input type="checkbox"/> 0	<input type="checkbox"/> 6
176 f. bed and breakfasts .....	<input type="checkbox"/> 56	<input type="checkbox"/> 26	<input type="checkbox"/> 18
170 g. hotels/motels .....	<input type="checkbox"/> 35	<input type="checkbox"/> 48	<input type="checkbox"/> 17
175 h. computer software firms .....	<input type="checkbox"/> 50	<input type="checkbox"/> 29	<input type="checkbox"/> 21
177 i. arts and crafts .....	<input type="checkbox"/> 69	<input type="checkbox"/> 3	<input type="checkbox"/> 8
172 j. residential care facilities .....	<input type="checkbox"/> 64	<input type="checkbox"/> 14	<input type="checkbox"/> 22
177 k. home based businesses .....	<input type="checkbox"/> 79	<input type="checkbox"/> 12	<input type="checkbox"/> 9
163 l. college/university facilities .....	<input type="checkbox"/> 61	<input type="checkbox"/> 21	<input type="checkbox"/> 18
177 m. local taxi service .....	<input type="checkbox"/> 36	<input type="checkbox"/> 33	<input type="checkbox"/> 31
177 n. light industry .....	<input type="checkbox"/> 46	<input type="checkbox"/> 21	<input type="checkbox"/> 12
170 o. research/development firms .....	<input type="checkbox"/> 51	<input type="checkbox"/> 30	<input type="checkbox"/> 18
160 p. retail services .....	<input type="checkbox"/> 70	<input type="checkbox"/> 21	<input type="checkbox"/> 9
90 (e.g., drug/grocery, service station) .....	<input type="checkbox"/> 72	<input type="checkbox"/> 12	<input type="checkbox"/> 15
156 q. professional services .....	<input type="checkbox"/> 75	<input type="checkbox"/> 8	<input type="checkbox"/> 16
87 (e.g. legal, accounting) .....	<input type="checkbox"/> 72	<input type="checkbox"/> 8	<input type="checkbox"/> 19
168 r. health and medical services .....	<input type="checkbox"/> 87	<input type="checkbox"/> 4	<input type="checkbox"/> 9
s. other (Please write in.)			

Your ideas are extremely important.)

13. Please list four businesses that you feel would have the highest chance of success in Coupeville.

1. Gas Station (many noted "full service")

- \* Following businesses also received several responses:
  - bed & breakfast
  - residential care
  - college
  - supermarket
  - day care
  - mini-market
  - variety store
  - laundromat
  - sports clothing
  - tourism
  - Wool & Knitting Shop
  - research & development
  - magazine/book store
  - "good" restaurant

total  
 Responses

14. One of the purposes of this survey is to find out what goals residents want for the future of the town. A few possibilities are listed below. How do you feel about each one? Should it be a high priority, medium priority, or low priority, or should it not be a goal for the future of Coupeville?

		% of total			
		HIGH PRIORITY GOAL	MEDIUM PRIORITY GOAL	LOW PRIORITY GOAL	NOT A GOAL
173	a. increase job opportunities .....	<input type="checkbox"/> 26%	<input type="checkbox"/> 40%	<input type="checkbox"/> 20%	<input type="checkbox"/> 14%
181	b. protect the natural environment.....	<input type="checkbox"/> 82	<input type="checkbox"/> 15	<input type="checkbox"/> 3	<input type="checkbox"/> 0
174	c. improve and/or add ferry service.....	<input type="checkbox"/> 15	<input type="checkbox"/> 33	<input type="checkbox"/> 34	<input type="checkbox"/> 18
171	d. increase availability of affordable housing .....	<input type="checkbox"/> 26	<input type="checkbox"/> 28	<input type="checkbox"/> 29	<input type="checkbox"/> 17
174	e. attract new business .....	<input type="checkbox"/> 32	<input type="checkbox"/> 32	<input type="checkbox"/> 22	<input type="checkbox"/> 13
196	f. promote off-season tourism .....	<input type="checkbox"/> 38	<input type="checkbox"/> 30	<input type="checkbox"/> 22	<input type="checkbox"/> 10
177	g. preserve open space .....	<input type="checkbox"/> 68	<input type="checkbox"/> 23	<input type="checkbox"/> 7	<input type="checkbox"/> 2
171	h. improve police protection.....	<input type="checkbox"/> 26	<input type="checkbox"/> 43	<input type="checkbox"/> 23	<input type="checkbox"/> 7
173	i. keep population growth low .....	<input type="checkbox"/> 46	<input type="checkbox"/> 29	<input type="checkbox"/> 12	<input type="checkbox"/> 13
183	j. preserve historic quality of town .....	<input type="checkbox"/> 57	<input type="checkbox"/> 29	<input type="checkbox"/> 11	<input type="checkbox"/> 2
173	k. improve boating facilities .....	<input type="checkbox"/> 30	<input type="checkbox"/> 35	<input type="checkbox"/> 21	<input type="checkbox"/> 13
183	l. improve recreational facilities .....	<input type="checkbox"/> 32	<input type="checkbox"/> 41	<input type="checkbox"/> 17	<input type="checkbox"/> 9

m. other  
 (Please write in.  
 We need your ideas)

165 15. a. Do you favor keeping our streets narrow with pathways alongside or do you favor widening the streets with developed sidewalks?

- 68%  narrow and pathways
- 29  wide and sidewalks      Where? 9<sup>th</sup> Street, 6<sup>th</sup> Street, Main Street
- 11  no opinion

176 b. Do you think that existing sidewalks and pathways are adequate?

- 65%  yes
- 35  no      If not, where are they needed? Main Street

179 16. Do you find parking a problem in downtown Coupeville?

- 109%  most of the time
- 42  only during the summer
- 32  not very often
- 8  never

176 17. Do you favor the development of bicycle lanes on the shoulders of major town roads?

- 61%  yes      If so, where? 9<sup>th</sup> St., 6<sup>th</sup> St., Main St., Front St., Madonna.
- 39  no      Parker Road, Broadway

181 18. How often do you use public transportation (Island Transit)?

- 49%  often (several time a week)
- 31  now and then (several times a month)
- 65  never

Total Responses % of total

180 19. What are your current housing needs or concerns, if any? *Check all that apply.*

- 79%  my rent or payments are too high
- 4  I cannot find housing to buy
- 1  I cannot find permanent housing to rent
- 0  I cannot find permanent housing to buy
- 1  I cannot find affordable housing to rent
- 87  my housing needs are currently being met

179 20. Dealing with the problems facing Coupeville may involve making difficult choices. Here are some choices that we may face:

Some people feel that land use regulations make it difficult for new businesses to locate in Coupeville. Other people feel that strong land use regulations are important to protect the island environment and keep it attractive to business, residents, and tourists. How do you feel about the current land use and environmental regulations governing business location, type, appearance, and size of development in Coupeville?

- 17%  too restrictive
- 37  about right
- 28  not restrictive enough
- 18  not sure

178 21. Do you favor more, less, or about the same number of Island County Government facilities in Coupeville?

- 49%  more
- 19%  less
- 69%  same

155 22. If there are to be more County Government facilities, where would you like them located?

- 12%  at several locations around town
- 36  expansion around existing County facilities (North Main area)
- 43  a "County Campus" developed on a large tract of land
- 9  other. Please explain.

175 23. Coupeville has enough undeveloped land inside the town to accommodate a doubling of its population. Do you feel that this increase should be within the present Town limits or should the Town limits be expanded?

- 56%  within existing Town limits
- 25  expand Town limits
- 19  no opinion

166 24. In your estimation, future development should be characterized by:

- 67%  more development within Town limits to preserve open space outside of town
- 33  scattered development across the entire Central Whidbey area

100%  
Responses

% of total

176 25. Most of Coupeville have been laid out with 9,600 square foot lots (about 4 lots/acre). Given that new population will be attracted to Coupeville, is your vision for Coupeville's future:

- 49% (1) a community with 3 to 8 lots per acre or
- 7 (2) a more spread-out community with larger parcels?
- 15  I somewhat prefer to live in a smaller, denser area
- 7  I strongly prefer to live in a smaller, denser area
- 19  I somewhat prefer to live in a spread-out community
- 38  I strongly prefer to live in a spread-out community
- 9  no opinion

157 26. All landowners directly and indirectly pay for services. Considering that provision of Town services to large parcels (i.e., drainage, sewer, water, streets, police protection, etc.) generally costs more to the average landowner, how do you feel about large parcels inside the Town limits?

- 60%  the extra costs are acceptable
- 40  the extra costs are not acceptable

162 27. How would you prefer to see the last remaining large tracts of developable land in Coupeville utilized?

- 51%  cluster development with planned open space
- 41  standard large lot subdivision
- 8  commercial development

28. Do you think local taxes should be increased if necessary to do the following?

	AGREE	DISAGREE	NOT SURE
172 a. improve schools .....	<input type="checkbox"/> 56%	<input type="checkbox"/> 30%	<input type="checkbox"/> 14%
166 b. build parks and playgrounds .....	<input type="checkbox"/> 44	<input type="checkbox"/> 42	<input type="checkbox"/> 14
172 c. preserve Historic District .....	<input type="checkbox"/> 35	<input type="checkbox"/> 52	<input type="checkbox"/> 13
170 d. improve roads .....	<input type="checkbox"/> 63	<input type="checkbox"/> 26	<input type="checkbox"/> 11
174 e. preserve open space .....	<input type="checkbox"/> 58	<input type="checkbox"/> 29	<input type="checkbox"/> 13
170 f. manage growth .....	<input type="checkbox"/> 56	<input type="checkbox"/> 30	<input type="checkbox"/> 14
171 g. provide low-income housing .....	<input type="checkbox"/> 13	<input type="checkbox"/> 71	<input type="checkbox"/> 16
168 h. improve police protection .....	<input type="checkbox"/> 44	<input type="checkbox"/> 39	<input type="checkbox"/> 17
168 i. improve senior services .....	<input type="checkbox"/> 33	<input type="checkbox"/> 46	<input type="checkbox"/> 21
175 j. improve water and sewer .....	<input type="checkbox"/> 81	<input type="checkbox"/> 13	<input type="checkbox"/> 6
169 k. improve parking facilities .....	<input type="checkbox"/> 24	<input type="checkbox"/> 58	<input type="checkbox"/> 18
166 l. improve fire protection .....	<input type="checkbox"/> 57	<input type="checkbox"/> 28	<input type="checkbox"/> 16

171 29. Do you consider shoreline erosion to be a serious threat to property in Coupeville?

- 52%  yes
- 48  no

185 30. Should the Town take an active role in establishing programs to protect shorelines from erosion?

- 58%  yes
- 25  no
- 17  no opinion

Total Responses % of total

- 100 31. Should the Town regulate development on or near wetlands and groundwater recharge areas?  
60%  yes  
10  no  
10  no opinion
- 177 32. Do you consider surface runoff to be a problem in the Town?  
57%  yes  
43  no
- 173 33. Should the Town give priority to developing programs to control surface water runoff?  
57%  yes  
20  no  
23  no opinion
- 179 34. Should property owners be required to get approval from the Town before removing significant trees and vegetation from their property?  
47%  yes  
45  no  
8  no opinion
- 108 35. The best way to insure a visually attractive town character is to:  
40%  develop architectural and aesthetic review standards for the entire town  
20  expand existing "Overlay District" and enforce current regulations  
40  allow individual property owners, outside the Overlay District" to set their own standards

Here are some questions about you and your family to help us analyze this questionnaire.

- 173 36. Is your home owned or being bought by you or by someone in your household, or are you currently renting?  
88%  own  
12  rent
- 179 37. Which best describes your residence?  
190  a mobile home or trailer  
96  a house  
2  an apartment  
1  a condominium  
0  other (please describe it) \_\_\_\_\_
38. How many persons, including yourself, are presently living in your household? 2 (ava) number
- 103 39. What is your age range?  
190  younger than 20  
11  20 - 34  
29  35 - 49  
22  50 - 64  
36  65 - 84  
1  older than 85

total  
responses % of total

- 191 40. Are you:  
52%  male  
48  female
- 164 41. Are you currently employed or seeking employment?  
60%  employed or seeking employment (*continue to next question*)  
40  not employed and not seeking employment (*skip to question #44*)
- 110 42a. Are you generally self-employed or are you employed by someone else?  
40%  self-employed  
55  employed by someone else  
5  both
- 70 42b. If self-employed, do you own a business in Town?  
46%  Yes  
54  No
- 127 43. How many hours a week are you currently working?  
68%  working 35 hours per week or more  
16  working less than 35 hours per week  
3  currently not working  
13  retired
- 126 44a. Where do you work?  
60%  Coupeville area  
19  Oak Harbor area  
2  South Whidbey  
19  Off Island
- 117 44b. Do you work?  
27%  At home  
73  Away from home
- 165 45. In which of these groups did your total household income, from all sources, fall last year (1991) before taxes?  
49%  less than \$10,000  
14  \$10,000 - \$19,999  
21  \$20,000 - \$29,999  
32  \$30,000 - \$49,999  
29  more than \$50,000
- 182 46. How frequently do you attend a Town Council or Planning Board meeting?  
10%  frequently  
30  occasionally  
34  rarely  
26  never



*Island County  
County-wide Planning Policies*

*Appendix B*

## APPENDIX B

### COUNTY WIDE PLANNING POLICIES

Adopted By Resolution No. C-120 -98, September 28, 1998

Revised #6.6 on 12/28/98; Revised #5.10 on 2/22/99, Resolution C-10-99

## COUNTY WIDE PLANNING POLICIES ANALYSIS OF FISCAL IMPACTS

RCW 36.70A.210 required that each county required to plan under the Growth Management Act (and the cities therein), develop and adopt a series of mutually agreed upon County-wide planning policies. These policies will establish a framework for the local adoption of comprehensive plans and development regulations. They will also provide the foundation for meeting County-wide determined (vs. State determined) consistency criteria as required by the Growth Management Act. These policies are not the equivalent of a regional comprehensive plan. The legislative direction is to develop policy statements to be used solely for the purpose of attaining consistency among plans of the County and the Municipalities.

It is therefore the opinion of the Planning Officials of the Municipalities and the County that the County-Wide Planning Policies, in themselves, have no fiscal impact and are an agreed-upon method of guiding the planning activities required by the Growth Management Act. We recognize that as the Growth Management Act and these policies are implemented to their maximum extent, County Government may lose some tax base needed to operate essential services which serve both the County and Municipalities. To compensate for this, legislation may be required to provide tax base sharing. Neither the fiscal impacts of implementing the Growth Management Act itself nor development of land use plans and development regulations necessary to implement the GMA are addressed herein.

POLICY #1  
POLICIES TO IMPLEMENT RCW 36.70A.110  
i.e. URBAN GROWTH AREAS

It is the policy of the County and the Municipalities to:

1. Cooperatively and jointly designate municipal Urban Growth Area (UGA) boundaries. The designation of UGA boundaries beyond the existing limits of incorporation of a municipality should be based on a demonstration by the municipalities that public facilities and service capacities either already exist or are planned for and can be efficiently, economically, and practicably provided by either public or private sources;
2. Provide new municipal public works facilities only within, and not beyond Urban Growth Areas. Such facilities include:
  - a) Streets, bridges and sidewalks built to municipal standards,
  - b) Water storage, transmission and treatment facilities,
  - c) Sanitary sewer collection and treatment facilities, and
  - d) Storm sewer collection and treatment facilities.

Two exceptions are contemplated:

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

The siting of essential public facilities;

3. promote the retention of the overall rural character of the County by
  - a) Including sufficient area within any UGA to accommodate anticipated growth and avoid market constraints that induce leapfrogging development, and
  - b) Establishing zoning classifications that preserve rural character and foster long term rural development;
4. Enter into Interlocal Agreements (County and each City/Town) for expeditious, concurrent, and cost effective joint review of development proposals and public projects in the UGAs, with final approvals continuing to reside with the County for areas outside of City limits;
5. Fully and cooperatively implement the County-Wide Planning Policies with the understanding that redress to all parties is available pursuant to the Growth Management Act. Since the County-Wide Planning Policies serve as the framework for the development and adoption of the County and municipal comprehensive plans to ensure consistency as required in RCW 36.70A.100, it is not anticipated that an amendment to the County-Wide

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Planning Policies will be necessary. However, in the unlikely event that the County, in collaboration with the municipalities, determines in conjunction with the development of their comprehensive plans that an amendment to the County-Wide Planning Policies is necessary to achieve the goals of the Growth Management Act as stated in RCW 326.70A.020, the Board of Island County Commissioners may amend the County-Wide Planning Policies in the same manner as their original adoption.

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

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POLICY #2

POLICIES FOR SITING ESSENTIAL PUBLIC FACILITIES  
OF A COUNTY OR STATE WIDE SIGNIFICANCE

It is the policy of the County and the Municipalities that:

1. Provision shall be made in the County's and Municipalities' development regulations for siting important and essential public or quasi-public facilities of County or State-wide significance. Examples include, but are not limited to, airports, state education facilities, solid waste handling facilities, and public and private utilities. The objective is to achieve interjurisdictional consistency in these regulations;
2. Siting requirements will be important factors in determining whether essential public facilities will be located in urban, growth or in rural areas. Siting requirements for County facilities within UGAs will be jointly and cooperatively established with the municipalities;
3. Essential public facilities should not be located in Resource Lands and Critical Areas unless there is a demonstrated need and no alternative siting options are reasonable/feasible. Siting of essential Public Facilities within Resource and Critical Lands must be consistent with the Comprehensive Plans of the County and Municipalities and must be compatible with adjacent land use and consistent with development regulations adopted pursuant to RCW 36.70A;
4. Essential public facilities sited outside of urban and urban growth areas must be self-supporting and not require the extension of Municipal urban services and facilities; and
5. The siting of major energy facilities, including throughput transmission facilities, shall not be considered essential public facilities and therefore, comprehensive plans, development regulations and local policies will apply to the siting of such facilities;

### POLICY #3

#### POLICIES FOR JOINT COUNTY/MUNICIPALITY PLANNING

It is the policy of the county and the Municipalities that cooperative planning will be performed under the following policies:

1. The Municipalities and the County will commence the process for major revision of their Comprehensive Plans for a planning horizon of 2025 no later than 2005. Population projection allocations between the Municipalities and the County will be re-evaluated during this review and will be finalized during the preparation of revised County and Municipality Comprehensive Plans to be adopted in 2006.
2. The Municipalities and the County should coordinate capital facilities planning and funding within UGAs. Cooperative effort is best suited to this level of planning and development because many capital facilities and public services, i.e. parks, public and private utilities, youth services, senior services, drainage and transportation facilities are regional in nature. Facility design and construction standards within the UGA shall be established cooperatively with the adjacent city to assure consistency; and
3. The County and Municipalities should also coordinate where appropriate, the development and implementation of long-range plans for youth services, senior services, fire protection, police services, air quality, transportation, solid waste, public and private utilities, and environmental plans such as watershed action and stormwater management plans.
4. The County and the Municipalities, in coordination with the Department of Ecology, have previously adopted a Ground Water Management Plan which provides for the protection of the quality and quantity of ground water used for public water supplies.
5. The County and the Municipalities will develop a list of benchmarks\* and establish a monitoring program for changes in growth trends using measurable indicators.

\* such as population, employment, geographic distribution of new land use and development

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POLICY #4

POLICIES FOR COUNTY-WIDE ECONOMIC DEVELOPMENT  
AND EMPLOYMENT

To ensure future economic vitality, broaden employment opportunities and meet the needs of projected growth while retaining a high-quality environment, it is the policy of the County and the Municipalities that:

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

POLICY #5

POLICIES FOR PROMOTING CONTIGUOUS AND ORDERLY DEVELOPMENT AND PROVIDING URBAN SERVICES TO SUCH DEVELOPMENT

It is the policy of the County and the Municipalities that developments within Municipal Urban Growth Areas (UGAs) will be contiguous, orderly and coordinated between the County and Municipalities' governments and utility service providers through the following policies:

1. The first preference for urban development is within municipal boundaries. The second preference for urban development is within areas annexed to municipalities in the UGA;
2. Non-urban development in the UGA should be discouraged. Non-urban development in the UGA should only be allowed if such development will be compatible with future urban development;
3. Through interlocal agreements as provided in Policy 5.6 below, governing entities shall require development in the unincorporated area of the municipal UGA to comply with the following:
  - a. If the area is contiguous to the municipal boundary to:
    - (1) Annex to the municipality, or
    - (2) If authorized by the municipality,
      - (a) Execute an annexation/development agreement prior to development approval, and
      - (b) Develop at urban density or uses, and
      - (c) Submit a site development plan showing ultimate development of the lot or parcel(s) consistent with the potential applicable municipal zoning and development standards.
  - b. If the area is not contiguous to the municipality,
    - (1) Execute an annexation/development agreement prior to development approval,
    - (2) Develop at the densities and uses established in the interlocal agreement adopted by the municipality and the County, and
    - (3) Submit a site development plan showing ultimate development of the lot or parcel(s) consistent with the applicable potential municipal zoning and development standards.
4. The forming of unincorporated enclaves shall be avoided in the UGA;

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5. The minimum parcel sizes/density of new residential development within the UGA that proposes to utilize on-site sewage treatment systems shall be jointly and collaboratively established by the County and the municipalities in an adopted Interlocal Agreement.
6. Interlocal agreements shall be cooperatively developed by the County and the municipalities to address the following:
  - a. Consistent with Policy 5.10 below, establish and implement Urban Growth Area policies and include zoning district boundaries, uses, density and such standards as may be required to coordinate development decisions within the unincorporated portion of the UGA. These agreements shall be adopted within 90 days of the CWPP amendments. In the case where future amendments to Urban Growth Area boundaries trigger the need for an interlocal agreement or revision of an existing agreement, the agreement/revised agreement shall be adopted at the same time as the amended UGA boundary.
  - b. Establish and implement the Joint Planning Area policies to include UGA Expansion Areas with appropriate regulations and procedures. These agreements shall be adopted within 90 days of the adoption of the CWPP amendments.
7. Except as authorized by the Growth Management Act, urban development shall not be permitted outside of the boundaries of UGAs. Once established by the County pursuant to RCW 36.70A.070(5), expansion of the boundaries of areas of more intensive rural development shall only be permitted pursuant to RCW 36.70A.070(5) and otherwise shall not be permitted to expand unless they are designated as Urban Growth Areas in compliance with the requirements of RCW 36.70A.110.
8. The intensification of development on lots containing isolated non-residential uses or new development of isolated cottage industries and isolated small-scale businesses permitted by RCW 36.70A.070(5) are permissible, subject to adopted development and compatibility standards.
9. As permitted by RCW 36.70A.070(5), the intensification of development of or new development of small-scale recreation or tourist uses are permissible including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but do not include any residential development, all subject to adopted development and compatibility standards.
10. The preference for urban development is as stated in Policy 5.1 above, that urban development is to occur in a municipality or be annexed to a municipality. In those cases where development is within the unincorporated portion of a municipal UGA and is not served by municipal services, the development shall use rural governmental services and comply with the County's rural development standards or, for development within the unincorporated portion of Langley's and Coupeville's UGAs, such service requirements and

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development standards established through adopted interlocal agreements between the County and the City of Langley and the Town of Coupeville.

Amendment to Policy 5.10 adopted on 2/22/99.

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POLICY #6

POLICIES FOR COUNTY-WIDE TRANSPORTATION  
FACILITIES & STRATEGIES

It is the policy of the County and the Municipalities that:

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

*Note: Policy # 6 amended by Resolution C-169-98 on December 28, 1998 by the addition of paragraph #6.*

POLICY #7

POLICIES ON AFFORDABLE HOUSING, FOR ALL OF THE POPULATION

It is the policy of the County and Municipalities that:

1. A wide range of housing development types and densities throughout the County should be encouraged and promoted to meet the needs of a diverse population and provide affordable housing choices for all;
2. Manufactured home parks at Urban densities, should be located within Urban Growth Areas.
3. Multifamily housing, at urban densities, should be located within UGAs and/or unincorporated Rural Centers;
4. The County and Municipalities should provide appropriately zoned lands and/or location criteria to assure the inclusion of multi-family housing and manufactured home parks within Urban Growth Areas and should provide for other types of housing for individuals with special needs throughout the county;
5. The comprehensive Plans of the County and Municipalities should consider housing and housing provision options such as:
  - a. Development of boarding houses, single-room occupancy housing, scattered site housing, and accessory housing such as elder cottages, guest houses and/or attached apartments;
  - b. Establishment of a public/private housing trust fund to provide loans and grants for development of low to moderate-income housing and housing for persons with special needs;
  - c. Identification of publicly-owned properties, excluding those designated as Resource or Critical Lands, that could serve as possible sites for development of affordable low income or senior housing; and
  - d. Identification of regulatory relief actions such as inclusionary zoning, density bonuses for the development of lower-cost housing or in-lieu-of payments into a housing trust fund, forgiveness of impact or mitigation fees for low-income housing as authorized under the Growth Management Act or priority permit process treatment of housing developments intended for or including affordable housing.
6. It is intended that provisions for affordable housing will be required elements of the economic development and comprehensive plans of the County and the Municipalities.

POLICY #8  
POLICIES FOR PARKS, RECREATION  
OPEN SPACE AND NATURAL LANDS

To protect the rural and scenic character of Island County and to ensure that both urban and rural residents of the County have reasonable access to and opportunities for outdoor recreation, it is the policy of the county and the Municipalities that:

1. Each jurisdiction intends to include a park, recreation and open space element in its GMA Comprehensive Plan. These elements shall be coordinated and, where appropriate, the County and each of the cities should adopt level of service standards and definitions. Capital facility plans for funding and acquisition of new parks and recreation facilities should also be coordinated between the county and each of the cities to ensure efficient and effective use of public funds.
2. Establish a county-wide system of non-motorized trails. Trails would be established on a region wide basis.
3. Identify, establish and protect open space corridors and greenbelts within and between urban growth areas through (a) public acquisition of fee or lesser interests in these corridors by purchase donations, incentives such as density bonuses; and (b) by use of the open space tax program.
4. Develop and adopt a County-wide plan for the preservation and acquisition of lands for open space, recreation, and natural resources (Natural Lands Plan) that can serve as an "implementation umbrella" for municipal plans with open space components. The Plan should prioritize voluntary acquisition of sites based upon their conservation, open space, or recreation value. The Plan should coordinate implementation programs to acquire and protect these identified sites. The plan should implement County Comprehensive Plan policies regarding protection of the rural character and livability of Island County by protecting open space corridors, areas that are important to separate and define urban growth areas, and areas of more intensive rural development.
5. To preserve open space and create recreational opportunities by innovative incentives and/or regulatory techniques such as, but not limited to, purchase of developments rights, conservation easements, land trusts and community acquisition of lands for public ownership shall be encouraged.
6. The use of open space taxation laws shall be evaluated as a useful method of land use control and resource preservation.

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7. Maintaining recreation and open space corridors shall be coordinated with land use elements.
8. A park and recreation system shall be promoted which is integrated with existing and planned land use patterns.
9. School districts, local public agencies, State and Federal governments, recreation districts, the Federal government, and private entities should work together to develop joint inter-agency agreements to provide facilities that not only meet the demands of the education for youth, but also provide for public recreation opportunities that reduce the unnecessary duplication of facilities within Island County.
10. Review, comment and coordinate with Navy plans such as the NAS Whidbey Island Base Master Plan, Natural Resources Management Plan, Outdoor Recreation Management Plan, etc. as Appropriate, and continue to maintain active communication.

*Note: This policy #8 was adopted as an amendment to the County-wide Planning Policies by the Board of Island County Commissioners and the Municipalities on July 27, 1998*

## POLICY #9

### POLICIES FOR PROJECTING POPULATION GROWTH AND EMPLOYMENT

It is the policy of the County and Municipalities that:

1. Initial Growth Projection: Initial population and employment growth projections will be established as follows:
  - a) The County has elected to use the 1995 Office of Financial Management 2020 High Series Population Growth for the County Comprehensive Plan. The Municipalities do not necessarily concur with this policy. The Municipalities previously elected to prepare their Comprehensive Plans for planning periods ending in 2010 or 2013 utilizing the earlier OFM single series projection which is now considered to be the Medium Series.
  - b) The County has prepared population projections for each Municipality for the planning period projected to the year 2020 using a rate of growth assumed by the municipality in its comprehensive plan. The Municipality will accept the County projections and allocations for the purposes of planning the unincorporated portion of the urban growth area with the understanding that the projections and allocations will be reconciled on the basis of long-term monitoring as provided for below and in Policy #3. The initial population growth projections are set forth in Attachment A.
  - c) The Island County EDC Jobs Forecast dated March 26, 1998 will be used to project employment growth. The initial employment growth projections are set forth in Attachment A.
2. Long-term Monitoring. Though not required by the GMA, the County in collaboration with each Municipality will implement a monitoring and evaluation program modeled after the process set forth in RCW 36.70A.215 and Policy #3, Item 5 above. The long-term monitoring program shall commence as soon as results of the U.S. Year 2000 Census and updated OFM projections have been released, and shall be repeated in 2006, 2011 and 2016. The Municipal and County Comprehensive Plans will be collaboratively synchronized and reconciled by 2006. Revised UGA boundaries shall be based on such factors as the ability to provide urban services.
3. General Objectives  
Consistent with Policy #3, Item 5 above, the following are examples of general objectives that shall be considered in the establishment of specific benchmarks:
  - b. Population Distribution:

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- Increase the percentage of total county population growth occurring inside the urban growth areas, including potential non-municipal Urban Growth Areas in Freeland and Clinton.
  - Decrease the percentage of total county population growth occurring in the rural areas.
  - Encourage, to the extent permitted by the GMA, as much rural growth as possible as infill within the logical outer boundaries of existing, designated Areas of More Intensive Rural Development.
- c. Employment:
- Increase non-military, locally-based jobs from the current 40% of the County labor force to 50% of the labor force by the year 2020, an increase of approximately by 4,000 local jobs above the current level of non-military, locally-based jobs.

ATTACHMENT A

<u>Population</u>	<u>1996</u>	<u>2020</u>	<u>24-year Growth</u>	<u>% of Growth</u>	<u>Change from median forecast</u>
North Whidbey	39,100	57,500	18,400	42%	* +2,500
Oak Harbor UGA	19,200	31,000	11,800		
Unincorporated	19,900	26,500	6,600		
Central Whidbey	10,200	14,000	3,800	9%	
Coupeville UGA	1,600	2,000	400		
Unincorporated	8,600	12,000	3,400		
South Whidbey	13,600	26,000	12,400	28%	+4,850
Langley UGA	1,000	2,200	1,200		
Freeland RAID	1,400	2,500	1,100		
Clinton RAID	900	2,000	1,100		
Unincorporated	12,600	23,800	11,200		
Camano Island	12,000	21,300	9,300	21%	+4,850
Island County	74,900	118,800	43,900		+12,200
UGA	21,800	35,200	13,400	30%	
Rural	53,100	83,600	30,500	70%	
<u>Employment</u>	<u>1996</u>	<u>2020</u>	<u>22-year Growth</u>	<u>% of Growth</u>	
North Whidbey	16,143	22,850	6,707	57%	
Oak Harbor UGA	5,516	11,400	5,884	50%	
Unincorporated	10,627	11,450	823	7%	
Central Whidbey	2,287	3,551	1,264	11%	
Coupeville UGA	1,537	2,378	841	7%	
Unincorporated	750	1,173	423	4%	
South Whidbey	2,708	5,634	2,926	25%	
Langley UGA	509	1,310	801	7%	
Unincorporated	2,199	4,324	2,125	18%	
Camano Island	451	1,310	859	7%	
Island County	21,585	33,345	11,760		
UGA	8,138	15,233	7,095	64%	
Rural	13,902	18,112	4,210	36%	

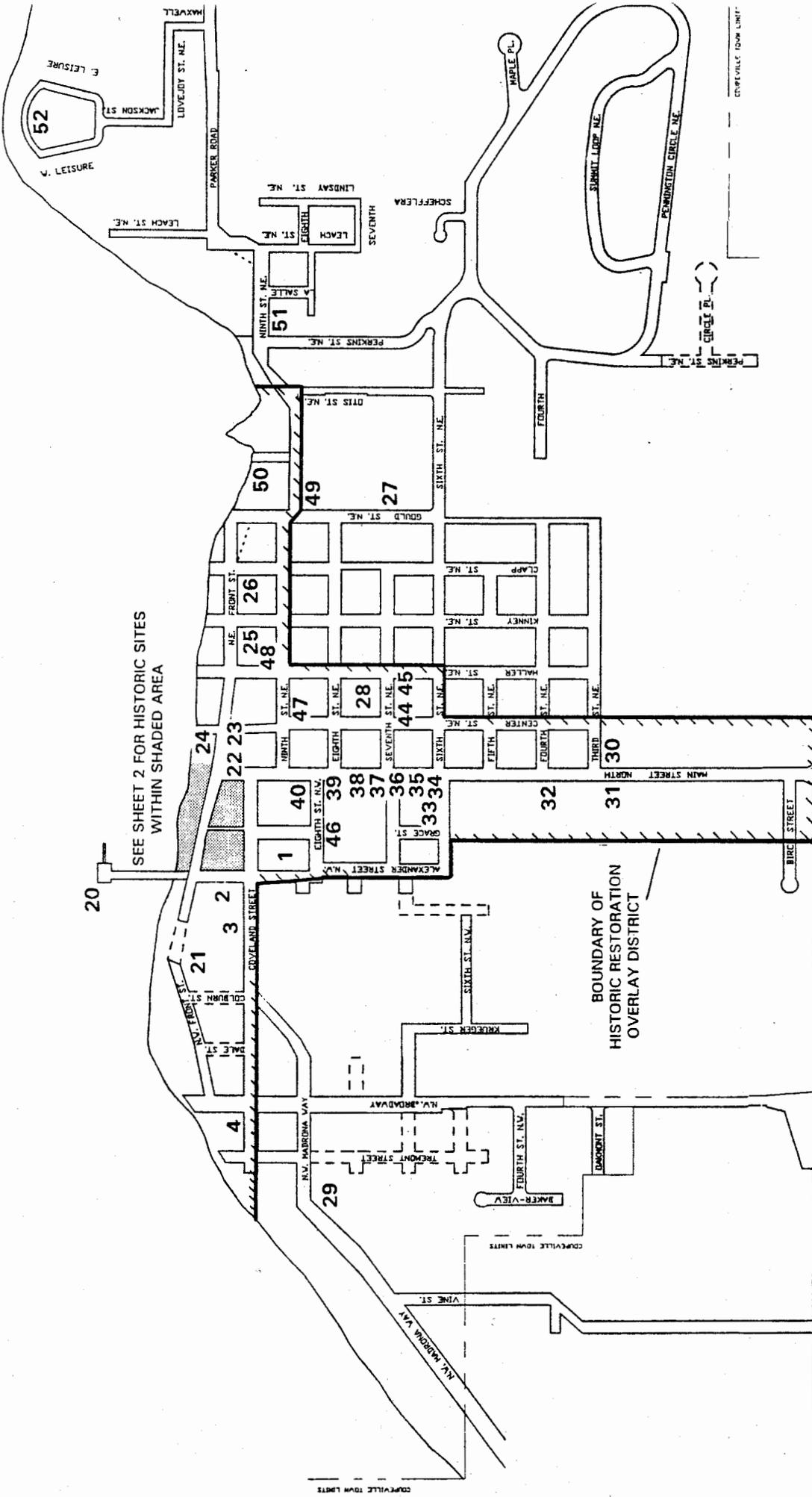
*Historic Structures and Sites*

*Appendix C*

## Appendix C

## Historic Sites (rev. 9/99)

1	H. Holbrook House	805 Alexander	R13233-352-3600	Jeanne Carrington
2	Alexander Block House	906 Alexander	R13233-397-3390	I. C. Historical Soc.
3	Sill House	180 Coveland	R13233-380-3350	Platt/Buescher
4	M. Fullington House	522 NW Coveland	S7070-00-11000	Joseph/Sally Keeva
5	Glenwood Hotel	1 NW Front	R13233-380-395	Jack/Joan McPherson
6	Puget Race Drug Store	2 NW Front	R13233-400-403	Judy King
7	Sedge Bldg.	4 NW Front	R13233-405-3990	Doug Kroon
8	J. Robertson House	5 NW Front	R13233-380-3880	Teresa Saia
9	Howell's Barber Shop	7 NW Front	R13233-385-3830	Shelby/Kathy Quinn
10	Whidbey Mercantile	8 NW Front	R13233-408-3870	John Rodriguey
11	J. Robertson Store	10 NW Front	R13233-409-3800	Harry Nevard
12	Coupeville Cash Store	12 NW Front	R13233-410-3750	Collins/Fonda
13	Elkhorn Saloon	15 NW Front	S6025-00-07006	Julie Lloyd
14	Benson's Confectionary	16 NW Front	R13233-411-3690	Karl King
15	Judge Still Law Office	17 NW Front	S6025-00-07004	Peter/Paul Whelan
16	Island Co. Times Bldg.	19 NW Front	S6025-00-07005	Jan McGregor
17	Island Co. Abstract Office	21 NW Front	S6025-00-07003	Peter/Paul Whelan
18	Terry's Dryer	22 NW Front	R13233-414-3580	Charles/Sandra Poust
19	Gillespie Meat Market	24 NW Front	R13233-414-3550	Port of Coupeville
20	Wharf-Warehouse	26 NW Front	R13233-413-358	Port of Coupeville
21	Fairhaven/Swift House	911 NW Colburn	R13233-405-3070	Mark/Juanita Bunch
22	Col. Haller House	1 NE Front	R13233-379-4060	Stan Willhight
23	Island Co. Bank Bldg.	5 NE Front	R13233-375-4150	Wylie Vracin
24	Samsel Law Office	6 NE Front	R13233-397-415	Kirsten Larson
25	Captain Kinney House	207 NE Front	S6415-00-08004	Frank/Reni Pustka
26	Captain Clapp House	307 NE Front	S6415-00-07004	Ron Van Dyk
27	C. Angel House	605 NE Gould	S6425-00-04001	Manuel Rojas
28	A. Kineth House	703 NE Center	S6415-00-19000	Shirley Stone
29	Dr. White House	605 Madrona	R13233-322-1850	Ernest Rosenkranz
30	Congregational Church	207 N. Main	R13233-184-4240	Corp. Cath. Bishop
31	Rev. Lindsey House	206 N. Main	R13233-180-3950	Service Alternatives
32	J. Libbey House	308 N. Main	R13233-214-3740	Calvin Libbey
33	Dr. White Office	602 N. Main	R13233-277-3850	Al/Marion Sasso
34	J. Jenne House	602 N. Main	R13233-277-3850	Al/Marion Sasso
35	J. Highwarden House	604 N. Main	R13233-282-3880	Emma Young
36	Methodist Church	608 N. Main	R13233-291-385	Methodist Church
37	J. Kineth House	702 N. Main	R13233-308-3870	Mitchell Howard
38	J. Gillespie House	706 N. Main	R13233-308-3870	Mitchell Howard
39	A. Blowers House	710 N. Main	R13233-326-3900	Walt Sewell
40	Masonic Lodge	804 N. Main	R13233-344-3870	Masonic Order
41	Sgt. Clark House	301 S. Main	R13104-493-4210	Brian Neunaber
42	W. Jenne House	508 S. Main	S7246-00-00012	Marshall/Jan Bronson
43	A. B. Coates House	608 S. Main	R13104-335-3820	Joan Forest
44	J. Zylstra House	101 NE 7 <sup>th</sup>	S6415-00-22001	Alice Martin
45	Todd/Parker House	105 NE 7 <sup>th</sup>	S6415-00-22007	Sandra Sherwin
46	E. Watson House	5 NW 8 <sup>th</sup>	R13233-323-3730	Mike/Stella Canfield
47	Griffith House	104 NE 9 <sup>th</sup>	S6415-00-09005	John/Lorna Deremiah
48	J. Straub House	202 NE 9 <sup>th</sup>	S6415-00-08006	Bob Warder
49	J. Gould House	501 NE 9 <sup>th</sup>	S6425-00-02001	Eric/Mary Anderson
50	Capt. Coupe House	504 NE 9 <sup>th</sup>	R13234-370-0150	Dorothea Hedgecock
51	F. Nuttal House	813 NE Perkins	S6005-00-06005	Marshall/Judy English
52	E. O. Lovejoy House	1209 NE Leisure	S6310-00-00011	Sylvia Turkington



SEE SHEET 2 FOR HISTORIC SITES  
WITHIN SHADED AREA

BOUNDARY OF  
HISTORIC RESTORATION  
OVERLAY DISTRICT

COUPEVILLE TOWN LIMITS

S. R. 20

# COUPEVILLE HISTORIC SITES

SHEET 1 OF 2



*Traffic Forecast Analysis*

*Appendix D*

## **TRAFFIC FORECASTS**

This appendix describes the forecasted population, employment, and traffic conditions in the Town of Coupeville. All information and data described herein was provided by Coupeville, Island County, Alpha Engineering Group, or William E. Popp & Associates, or was collected by KJS Associates on or before September 1993.

### **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 report summarizes the assumptions, methodologies, and results of the model forecasts.

To enable detailed planning, Island County staff subdivided the county into 4 planning subareas: North Whidbey, Central Whidbey, South Whidbey and Camano Island. Through the census, these 4 subareas are further divided into 21 smaller areas entitled Block Numbering Areas (BNAs). This zone structure was adopted as traffic analysis districts for the forecasting of population and employment within each of the 4 county planning subareas. For the forecasting of travel demand, the BNAs were further subdivided into 48 traffic analysis zones (TAZs). The Central Whidbey subarea, bounded by San de Fuca to the north and Freeland to the south, contains 4 BNAs and 11 TAZs. BNA 9710 includes the portion of the Town north of SR 20, and BNA 9711 includes the portion of the Town south of SR 20. In BNA 9710, the Town is within TAZ #22. In BNA 9711, the Town is within TAZ #23. The Block Numbering Areas for Central Whidbey are shown in Figure 1, and the TAZs are shown in Figure 2. These figures also show the arterial network used in the model.

### **Population Forecasts**

The Washington State Office of Financial Management (OFM) has developed 2000 and 2010 population forecasts for Island County as a whole. These population forecasts deal only with year-round residents of Island County; seasonal residents and tourists are not included. County staff have allocated these OFM population forecasts to each of the 4 planning subareas in accordance with the currently adopted land use plan. Estimates of 2003 population within each subarea were interpolated from the 2000 and 2010 subarea forecasts, and allocated to each BNA based on the BNAs proportionate share of the 1990 subarea population total. The 1990 to 1992 population growth within each subarea was allocated to each BNA using the same method. Table 1 shows the results of the population forecasts for the Central Whidbey subarea.

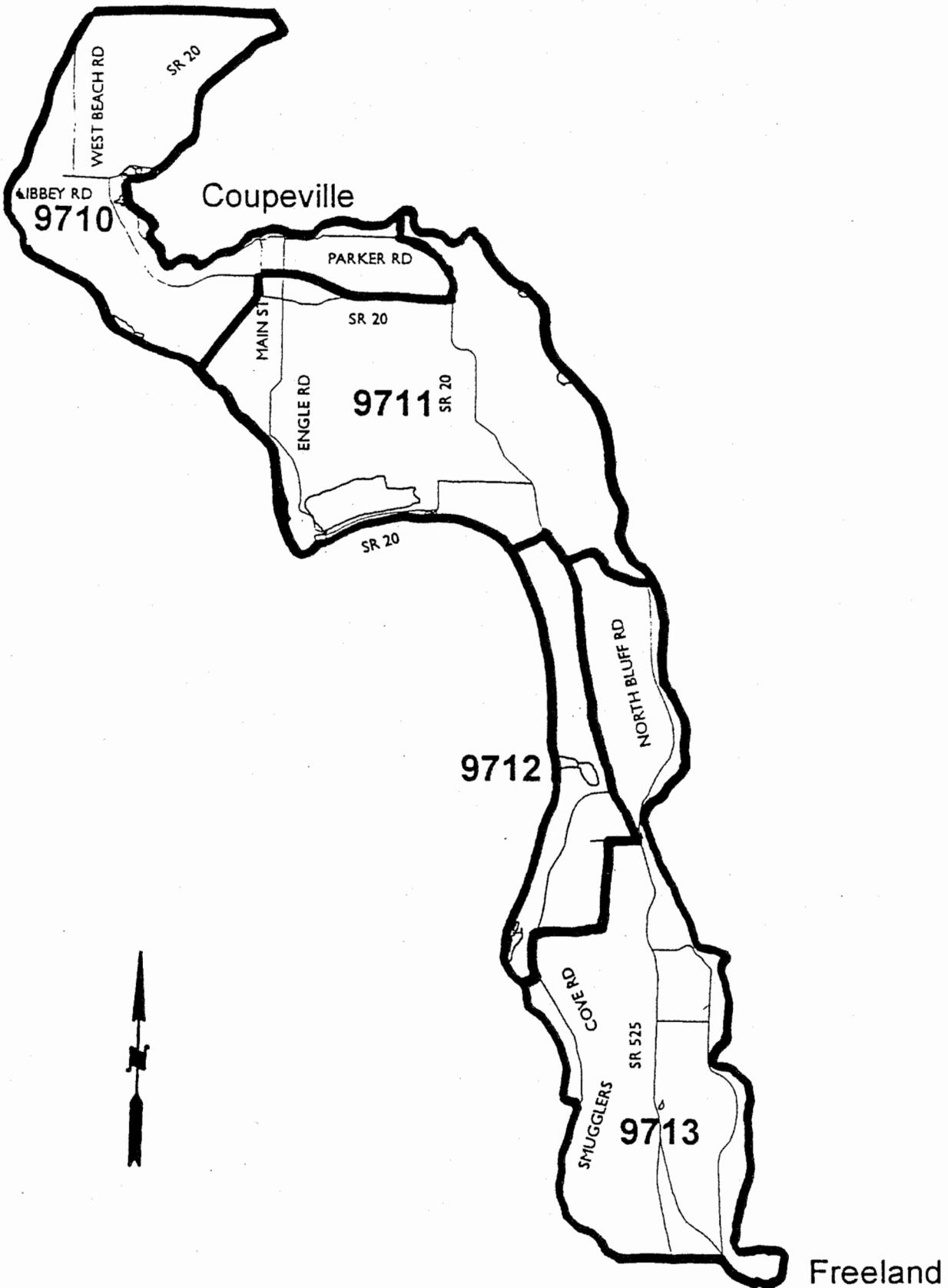
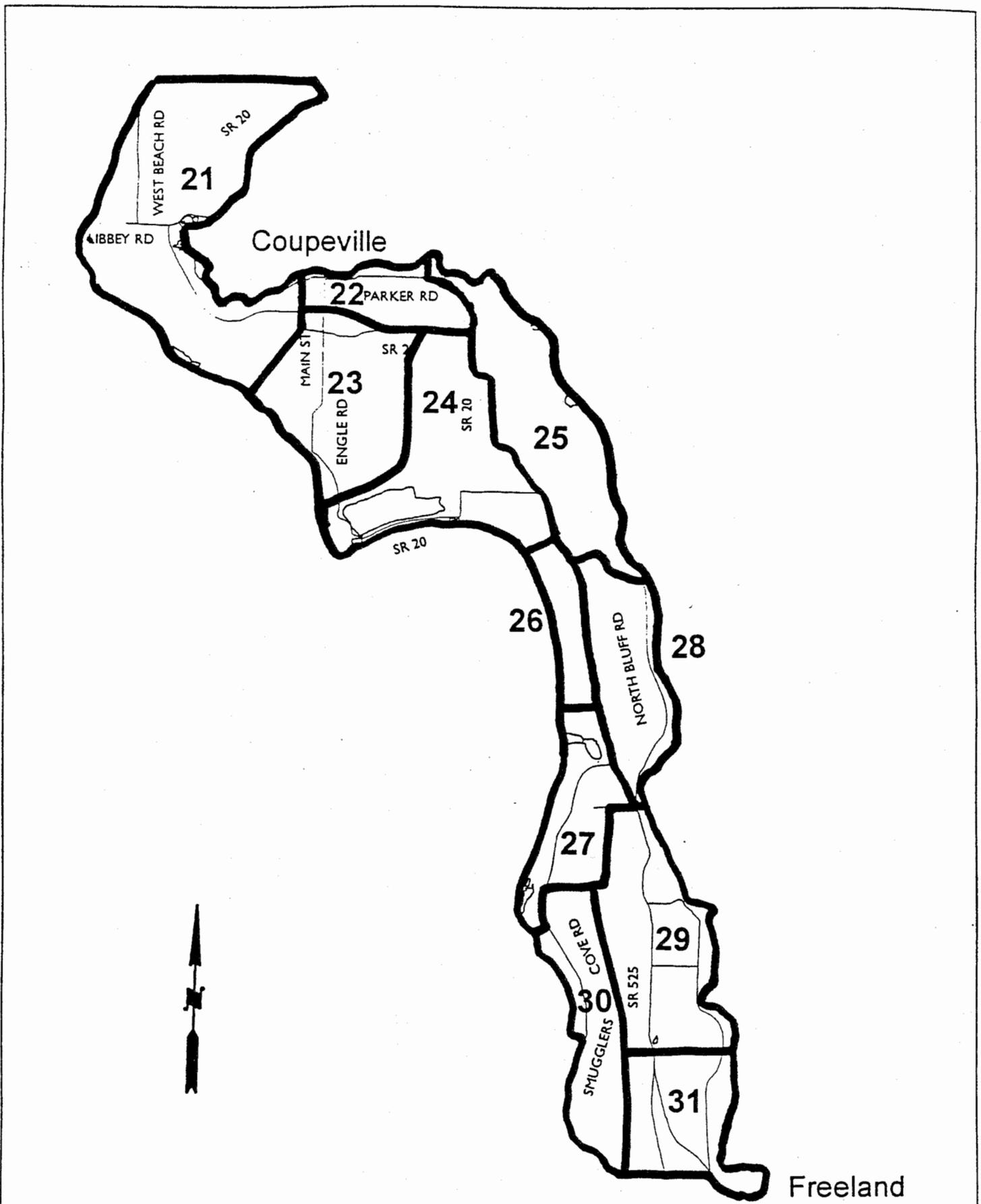


Figure 1 - Block Numbering Areas

Coupeville GMA  
Transportation Plan



**Figure 2 - Traffic Analysis Zones**

Coupeville GMA  
Transportation Plan

**Table 1  
Central Whidbey Island Population Estimates**

BNA	1990 Persons	1992 Persons	2000 Persons	% Growth from 1990 to 2000	Interpolated 2003 Persons	2010 Persons	% Growth from 1992 to 2003
9710	3,592	3,783	4,059	13%	4,131	4,872	9%
9711	2,221	2,356	2,554	15%	2,704	3,167	15%
9712	807	922	1,089	35%	1,096	1,437	19%
9713	1,614	1,858	2,211	37%	2,727	2,992	47%
Total	8,234	8,919	9,913	20%	10,657	12,468	19%

The population growth for the Central Whidbey subarea between 1992 and 2003 is projected to be 19 percent, only marginally higher than the county average growth forecast of 18 percent.

**Employment Forecasts**

Since no employment forecasts for Island County are currently available, a trendline forecast was developed. The Washington State Department of Employment Security (DES) maintains records of employment by year, address, and industry SIC code. Using this data base, the historical employment growth between 1970 and 1992 was determined for each industry SIC code in Island County. The resulting growth rates were applied to 1992 employment numbers to reach an estimate of 2003 employment levels. The employment growth was allocated to each BNA based on the assumption that employment growth would occur in the same areas as existing employment. These employment forecasts do not include Navy base employment or Agricultural employment. For this analysis, it was assumed that this employment would remain stable over the next 10 years. Tables 2 and 3 show the results of the 1992 and 2003 employment allocations for the Central Whidbey subarea.

**Table 2  
1992 Central Whidbey Island Employment Allocation**

BNA	Agr.	Const	Manu.	Trans.	Whol.	Retail	Fin.	Serv.	Govt.	Milit.	Total
9710	52	28	7	22	0	111	13	366	808	0	1,407
9711	49	26	0	0	0	10	7	58	127	0	277
9712	0	12	2	0	1	1	0	16	24	0	56
9713	7	25	6	0	1	30	10	13	0	0	92
Total	108	91	15	22	2	152	30	453	959	0	1,832

**Table 3  
2003 Central Whidbey Island Employment Allocation**

BNA	Agr.	Const	Manu.	Trans.	Whol.	Retail	Fin.	Serv.	Govt.	Milit.	Total
9710	52	44	11	29	0	161	19	494	991	0	1,801
9711	49	40	0	0	0	14	10	78	156	0	348
9712	0	19	3	0	1	1	0	22	29	0	76
9713	7	39	10	0	1	43	15	18	0	0	133
Total	108	142	24	29	2	219	44	612	1,176	0	2,358

The employment growth within each BNA between 1992 and 2003 varies from 26 percent to 44 percent. BNAs 9710 and 9711, which include Coupeville, have the least employment growth in the Central Whidbey subarea at 28 percent and 26 percent, respectively. Employment in BNAs 9712 and 9713 are projected to grow at 35 percent and 44 percent, respectively. Since the bulk of the employment in the Central Whidbey subarea is within BNA 9710, which has a low projected growth, the average employment growth projected for the Central Whidbey subarea is only 29 percent. This growth is slightly higher than the county average growth forecast of 21 percent.

### Travel Demand Forecasts

In addition to the population and employment forecast assumptions, specific assumptions were required to determine growth in external traffic volumes. For Whidbey Island, the external connections include the ferry crossing points at Keystone and Clinton and the highway crossing at Deception Pass. In each case, historical vehicle traffic counts and ferry ridership records were used to project the 2003 volumes at these points. No attempt was made to reflect current or future capacity constraints at either ferry or bridge crossings. The development of the traffic model necessitated the allocation of the BNA-level population and employment forecasts described above to the TAZ level. This task was accomplished by Popp & Associates with the assistance of staff representatives from Island County, and the municipalities of Oak Harbor, Coupeville and Langley. Tables 4 and 5 show respectively the population and employment allocation for the Central Whidbey subarea by TAZ. Forecasts for the Town of Coupeville are shown in TAZ #22 and TAZ #23.

**Table 4  
Central Whidbey Population Allocation**

BNA	TAZ	1992 Existing Population Distribution	1992 Existing Total Population	2003 Forecast Population Distribution	2003 Forecast Population Growth	2003 Forecast Total Population	Percent Increase: 1992-2003
9710		42%	3,783	20%	348	4,131	9%
	21	40%	1,513	30%	104	1,617	7%
	22	60%	2,270	70%	243	2,513	11%
9711		26%	2,356	20%	348	2,704	15%
	23	30%	707	30%	104	811	15%
	24	50%	1,178	40%	139	1,317	12%
	25	20%	471	30%	104	575	22%
9712		10%	922	10%	174	1,096	19%
	26	50%	461	40%	70	531	15%
	27	50%	461	60%	104	565	23%
9713		21%	1,858	50%	869	2,727	47%
	28	10%	186	10%	87	273	47%
	29	40%	743	20%	174	917	37%
	30	10%	186	10%	87	273	47%
	31	40%	743	60%	521	1,265	70%
Total		100%	8,919	100%	1,738	10,657	19%

**Table 5  
Central Whidbey Employment Allocation**

BNA	TAZ	1992 Existing Employment Distribution	1992 Existing Total Employment	2003 Forecast Employment Distribution	2003 Forecast Employment Growth	2003 Forecast Total Employment	Percent Increase: 1992-2003
9710		77%	1,425	30%	161	1,586	11%
	21	20%	285	20%	32	317	11%
	22	80%	1,140	80%	128	1,268	11%
9711		15%	281	20%	107	388	38%
	23	40%	112	40%	43	155	38%
	24	50%	141	50%	54	194	38%
	25	10%	28	10%	11	39	39%
9712		3%	57	10%	54	111	95%
	26	20%	11	20%	11	22	100%
	27	80%	46	80%	43	88	93%
9713		5%	93	40%	214	307	230%
	28	10%	9	10%	21	31	233%
	29	10%	9	10%	21	31	233%
	30	20%	19	20%	43	61	321%
	31	60%	56	60%	128	184	229%
Total		100%	1,856	100%	535	2,391	29%

The population and employment information for each TAZ were converted to vehicle trips using trip generation rates from the ITE Trip Generation Manual. The trip ends resulting from the population growth were identified as either single-family or multi-family residential trips. The employment trips were identified by industry. Table 6 summarizes the trip ends forecasted for the Central Whidbey subarea.

**Table 6  
Central Whidbey Trip Ends**

TAZ	1992	2003	Growth
21	643	702	9%
22	1,181	1,318	12%
23	293	360	23%
24	449	536	19%
25	155	196	26%
26	136	165	21%
27	169	231	37%
28	60	106	77%
29	214	285	33%
30	71	138	94%
31	263	538	105%
Total	3,634	4,575	26%

Table 6 shows that trips ends within the Town of Coupeville (TAZs #37 and #38) increase by only 9 percent to 12 percent between 1992 and 2003, well below the average growth for both Whidbey Island and the Central Whidbey Subarea of 26 percent.

### **Trip Assignment**

All trips were assigned to the County arterial system based on existing trip distribution and traffic assignment patterns. The trip distribution used in the traffic model was refined until the 1992 traffic volumes produced by the model closely matched the existing 1992 ground count volumes at sample locations. Once the model was calibrated, the 2003 population and employment forecasts described above were input to the model.

### **Seasonal Traffic Variations**

The Washington State Department of Transportation (WSDOT) maintains a database of traffic volumes along SR 20/SR 525 on Whidbey Island. WSDOT has a permanent traffic recorder, located just east of Coupeville on SR 20, which continually counts vehicles passing that section of the state highway. Data from this recorder provides a sample of monthly and yearly variations in traffic volumes on Whidbey Island.

Based on this data, traffic volumes vary up to 36 percent over the course of the year. Peak traffic flows occur in August, which are about 19 percent higher than the monthly average, and low flows occur in January at about 17 percent lower than the monthly average. These variations are the result of increased travel by Island County residents, tourists, and seasonal residents in good weather months.

The 1992 existing traffic volumes and 2003 forecasted traffic volumes represent average daily traffic volumes; the seasonal variations in traffic described above are not reflected in these volumes. As a result, there will generally be more congestion than forecasted during the spring and summer months, and less congestion than forecasted during the fall and winter months.

### **Traffic Impacts**

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 forecasted traffic growth will not result in any capacity deficiencies in the Coupeville arterial system. All intersections within the Town will operate at LOS C or better in 2003. All arterial segments within the Town will operate at LOS C or better in 2003.