



# Town of Coupeville

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## AGENDA

**COUPEVILLE PLANNING COMMISSION**  
**Island County Annex Building - Commissioners Hearing Room (**  
**(1 NE 6<sup>th</sup> Street, Coupeville)**  
**May 30, 2023**  
**6:00 pm**

**CALL TO ORDER AND LAND ACKNOWLEDGEMENT**  
**CHANGES AND APPROVAL OF AGENDA**  
**APPROVAL OF MINUTES**

Regular meeting of April 4, 2023

**PUBLIC HEARING**

Draft Comprehensive Plan Update

**PUBLIC INPUT**

**DISCUSSION**

**ADJOURNMENT**

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**TOWN OF COUPEVILLE  
PLANNING COMMISSION MEETING  
MINUTES  
April 4<sup>th</sup>, 2023  
Called to Order: 6:00pm**

**PRESENT**

- ✓ Chair **Michelle Cook**
- ✓ Vice-Chair **Gary Armstrong**
- ✓ Commissioner **Von Summers**
- ✓ Commissioner **Ralph Gamble**

**STAFF PRESENT**

- ✓ Planning Director **Donna Keeler**
- ✓ Assistant Planner **Joshua Engelbrecht**

**APPROVAL OF MINUTES**

Commissioner Armstrong motioned to approve the minutes for the regular Planning Commission meeting of September 6, 2022. Commissioner Gamble Seconded.

*Motion passed unanimously.*

**DISCUSSION**

The Town of Coupeville Staff presented proposed revisions to Chapter 16.20.080, commonly referred to as the Town's "Tree Canopy Ordinance". Changes included:

- Modifying the lot size discount from 1,500 to 4,000 when calculating tree credits.
- Increasing the number of tree credits each new or retained tree is valued at.
- Increasing the landscaping requirements for residentially zoned parcels.

Questions were asked and answered in regard to purchasing tree credits, Right-of-way complications, new homeowners, and incorporating tree snags into the ordinance.

Comments were made in regard to protecting root health, the timeline for this code change, and errors in the code text. Staff stated they would bring back a draft version for a public hearing in the near future.

**PUBLIC COMMENT**

*No members of the public wished to speak.*

**ADJORNMENT**

The meeting was adjourned at 6:34 pm

Respectfully submitted,

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Courtney Cray, Recording Secretary

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Joshua Engelbrecht, Assistant Planner



## STAFF REPORT

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**DATE:** May 25, 2023  
**TO:** Coupeville Planning Commission Members  
**FM:** Donna Keeler, Planning Director  
**RE:** Draft Comprehensive Plan Update (Volumes I and II)

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This agenda item introduces Volumes I and II of the Draft Coupeville Comprehensive Plan Update for consideration by the Planning Commission in a public hearing. The current draft Plan is considered a “major update” to the current version of the Plan which was originally adopted in 1994. The Draft Plan and Future Land Use Map are products of numerous public meetings starting in late 2021, two joint meetings with the Town Council, two public workshops, stakeholder interviews, a community survey and extensive public input.

### BACKGROUND: Growth Management Act and Comprehensive Plan Requirements

A comprehensive plan is a foundational policy document that guides land use and development and associated infrastructure and services necessary to serve planned growth. Comprehensive Planning in Washington State must follow the requirements and structure set forth in the Growth Management Act or “GMA” (Chapter 36.70A RCW), enacted in 1990 and subsequently amended many times. In passing GMA, the legislature made the following findings:

“The legislature finds that uncoordinated and unplanned growth, together with a lack of common goals expressing the public’s interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and high quality of life enjoyed by residents of this state. It is the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive planning. Further the legislature finds that it is in the public interest that economic development programs be shared with communities experiencing insufficient economic growth.”

Under GMA, the comprehensive plans of each jurisdiction must show sufficient zoned capacity to serve the UGA’s (The Town’s) 20-year increment of growth based on a “buildable lands analysis” and demonstrate sufficient infrastructure and service capacity, current or planned, to serve the jurisdiction’s growth target. Policy “level of service” (LOS) standards are used as measures to determine the adequacy of and future needs for service provision. As an example, on a scale from A to F, the Town has adopted an LOS C for roadways. An LOS A is free-flowing traffic and an LOS F is essentially gridlock. Where the policy LOS falls on this spectrum will dictate the level of improvements necessary to maintain the LOS as traffic volumes increase. LOS standards are often applied to transportation and parks

facilities but may have other applications as well. In staff's view, LOS standards are not necessary for utility infrastructure, as such facilities are generally subject to non-policy standards.

To support preparation of the Town of Coupeville's Comprehensive Plan Update, the Town's lead consultant, MAKERS architecture and Urban Design, contracted with BERK Consulting to prepare a residential Land Capacity Analysis (LCA) to assess the Town's supply of land available for residential development and ability to meet its forecasted population growth. A memorandum provided to the Planning Commission in April of 2022 describes the analysis methodology, documents key assumptions, and presents BERK's findings regarding 2045 population projections, available capacity, and long-term planning implications for the Town of Coupeville.

Key Findings and Implications of the residential land capacity analysis prepared by BERK include the following:

- Coupeville's projected 2045 population is between 2,160 – 2,252 depending on the projection method used, an increase of 210-302 people over the 2021 population of 1,950. BERK recommends planning for a projected population of 2,175 for consistency with Island County's 2016 Buildable Lands Analysis and recent population trends. This is 225 more people than the current population and would require approximately 111 new housing units.
- Coupeville has remaining capacity to accommodate approximately 231 housing units or 469 new residents within town limits under current zoning if utility services are available. This is enough capacity to accommodate projected 2045 population under any of the population projections methods used.
- Without additional investment or incentives to extend the Town's sewer service in eastern Coupeville, remaining capacity is less likely to accommodate future population growth. About half of the vacant or redevelopable parcels are located in eastern Coupeville outside the Town's current sewer service area. This means they are less likely to redevelop during the planning period because of the added cost to developers. If these parcels are considered undevelopable, housing capacity is reduced to 143 units or 290 new residents.

Irrespective of Coupeville's allowances under GMA, growth targets for population and employment, whatever their origin, serve as the basis for comprehensive planning. Within the capacity limitations established according to the community's values and vision for itself and Ebey's Landing National Historical Reserve, growth targets are necessary to understand and describe how growth will be directed and served.

GMA is prescriptive in the topic areas that must be addressed in a comprehensive plan. RCW 36.70A.070 lists the **mandatory elements**, which include the following.

- Land use element (including the Future Land Use Map);
- Housing element;
- Capital facilities element;
- Utilities element;
- Transportation element;
- Economic development element; and

- Park and recreation element

The current adopted Comprehensive Plan also includes the following **optional elements**:

- Natural systems element;
- Historic Preservation element;
- Shoreline element;
- Government economy and services element;

The **new** draft Comprehensive Plan recommends replacing the above non-mandatory/optional elements with the following:

- Historic Preservation element
- Natural Systems Element (Combines Shorelines, “Green Communities”, Critical Areas, Natural Systems, Trees and Vegetation into one element). *The Shoreline Master Program will continue existing as a stand-alone document.*

*Note: The Draft Comprehensive Plan folded goals and policies from the Government economy and services elements into the Economic Stability element.*

#### Goals and Policies

Each element includes goals and policies that are intended to be consistent with GMA and with the values and priorities of Coupeville. It is important to understand the function of the goals and policies. Goals and policies are not regulation but statements of the vision and values of the community. In general, specific standards, such as density or setbacks, are regulatory and should not be included with the policies. Regulations implement the policies. For instance, a policy stating “sidewalks should be provided along each street” may be implemented with street standards identifying sidewalks as part of the required street section. The policy establishes the vision and the code creates the requirement. Commissioners will recall that certain land use reviews include a criterion that the proposal must be found consistent with the Comprehensive Plan. In such cases, the goals and policies of the Comprehensive Plan clarify the intent of the regulations and provide a land use context, but do not substitute for the regulations.

It is also important to understand the difference between a goal and policy, since the Comprehensive Plan contains both. *Goals* are long-term outcomes the Town hopes to achieve by implementing the Comprehensive Plan. They are aspirational, expressing the community’s collective vision and values, often in terms of a condition or circumstance to be achieved. *Policies* set a preferred direction and describe what must be done to achieve these broad goals. They are sufficiently specific to help determine whether a proposed project, program, or regulation would advance the values expressed in the goals. Policies are the first step in the development of a solution by forming the basis of development standards.

#### Introduction of New Features

The new Draft Comprehensive has quite a different look than the original 1994 version. In addition to being more reader friendly, other notable changes include:

- Land Acknowledgement
- New Vision statement
- New/revised policies and goals (also maintained many of the old ones)
- Background reports and data moved to volume II.
- New introduction to climate change/sustainability (theme throughout)
- New “Plan at a Glance” Section
- More photos, figures and “call outs” throughout
- New Island-wide map with urban growth areas

As discussed during the March Planning Commission meeting, the primary changes to note for each element/chapter from earlier draft versions are noted below.

#### **Land Use Element**

- Maintained densities as they currently are (no rezones). A few properties noted below would have the ability to apply for a rezone.
- Added an 11 x 17 size draft future land use designation map.
- Added language directing the Town to develop a housing needs assessment and action plan to include updated data and strategies for addressing housing needs.
- Added a new policy addressing zoning within the most intense OLF noise zone. Includes an updated map of noise zones for the entire town for reference.
- Added a new policy acknowledging the forecasted population growth for the planning period.
- Added a policy restricting rezones to low density residential in the Rural Reserve Zoning District until sewer can be provided.
- Added a new policy on small homes.
- Added a new policy ensuring development regulations provide adequate landscaping/screening in developments adjacent to SR 20.
- Added a new policy encouraging home gardens for food production and composting.
- Added a new policy facilitating the placement of electric vehicle charging stations.

**Future Land Use Designation Map** *(Note: This map does not change the current underlying zoning. In order to change zoning, property owners will need to apply for a rezone if they qualify.)*

Revised the Future Land Use Map to be consistent with the “hybrid” map presented during the November 8, 2022 workshop as follows: *Refer to Draft Map in Volume 1.*

- Rural Reserve (RR) designation on NE Parker Road is maintained for properties without sewer. Future rezones to Low Density Residential (LDR) would only be allowed upon sewer availability and compliance with the Town Code.
- The number of properties originally proposed for future land use designation changes have been dramatically reduced. For the remaining limited properties recommended for revisions, it is important to note that such changes would not automatically change

zoning status. These properties would need to apply for a rezone at a future time and would go through a separate public review process.

- Properties proposed for changes in Future Land Use Designation Include:
  - Properties zoned Rural Reserve (RR): Current zoning would remain but the future land use designation would change to low density residential (LDR). *Note: Only RR properties with the ability to connect to sewer would be eligible for a future rezone to LDR.*
  - 1207 and 1305 NE Parker Road: From low density to medium density. These lots are about a ¼ acre each and cannot meet many of the standards for low density due to their size. They are also adjacent to medium density parcels.
  - Two side by side parcels across from the Coupeville Methodist Church parking lot, each approximately .25 acres in size, are proposed to be changed from medium density to high density. Both parcels are owned by the Methodist Church.
  - 105 NW Broadway Street (Foursquare Gospel Church): Medium density to Civic.
  - 502 NE Otis St. (Coupeville Community Bible Church): Medium density to Civic.
  - Memorandum of Agreement Area (Peaceful Valley): MOA to Medium Density (RM-9600). *Note: Under the MOA, the RM-9600 development regulations already apply to this area. Stipulations under the MOA would not change.*
  - 114 NW Wilkes St. Townhouses and vacant 1 acre parcel to the east: MOA to High Density. *Note: Stipulations under the MOA would not change.*
  - Three parcels with two zones (known as “split zoned”): Assigned one of the zones it currently has, either high density or commercial on the entire parcel.
  - 206 S. Main St.: Medium density to Commercial.
  - Vacant parcel immediately south of 206 S. Main St: Medium density to Commercial.
  - Open space on NW Broadway and Highway 20 (community garden location and forested area): Civic (formerly public/quasi-public) to Parks.

#### **Historic Preservation Element**

- Moved this element up to be second behind the Land Use Element.
- Revised the introduction based on public comment and public input.
- Added a new policy supporting the maintenance of a database of historic structures.
- Added a sidebar highlighting the benefits of small homes as a way to preserve Coupeville’s historic character.

#### **Housing Element**

- Expanded the policy on the need for a housing needs assessment.
- Added a new policy enacting regulations discouraging the redevelopment of existing mobile home parks to preserve the existing housing stock.

#### **Economic Stability Element**

- Included and “existing conditions” summary.
- Added a new policy encouraging “green” businesses that are less resource intensive.

#### **Parks Recreation and Open Space Element**

- Reinserted policy from the current (adopted) Comprehensive Plan to prioritize acquisition of park land and open space.
- Added a policy to explore opportunities to enhance non-motorized marine activities and infrastructure such as boat storage.
- Added a policy supporting a seasonal Island Transit shuttle in the Reserve.

### Natural Systems

- Added a policy on measures to minimize conflicts between humans and wildlife, particularly deer.
- Added a group of new policies considering biophillic or green community planning approaches in Town Planning and design, including providing open space corridors and investments in nature-based infrastructure to address climate change, stormwater and other environmental and social challenges.
- Added a new goal and policies on tree and vegetation protection.
- Added a new policy on groundwater and surface water resources.
- Added a new policy on designating critical areas using performance standards and updated maps.

### Transportation Element

- Added a new policy supporting the continued operation and expansion of Washington State Ferries to provide sustainable service to the island.
- Added a new policy to develop an ADA transition plan as required by local agencies.
- Added a new policy providing for safe and convenient non-motorized crossings along SR 20 on the eastern and western edges of Town to connect with regional trails.

### Capital Facilities Element

- Added a new goal emphasizing coordination with other capital facility providers.
- Moved *Essential Public Facilities* discussion, goals and policies from the Land Use Element to the Capital Facilities Element.

### Utilities Element

- Added a new section with background information on water and sewer.
- Added a policy to digitize/map the Town's inventory of existing utilities
- Added a policy to explore reduced utility connection fees for low income households and small infill development.

### Volume II

Volume II comprises the appendices for Volume 1; mainly background information and back-up data intended to support the policies and goals in each element, including a review of public facilities needed to serve the community presently and in to the future, consistent with land use, transportation, parks, capital facilities and utilities elements. The list of appendices is comprised of the following:

- Appendix A: Land Use
- Appendix B: Historic Preservation and Community Design
- Appendix C: Housing



- Appendix D: Economic Stability
- Appendix E: Parks, Recreation and Open Space
- Appendix F: Natural Systems
- Appendix G: Transportation
- Appendix H: Capital Facilities
- Appendix I: Utilities

### Options for the Planning Commission

The role of the Planning Commission is to take public input on the Draft Comprehensive Plan and to forward a recommendation to the Town Council. Staff recommends opening the public hearing on May 30<sup>th</sup> and keeping it open until June 27<sup>th</sup> to allow enough time for the following actions to occur:

- a. Completion and issuance of the environmental review checklist required under the State Environmental Policy Act (SEPA).
- b. Completion of legal review by the Town's Attorney.
- c. More time for public to review the current version of the Draft Comprehensive Plan.

Upon closing the public hearing, the Planning Commission has the option to remand the document back to staff for further changes or to recommend approval with the suggested motion below.

#### **Recommended Motion**

Move to recommend to the Town Council to approve Ordinance No. 786 adopting the amended Coupeville Comprehensive Plan and Future Land Use Designation Map.

*Note: The Town Council may choose to hold their own public hearing if desired.*

#### Attachments:

Exhibit A: Draft Ordinance No. 786

Exhibit B: Draft Comprehensive Plan Update (Volumes I and II)

Exhibit C: Draft Future Land Use Map

TOWN OF COUPEVILLE  
Coupeville, Washington

**ORDINANCE NO. 786**

**AN ORDINANCE OF THE TOWN COUNCIL OF THE TOWN OF  
COUPEVILLE ADOPTING AN AMENDED COUPEVILLE  
COMPREHENSIVE PLAN AND FUTURE LAND USE DESIGNATION MAP.**

**WHEREAS**, the Growth Management Act (GMA) is a series of state statutes, first adopted in 1990, that requires fast-growing cities and counties to develop a comprehensive plan to manage their population growth, primarily codified under Chapter 36.70A RCW; and

**WHEREAS**, the Town of Coupeville adopted a revised Comprehensive Plan in October of 1994, the first to be developed and approved consistent with the 1990 Growth Management Act (RCW 36.70A); and

**WHEREAS**, under the Growth Management Act, each city and County must periodically review, and if needed, revise its Comprehensive Plan and development regulations every eight years (soon to be 10 years) to ensure that they comply with the GMA, as per the schedule provided in RCW 36.70A.130; and

**WHEREAS**, on August 24, 2021 the Town Council authorized approval a professional services agreement between the Town and MAKERS architecture and urban design to provide consulting services to update the Town's Comprehensive Plan and conduct public outreach in in compliance with the Growth Management Act; and

**WHEREAS**, on November 9, 2021 the Town Council and Planning Commission held a special joint meeting to discuss the Comprehensive Plan Update; and

**WHEREAS**, on January 21, 2022 the Town Council approved the docket and work plan for the Comprehensive Plan Update;

**WHEREAS**, between January of 2022 and March of 2023, the Planning Commission held six public meetings on proposed revisions to the Comprehensive Plan elements, including Land Use, Historic Preservation, Housing, Economic Stability, Parks, Recreation and Open Space, Natural Systems, Transportation, Capital Facilities and Utilities Elements; and

**WHEREAS**, on March 29, 2022 the Planning Commission and Town Council held joint community workshop on Draft Comprehensive Plan Update; and

**WHEREAS**, on October 18, 2022 the Planning Commission held a public workshop on the initial Draft of the Comprehensive Plan Update released for public review; and

**WHEREAS**, on November 8, 2022 the Planning Commission and Town Council held a joint public workshop on the initial Draft Comprehensive Plan Update and Draft Future Land Use Designation Map; and

**WHEREAS**, on March 21, 2023 the Planning Commission held a public meeting on a revised (second) draft of the Comprehensive Plan and Future Land Use Designation Map released for public review; and

EXHIBIT A

**WHEREAS**, the Planning Commission opened a public hearing after due and proper public notice on May 30, 2023, and after closing the hearing on \_\_\_\_\_, 2023, deliberated of the proposed amendments to the Coupeville Comprehensive Plan and approved recommendations of each to the Town Council; and

**WHEREAS**, \_\_\_\_ of written comments were received between January of 2022 and March of 2023 including extensive testimony at public meetings; and

**WHEREAS**, a State Environmental Policy Act (SEPA) checklist was prepared and a Determination of Nonsignificance (DNS) was issued and notice posted in the Whidbey News Times on \_\_\_\_\_, 2023 and distributed to interested parties, organizations, agencies and tribes; and

**WHEREAS**, the Town Council opened a public hearing after due and proper notice on \_\_\_\_\_, 2023 and, following the closure of this hearing, reviewed the recommendations of the Planning Commission, public comments, public testimony, other documentation and information in the public record relevant to the consideration of the 2023 Comprehensive Plan Update, and approved the amendments; and

**WHEREAS**, as a result of the Town's efforts, the public has had continuous and extensive opportunity to participate in the development and public review of the 2023 Comprehensive Plan Update and any person desiring to comment on the proposal were give a full and complete opportunity to be heard; and

**WHEREAS**, the Town will update its development regulations for consistency with the Comprehensive Plan Update within 12 months of the adoption of the Comprehensive Plan Update, including Critical Areas if needed, as identified in RCW 36.70A.130

**WHEREAS**, the Town Council has considered the goals of the GMA as set forth in RCW 36.70A.020 and determined that the 2023 Comprehensive Plan Periodic Review Update attached hereto reflect the Town's balancing of the public's interests under the planning goals of the GMA;

**NOW THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE TOWN OF COUPEVILLE:**

**Section 1. Findings.** The above recitals are hereby adopted by reference as legislative findings in support of this ordinance. The Town Council further enters the following findings.

- A. The Comprehensive Plan set forth herein bears a substantial relation to the public health, safety and welfare.
- B. The Comprehensive Plan set forth herein is in the best interest of the Town of Coupeville residents.
- C. The Comprehensive Plan set forth herein has been reviewed, processed, considered and adopted in material compliance with the applicable state and local procedural requirements, standards and criteria, including but not limited to the requirements of Chapter 37.70A RCW.
- D. All relevant procedural requirements of the State Environmental Policy Act have been satisfied with respect to this ordinance.

EXHIBIT A

**Section 2. 2012 Town of Coupeville Comprehensive Plan Repealed.** The Town of Coupeville Comprehensive Plan adopted in October of 1994 and most recently revised under Ordinance No. 773 is hereby repealed in its entirety.

**Section 3. Town of Coupeville Comprehensive Plan Adopted.** The 2023 Town of Coupeville Comprehensive Plan dated \_\_\_\_\_, 2023 which is comprised in its entirety of Volumes 1 and 2 attached hereto, is hereby adopted as if fully set forth herein.

**Section 4. Production and Publication of 2023 Comprehensive Plan.** Staff is hereby directed to perform any minor, non-substantive text edits, syntax error corrections, and minor modifications to the format of the 2023 Comprehensive Plan as necessary to provide for accurate and correct publication of said document both in printed and electronic format for accessibility of the general public and to provide for the publication of the Future Land Use Map as a separate reference document for ease and use and reference to the general public.

**Section 5. Transmittal to State.** Pursuant to RCW 36.70A106, a copy of this ordinance shall be submitted to the State Department of Commerce.

**Section 6. Severability.** If any section, subsection, paragraph, sentence, clause, or phrase of this ordinance or its application to any person or circumstances be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulations, such a decision shall not affect the validity or constitutionality of the remaining portions of this ordinance or its application to any other persons or circumstances.

**Section 7. Effective Date.** This Ordinance shall be published in summary in the official newspaper of the Town, and shall take effect and be in full force on \_\_\_\_\_, 2023.

ADOPTED by the Town Council and APPROVED by the Mayor this \_\_\_\_\_ day of \_\_\_\_\_, 2023

TOWN OF COUPEVILLE

By \_\_\_\_\_  
Molly Hughes, Mayor

ATTEST:

APPROVED AS TO FORM:

By: \_\_\_\_\_  
Jennifer Carpenter, Clerk Treasurer

By: \_\_\_\_\_  
Nikki Thompson, Town Attorney

# EXHIBIT B

# Town of Coupeville

## Comprehensive Plan 2023-2045

**DRAFT FOR PLANNING COMMISSION PUBLIC HEARING  
MAY 24, 2023**



## How to Use This Draft

Goals and policies which are new will be preceded by the word “new” in brackets like this: [NEW]

Goals and policies which are new but may be inspired or adapted from old policies will show both “new” and the old policy number in the bracket for reference. For example: [NEW + HP 7.8]

Policies will only show redlines and tracked changes when an old policy is directly copied into this draft, with additions and ~~deletions~~ shown as such.

**Highlighted text** is used by the project team to mark placeholders and where cross-references will be added.

Notes in these text boxes provide additional explanations or background information for the draft review. These text boxes will be removed in the final plan.

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## Plan at a Glance

### **Vision & Plan Introduction**

This chapter introduces the Coupeville vision statement and provides brief background information on the Town of Coupeville’s history and physical form, the planning framework under which this plan was created, and how the plan is implemented.

### **Land Use Element**

This is central to all other elements and describes development patterns that support Coupeville’s vision for the future. It includes the Future Land Use Designation Map. Goals and policies address growth management, residential and commercial uses, and resource protection.

### **Historic Preservation & Community Design Element**

This combines historic preservation and community design as a singular, integrated element to promote Coupeville’s wealth of historical resources and quality development.

### **Housing Element**

This addresses the preservation, improvement, and development of housing; identifies land to accommodate different housing types; and makes provisions for the existing and projected housing needs of all economic segments of the community.

### **Economic Stability Element**

This element provides guidance on the types of businesses that are compatible and complementary in Coupeville, it addresses tourism, and it promotes employment opportunities.

### **Parks, Recreation & Open Space Element**

This element guides the expansion and maintenance of Coupeville’s park system and helps ensure a healthy recreational and open space environment.

### **Natural Systems Element**

This element aims to protect Coupeville’s natural systems, such as air and water quality, and to protect people and property from natural hazards.

### **Transportation Element**

This element guides the development of the Town’s transportation system to accommodate existing and future growth described in the Land Use Element.

### **Capital Facilities Element**

This element guides the maintenance, preservation, and expansion of the Town-owned or operated facilities and services in Coupeville include public buildings, streets, parks, water, stormwater, and sewer.

### **Utilities Element**

This element establishes an overall strategy for providing adequate utility service to serve the growth projected in the Land Use Element.

## Acknowledgements

### **The Land**

The Town of Coupeville is located on the homelands of the Lower Skagit People. For thousands of years, Coast Salish tribes have stewarded the lands, waterways, plants and animals in our region. We pay respect to the elders and their families, past, present, and emerging for they hold the memories, traditions and culture of their people. The Town of Coupeville is committed to respecting this long history as we honor and acknowledge the continued presence and rights of all Indigenous people. We will advocate for and partner with our Indigenous neighbors as we continue to work together as an inclusive community.

### **Mayor**

Molly Hughes

### **Town Council**

Jackie Henderson

Rick Walti

Jenny Bright

Michael C. Moore

Pat Powell

### **Planning Commission**

Ralph Gamble

Dana Luvera

Von Summers

Michelle Cook

Gary Armstrong

### **Town Staff**

Donna Keeler, Planning Director

Joshua Engelbrecht, Assistant Planner

Joseph Grogan, Public Works and Utilities Superintendent

### **Ebey's Landing National Historical Reserve**

Marie Shimada, Reserve Manager

Josh Pitts, Preservation Coordinator

### **Consultant Team**

MAKERS Architecture & Urban Design: Bob Bengford, Scott Bonjukian

BERK: Jessie Hartmann

The Watershed Company: Mark Daniel

TranspoGroup: Patrick Lynch, Brent Turley

Cover page photo credits, clockwise from top: Coupeville Historic Waterfront Association; Allison Gubata; Port of Coupeville; Allison Gubata.

# Vision & Plan Introduction

## Vision Statement

*Coupeville is a vibrant, friendly, and historic waterfront town with a rich Indigenous, agricultural, maritime, and architectural heritage in the heart of Ebey’s Landing National Historical Reserve. Our community cherishes and enhances natural habitats, walkable neighborhoods connected to great parks, trails and beaches, a diversity of housing choices, and homegrown economic opportunities while implementing responsible climate change actions.*

*The vision statement was crafted in collaboration between the Planning Commission, Town Council, Town staff, the consultant team, and community members.*

## The Comprehensive Plan

This Comprehensive Plan guides the future growth, character, and development of the Town of Coupeville for the planning period 2024-2045. The purpose of a comprehensive plan is to bring together everything that a community needs to chart its course for the future.

It addresses the entire community and all its values, activities, and functions and contains information about the community’s preferences related to physical growth and preservation. It records important facts and context about contemporary and future challenges, and it provides tools and action steps to achieve the plan’s goals.

Above all, the mission of the plan is to unite the community’s efforts to make sure everyone is rowing in the same direction.

This 2024-2045 Comprehensive Plan fulfills the periodic review requirements of the Washington State Growth



Figure 1 - Central Coupeville and waterfront (photo credit: MAKERS)



Figure 2 - Parade in Coupeville (photo credit: Sue Hamilton)



Figure 3 - Price Sculpture Forest (photo credit: Bondi Budde)

Management Act and replaces the 2012 Coupeville Comprehensive Plan. This plan applies within the municipal boundaries of the Town of Coupeville only; the Island County Planning Department has planning authority over all of the unincorporated areas outside of Coupeville and on Whidbey Island.

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Island County  
Comprehensive Plan

<https://www.islandcountywa.gov/Planning/Pages/compplan.aspx>

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## **Introduction to Coupeville**

Coupeville is a small, historic waterfront town located on the central part of Whidbey Island within Island County and Washington State. It is the county seat for Island County. Today it is primarily a residential community and serves as the commercial center for central Whidbey.

The Town of Coupeville was founded in 1853 and formally incorporated in 1910. The Town contains a little more than one square mile of land area and approximately two miles of shoreline. 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 are north of the highway, and schools and a newer commercial area are south of the highway.

The entirety of Coupeville lies within the boundaries of Ebey’s Landing National Historical Reserve, created in 1978 with the signing of Public Law 95-625 by President Carter. This followed the establishment of the Central Whidbey Island Historic District, the largest National Historic District in the country, in 1973. The 17,572 acre reserve is intended to preserve historical, agricultural, architectural, and cultural traditions while still being sustainable and welcoming to the next generation. The majority (85%) of land in the reserve is privately owned, with protections accomplished through conservation easements, local land use regulation, and the cooperation of landowners. Major features and visitor draws of the reserve include Ebey’s Landing Beach, trails, state parks, working farms, historic buildings, and Coupeville's historic commercial center.

## **Land Acknowledgement**

The Town of Coupeville is located on the homelands of the Lower Skagit People. For thousands of years, Coast Salish tribes have stewarded the lands, waterways, plants and animals in our region. We pay respect to the elders and their families, past, present, and emerging for they hold the memories, traditions and culture of their people. The Town of Coupeville is committed to respecting this long history as we honor and acknowledge the continued presence and rights of all Indigenous people. We will advocate for and partner with our Indigenous neighbors as we continue to work together as an inclusive community.

## **Brief Town History**

Prior to European settlement, the lands along Penn Cove were home to several Salish Tribe settlements. European expeditions began in the 1700's. The Donation Land Claim Act of 1850 brought an influx of settlers, which led to the displacement of Coast Salish peoples from their ancestral lands and forced them to reservations. Colonel Isaac Ebey, the first local claimant, gave his name to the settlement of Ebey's Landing on the Straits of Juan de Fuca south of Coupeville. Captain Thomas Coupe founded Coupeville in 1853. 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.

After it began growing in the 1860s, Coupeville became the center of the area's development. Logging and agriculture were the original economic base. The county government moved there in 1881. The original Town plat, recorded in 1883, includes most of the central part of Coupeville east of N Main Street. At the turn of the century, Whidbey Island's location within Puget sound was turned to national defense purposes, with the development of Fort Casey by the United States Army.

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 a new highway in 1967 provided easy access throughout the island and to ferry connections. As the county seat, Coupeville has seen the effects of the growth throughout

Island County with expanded county offices, schools, and medical services.

As these changes led to the demolition of old buildings and the construction of new ones, Coupeville ~~residents~~ residents became acutely aware of their unique historic landscape and buildings. They also came to realize the importance of tourism to the local economy. The Central Whidbey Island Historic District (established in 1972) and Ebey’s Landing National Historical Reserve (1978) have provided a framework to preserve the Town’s unique character while allowing it to adapt to meet future needs.

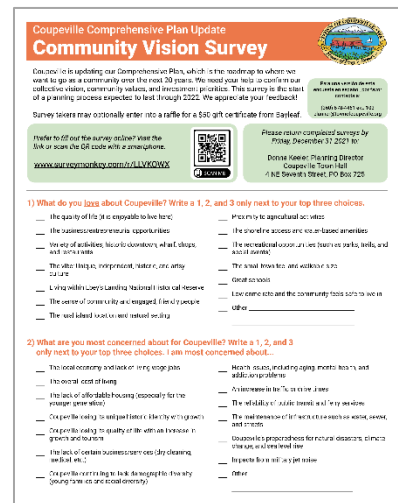
## Town Engagement Activities

Community engagement during preparation of the plan was challenged by COVID-19 pandemic, but a wide range of activities were successfully conducted. Key activities were:

- Proactive interviews with key community stakeholders and leaders
- A communitywide planning priorities survey answered by 255 people
- A visioning workshop held online jointly with the Planning Commission and Town Council, plus a follow-up meeting
- Two community workshops to discuss plan ideas and concepts
- Planning Commission meetings to discuss strategies, goals, and policies
- Responding to   public comments on the plan’s direction and content
- Town Council adoption meetings
- Creation and maintenance of a website for the planning process
- Regular updates in the Coupeville newsletter
- Regular notifications by email to interested parties

This plan addresses many of Coupeville’s ongoing and emerging challenges identified by community members. These include:

- Lack of affordable housing supply and housing options, especially for low to moderate income workers
- Limited resources to preserve historic structures, landscapes, and cultures



*Figure 4 - A survey was mailed to Town residents and property owners in November 2021*



*Figure 5 - Town Workshop #2 in October 2022*

- Climate change and sea level rise
- An aging population
- Limited transportation options for those who cannot or choose not to drive

The Coupeville community is also optimistic about its future, thanks to its many positive attributes. These include:

- Strong identity centered around historic, agricultural, Indigenous, and maritime heritage
- Community commitment toward preservation of the Town’s historic identity
- Small town and rural feel
- Integrity of residential neighborhoods
- Location within Ebey’s Landing National Historical Reserve
- Robust tourism economy
- Natural splendor, water views, and landscape vistas
- Presence of major institutions and employers including the Island County government campus, Whidbey Health Medical Center, and Coupeville School District

## Washington State Planning Framework

This Comprehensive Plan meets the goals and requirements of the 1990 Growth Management Act (GMA), which provides the planning framework for counties, cities, and towns in the state. Island County and all the cities and towns within it are required to "fully plan" under the GMA. Full planning means adopting the required elements listed in the table below and regulating critical areas (sensitive environmental areas). More rural parts of the state conduct "partial planning" plan only for critical areas and natural resource lands.

The town’s integration with Ebey’s Landing National Historical Reserve gives it special status for planning purposes. Typically, towns and cities planning under the GMA are required to map an "urban growth area" outside of the incorporated boundary in anticipation of future land annexations, population growth, and infrastructure expansion for the next 20 years. Under RCW 36.70A.110(2), communities within a national historical reserve are exempted from this mandate. Coupeville is the only such town in Washington State. Further, the town "...may restrict densities, intensities, and forms of urban growth as determined to be necessary and appropriate to protect the physical, cultural, or historic integrity of the reserve."

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### What are the consequences to the Town for not complying with GMA?

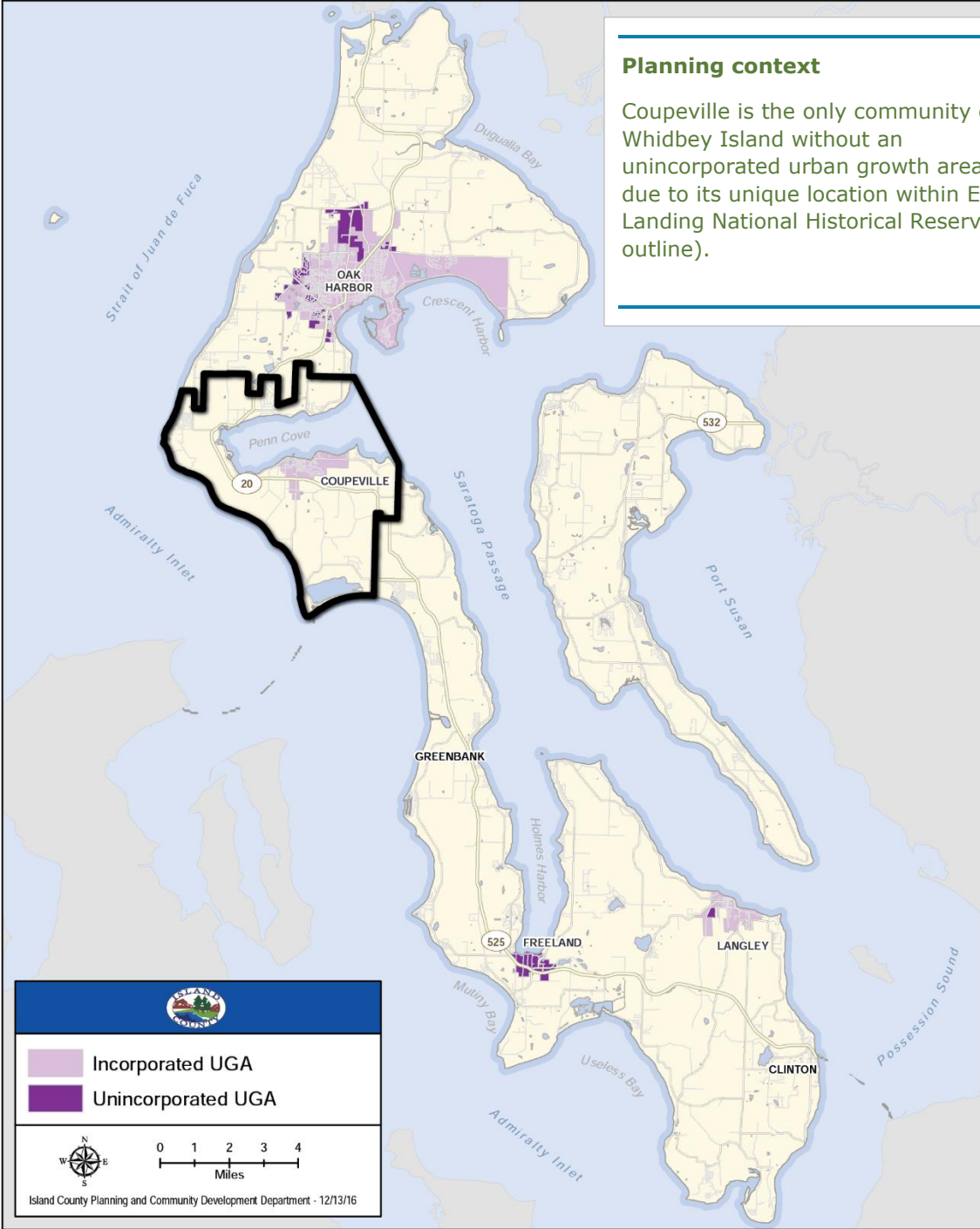
The Governor has the authority, under RCW 36.70A.345, to impose sanctions against jurisdictions that do not comply with GMA, as determined by the Growth Management Hearings Board. Sanctions may include withholding or temporarily rescinding the authority to collect portions of taxes and other revenue sources.

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Required elements	Optional elements
The GMA requires Coupeville to address these topic areas called "elements." These are:	Coupeville has also chosen to include the following extra elements in the comprehensive plan because of their value to the community and their importance to the Town’s orderly planning and development:
Land Use	Economic Development (locally renamed as Economic Stability)
Housing	Park and Recreation (locally renamed as Parks, Recreation & Open Space)
Capital Facilities	Natural Systems
Utilities	Historic Preservation & Community Design
Transportation	

*Figure 6 - Comprehensive planning elements*





This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility for use and agrees to hold Island County harmless for liability, damages, or loss incurred by use of this information. Specific questions should be directed to Island County's Department of Planning and Community Development.

Figure 7 - Island County Comprehensive Plan 2016, Map 1E, with Ebey's Landing National Historical Reserve boundary

## Population Forecast and Land Capacity

As of 2022, Coupeville has an estimated population of 1,965 people.

Coupeville’s projected 2045 population is between 2,160 – 2,252 depending on the projection method used, an increase of 210-287 people over the 2022 population of 1,965. The Town has selected a projected population of 2,175, consistent with Island County’s 2016 Buildable Lands Analysis and recent population trends. This an increase of 210 people, an average of approximately 11 to 12 new residents per year.

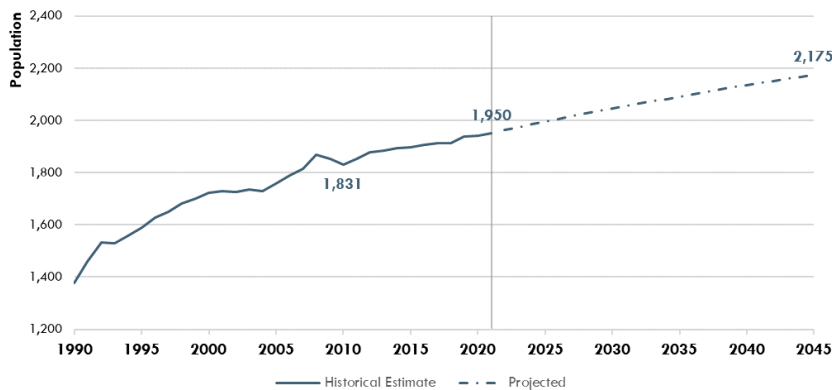


Figure 8 - Coupeville Population, Historical (1990-2021) and Projected (2022-2045)

Note: Historical estimates in census years are a count while intercensal years are estimates.

Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), 1990-2000 prepared March 2002; 2000-2010 last revised June 23, 2016; 2021 last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; [Island County 2036 Appendix B: Population Growth Analysis & Accommodations](#), 2016; BERK, 2022.

The current average household size in Coupeville is 2.04 people. This translates to a forecasted need of 111 additional occupied housing units by 2045, or an average of four to five new homes per year, [to accommodate population growth.](#)

### Growth rates

An increase of 225 people by 2045 is equal to an 11.5% increase over 23 years. This is an average of 0.5% per year, which is a relatively low growth rate but consistent with Coupeville’s 0.6% growth 2010-2020. Other nearby cities during that period had these average annual growth rates:

- Mukilteo: 0.6%
- Langley: 1.1%
- Port Townsend: 1.1%
- Oak Harbor: 1.2%
- Anacortes: 1.2%

Source: U.S. Census

A [land capacity analysis](#) determined that Coupeville has adequate land to accommodate this forecasted growth. The analysis considered the current zoning regulations, density limits, infrastructure capacity, and trends in the real estate market. Using this information, the analysis finds that Coupeville has an estimated capacity for 143 additional housing units based on current conditions. This capacity increases to 231 housing units if sewer service were to be expanded to all areas of the town.

For more details on the methodology for these forecasts, please see *Appendix A – Land Use*.

More information is available about **Land Capacity Analysis** methodology and key findings here:

[https://townofcoupeville.org/wp-content/uploads/2022/09/Land-Capacity-Analysis-Memo-2022\\_0915-Final.pdf](https://townofcoupeville.org/wp-content/uploads/2022/09/Land-Capacity-Analysis-Memo-2022_0915-Final.pdf)

## Implementation

As a policy document, the Coupeville Comprehensive 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. Implementation happens with the follow-through on goals and policies, budgeting and investing, and updates to the plan.

### How This Plan Works

The goals and policies are the heart of the plan, and provide direction for Coupeville’s future. A goal is a direction-setter. It is an ideal future end, condition or statement related to the public health, safety or general welfare towards which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, abstract in nature.

A policy is a specific statement that guides decision-making. It indicates a clear commitment of the local legislative body. A policy is based upon a comprehensive plan’s goals and the analysis of the data. A policy is put into effect through implementation measures such as the zoning code, staff hiring, or project funding commitments.

There are a number of tools used to implement the Comprehensive Plan. The main methods are through development regulations, such as zoning and critical areas ordinances, and through capital improvement plans, such as sewer, water, parks and transportation. These tools constantly weigh the Town’s financial ability to support development against its minimum population obligations and environmental protection. It is the Comprehensive Plan goals and policies that the

development regulations and capital improvement plans are based upon.

### **Budgeting and Investing**

Coupeville's budgets and investments convert Comprehensive Plan policies into reality. The development of capital facilities, operation of public services, and the use of public funds and land should be consistent with the goals and policies of the Comprehensive Plan. Goals and policies are implemented most directly through the Capital Facilities Element and the associated Capital Improvements Plan and capital budget, which are updated annually to plan for modification and expansion of infrastructure like roads, utilities, and parks.

The operating budget also plays a role with regards to staff resources needed to support all elements. Many policies of this Comprehensive Plan support specific research or programs that require sufficient staff capacity, support for writing grant applications, or funding for outside professional services. For example: implement the Land Use and Historic Preservation elements by updating development regulations; implement the Transportation Element through writing grant applications and designing updated streets; and implement the Economic Stability element with tourism research and management programs.

The Town strives to ensure the public receives maximum possible benefit from the expenditure of public funds. This is achievable with a budget planning process that provides for public review and comment during the long-range budgeting process and balances priorities according to infrastructure needs, projected growth, community priorities, state and federal laws, and fiscal restraint. Budgeting should support the highest feasible levels of service to promote the security, health, safety, and general welfare of Coupeville's ~~citizens~~residents, businesses, and visitors.

### **Comprehensive Plan Amendments**

Amendments to the Comprehensive Plan are necessary from time to time to respond to changing conditions and needs of the community. The Growth Management Act requires that amendments to a Comprehensive Plan be considered no more frequently than once per year, except in certain special circumstances. Proposed

amendments to the Comprehensive plan must be considered concurrently so that the cumulative effect of various proposals can be determined. Proposed amendments will be evaluated for intent and consistency with the Comprehensive Plan, and whether there has been a change in conditions or circumstances from initial adoption or new information is present which was not available at the time of the initial adoption. Town staff and the Planning Commission reviews proposed amendments to the Plan, takes public input, and forwards recommendations to the Town Council.

### **Comprehensive Plan Periodic Updates**

Starting with the next cycle, the Growth Management Act requires that Comprehensive Plans be reviewed and updated as necessary, at least every ten years, outside of the optional annual review process (RCW 36.70A.130). This plan will undergo a major periodic update in 2025 and at least every ten years thereafter.

## Policy Theme: Climate Change and Sustainability

This section is now filled out in the second draft.

Sustainability is often defined as “meeting the needs of the present without compromising the ability of future generations to meet their own needs” (United Nations Brundtland Commission, 1987). A key challenge to sustainability is climate change.

The University of Washington’s Climate Impacts Group publication *No Time to Waste* (2019) succinctly frames the challenge posed by climate change. The report states:

*Climate change impacts have been observed around the globe, across the United States and here in Washington. Communities around the state are increasingly facing climate-related challenges that stress important natural systems and the economic and ecosystem services that they provide, threaten public health and increase costs of maintaining critical infrastructure. These challenges are expected to become even more likely as warming continues. Climate-related risks are higher for global warming of 1.5°C than at present, and even higher at 2°C warming.*

*The urgency to reduce emissions and prepare for global warming’s inevitable impacts has never been greater. The window of time for limiting warming to 1.5°C and 2°C continues to narrow. At the same time, additional emissions commit us to increasingly severe global and local impacts. Although efforts to both reduce and prepare for climate change are already occurring, they must be rapidly scaled up in order to stabilize greenhouse gas concentrations in the atmosphere at a level that would prevent “dangerous interference with the climate system” and adequately prepare our state for the changes underway.*

The *Island County 2021 Climate Action Plan* relays that the impacts of climate change being seen today in the region include the following:

- Hotter and dryer summers
- Heavier winter rains
- Seriously degraded air quality due to massive wildfires
- Record-breaking heat waves
- Sea-level rise, increased storm surges and high tide flooding
- Ocean acidification, increasing ocean temperatures and harmful algae blooms


This plan aims to help Coupeville confront the challenge of climate change. Climate change has the potential to affect all elements in this plan. Therefore, the following guiding goals and policies provide an overarching framework for the Town to address climate change.

**Guiding Goal: Climate Change.** Reduce greenhouse gas emissions (mitigation) and ameliorate the effects of climate change (adaptation) in order to foster the community’s environmental, economic and social resilience in the face of shifting conditions, such as sea level rise, more extreme weather events, and human responses to climate change.

Guiding Policy 1: **Mitigation.** Participate with state, regional and local partners to reduce greenhouse gas emissions consistent with the 1990 benchmark and future year targets set forth in state law. Educate the public about climate change and incentivize activities that reduce greenhouse gas emissions.

Guiding Policy 2: **Adaptation.** Minimize or ameliorate the impacts of climate change on our community and its ecosystems through climate-informed policies, programs and regulations.

Guiding Policy 3: **Implementation.** Create goals and policies that increase community resilience to climate change by evaluating the implications of climate change on all element areas and developing actions that incorporate those realities in order to achieve robust long-term outcomes. Goals and policies should result in regulations and work plans for application in all areas of local government oversight, by requiring the evaluation of the implications of climate change in all local decisions.

In the following elements of the comprehensive plan, goals and policies with a link to climate change and sustainability are marked by this symbol: 

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The 1990 benchmark is set in RCW 70A.45.020 as 95.5 million metric tons of greenhouse gasses per year. It establishes these targets for Washington state to reduce its human-caused emissions:

*By 2030, reduce emissions to 45% below 1990 levels*

*By 2040, reduce emissions to 75% below 1990 levels*

*By 2050, reduce emissions to 95% below 1990 levels*

The latest Department of Ecology inventory shows the state is not on track to meet these targets, with 102.1 million tons of emissions in 2019.

More information: <https://ecology.wa.gov/Air-Climate/Reducing-Emissions/Tracking-greenhouse-gases/GHG-inventories>

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# Land Use Element

## Introduction

The Land Use Element is central to all other elements. It provides for the distribution of land use meeting Coupeville’s needs for residential, commercial, recreation, public facilities, and other land uses. This element also describes development patterns that support Coupeville’s vision for the future. The Element includes policies that promote compatible pedestrian-oriented development, resource protection and sustainable design, economic vitality, historic preservation, and the development of inviting and distinctive public spaces.

The Growth Management Act requires cities and towns to show how they will be able to accommodate 20 years of growth through sufficient buildable land that is zoned appropriately.

[Appendix A – Land Use](#) contains the Land Use Element background information with data and analysis that provide the foundation for the Land Use Element goals and policies.

## Existing Conditions Summary

Within Coupeville's Town limits there is a total land area of 721 acres. Land uses within the Town include a mixture of residential, commercial, and public uses and a significant amount of land is vacant and undeveloped. 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.

Commercial development is focused on the Town’s primary streets, including N Main Street, S Main Street, NW Front Street, and NW Coveland Street. Retail businesses are mixed with government and professional offices. Coupeville is also home to Whidbey Health Medical Center, which anchors many medical uses, and the Coupeville School District.



Figure 9 - Downtown Coupeville

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**Land use** means how land is used by humans. It is at the core of the Comprehensive Plan.

Land use has broad categories such as: residential (places where people live), commercial (places for businesses and people to work and shop), civic (places for government facilities and community gathering), and parks or open space (places for recreation or preservation of a natural landscape).

Coupeville’s intentions for the future land use of the town are enshrined in the Land Use Element and the Future Land Use Designation Map.

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Housing is distributed throughout the Town. Early residential development occurred on small lots in the central portion of the town. More recent development has been suburban in nature, with large lots in outlying parts of town. While the majority of existing housing is single family, the Town also has an increasing number of attached and multifamily units, as well as three mobile home parks.

See [Appendix A – Land Use](#) for details of Coupeville’s land use and see the Housing Element for additional housing information.

## Goals & Policies

Throughout the plan, Goals use bold text to highlight the topic, followed by the full goal text.

The first Land Use goal focuses on the big picture of growth management and land use patterns.

**Goal LU-1: Land Use Pattern and Growth Management.** Establish and manage a pattern of development consistent with the community’s vision and provide for variety of land uses that further the policies of this Plan.

- LU-1.1 [Goal 2] Promote opportunities for a well-balanced mix of land uses, including residential, commercial, public services, recreational, and cultural uses through the Future Land Use Map adopted with the Comprehensive Plan.

LU-1.2 [LU 4.4 + LU 7.2, LU 7.3] 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 20-year planning period next ten to twenty years.~~ Minor and strategic annexations may occur where property owners propose or demonstrate a significant benefit to the Town, which could include protection of historic resources, environmental protection, increase in housing supply and variety, increase in park space, and net positive fiscal impact. Allow only for minor strategic annexations where the subject land is:

- A. Not viable for agricultural uses
- B. Located for viable service connections
- C. Viable and appropriate for housing development, community facilities, or park, recreation, and open space purposes.
- D. Supportive of other goals of policies of the Comprehensive Plan and Island County countywide planning policies

LU-1.3 [NEW] Provide a reasonable supply of development capacity through the Future Land Use Map and zoning standards to provide a variety of opportunities for residential development, redevelopment and infill, housing choice, and housing affordability.

LU-1.4 [NEW + LU 7.7] Direct growth to the neighborhoods with the most opportunities to accommodate new development due to available land, infrastructure capacity, and proximity to services.

LU-1.5 [NEW] Growth should be carried out in a thoughtful manner, putting historic properties and the cultural landscape of Coupeville and Central Whidbey at the forefront for protection. Accommodate growth and development in a manner that protects the physical, cultural, and historical integrity of Ebey’s Landing National Historical Reserve.

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This policy gives the Town a tool to evaluate any proposals to annex land or expand the Coupeville town boundary. The Department of Commerce advises that annexations should have a net benefit to the Town and the Reserve.

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- LU-1.6 [NEW] Respect the historic pattern of development in the Town by striving to maintain the Donation Land Claim and Town Plat system and avoid suburban design trends, including cul-de-sacs.
- LU-1.7 [NEW + LU 7.7] Engage with partner agencies and groups to ensure that protecting Ebey’s Landing National Historical Reserve continues to serve as a guiding principle for the future of the greater Coupeville community.
- LU-1.8 [NEW + LU 5.2] Establish future land use designations as shown in Table LU-1.

*Table LU-1 - Land use designations*

Future Land Use Designation	Description	Implementing Zones
Low Density Residential	<p>Purpose: This designation is for areas inappropriate for more intensive urban development due to topography, presence of wetlands, high cost of extending urban services, and/or the desire to serve as a transition between the town and surrounding rural lands. Lands within this designation are intended to minimize impervious surfaces, protect natural features, and/or to protect the cultural and physical integrity of Ebey’s Landing National Historical Reserve.</p> <p>Land use and density: Single-family dwellings are predominant land use, with other compatible housing forms (cottages and accessory dwelling units) permitted in certain circumstances. Areas with minimal or no public sewer service or which are difficult to develop owing to topography or other factors should be zoned RR. Areas with public sewer service should be zoned LDR.</p> <p>Residential density should be a maximum of 2 units per acre.</p>	<p>Rural Reserve</p> <p>Low Density Residential</p>
Medium Density Residential	<p>Purpose: Allows for medium density residential use in areas that provide a suitable environment for residential development, have good access to the Town’s transportation system, and feature (or planned to feature) adequate public services to serve residential development.</p> <p>Land use and density: Single-family dwellings are predominant land use. Appropriately scaled and designed infill housing, including accessory dwelling units, cottages, and duplexes are allowed depending on the site’s size and context and size and design of the dwellings.</p> <p>Residential densities depend on the current context:</p> <ul style="list-style-type: none"> <li>Those areas currently without public sewer service are limited to 2 acre minimum lot sizes (Rural Reserve)</li> <li>All other areas are allowed up to 4.5 units per acre</li> </ul>	<p>Rural Reserve</p> <p>Medium Density Residential</p>

Future Land Use Designation	Description	Implementing Zones
High Density Residential	<p>Purpose: Allows for high density residential use in areas that are near commercial areas, parks, trails, transit routes, and located to permit efficient provision of public services.</p> <p>Land use and density: This designation allows for a mixture of multifamily housing types, including townhouse and apartment dwellings. Small scale and pedestrian-oriented commercial services are also allowed on corner lots. Residential densities depend on the current context:</p> <ul style="list-style-type: none"> <li>• Those areas currently without public sewer service are limited to 2-acre minimum lot sizes (Rural Reserve)</li> <li>• All other areas are allowed up to 10.89 units per acre. Minimum densities for new subdivisions and other multi-unit developments are important to maintain and enhance housing capacity and diversity.</li> </ul>	High Density Residential
Commercial	<p>Purpose: This provides for commercial development that is appropriate in size and scale to the Town. The commercial designation should be applied in areas with arterial streets and transit access and near concentrations of residential development.</p> <p>Land use and density: Commercial-designated areas have land uses which serve the entire town. The TC zone is appropriate for commercial areas centered on Main Street and providing a variety of neighborhood services. Residential uses are allowed in the TC zone with no maximum density.</p> <p>The GC zone is appropriate in areas which prioritize automobile-oriented access and characterized by existing light industrial development and larger-scale retail and service uses. Residential uses are allowed in the GC zone up to a maximum of 15 units per acre.</p>	Town Commercial  General Commercial
Historic Commercial Center	<p>Purpose: Provides for a range of commercial, residential, and water-oriented development which is appropriate in scale and character within historic downtown Coupeville. This area balances services and amenities for both Coupeville residents and tourists.</p> <p>Land use and density: A variety of commercial retail, office, and service uses are permitted. Residential uses are limited, largely consisting of historic single-family homes, short term rentals, and apartment units generally not at street level.</p>	Historic Business Center
Civic	<p>Purpose: Includes areas used for schools, religious institutions, government buildings, public parking lots, hospitals, public cultural centers, parks, public recreation centers, and other similar uses.</p> <p>Land use and density: A variety of public, quasi-public, civic, governmental, and institutional uses are allowed. Some principal commercial uses that support the functions and operations of the Civic designation are permitted. Residential uses are allowed in in some circumstances such as when surplus publicly-owned land is available or when they are integrated with existing or planned civic uses.</p>	Civic  High Density Residential  Medium Density Residential  Town Commercial

Future Land Use Designation	Description	Implementing Zones
Parks, and Open Space	Purpose: Intended to identify existing public parks, recreation, and open spaces within Town limits.  Land use and density: Parks, recreation, and open space only, including lands managed by the National Park Service which may not be open to the public.	Parks, and Open Space

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LU-1.9 [NEW] Manage and maintain the Town’s Official Zoning Map to ensure continued consistency with the Future Land Use Map (see following Future Land Use Designation Map).

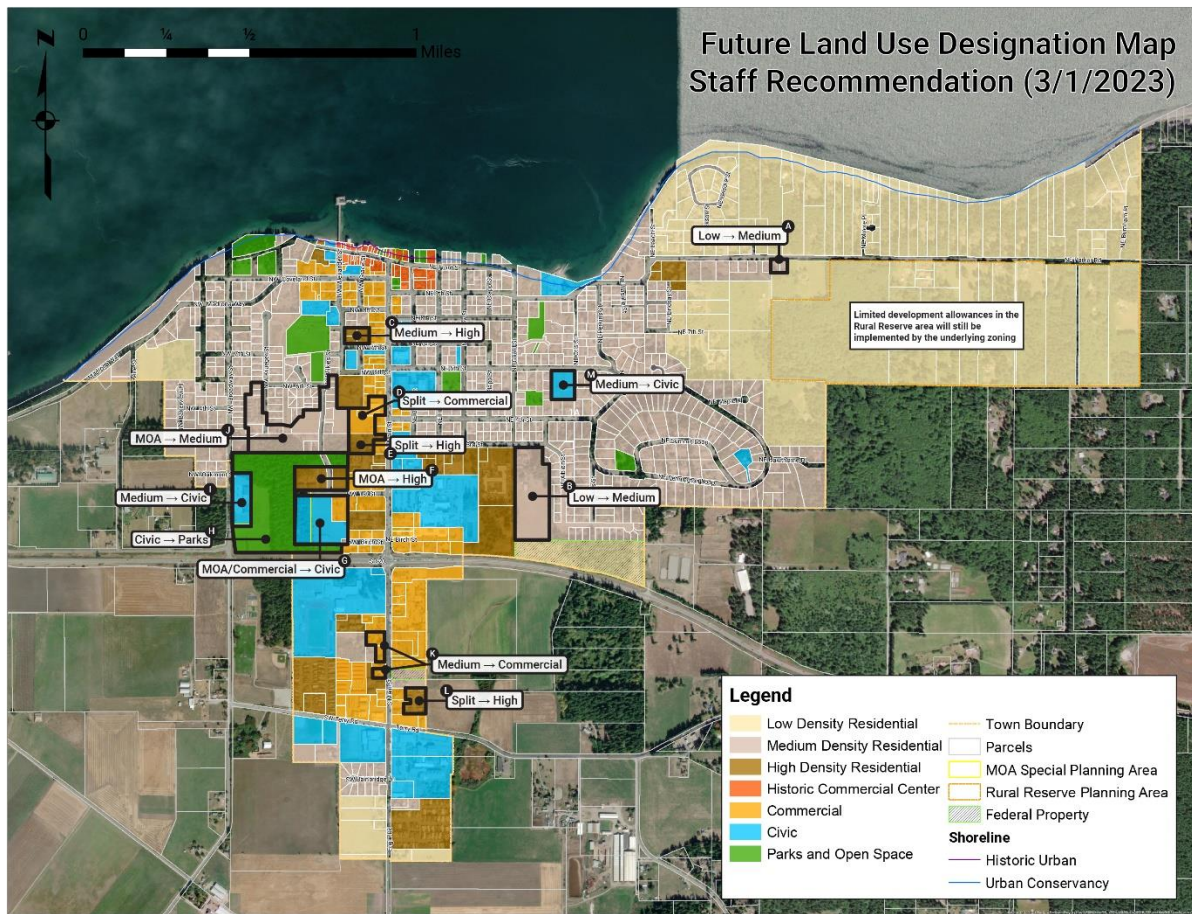
The Coupeville Future Land Use Designation Map is perhaps the most important planning tool in the Comprehensive Plan. It is not the same thing as the Coupeville Zoning Map, which is a regulatory and administration tool. They are related, however. As shown in the table above, one or more zones can be assigned to Future Land Use Designation Map areas. Some areas have more discretion than others.

The designations shown in the maps on the following pages represent broad policy and planning visions for the different areas of Coupeville.

The Zoning Map, which is not shown here, is used by the Town staff and property owners to determine what can be built on individual properties.

The updated Zoning Map will be determined at the end of the Comprehensive Plan update process, and made consistent with whichever Future Land Use Designation Map that is chosen by the Planning Commission and Town Council with public feedback

For a full size copy of this map, visit the project website: <https://townofcoupeville.org/comprehensive-plan-update/>



- LU-1.10 [NEW] Lands under the most intensive noise zone of Outlying Landing Field Coupeville (85 db DNL) should not be designated greater than Low Density Residential.
- LU-1.11 [NEW] Evaluate options for where building height limits may be modified to increase height limit from 28 feet to 34 feet to potentially allow three-story buildings in a few select High Density Residential and Commercial areas. Increased height limits could be contingent upon certain criteria, such as ensuring the increased heights will not impact view sheds [and compliance with the Ebey's Landing National Historical Reserve Design Guidelines](#).
- LU-1.12 [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-1.13 [NEW] For properties zoned Rural Reserve, rezones to Low Density Residential shall be prohibited until appropriate infrastructure is available to serve the property.
- LU-1.14 [NEW] In the Memorandum of Agreement area, work with the property owner(s) to transfer dwelling unit credits from subareas B and F to Area D, in order to provide more housing choices and more efficient use of this area.

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*See Appendix A – Land Use for the Navy's 2021 Air Installations Compatible Use Zones (AICUZ) Footprint Map for Outlying Landing Field (OLF) Coupeville.*

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Explanation: This goal emphasizes the importance of promoting housing in Coupeville – particularly a greater diversity of housing choices provided they are integrated in a manner compatible with the Coupeville’s scale and character.

**Goal LU-2: Residential uses.** Enhance the quantity and diversity of Coupeville’s housing options while reinforcing and enhancing the quality, character, and function of Coupeville’s residential neighborhoods.

LU-2.1 [NEW] Provide for a wide variety of housing types within the Town to meet the full range of housing needs for Coupeville’s evolving population.

A. Accessory dwelling units (ADU). [NEW + LU 2.7] Allow for and encourage attached and detached ADU’s in all residential districts provided size, design, and other provisions are included to promote compatibility with surrounding uses. Streamline ADU permitting and fees to encourage their production throughout Coupeville. Review if expanded opportunities are appropriate, such as increasing the allowable size of ADU’s, allowing junior ADU’s, and allowing ADU’s in Commercial zones.



Figure 10 - An accessory dwelling unit integrated with a garage.

B. Cottages. Encourage the development of cottage housing (a cluster of small homes around a common open space) in residential zones as an increasingly popular housing type, provided special design provisions are included to ensure a pedestrian-oriented design, inclusion of common open space, and strict cottage size limitations. Revise the cottage housing regulatory framework to treat cottages consistently with other residential land uses (instead of requiring a zoning overlay).



Figure 11 – Cottage housing in Coupeville.



- C. Small homes. Encourage and incentivize the integration of small detached single family homes. Such homes, provided they are no more than 1,400 square feet and emphasizing a pedestrian-oriented design, would fit well into Coupeville’s context and serve a wide demographic of Coupeville’s population.
- D. Duplexes. Allow for and encourage duplexes in more residential areas provided the zoning and design provisions promote pedestrian-oriented designs compatible with existing neighborhoods. Review if expanded opportunities are appropriate in the zoning code, such as changing the buffer requirement.
- E. Townhouses. Allow for and encourage the development of townhouses in the Medium and High Density Residential zones as an efficient and popular form of housing for a large demographic of Coupeville’s population. Design standards emphasizing pedestrian-oriented design, façade articulation, and usable open space are particularly important. Define and encourage townhouses consistent with other residential land uses.
- F. Multifamily housing. Review development regulations to evaluate barriers to development of multifamily housing to be located in walking distance of transit and commercial services, including zoning and availability of land, height and density limits, and other standards.
- G. Assisted living. Review development regulations to evaluate barriers to development of assisted living, nursing homes, and similar supportive facilities.
- H. Tiny homes. Evaluate options to permit compatible, well designed tiny homes on parcels designated for high density residential and civic uses.

See Housing Element policy H-1.7 for related ideas to explore in a housing action plan.



Figure 12 – Example of a duplex.



Figure 13 – Townhouses in Coupeville.



Figure 14 – Example of multifamily housing (credit: Opticos Design)



Figure 15 – Example of a tiny home community.

LU-2.2 [NEW] Adopt a unit lot subdivision ordinance to promote “missing middle” housing types and

- increasing opportunities for home ownership by streamlining the administration of fee-simple lots for duplexes, cottages, and townhomes.
- LU-2.3 [NEW] To protect limited housing stock availability in Town, continue prohibiting short term rentals in residential zones.
- LU-2.4 [NEW] Building codes. Study an amendment to the Town’s building codes to streamline the design and review of small, multi-unit housing structures (four units or less) by allowing them to be built under the International Residential Code instead of the International Building Code. Coordinate with the development community, the fire district, and other stakeholders as appropriate to develop the amendment.

**Goal LU-3: Commercial Uses.** Enhance the character and economic vitality of Coupeville’s historic downtown business district, the Main Street corridor, and overall business environment.



- LU-3.1 [NEW + LU 5.9, LU 6.8] Support efforts to protect and maintain historic structures, particularly those north of Front Street and at risk of sea level rise, storm surge, and bluff erosion.
- LU-3.2 [NEW] Encourage new commercial development to be mixed-use with residential components. [Provide greater flexibility for residential uses to be developed in commercial zones, but continue to preserve street frontages or a portion of the site for commercial use.](#)
- LU-3.3 [NEW] Review the amount of parking required for commercial uses and make code adjustments if there are barriers to development and local entrepreneurship.
- LU-3.4 [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 [such as artisan manufacturing, microbreweries, furniture and craft shops, boat building and repair, and art production studios.](#) ~~In reviewing any such proposals, the Town shall enforce the Comprehensive Plan and supporting development standards.~~
- LU-3.5 [LU 2.9] Prohibit any further [single-purpose](#) commercial development adjacent to SR 20, except for professional offices. [Mixed-use commercial and residential development is appropriate provided all zoning criteria are met.](#)
- LU-3.6 [NEW] Ensure development regulations provide adequate landscaping and screening adjacent to State Route 20.

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**Mixed use** refers to two or more types of land uses being present in a building, on a parcel of land, or in a neighborhood. A common example is residential and commercial land uses being placed close together. Mixed-use development and communities have the benefit of placing homes closer to where people want to work and shop, benefitting both the economy and the environment.

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Explanation: Land use has a strong connection to climate change, sustainability, and resilience. This is a new goal – influenced by some existing policies - to provide focus and attention on the opportunity for land use to improve Coupeville’s mitigation and adaptation strategies for climate change.

**Goal LU-4: [NEW + Goal 6] Resource Protection, Sustainability, and Climate Change.** Establish and promote strategies to ensure Coupeville is a sustainable and resilient community through resource conservation and climate change preparedness.

LU-4.1 [NEW] Promote a compact, mixed-use development pattern that minimizes and reduces greenhouse gas emissions and encourages physical activity and a healthy community. This is achieved, for example, by locating a mix of housing, retail, service, schools, medical care, and recreation uses in close walking/bicycling distance of each other to reduce the need for driving, and by encouraging multi-unit housing types which have reduced energy needs for heating and cooling.



LU-4.2 [NEW] Permit and encourage home gardens for food production and composting.



LU-4.3 [NEW] Ensure that pedestrian and other non-motorized accessibility measures are incorporated in development proposals, where appropriate.



LU-4.4 [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-4.5 [LU 6.3 + LU 6.2] Seek to retain open space such as wetlands, shorelines, and other areas that provide essential habitat for endangered or threatened plant or wildlife species. [This is achieved, for example, by clustering residential lots.](#)

LU-4.6 [LU 6.5 + LU 6.6] Prohibit unnecessary disturbance of natural vegetation in new development and encourage retention of trees and other vegetation.

LU-4.7 [NEW + LU 6.6] Minimize grading of landforms and the extent of disturbance in new development.



LU-4.8 [NEW] Facilitate clean energy production at the site, neighborhood, and community scale. This could include [proactively identifying suitable locations for clean energy production and streamlining ~~and maintaining~~ regulations](#) for permitting rooftop solar and wind energy systems, for example. The scale and design of energy production systems should be compatible with the character of Ebey’s Landing National Historical Reserve.



LU-4.9 [NEW] Reduce the pollution impacts of fossil-fuel infrastructure, such as by prohibiting development of new gas stations and facilitating the placement of electric vehicle charging stations in Town and in throughout the Reserve

LU-4.10 [NEW] Encourage water conservation measures in the zoning standards, including requirements for drought tolerant landscaping and native vegetation and allowing rain water catchment for domestic use.

**Goal LU-5: Public Spaces and Facilities.**

Protect and enhance Coupeville’s cherished community hubs and open spaces including the Rec Hall, Town Park, Community Green, shorelines, neighborhood parks and trails, and public institutions.

- LU-5.1 [Goal 3 + NEW] Work collaboratively with Island County, Coupeville School District #204, Whidbey Health Medical Center, and other major institutions on joint land use planning. Encourage institutions to develop master plans for their future development to ensure that future growth is planned and coordinated between all affected parties. Master plans may allow institutions to develop more intensively to reduce the amount of property necessary for their future growth.
- LU-5.3 [NEW] Encourage Island County to maximize existing property holdings through infill development. Discourage the County from acquiring additional land, especially when dislocated from the main County campus.
- LU-5.4 [NEW] Protect and enhance the Community Green as a community gathering space for a variety of events.
- LU-5.5 [NEW] Support efforts to preserve and promote the Coupeville Wharf.
- LU-5.6 [NEW] Encourage public participation in the design of public spaces and facilities.
- LU-5.7 [NEW] Periodically review the inventory of undeveloped public land managed by all levels of government. Undeveloped or surplus public land should be designated appropriately on the Future Land Use Map.



Figure 16 – The Coupeville Wharf.

**Goal LU-6: Land Use Processes [NEW + LU 1.5].** Assure that development review and permit processes operate in a fair, timely and predictable manner and update processes from time to time to incorporate best practices, changes in law, and align with community priorities and values.

- LU-6.1 [LU 1.6] Establish and maintain Town planning processes that allow a regular public discussion and examination of community goals and values.
- LU-6.2 [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-6.3 [LU 5.3 + LU 7.4] 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 which are integral to the Reserve. Re-establish joint planning areas if needed.
- LU-6.4 [NEW] Update processes and procedures throughout the code to be consistent with the Hearing Examiner system established on February 8, 2018.
- LU-6.5 [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-6.6 [LU 2.4] ~~Establish a procedure to evaluate the~~ Periodically review the concurrency ordinance (at least during every periodic Comprehensive Plan update) for its ability to mitigate the growth impacts of major development proposals.

# Historic Preservation & Community Design Element

## Introduction

This element combines historic preservation and community design as a singular, integrated element. Preservation is a dynamic process whereby the cultural values are both tangible and intangible and are acknowledged and perpetuated as part of an integrated planning program. With at least 136 contributing and non-contributing historic properties, the community takes great pride in its history and unique context within Ebey's Landing National Historical Reserve.

## Central Whidbey Island Historic District and Ebey's Landing National Historic Reserve

In 1973 the Central Whidbey Island Historic District was established, creating the largest national historic district in the Country. The CWIHD followed the original Donation Land Claim boundaries, acknowledging the historic landscape as well as historic buildings. It included more than 8000 acres, with over 100 structures and sites.

The establishment of the CWIHD was instrumental in gaining congressional support for the formation of Ebey's Landing National Historical Reserve (Reserve). The Reserve was established by Congress in 1978 "to preserve and protect a rural community which provides an unbroken historic record from nineteenth century exploration and settlement of Puget Sound up to the present time." Public Law 95-625, Sec. 508 (a), November 10, 1978).

Nationally significant, when the Reserve was established, it represented a new approach to preserving land and heritage resources. The Reserve's distinct landscape, rural character and heritage resources are economically important within our agricultural, recreation and tourism industries, socially important within our community, and worthy of continued proactive preservation. This new



Figure 17 - Will Jenne House

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Of the 136 listed properties in Coupeville, 106 are classified as contributing and 30 are non-contributing to Ebey's Landing National Historical Reserve. All historic properties in the Ebey's Reserve Inventory are considered to have the same level of protection or categorization as individually listed buildings.

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## Sustainability

"Preservation is fundamentally a sustainable practice. Adapting and reusing historic structures reduces consumption of raw land, new materials, and other resources. Rehabilitating existing buildings for continued use and maintaining in-place building materials are standard preservation practices that are also good for the overall environment."

- Ebey's Landing National Historic Reserve Trust Board

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approach recognized that the Town of Coupeville as a key partner in the Reserve.

### **Ebey’s Reserve Trust Board**

The nine-member Trust Board is made up of representatives appointed by the four government partners of the 1988 Interlocal Agreement: Town of Coupeville, Island County, Washington State Parks and National Park Service. The Trust Board employs a Reserve Manager, Historic Preservation Coordinator and other staff as needed. The Trust Board’s key responsibilities are to coordinate the partnership defined in the 1988 Interlocal Agreement, to monitor the NPS acquired scenic easements in the Reserve, and to advise local, state, and federal partners on preservation in Reserve. This includes serving on the Historic Reserve Committee (Reserve Committee) as part of the Design Review process.

#### **Design Review Areas**

The difference in Areas 1 and 2 is the range of design guidelines applicable to rehabilitation and construction projects. Design Review Area 2 has a more modern character and less stringent review requirements and standards.

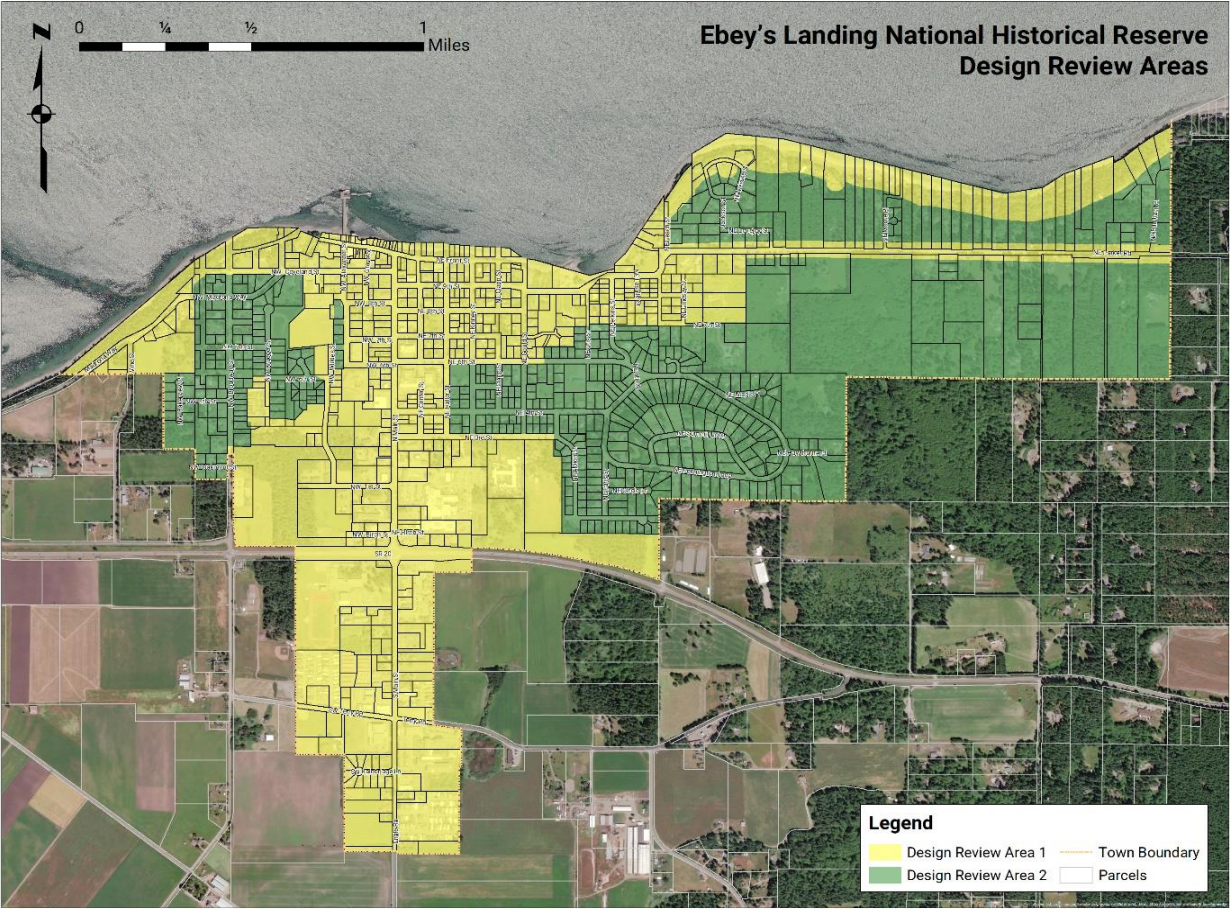


Figure 18 - Design review areas in Coupeville

## Ebey’s Reserve Design Review Process

The Ebey’s Reserve Design Guidelines adopted in 2011, along with *Chapter 16.13 – Ebey’s Landing National Historical Reserve Design Review and Community Design Standards*, serve as the tools to facilitate the protection of historic resources in the Reserve. Design review is the process of applying context-specific design guidelines to proposed development and land use projects, including remodeling and/or restoration of projects. This process is intended as a tool to help property owners care for, preserve, and conserve the overall character and appearance of the Reserve. Design review promotes sensitive rehabilitation and new construction that maintains the unique character of the Reserve, helping to retain strong property values for the entire community, and preserve our shared heritage. For this reason, and for consistency, the Town of Coupeville and Island County have unified codes that for the most part, mirror each other.

The success of the Design Review process to date is attributed to the dedication of the Historic Preservation Commission (HPC), made up of appointed volunteers representing the Town and the County. The primary role of the HPC is to identify and actively encourage preservation and conservation of the Reserve's historic and cultural resources by maintaining a register of historic places and to issue or make recommendations on the issuance of Certificate of Appropriateness (COA) decision for new and modified building and sites.

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Learn more about the Reserve and historic preservation online:

[www.ebeysreserve.com/historic-preservation](http://www.ebeysreserve.com/historic-preservation)

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### Further Reading

For additional background information on the history of Coupeville, refer to “Coupeville – Past, Present and Future: Historic Preservation Plan” (1998) and “How Coupeville Grew: A Short History of Town Development: Excerpts from the Town’s Historic Preservation Plan” (1998).

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## Goals & Policies

**Goal HC-1: [NEW] Historic Resources.** Protect, preserve, and celebrate Coupeville’s historic and cultural resources.

Many of the existing goals of the historic preservation element have been reworked as policies under this singular overarching goal. Some existing Economic Stability (ES) policies are also relocated here.

HC-1.1 [NEW + Goal 2, HP 2.1, HP 2.2, HP 2.3, HP 2.4, HP 2.5, HP 7.3, HP 7.5, LU 7.7] Jointly conduct a major update of the Ebey’s Landing National Historical Reserve Design Guidelines with Island County and the Reserve. At a minimum, the guidelines should continue to ensure that new construction is compatible with surrounding development in terms of building scale, historical context, architectural character and building, siting and massing intensity.



HC-1.2 [NEW + HP 7.8] Update and maintain zoning provisions to accommodate modest and compatible infill development in Downtown and other areas featuring historic structures, while ~~discouraging the redevelopment of historic structures.~~ encouraging the restoration, rehabilitation, reconstruction, and preservation of historic structures. Adaptive reuse or repurposing of all existing structures is encouraged where practical.

HC-1.3 [NEW + HP 1.4, LU 7.7] Provide zoning incentives to preserve, restore, and rehabilitate historic and/or cultural resources in Coupeville.



The below policy builds off the work of existing conservation easements. For those landscapes and views that are most important to the Reserve’s integrity and the community, purchasing the development rights using public funds is the most equitable and assured way of preservation in perpetuity.



- HC-1.4 [NEW + LU 5.4] The Town will encourage the purchase of development rights through conservation easements by other entities (such as the National Park Service and the Whidbey Camano Land Trust) for structures, ~~those~~ fields, woodlands, farms and structures, and other features and landscapes that are the most enduring and character-defining feature of Coupeville and the Reserve.
- HC-1.5 [NEW + Goal 7] Maintain and enhance the Town design review process in a manner that supports the historic preservation goal in a fair, equitable, and predictable process.
- HC-1.6 [NEW + Goal 8, GP 8.1] Emphasize the Town’s historic context and preservation efforts in tourism efforts and make it highly visible ~~and fun~~ throughout the Town.
- HC-1.7 [ES 1.3] Support the Coupeville Historic Waterfront Association and other partners in its efforts to ~~establishing a Business Improvement Association~~ improve the structural integrity and appearance of historic buildings in the historic business core.
- HC-1.8 [ES 1.5] Continue to cooperate with the Ebey’s Landing National Historical Reserve Trust Board to increase public awareness and appreciation of the Reserve, and continue~~develop~~ partnerships between the Reserve and Town.
- HC-1.9 [NEW] Coordinate with the County and the Reserve to provide ongoing staff support, training, and guidance to the Historic Preservation Commission.



Figure 19 – The prairie, farm, and forest environment surrounding Coupeville (credit: Allison Gubata)



Figure 20 – The Coupeville Cash Store Building, built 1886, and newly renovated and renamed to Salty Vons Waterfront Inn (credit: Von and Barbara Summers)

HC-1.10 [NEW] Continue to support the Reserve in maintaining a database of historic structures in Coupeville and in the Reserve that is compatible with statewide standards developed by the Department of Archaeology and Historic Preservation.

This second goal focuses on all the other site and building design elements – along with the zoning and design guideline elements to implement them

**Goal HC-2: [NEW + LU Goal 1] Quality Development.** Promote compatible, high-quality, and pedestrian-friendly development that reinforces Coupeville’s rural, small-town identity within Ebey’s Landing National Historical Reserve.



- HC-2.1 [NEW + LU 1.3, LU 2.10] Update zoning provisions to implement Coupeville’s community design goals. Specifically:
- A. [NEW + Goal 5, HP 7.10] While respecting the historical Town plat and grid system, integrate flexibility in the design of subdivisions to accommodate greater lot/housing type diversity, take advantage of unique site amenities and/or context adjacencies, maximize opportunities for common open space, and help meet the Town’s environmental goals and policies. Avoid suburban design trends including cul-de-sacs.
  - B. [NEW] Incentivize the development of smaller compatible homes and dwelling units.
  - C. [NEW] Update sign regulations that balance visibility and identity needs of businesses with compatibility with the site, building, and neighborhood context.

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Small homes are important for both the preservation of Coupeville’s historic charm and to provide starter homes and affordable options for current day residents. Zoning incentives could, for example, count small homes as ½ a dwelling unit for the purposes of density calculations in areas designated for medium and high density residential development.

See Housing Element policy H-1.7 for related ideas to explore in a housing action plan.

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HC-2.2 [NEW] Re-evaluate and update the adopted design guidelines every ten years or more often to achieve contemporary community goals and objectives and make adjustments as necessary to improve effectiveness.

- A. [NEW] Employ site and building design techniques that promote safe and inviting pedestrian access and connections.
- B. [NEW + HP 7.8] Provide building massing and articulation standards that respect the character and scale of Coupeville’s downtown, business districts and neighborhoods.
- C. [NEW] Place an emphasis on human-scaled design details that contribute to the Town’s character and identity.
- D. [NEW + HP 5.7, HP 7.6, HP 7.7, HP 7.8] Promote the use of high-quality, durable, and sustainable materials that respect the site’s context and enhance the Town’s character.
- E. [NEW + Goal 4, HP 4.1, HP 4.2, LU 1.2] Promote design that takes advantage of special vistas, particularly prominent views from public streets and places.
- F. [NEW + HP 6.1] Employ site and building design techniques that promote safe and inviting pedestrian access and connections.
- G. [NEW + HP 7.11] Review standards for accommodating parking in both residential and commercial areas with minimal impact on character, such as minimizing the required amount of parking, screening standards, and location standards.
- H. [NEW + HP 5.1, 5.2, HP 7.8] Emphasize agricultural fields, trees, woodlands, and other native vegetation as an enduring and character-defining feature of Coupeville and the Reserve, especially those visible from points of entry and primary roads.



Figure 21 – Example of small homes that are consistent with the Ebey’s Landing National Historical Reserve Design Guidelines for new construction



Figure 22 - A mixed-use office and lodging building with significant modulation and parking located in the rear (photo credit: MAKERS)

- I. [NEW] Strive for a balance of predictability and flexibility in the design guidelines. This can be accomplished by emphasizing clear minimum standards while integrating strategic opportunities for flexibility.
- HC-2.3 [NEW + Goal 6, HP 6.1, HP 6.2] Design streets and public facilities to support and strengthen Coupeville’s character, identity, and economic vitality. Specifically:
- A. [ES 1.2] Maintain and enhance the Town’s historic waterfront through the use of common landscaping and gateway design elements and educational and directional signage.
  - B. [ES 1.4] Encourage pedestrian movement through the historic waterfront by means of thematic signage and parking management.



*Figure 23 - A town gateway sign decorated for the holiday season (photo credit: MAKERS)*



# Housing Element

## Introduction

The Housing Element addresses the preservation, improvement, and development of housing; identifies land to accommodate different housing types; and makes provisions for the existing and projected housing needs of all economic segments of the community. Coupeville’s housing element seeks to ensure that there will be enough housing to accommodate expected growth in the Town, and the variety of housing necessary to accommodate a range of income levels, ages, and special needs. At the same time, the element seeks to preserve existing neighborhood character by including policies that will keep new development compatible. This is an element in which multiple interests need to be balanced, including community character, demographic characteristics, affordability, and others.

The Housing Element is supported by a housing needs analysis, which quantifies existing and projected housing needs and identifies the number of housing units necessary to accommodate projected growth. This analysis is contained in *Appendix C – Housing*.

### Growth Management Act (GMA)

The Housing Element is intended to satisfy GMA requirements for long range planning and to supplement information and implement goals and policies within the Comprehensive Plan. Under the GMA (RCW 36.70A.070), the Housing Element is required to:

- Include statements of goals and policies for the preservation, improvement and development of housing
- Include an inventory and analysis of projected housing needs of all economic segments of the community
- Identify sufficient capacity of land for housing
- Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing and how to undo those impacts



*Figure 24 - Homes in Coupeville*



*Figure 25 - Residential mailboxes*

### Existing Conditions Summary

According to the 2020 Census, Coupeville has an estimated 1,016 housing units. This is an increase of 123 units since 2010. Approximately 10 percent of all units in Coupeville are vacant.

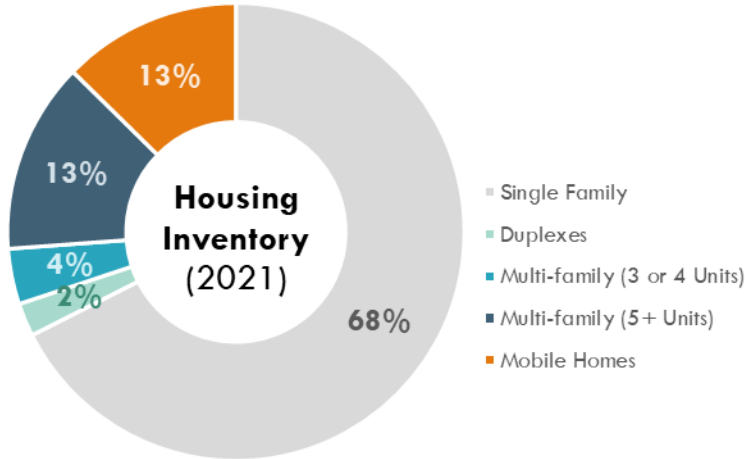


Figure 26 - Housing Inventory by Type, 2021  
Sources: OFM, September 2022; BERK, 2022.

About two-thirds of units are one-unit detached structures (single-family homes). Relatedly, approximately 64% of units are owner-occupied. The median value of owner-occupied homes in 2020 was \$369,000 in 2020, a 30% increase since 2010. Owner-occupied household income grew 73% during that time.

Table H-1 – Home Ownership Affordability in Coupeville, 2022

	Median Home Value (2022)	10% Down Payment	Annual Income Needed to Afford*	Households at or Above this Income Threshold*
<b>Median Home</b>	\$630,498	\$63,050	<b>\$192,747</b>	7%
<b>Lower Market Home</b>	\$472,745	\$47,275	<b>\$144,521</b>	12%

Note: ZHVI represents the whole housing stock and not just the homes that list or sell in a given month. Median home value is the median value of all homes (single family residential and condos) in 2022 as of September 2022.

\* Assumes access to a 10% down payment, selected based on 2021 trends in home buying summarized by [NAR](#).

\*\*Assumes a 3% annual income increase from 2021 ACS 5-year estimates.

Sources: [ZHVI](#), January - September 2022; U.S. Census, 2017-2021 ACS 5-year Estimates (Table S1901); BERK, 2023.

Approximately 36% of units are renter-occupied. The median rent in 2020 was \$900 per month, a 29% increase since 2010. Renter-occupied household income grew 24% during that time.

Table H-2 – Rental Affordability in Coupeville, 2022

	2015	2021	2022
<b>Average Rent (Island County)</b>	\$1,072	\$1,692	\$1,858
<b>Income Needed to Afford</b>	\$42,880	\$67,687	\$74,310
<b>% of Coupeville households that can afford average rent</b>	49%	53%	48%*



\*Assumes a 3% annual income increase from 2021 ACS 5-year estimates.

Sources: ZORI, March 2015 – September 2022; U.S. Census, 2010-2015 and 2016-2020 ACS 5-year Estimates (Table S1901); HUD Income Limits, 2015-2022; BERK, 2022.

## Goals & Policies

Explanation: This first goal calls out all the major housing issues: supply, diversity, and affordability

**Goal H-1. Housing Supply.** Provide for a sufficient supply, diversity, and affordability of housing to meet community needs.

- H-1.1 [NEW] Provide for an adequate supply of appropriately zoned land to accommodate Coupeville’s housing growth targets.
- H-1.2 [NEW] Promote a variety of residential densities and housing types in all price ranges to meet a range of housing needs and respond to changing needs and preferences.
- H-1.3 [NEW] Encourage integration of smaller housing and “middle” housing types, such as cottages, duplexes, townhouses, and accessory dwelling units, into residential neighborhoods.
-  H-1.4 [NEW] Encourage infill development on vacant or under-utilized land.
- H-1.5 [H 2.1] Evaluate local development standards and regulations for effects on housing costs [and barriers to achieving desired housing types.](#)
-  H-1.6 [NEW] Allow for development of multifamily housing in areas close to shopping, employment, services, and public transportation.
- H-1.7 [NEW] Develop a housing action plan, housing needs assessment, and/or zoning studies to

explore options for incentivizing and requiring affordable units in new residential development. At a minimum, consider:

- Density and/or height bonuses in one or more zones in exchange for rent-restricted affordable housing (including monitoring requirements to ensure long-term affordability)
- Zoning incentives for small homes (e.g. under 1,400 square feet)
- Tax and utility fee exemptions for affordable housing
- Development of single-room occupancy housing
- Partnering with religious organizations, land trusts, and other non-profits to build affordable housing
- Identification of publicly owned properties that could possibly serve as sites for the development of affordable housing
- Establishment of a public/private housing trust fund to provide loans and grants for affordable and supportive housing
- Expanded tenant protections
- Other strategic capacity-related land use and zoning changes that fit the Town’s vision, goals, and policies. This could include adjustments to minimize lot sizes for one or more zones or other future land use map changes

H-1.8 [NEW] Enact regulations to discourage redevelopment of existing mobile home parks in order to preserve a naturally occurring form of affordable housing. Consider requirements for relocation assistance in the case of physical displacement.

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See related policies:

LU-2.1  
HC-2.1.B  
H-1.3  
H-1.5  
H-3.1

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**Incentivizing small homes.** The average size of new single family home in the United States has been growing for decades, peaking at 2,653 square feet in 2016, according to the US Census. In desirable communities such as Coupeville with relatively low zoned densities, developers tend to build large two-story homes to maximize values on increasingly costly land. One direct solution is to allow developers to build more homes if they are smaller – perhaps no more than 1,000 to 1,400 square feet. This is enough space for two or three bedrooms.

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**Middle housing** (or the “missing middle”) refers to housing choices like duplexes, triplexes, townhomes, accessory dwelling units (ADU’s), and cottage housing that fit between the scale of apartment buildings and single-family homes. This type of housing has been prohibited or difficult to build in many cities and towns since the mid-20th century, but was historically common. It has regained appeal because it can be economical to build and thus have lower costs, providing more affordable housing options.



Figure 27 - Examples of middle housing

Explanation: This is important because the way housing comes together in neighborhoods is a key issue for design, livability, and function of neighborhoods.

**Goal H-2. Neighborhoods.** Promote the vitality of residential neighborhoods.

- H-2.1 [H 1.7] Prioritize 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 prior to 1945.
- H-2.2 [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.

Explanation: Supportive housing is an important service for many people, especially seniors and people in poverty.

**Goal H-3. Supportive Housing.** Provide a sufficient supply of housing for populations with unique needs, including independent living for seniors, assisted living, memory care, rehabilitation facilities, and transitional housing.

- H-3.1 [NEW] Support the capacity for Coupeville residents to age-in-place, including consideration of housing’s location and proximity to services, housing design and access (e.g. availability of single-level and elevator-served housing), and the overall cost of housing for people on fixed incomes.
- H-3.2 [NEW] Promote supportive housing near services and transit access to help people experiencing disabilities, housing insecurity, and homelessness to transition to more stable and secure housing.
- H-3.3 [H 2.5] Encourage private sector efforts to secure federal and/or state funds to provide housing for elderly and disabled residents.

**Does new housing development affect adjacent property values?**

The quick answer to this question is: it depends. Research shows that market value of properties near new housing development generally changes in at least a neutral or a slightly positive direction in the long-term, but property tax bills may decrease because new housing adds shared value to an entire community.

Older adults and people with disabilities on limited incomes are eligible for an exemption from paying some property taxes, depending on their income levels. More information is available from the Island County Assessor’s Department:

<https://www.islandcountywa.gov/assessors/Pages/Senior-Disabled-Exemption.aspx>

Explanation: This is general goal that many communities use to encourage upkeep of homes for health, safety, and aesthetics.

**Goal H-4. High-Quality Housing.** Encourage the design, construction, and maintenance of housing to keep homes in good condition.

H-4.1 [NEW + H 1.6, H 1.3, LU 2.5, LU 2.6] Encourage the preservation and upkeep of existing housing. 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-4.2 [NEW] Permit and encourage the development of manufactured, prefabricated, and modular housing as an affordable housing option so long as such housing has similar character and appearance as traditional site-built housing in Coupeville and complies with Ebey’s Landing National Historical Reserve Design Guidelines.



H-4.3 [NEW] Encourage the construction and upgrade of housing with increased standards for soundproofing and weatherproofing to mitigate jet aircraft noise, adapt to the effects of climate change, and improve energy efficiency.



H-4.4 [NEW] Provide resources to help older residential buildings convert from wood and fossil fuel heating sources to electric heating and heat pumps.

**Is low-income housing part of the Comprehensive Plan?**

The Town of Coupeville does not propose or manage housing developments. There is not a specific “low-income” housing project proposed by the Town.

An aspiration of the Comprehensive Plan is for housing prices to be stabilized or even lowered so that people of moderate incomes can afford to live in Coupeville – especially the workers who support the Town’s economy like teachers, nurses, restaurant workers, and retail staff. The primary method known to stabilize housing prices is to increase supply so there is more competition among property owners and a variety of options for buyers and renters to choose from.

Acknowledging that even smaller housing units can be out of reach for many people in today’s market, the Plan recommends exploring approaches and strategies for ensuring future housing units intended to for individuals and families of moderate to low income *remain* affordable over a long period of time.

About 28% of Coupeville dwelling units rely primarily on wood or fossil fuel for heating, according to 2020 Census data.

Explanation: The next goal acknowledges that Coupeville works with many partners to encourage affordable housing development and maintenance.

**Goal H-5. Collaboration to Provide Affordable Housing.** Actively participate and coordinate with other agencies in efforts to meet regional housing needs.

- H-5.1 [NEW] Continue to participate in local and regional affiliations and alliances to provide affordable housing in Coupeville and across Whidbey Island.
- H-5.2 [NEW] Seek and advocate for regional, state, federal, and philanthropic funding options to support development of housing for low- and moderate-income households.
- H-5.3 [NEW] Work with other jurisdictions and health and social service organizations to develop and implement a coordinated, regional approach to homelessness.

Explanation: Other services and issue related to housing are essential to housing stability and security in Coupeville. This goal and policy support aging-in-place and acknowledge that housing does not exist in isolation from other issues.

**Goal H-6. Caring Community.** Foster a caring and welcoming community that supports individuals, children, and families in meeting their housing needs.



- H-6.1 [NEW] Enhance the accessibility of Coupeville’s housing and connections to other land uses, especially for the elderly, people with disabilities, and people using mobility support devices. Specifically:
  - A. Encourage housing choices with single-level units on the ground floor or elevator-accessed multifamily housing.
  - B. Locate age-friendly housing near commercial and civic amenities like shopping destinations and parks.



- C. Provide safe and accessible connections between housing, commercial areas, and civic amenities through features like paved walkways, curb ramps, and traffic calming.
- D. Support continuation and expansion of transit services which help seniors living in Coupeville travel around Whidbey Island without a car, especially those who cannot physically drive or afford to drive.



- H-6.2 [NEW] Promote housing location and design that encourages healthy living, active lifestyles, and which supports aging in place. For example, locate senior-accessible housing near medical services, parks, and grocery stores.
- H-6.3 [NEW] Make human services more available, inclusive, and accessible to the Coupeville community. Opportunities and strategies to address a spectrum of community needs include seeking outside funding, establishing service provider partnerships, and evaluating zoning for standards on human service facilities.
- H-6.4 [NEW] Support Island County Health and Human Services in maintaining current counts of the number of homeless people and other special needs populations in Coupeville to understand the scale of needs.
- H-6.5 [NEW] Consider human services objectives in developing Town regulations and codes. For example, enforcing code abatement may mean making people homeless. Provide referrals to community resources to assist these residents, before they are abated, is critical.
- H-6.6 [NEW] Educate the community about and promote affordable and special needs housing and human services facilities and programs. Conduct early and ongoing public outreach and communication during program or project review and apply appropriate conditions of approval that address community concerns such as traffic, public services, or environmental quality.

# Economic Stability Element

## Introduction

Coupeville’s commercial heritage is unique. As the economic heart of Whidbey Island for nearly a century, the Town primarily served the timber, agriculture, and maritime industries, as well as retail and wholesale markets and personal and business services. This commercial legacy survives to some extent, especially in the built environment of a mercantile past: Front Street, N Main Street, and Prairie Center are strong evidence of a small town that functioned more as a regional economic center than a geographically isolated town. In contrast, Coupeville’s regional draw 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 as rapid post-war development in Oak Harbor shifted the economic center of Whidbey Island eight miles to the north.

Among the GMA goals is a recognition that economic development and economic opportunities for residents 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. Economic goals should complement and support the community vision for Coupeville. This chapter 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.

## Why Economic Stability?

The Town added the Economic Stability element to the Comprehensive Plan in 1998 after working closely with the Executive Director of the Island County Economic Development Council (EDC) and a committee of local business and resident interests. The committee intentionally expressed a preference for “economic stability” as opposed to “economic development” because stability implies using the Town’s current assets in a more efficient manner. Examples might include attracting



*Figure 28 - Storefronts on Front Street in historic Downtown Coupeville*

more year-round visitors or encouraging more economic use of existing commercial areas. Economic sustainability and stability would thus be managed within the Town’s historic character for economic growth.

## Existing Conditions Summary

This section is now filled out in the second draft.

As of 2019, Census OnTheMap data indicates that there are 1,978 jobs within Coupeville. Nearly three-quarters of jobs are within the health care/social assistance or public administration sectors. Health care and social assistance accounts for 43% of employment within Coupeville followed by public administration (27%), accommodation and food services (8%), and educational services (7%).<sup>1</sup> Reflective of these percentages, major employers in town include WhidbeyHealth, Island County, and the Coupeville School District.

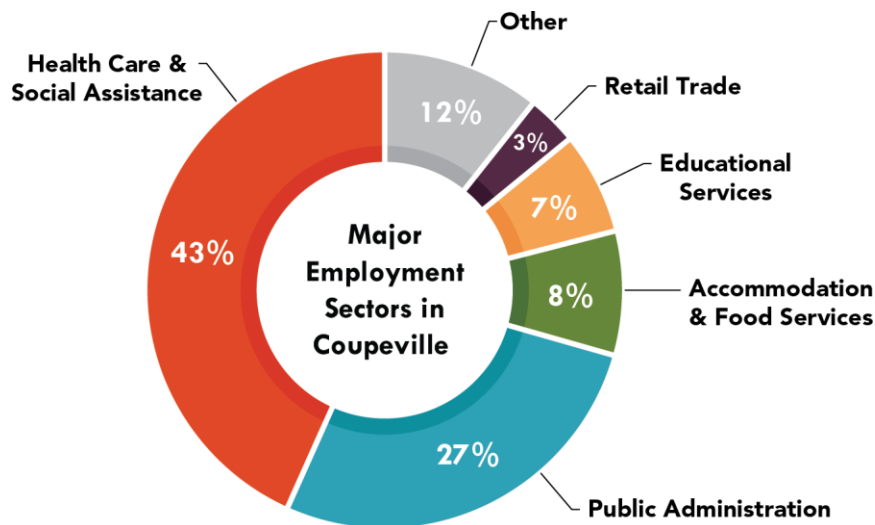


Figure 29 – Major Employment Sectors in Coupeville (2% of Employment Share or More), 2019  
 Note: The Public Administration sector includes government employment such as from the Town of Coupeville and Island County. Other sectors include Professional, Scientific, and Technical Services (1.8%), Finance and Insurance (1.6%), Other Services (excluding Public Administration) (1.5%), Construction (1.4%), and Real Estate and Rental and Leasing (1.1%).  
 Sources: U.S. Census Bureau, Center for Economic Studies, 2019; BERK, 2023.

More individuals commute into Coupeville for work than leave the town to work in another location (1,878 compared with 536 individuals, respectively). Around 100

<sup>1</sup> U.S. Census Bureau, Center for Economic Studies, 2019.

individuals that live in the Town also work in the Town as well. Those who commute to Coupeville to work tend to earn more in wages than those who live in Coupeville.

See Figure 30.

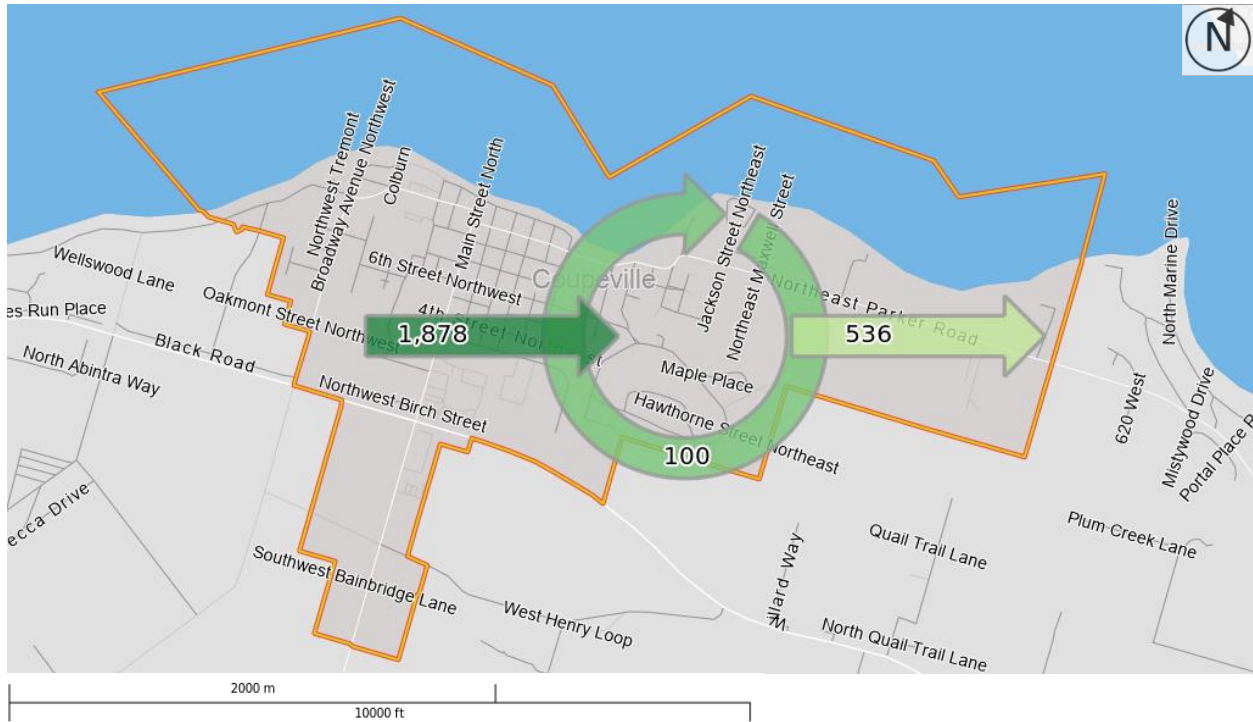


Figure 30 - Town of Coupeville Employee Travel Patterns: Inflow/Outflow Analysis

Note: Inflow/Outflow analysis performed for primary jobs (public and private-sector jobs, one job per worker). A primary job is the highest paying job for an individual worker.

Source: US Census, OnTheMap, 2019.

Tourism and hospitality are also important sectors in Coupeville and Island County. The Coupeville Chamber of Commerce estimates that Coupeville’s seasonal population ranges from 1,000 – 1,500 depending on the time of year (highest in the spring and summer months and lowest in the fall and winter months).<sup>2</sup> In 2021, Coupeville received \$13.4M of visitor travel spending, approximately 9% of countywide visitor travel spending that occurred in incorporated areas and approximately 5% of countywide visitor travel spending overall.<sup>3</sup> While visitor spending, earnings, and tax receipts decreased in 2020 (likely due to the COVID-19 pandemic), spending

<sup>2</sup> Coupeville Chamber of Commerce, [Seasonal Population by Quarter](#), Q4 2018 – Q4 2020.

<sup>3</sup> [Island County Travel Impacts 2015-2021](#) (Whidbey and Camano Islands Tourism), May 2022.

and earning amounts from 2021 indicate patterns are returning to pre-2020 numbers.

See *Appendix D – Economic Stability* for more information about Coupeville’s workforce, major employers/industries, and employment projections.

## Goals & Policies

Explanation: Combines previous Goals 2 and 3 (one focused on existing businesses and one on new businesses). New goals are focused on providing a balanced economy that is compatible with Coupeville’s character.

**Goal ES-1: Compatible and Complementary Businesses.** ~~To~~ Encourage new businesses and the retention and expansion of existing businesses which that are environmentally acceptable and are compatible, complementary to community needs, and consistent with land uses.

- ES-1.1 [ES 3.1] Work with local stakeholders, such as the Central Whidbey Chamber of Commerce, Coupeville Historic Waterfront Association and the Island County District Economic Development Council, to ~~develop a “profile” of those~~ support the sustainability of year-round 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-1.2 [NEW] Support the retention, growth, and new location of small and locally-owned businesses.
- ES-1.3 [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-1.4 [ES 3.5] Review existing land use and development regulations and identify possible locations for limited, carefully regulated light manufacturing businesses, such as artisan manufacturing, microbreweries, furniture and

[craft stores, boat building and repair, and art production studios.](#)



ES-1.5 [NEW] Encourage water-oriented and visually compatible small-scale commercial uses on the waterfront that are consistent with the character of the Front Street area, including the Coupeville Wharf.

ES-1.6 [NEW] Encourage “green” businesses that are less resource intensive and that have fewer impacts on the cultural landscape.



ES-1.7 [NEW] Continue to support seasonal farmers’ markets to encourage markets for local produce.

ES-1.8 [ES 2.2] Assure that Town regulations governing businesses balance legitimate business needs while protecting residential integrity.

ES-1.9 [ES 3.4] [Consider establishing](#)~~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. [Ensure p](#)Prospective Town businesses ~~should~~ receive all necessary business regulations, permit forms, and utility information in a single packet.

ES-1.10 [NEW] Support establishment of affordable childcare services within the town and Central Whidbey Island for children of all ages via potentially expedited permit review processes, providing support for grant applications, and other means.

ES-1.11 [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.

Explanation: Adds tourism emphasis to previous Goal 4.

**Goal ES-2: Tourism.** Emphasize Coupeville’s historic character, activities, and beautiful natural setting in order to maintain and enhance year-round opportunities for sustainable tourism~~its appeal as a tourist destination.~~

- ES-2.1 [NEW] Support the Whidbey and Camano Islands Tourism Committee to develop a tourism management plan that promotes sustainable tourism in Coupeville.
- ES-2.2 [ES 4.1] Coordinate with the Coupeville Arts Center, art galleries, and the arts community in general to develop a creative district and enhance the Town’s image and reputation as a center for arts training, display, and sales.
- ES-2.3 [ES 4.2] Support ~~Coordinate with~~ the Coupeville Port District in its wharf restoration projects and enhancement of boating activities and marine recreation. ~~and the Central Whidbey Chamber of Commerce to enhance marine recreation, transportation, and transient moorage opportunities.~~
- ES-2.4 [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, and other partners to preserve historic character and enhance educational opportunities.
- ES-2.5 [ES 4.5] Expand pedestrian access for ~~citizens~~ residents and tourists to interconnect all Town parks, Island County’s non-motorized trail system, Whidbey Camano Land Trust trails, state parks, and Ebey’s Landing National Historical Reserve facilities.
- ES-2.6 [ES 4.6 + LU 7.6] Support tourism marketing for Coupeville and Whidbey Island, including active cooperation with those efforts that promote Island County during the “off-season.”

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A **Creative District** is a geographically defined area of cultural and economic activity where innovation and creativity can thrive. It’s a place for people to gather and enjoy their community’s arts and culture and a place that helps the community move enthusiastically into the future. Creative Districts are designated by the Washington State Arts Commission ([ArtsWA](#)). A **living wage** is the minimum income necessary for a worker to afford a decent standard of living, including food, water, housing, education, health care, childcare, transportation, clothing, and other essential needs like provision for unexpected events. There is no one universally accepted measure of what a living wage is as needs vary by location and household type. A related concept is that of a **family wage**—one sufficient to not only support oneself, but also to raise a family.

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### Goal ES-3: Employment Opportunities

[NEW]. Foster an array of sustainable employment choices for all income and age levels, particularly jobs that pay a living wage.

- ES-3.1 [NEW] Promote economic resilience by encouraging a diversity of businesses not reliant on a single business sector or large employer. Include strategies for increasing business sector diversity and to encourage innovative use of underutilized space.
- ES-3.2 [NEW] Encourage expansion of existing employers and attraction of new employers that pay wages sufficient to support family households and fund needed public services.
- ES-3.3 [ES 2.4] [Collaborate with educational facilities and other public and private institutions](#)~~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~~ [provide educational opportunities in](#) entrepreneurship, training, innovation, and mentoring ~~and support to assure a vital and cooperative business community.~~
- ES-3.4 [NEW] Engage in regular communication with local businesses and resources outside the region to better understand industry trends, cooperatively plan for future needs, and work toward common goals.
- ES-3.5 [NEW] Encourage low-impact home-based businesses in residential areas.
- ES-3.6 [NEW] Consider allowing small businesses that support the surrounding neighborhood on corner lots in residential zones.
- ES-3.7 [NEW] Encourage development of co-working spaces that support Coupeville’s remote worker community.
- ES-3.8 [NEW] Continue to support the major employers within Coupeville, including Island County, Whidbey Health, and the Coupeville School District.

A **living wage** is the minimum income necessary for a worker to afford a decent standard of living, including food, water, housing, education, health care, childcare, transportation, clothing, and other essential needs like provision for unexpected events. There is no one universally accepted measure of what a living wage is as needs vary by location and household type.

A related concept is that of a **family wage**—one sufficient to not only support oneself, but also to raise a family.



# Parks, Recreation & Open Space Element

## Introduction

The Parks, Recreation, & Open Space Element guides the expansion and maintenance of Coupeville’s park system and helps ensure a healthy recreational and open space environment. These dedicated park, recreation, and open space areas interweave with the built environment to preserve the intangible small-town character enjoyed by Coupeville residents. In addition, these areas perform a valuable service in protecting critical areas that sustain wildlife habitat as well as cultural, biological, geological, and ecological processes within the community. Finding effective means to maintain this existing system while planning for future enhancement are the hallmarks of this element.



Figure 31 - Picnic shelter at Coupeville Town Park (photo credit: MAKERS)

## Existing Conditions Summary

The Town of Coupeville owns and maintains a number of developed and undeveloped active and passive recreational facilities. These facilities are classified as either parks, open space, or trails and walkways (see Table PR-1).

Table PR-1 – Coupeville recreational classification system

Facility Type	Use	Service Area	Locational Characteristics
Parks	Typically have high levels of recreation and/or facility development. Includes parks able to support a wide range of activities or with regionally important facilities, areas for more intense and varied recreational activities, and specialized facilities serving a single purpose, limited population, or specific group.	Varies according to location and size.	May be linked with specific neighborhoods or within close proximity to associated uses, within residential neighborhoods (primarily local access), or unlinked to specific neighborhoods (generally with good access/parking).
Open Space	Generally undeveloped with passive recreation or natural systems focus.	Varies according to location.	Highly diverse in character.
Trails / Walkways	Paved and un-paved routes (including sidewalks) connecting neighborhoods and other recreation facilities.	Varies according to location.	Connect neighborhoods or other facilities.

The Town owns and operates 9 parks totaling approximately 121.2 acres, 221.75 acres of open space, and a growing network of approximately 7.76 miles of trails and walkways (including 3.5 miles of sidewalks). The town is also served by several public recreation facilities owned and operated by other providers such as the School District, Port of Coupeville, and Island County, and the National Parks Service. See Table PR-2 and Table PR-3 for more detail and Figure 33PR-1 for the location of facilities. Trails and sidewalks are detailed in the Transportation Element.

*Table PR-2 – Existing parks, recreation, and open space*

Site Name	Facility Type	Acres	Owner/Provider
Captain Coupe Park & Boat Launch	Park	1.74	Town of Coupeville
Community Green	Park	43.83	Town of Coupeville
Cook's Corner Park	Park	0.09	Town of Coupeville
Coupeville Wharf & Beach Access	Park	0.50	Port of Coupeville
Front Street Deck & Beach Access	Park	0.16	Town of Coupeville
Grace Street Parklet	Park	0.03	Town of Coupeville
Lion's Park (Sixth Street Park)	Park	1.07	Town of Coupeville
North Main Park (Island County Park)	Park	0.20	Island County
Sunset Terrace Park	Park	0.90	Town of Coupeville
Town Park & Beach Access	Park	3.00	Town of Coupeville
Waterfront Walk	Park/Trail	0.40	Town of Coupeville
<u>Five Acre Woods*</u>	Open Space	<u>5.00</u>	Town of Coupeville
<del>NE Gould Open Space</del>	<del>Open Space</del>	<del>0.69</del>	<del>Town of Coupeville</del>
<del>Peaceful Valley Open Space Strip</del>	<del>Open Space</del>	<del>0.63</del>	<del>Town of Coupeville</del>
<del>Peaceful Valley Park</del>	<del>Open Space</del>	<del>1.00</del>	<del>Town of Coupeville</del>
<del>WCLT</del> Forested Property & Community Garden	Open Space	16.23	Town of Coupeville
<del>NE Front Street Tidelands &amp; Bluff</del>	<del>Open Space—Natural Area</del>	<del>0.52</del>	<del>Town of Coupeville</del>
<u>NPS Property—Hwy 20 Johnson Lot</u>	<u>Open Space—Natural Area</u>	<u>9.78</u>	<u>Town of Coupeville</u> <u>National Parks Service</u>
<del>NE Gould Open Space Tidelands</del>	<del>Open Space—Natural Area</del>	<del>0.69</del>	<del>Town of Coupeville</del> <del>National Parks Service</del>
<u>Peaceful Valley Open Space Strip</u>	<u>Open Space—Natural Area</u>	<u>0.63</u>	<u>Town of Coupeville</u> <u>National Parks Service</u>
<del>Undeveloped ROW</del>			
<del>NE Clapp St between 6<sup>th</sup> &amp; 7<sup>th</sup></del>	<del>Open Space—Undev. ROW</del>	<del>0.36</del>	<del>Town of Coupeville</del>
<del>NW 8<sup>th</sup> St west of Alexander</del>	<del>Open Space—Undev. ROW</del>	<del>0.19</del>	<del>Town of Coupeville</del>

<del>Street end off of NW Broadway</del>	<del>Open Space—Undev. ROW</del>	<del>0.93</del>	<del>Town of Coupeville</del>
<del>Street ends north of NE Front St</del>	<del>Open Space—Undev. ROW</del>	<del>0.75</del>	<del>Town of Coupeville</del>
<del>Cirale Town Hall</del> Lots	Other—Parking Overflow	0.53	Town of Coupeville
NE <del>Ninth 9th</del> Street Open Space	Other—Parking Overflow	1.15	Town of Coupeville
Coupeville Elementary School	Other—School	15.57	Coupeville School District
Coupeville Middle/High School	Other—School	10.43	Coupeville School District
Gymnasium/Athletic Fields	Other—School	7.29	Coupeville School District
Recreation Hall	Other—Indoor Rental Facility	0.44	Town of Coupeville

\*The Town recently acquired ~~the Johnson Lot, an undeveloped 0.15-acre parcel. The site is currently outside of Town limits with limited public access and so it is not included in the LOS open space calculations in the CFP Appendix.~~ the Five Acre Woods, an undeveloped and forested 5-acre parcel. The site is currently outside of Town limits with limited public access and so it excluded from the existing but included in the future LOS open space calculation in the CFP Appendix.

*Table PR-3 – Existing trails and walkways (does not include sidewalks)*

Site Name	Length (ft)	Length (mi)	Owner/Provider
Class 1 Trail on SR 20 from NW Broadway to the east edge of the NPS property	4,432	0.839	Island County
Path in Peaceful Valley (NW Krueger, NW 6th St, NW Wilkes St)	1,259	0.238	Town of Coupeville
Path on NE Front Street from Gould to N Main Street	1,371	0.259	Town of Coupeville
Path on NE Leach, 9th Street and Gould to NE Front Street	1,826	0.345	Town of Coupeville
Path on NW Broadway from Black Road to Madrona Way	2,687	0.508	Town of Coupeville
Path on NW Krueger from NW 7th Street to the end of cul-de-sac to Comm. Green path	600	0.11	Town of Coupeville
Path on NW Madrona Way from NW Broadway to Vine Street	1,152	0.218	Town of Coupeville
Path on NW Parker Road	5,141	0.973	Town of Coupeville
Path on NW Wilkes Street from NW 6th Street to NW 1st Street	1,125	0.21	Town of Coupeville
Trail from NW Broadway to NW Wilkes Street	1,033	0.195	Town of Coupeville
Trail from NW Broadway to west end of NW Birch Street	1,205	0.228	Town of Coupeville

Note: Many of the Town owned trails provide a connection to the County’s Class 1 trail along the SR 20 that connect to other trails in Ebey’s Landing National Historical Reserve. Sidewalks are detailed in the Transportation Element.

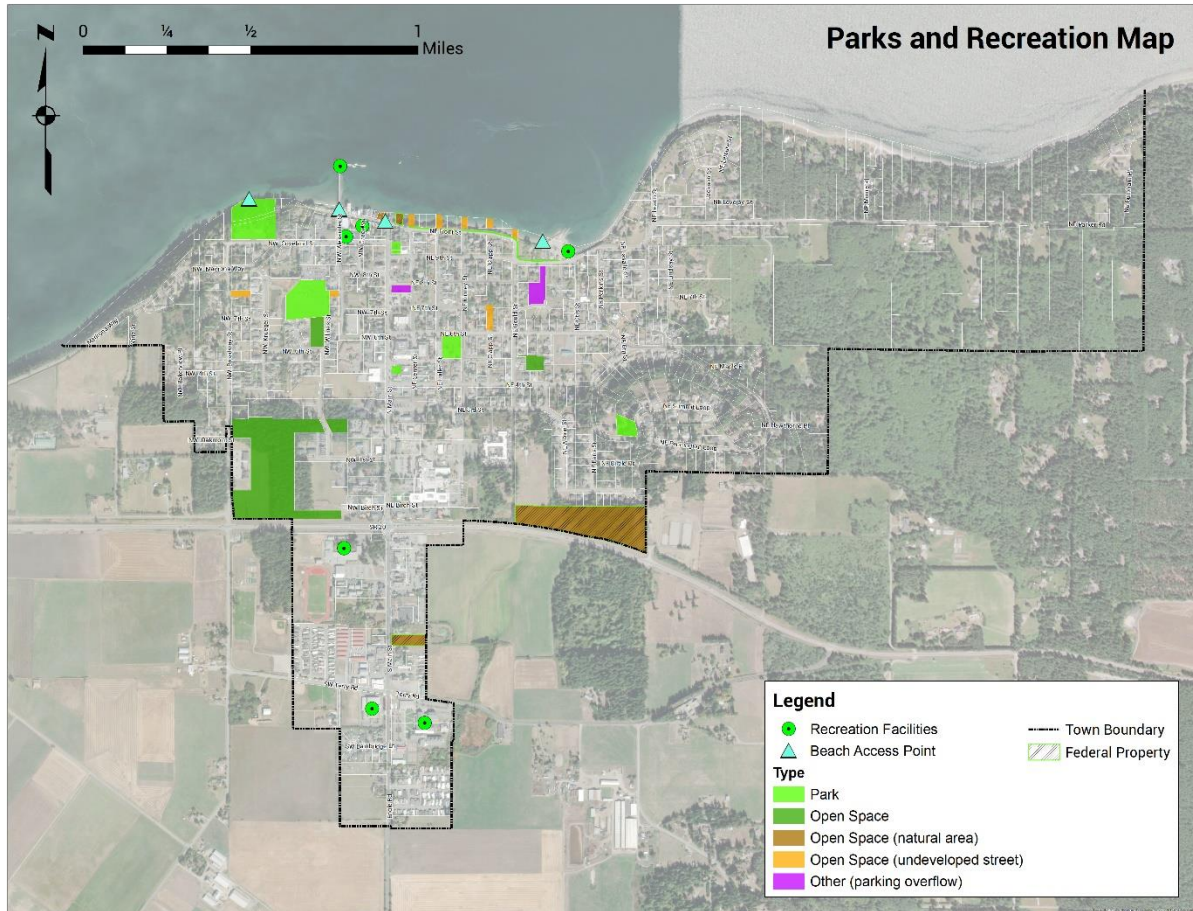


Figure 32 - Existing parks, recreation, and open space

See the *Capital Facilities Plan Appendix* for detailed analysis of the Town’s existing inventory, revenue analysis, forecast of future needs and revenue based on level of service standards, and all known parks projects needed to accommodate projected growth in Coupeville.

## Goals & Policies

Explanation: First goal covers the system overall as well as acquisition and desired upgrades to the system.

**Goal PR-1: Recreation Mission** Park and Recreation Facilities. ~~It should be a continuing priority for the Town to provide for~~ Design, develop, and maintain a wide range of indoor and outdoor facilities ~~for both passive and active recreation that enhance the community’s quality of life, supports the economic and tourism base, and respects the diversity of our community’s changing recreation needs.~~

### **Park System**

- PR-1.1 [NEW] Develop a Parks, Recreation, and Open Space plan to review and prioritize the diverse recreation needs of Coupeville.
- PR-1.2 [PR 1.1] ~~Enhance the Town’s existing~~ Ensure indoor and outdoor parks and recreation facilities are convenient and accessible for the residents of Coupeville and meet a range to ~~ensure the widest possible complement~~ of recreational experiences based on demographic characteristics and recreational needs of the community.
- PR-1.3 [NEW] Provide a balance of both active and passive recreation opportunities that encourage active lifestyles, facilitate lifelong participation, and generate a respect for the natural environment.
- PR-1.4 [PR 2.1] Meet or exceed ~~the~~ adopted level of ~~service (LOS) standards as defined in Table PR-4 by the year 2020.~~

*Table PR-4 - Parks and recreation level of -service standards*

Type of Facility	Level of Service (per 1,000 population)
<u>Park</u>	<u>3.5 acres</u>
<u>Open Space</u>	<u>5.0 acres</u>
<u>Trails/Walkways</u>	<u>5,280 feet</u>

A future **Parks, Recreation, and Open Space Plan** would address the goals and policies in this Element with more detail. Goals and policies as well as suggested project and funding lists would be based on:

- A detailed inventory and assessment of existing facilities.
- Anticipated growth and changes in demand for park and recreation facilities.
- A feasibility study considering upgrades to existing parks, such as Captain Coupe Park and Town Park, and the need for new recreational facilities, such as pickle ball courts.
- A dedicated community outreach effort.

The Parks, Recreation, and Open Space Plan would then be adopted by reference in the Comprehensive Plan (similar to the Town’s other system plans).

PR-1.5 [PR 1.4] Enhance and maintain the physical appearance of Coupeville’s public parks and open spaces.

**Acquisition, Upgrades, or New Facilities**

PR-1.6 [PR 2.2+ 2.6] ~~Identification of~~ Regularly identify desirable lands for future park development ~~should be a continuing responsibility of the Town in general and the Parks and Recreation Commission in particular.~~ Prioritize acquisition and protection of the Coup House property and other significant historic resources.

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See also Policy PR-1.15~~12~~ and Policy PR-3.3.

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PR-1.7 [PR 2.4] Prioritize acquisition of ~~for~~ park land and open space ~~acquisition should be given to~~ in underserved neighborhoods as identified in a future Parks, Recreation, and Open Space Plan. Preliminarily underserved areas include south Coupeville, such as South Main Street, Parker Road and western Coupeville.

PR-1.8 [NEW] Integrate new park design into the context of the surrounding community.

PR-1.9 [NEW] Upgrade existing playgrounds on an ongoing basis and actively pursue opportunities to incorporate new and inclusive play structures into future development or renovation.

PR-1.10 [NEW + PR 2.5] Include a measurable standard for the provision of parks and trails within new plats based on the adopted Town-wide LOS (see Policy PR-1.3) in the subdivision chapter of the Coupeville Development Regulations.

PR-1.11 [NEW] Explore opportunities to enhance non-motorized marine activities in Coupeville – such as sea kayaking and paddle boarding – and consider associated infrastructure needs, such as boat storage facilities.

PR-1.12 [NEW] Explore opportunities to provide commercial kitchen facilities at recreation facilities such as Recreation Hall.

**Other Policies**

PR-1.11 [PR 1.3] Encourage community cohesion through support for seasonal activities and cultural events open to all ~~citizens~~ residents 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-1.12 [NEW] Encourage continued participation in the Town’s community garden.

PR-1.13 [NEW + LU 5.4] Consider annexing Town-owned parcels adjacent to the Town boundary acquired for park, recreation, open space, or wildlife habitat purposes (including lands donated or transferred from other government entities).



PR-1.14 [NEW] Incorporate educational opportunities for climate preparedness and resilience into park design and recreation programming.



Explanation: Combines Goals 2 and 5 (and supporting policies) to cover funding more broadly.

**Goal PR-2: ~~Land Acquisition. Give priority within the Town’s Capital Facilities Plan to acquisition of new lands for parks and open space.~~ Funding. Strive to budget ~~Provide adequate funding to support new parks and recreation programs and to maintain existing facilities.~~**

- PR-2.1 [NEW] Ensure facilities are easy to maintain with life cycle features that account for long-term costs and benefits. Evaluate existing parks, facilities, and programs to maximize efficient maintenance and operating practices.
- PR-2.2 [PR 2.3] ~~Consider Develop and implement~~ creative funding mechanisms—, such as parkland impact fees, ~~land banks or~~ enhanced user fees, ~~or cost sharing opportunities—,~~ to reduce costs, retain financial flexibility, match user benefits and interests, increase facility services, and distribute costs and benefits to public and private user interests~~acquire land for new parks, open space, and pedestrian links between the waterfront historic district, neighborhoods, and retail areas.~~
- PR-2.3 [PR 5.2] Review ~~on a regular basis the~~ user fees for the Recreation Hall and Park Pavilion regularly, and consider new user fees for other public facilities, such as the boat launch and dump station.
- PR-2.4 [NEW] Encourage multiple use of public facilities to take advantage of cost efficiencies and offer the greatest benefit to residents and visitors.~~Encourage the multiple use of public facilities to take advantage of cost efficiencies and provide the greatest benefit to residents and visitors.~~
- PR-2.5 [Goal 5] Research and actively solicit funding from public and private sources for new recreational facilities, programs, and improvements.
- PR-2.6 [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.

Explanation: Combines Goals 3 and 6 to cover open space and landscaping/street trees.



**Goal PR-3: Open Space Preservation.** Preserve ~~significant~~ open space areas ~~which~~ that reflect Coupeville’s natural heritage, such as wetlands, significant geological features, woodlands, shorelines, and other landscape elements or non-renewable natural resources. Ensure landscaping and natural vegetation are a consistent and widespread feature of the Coupeville townscape.

PR-3.1 [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 [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. Where feasible, link open spaces and green belts with existing trail networks.

PR-3.3 [PR 2.5] ~~The subdivision chapter of the Coupeville Development Regulations will~~ iInclude a measurable standard for the provision of open space within new plats based on the adopted Town-wide LOS (see Policy PR-1.3) in the subdivision chapter of the Coupeville Development Regulations. ~~This standard will be based on an adopted~~

**Natural areas** are sites (terrestrial or aquatic) of special biodiversity significance due to the presence of rare plant or animal species, unique natural communities, important animal assemblages, or other ecological features.

**Green belts** are an area of land within the Town where development is restricted to maintain open space and natural areas.

~~townwide level of service in the Capital Facilities Plan.~~

PR-3.4 [PR 1.5] ~~Develop an ordinance to protect the serenity and safety of Penn Cove by establishing a speed limit in~~ Encourage respectful use of Coupeville waters by recreational users and consider restricting use of jet skis within Coupeville's shoreline jurisdiction to protect the serenity, safety, and ecological function of Penn Cove. ~~Encourage respectful use of Coupeville waters and to prohibit jet skis by recreational users to protect the serenity, safety, and ecological function of Penn Cove.~~

PR-3.5 [NEW] Establish links between open space areas in close proximity to one another.



PR-3.6 [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-3.7 [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-3.8 [PR 6.3] Provide educational materials to ~~citizens~~ residents and developers promoting the community values of landscaping and ~~native~~ ural vegetation in enhancing stormwater management, air quality, wildlife habitat, noise attenuation, aesthetics, ~~and~~ ecotourism.

**Goal PR-4: Coordination.** Improve coordination of park and recreational facilities between the Town, Island County, the National Park Service, ~~and the~~ Coupeville School District, ~~and others.~~

PR-4.1 [PR 4.1] ~~When desirable,~~ Leverage public/private partnerships and other non-traditional sources for recreational

opportunities, facilities, and funding. Cooperate with Island County, Coupeville School District, neighboring communities, and other public and private agencies where appropriate and 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 [PR 4.2] Coordinate pPlanning 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.

PR-4.3 [NEW] Support Island Transit, the Reserve, and others in the establishment of a seasonal shuttle that circulates throughout the Reserve to improve access to educational opportunities for tourists and non-single occupancy vehicle- ~~SOV~~ access to the state parks for Coupeville residents.

PR-4.3 [NEW] Foster partnerships and cooperative efforts with other agencies, jurisdictions, ~~citizen-~~ community groups, and volunteers in planning for parks, recreation, and open space opportunities.



PR-4.4 [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.

PR-4.5 [NEW] Encourage use of recreation facilities owned by the Town and other entities, such as the Price Sculpture Park, Whidbey Camano Land Trust, Coupeville School District, and others.

**Goal PR-5: Access and Equity [NEW].** Ensure the recreation system is accessible and meets the needs of all ages and interest groups.

- PR-5.1 [NEW] Evaluate and upgrade existing parks, facilities, and programs to improve safety and accessibility for all users.
- PR-5.2 [NEW] Ensure new facilities are accessible per ADA standards and are sensitive to issues of universal accessibility. Increase awareness of accessible features via signage, publicity, and other means.
- PR-5.3 [NEW] Increase opportunities for public access to and enjoyment of Coupeville’s shorelines, including both physical and visual access.
- PR-5.4 [NEW] Support cultural arts facilities and programs to increase community awareness, attendance, and participation opportunities.
- PR-5.5 [NEW] Improve non-motorized connections on the arterial and local access street system in Coupeville to ensure safe bicycle and pedestrian access between park and recreation facilities.

# Natural Systems Element

## Introduction

Coupeville is situated in a spectacular natural setting. In addition to providing aesthetic beauty, the area’s natural systems also provide important ecological functions and values. This Natural Systems Element aims to protect Coupeville’s natural systems. Further, this element aims to protect people and property from natural hazards.

Penn Cove is an integral component of Coupeville’s natural systems. However, Penn Cove and its adjacent shorelands within Town limits are primarily managed by the Town’s Shoreline Master Program. Therefore, the Town’s Shoreline Master Program—not this Natural Systems Element—sets forth the goals and policies that apply specifically to the Town’s shoreline areas.



Figure 33 – The central Coupeville waterfront and bluff (credit: MAKERS)

## Existing Conditions Summary

Coupeville 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, uplands slope gently to the shoreline. In other areas, uplands meet Penn Cove with a steep slope. South of State Route 20, the south side of Coupeville blends into the surrounding prairie.

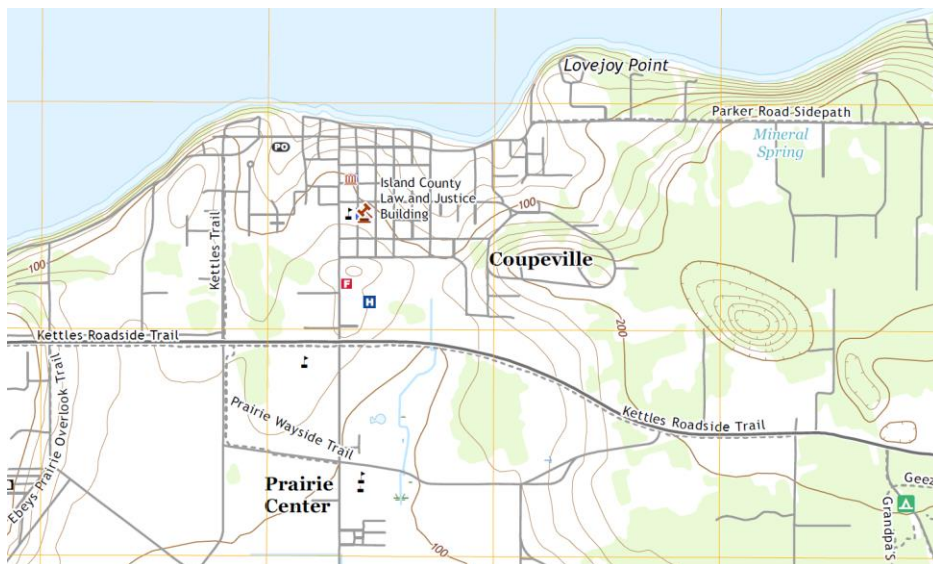


Figure 34 – Coupeville area topography, with contour lines every 20 feet (credit: USGS)

Coupeville has a generally mild marine climate. Skies are partly cloudy or cloudy more than 300 days of the year. Southwesterly winds predominate. 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 percent of the precipitation falls between October and April. Groundwater is the only source of freshwater supply.

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. Migratory and resident waterfowl are found on and near the shoreline in large numbers. The waters of Penn Cove feature an abundance of aquatic life, including a diverse and large shellfish population.

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The **Olympic Rain Shadow** is an area to the northeast of the Olympic Mountains that experiences significantly drier weather than surrounding locations. Storm systems typically arrive on the Washington coast from the southwest. As the moist air in these systems meets the mountains, it rises, and the moisture gets wrung out. When the air gets to the other side of the mountains it is much drier, resulting in the rain shadow.

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## Goals & Policies



**Goal NS-1: Natural Systems Protection. [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 [NEW] Consider the potential impacts of climate change in all decisions related to natural systems.

NS-1.2 [NEW] Protect and enhance the natural systems of Coupeville by working collaboratively with other governments, organizations, and community members.

NS-1.3 [NS 1.10] Encourage the reduction in use of pesticides harmful to the environment.

NS-1.4 [NS 1.11] ~~Continue~~ Encourage water conservation ~~due to~~ protect sole source ground water aquifer supplies.





NS-1.5 [NEW] Continue implementing low impact development standards and promoting sustainable development within the Town and Reserve to protect and enhance the water quality of Penn Cove, protect tree cover and encourage carbon sequestration.

- NS-1.6 [NEW] Implement lighting designs, practices, and standards that protect the night sky and reduce the negative impacts of light pollution, such as sky glow, disruption of ecosystems, and energy waste.
- NS-1.7 [NEW] In collaboration with the Washington Department of Fish and Wildlife, consider measures to minimize conflicts between humans and wildlife, particularly deer.



Figure 35 - Deer in Coupeville  
(photo credit: Mary MacPherson)

**Goal NS-2: Green Community. [NEW]**  
Maintain and enhance Coupeville’s status as a green community, one with abundant nature and natural systems that are visible and accessible.

- NS-2.1 [NEW] Consider biophilic community planning approaches in town planning and design.
- NS-2.2 [NEW] Seek to provide nature in the places where people live, learn, work, and play to positively affect health and well-being.
-  NS-2.3 [NEW] Invest in nature-based infrastructure as cost-effective, sustainable, long-term solutions to a changing climate and other environmental and social challenges, such as heat waves, water quality and quantity, and stormwater management.
- NS-2.4 [NEW] Provide open space corridors where useful for wildlife habitat and the connection of critical areas.
-  NS-2.5 [NEW] Consider the potential to use vegetated open space corridors as part of an integrated system to absorb and treat stormwater.

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Washington Department of Fish and Wildlife’s **Habitat at Home** program helps people learn how they can support wildlife in their own outdoor spaces. You can even get certified and receive a yard sign highlighting your achievement! To get started, visit:

<https://wdfw.wa.gov/species-habitats/living/habitat-at-home>

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A **biophilic community** connects the science of *biophilia*—humans’ innate love of nature—and the practice of planning. (definition adapted from *Planning for Biophilic Cities*, American Planning Association)

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**Goal NS-3: Trees and Vegetation. [NEW]**  
Protect and enhance trees and vegetation to provide natural systems and other benefits.

- NS-3.1 [NEW] Promote the installation and management of native trees and vegetation on publicly owned land, such as parks, to provide habitat and green infrastructure benefits.
- NS-3.2 [NS 1.2] Encourage retention of existing trees and native vegetation in proposed developments.
- NS-3.3 [NEW] Encourage the planting of native trees and shrubs and the minimization of lawn areas.
- NS-3.4 [NEW] Periodically review and update the Town’s tree protection ordinance to ensure tree protection goals are being met.
- NS-3.5 [NEW] Support efforts to control and, where feasible, eradicate invasive plant species.



Figure 36 - Trees in a residential neighborhood



**Goal NS-4: Critical Areas. [NEW]** Protect critical areas designated under the Growth Management Act to preserve the functions and values of the natural environment and to safeguard the public from hazards to health and safety.

- NS-4.1 [NEW] Use best available science in developing policies and development regulations to protect the functions and values of critical areas.
- NS-4.2 [NEW] Give special consideration to conservation or protection measures necessary to preserve or enhance fish habitat.
- NS-4.3 [NEW] Protect groundwater and surface water resources.
- NS-4.4 [NEW] When considering amendments to the comprehensive plan, avoid directing new growth to areas with a high probability of conflicts between new development and protecting critical areas.
- NS-4.5 [NEW] Continue to ensure that development regulations do not allow a new loss of critical area functions and values.

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As defined by the Growth Management Act, **critical areas** include wetland, critical aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, and geographically hazardous areas.

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Coupeville’s **drinking water** comes entirely from local groundwater sources. Once groundwater is contaminated it is difficult, costly, and sometimes impossible to clean up. Preventing contamination is necessary to avoid exorbitant costs, hardships, and potential physical harm to people and ecosystems.

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NS-4.6 [NEW] The Town should designate critical areas using performance standards and maps. Update maps of critical areas as necessary and feasible to provide the most current, accurate, and complete information regarding the locations of critical areas.

**Goal NS-5: Shorelines. [NEW] Provide management of Penn Cove and its adjacent shorelands consistent with the Washington State Shoreline Management Act.**

NS-2.1 [NEW] Use the Town’s Shoreline Master Program to provide management of areas of Penn Cove and adjacent shorelands within Town limits.



Figure 37 - Whidbey Island shoreline (photo credit: Mary MacPherson)

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As stipulated by the Growth Management Act, the goals and policies of the Town’s **Shoreline Master Program** represent an element of this comprehensive plan.

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**Sea level rise** is a significant consequence of climate change, and the Town is taking steps to prepare. An important early step is a sea level rise vulnerability assessment to evaluate what areas and assets are most at risk. Findings from the assessment can be reviewed here:

<https://townofcoupeville.org/comprehensive-plan-update/sea-level-rise-vulnerability-assessment/>

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# Transportation Element

## Introduction

The Transportation Element guides the development of the Town's transportation system to accommodate existing and future growth described in the Land Use Element. Planned transportation system improvements will support this growth, provide alternatives that enable system users to travel via motorized and non-motorized routes more easily, and contribute to Coupeville's character as an attractive place for residents, businesses, and tourists.

The Transportation Element supports sustainable programs, projects, and services that address economic, social, and environmental needs in the context of transportation planning. It incorporates local, regional, and national transportation policies and focuses on interjurisdictional collaboration to support infrastructure connectivity for local and regional users.

The Transportation Element is organized into five sections:

- A. Goals and Policies
- B. Inventory of Existing Transportation Facilities and Conditions
- C. Travel Forecasts Evaluation
- D. Transportation Systems Plan
- E. Financing Program

The Transportation Element is intended to serve as a guide for making transportation decisions to address both short- and long-term needs. To meet GMA requirements, the Transportation Element must identify existing transportation system characteristics, establish standards for levels of service, and identify existing and future deficiencies based on land use growth projections. The Transportation Element also discusses roadway mobility and accessibility needs, identifies improvements necessary to enhance safety, bicycle and pedestrian



Figure 38 - A street in Coupeville (photo credit: MAKERS)

travel, and public transit. Consistent with the other elements of the Comprehensive Plan, the Transportation Plan establishes a flexible policy framework for making decisions consistent with this vision and describes a strategy for accomplishing the vision over the 20-year planning horizon.

## **Regulatory Setting**

### Growth Management Act (GMA)

The Transportation Element is intended to satisfy GMA requirements for long range planning and to supplement information and implement goals and policies within the Comprehensive Plan. Under GMA (RCW 36.70A.070), the Transportation Element is required to assess the needs of a community and determine how to provide appropriate transportation facilities for current and future residents.

The GMA also requires that the Transportation Element contain a funding analysis of the capital transportation projects it recommends [RCW 36.70A.040(6)]. This analysis should cover funding needs and resources and should include a multi-year financing plan. The purpose of the analysis is to ensure that the Town's transportation systems plans are affordable and achievable. If it is not, the Element must discuss how additional funds will be raised or how assumptions used in the analysis will be reassessed.

### Island Regional Transportation Planning Organization (IRTPO) and Island Access 2040

The Island RTPO was established in 2016 and is the region's designated regional transportation planning organization. The Island RTPO represents the local governments within the Island County for the purpose of coordinating on regional transportation planning issues.

Island Access 2040, adopted in 2019, is the regional transportation plan (RTP) for the Island County and acts as the region's long-range transportation strategy. Successful implementation of Island Access 2040 relies on successful implementation of local comprehensive plans.

## Goals & Policies

**Goal T-1. [NEW] Multimodal Transportation System.** Develop an integrated and balanced transportation system that creates complete streets to increase access, mobility, and health for all users as well as ~~in Coupeville that provides safe, efficient, and reliable multimodal transportation and helps~~ address the Town’s climate change goals.

T-1.1 [NEW + T 3.1] Develop an Active Transportation Plan ~~non-motorized transportation plan~~ and strategy to identify and resolve connectivity gaps. Coordinate with Ebey’s Landing National Historical Reserve, Island County and the Whidbey-Camano Land Trust for connection to trails outside the town.



Figure 39 - A gravel pedestrian path (photo credit: MAKERS)



T-1.2 [NEW] Encourage pedestrian and bicycle connections between adjacent developments even when topographic or other constraints prevent connections for motorized vehicles. ~~Where cul-de-sacs or street ends are allowed, they should be designed to encourage or support pedestrian connectivity.~~



Figure 40 - The Rhododendron Trail on the south side of Highway 20 (photo credit: MAKERS)


T-1.3 [NEW+ T 3.1] Maintain a street grid system to support efficient pedestrian circulation. Where street connections are not feasible, non-motorized connections should be considered.

T-1.4 [NEW] Preserve unimproved public rights-of-way when reasonable to assure they are available in the future for development of future connections.





T-1.5 [NEW + Goal 2 + T 2.1] Support the continued operation and expansion of Island Transit to provide frequent and comprehensive transit service within the Coupeville area.

T-1.6 [NEW] Evaluate the safety and efficiency of the transportation system across all modes on an ongoing basis so that it continues to adequately serve the Town’s residents and businesses.

-  T-1.7 [NEW+ T 3.1] Incorporate pedestrian, bicycle, and transit friendly designs into roadway improvement projects where feasible.
- T-1.8 [NEW] Support the continued operation and expansion of Washington State Ferries to provide sustainable ferry service to Whidbey Island.
- T-1.9 [NEW] Develop an ADA Transition Plans required for local agencies. This will facilitate a systemwide accessible multimodal system.
- T-1.10 [NEW] Provide safe and convenient non-motorized crossings along US 20 on the eastern and western ends of the town where logical connectivity to local and regional trails is needed.

 **Goal T-2. [NEW] Support the Land Use Element.** Provide a multimodal transportation system that supports the Land Use Element and is consistent with the Island County Countywide Planning Policies and the Island Regional Transportation Planning Organization’s Regional Transportation Plan.

-  T-2.1 [NEW] Ensure that transportation policies, projects, and programs are coordinated and consistent with land use plans and further the Town’s land use and environmental goals.
- T-2.2 [NEW] Ensure that public and private projects systematically implement the policy objectives of the Transportation Element through the development review process.
-  T-2.3 [NEW] Assess transportation level of service standards for potential inclusion of pedestrian and bicycle modes.
- T-2.4 [NEW] Coordinate with WSDOT and Island County to ensure the regional highways and major arterials that provide access to Coupeville function as efficiently as possible.

**Goal T-3. [NEW + Goal 1] Support the Town’s Historic Character.** Encourage transportation facility design that supports and enhances the Town’s historic character.

- T-3.1 [NEW + T 1.2] Street standards for arterials, collectors, and access streets will provide guidance on number and width of lanes, intersection spacing, driveway access, right-of-way width, setbacks, lighting, landscaping, and other appurtenances. The street standards should identify design needs for accommodating transit, pedestrians, and bicyclists as appropriate for each roadway classification.
- T-3.2 [NEW] Consider alternatives to gravel for public pathways that retain rural streetscape character and are functional for a wide spectrum of users.
- T-3.3 [NEW] Where allowed within the right of way, encourage well-designed, low-maintenance landscaping on road frontages and adjacent public rights-of-way that is attractive to the traveling public.
- T-3.4 [NEW + Goal 4 + T 4.1 + T 4.2 + T 4.3] Encourage appropriately scaled and designed parking to support business and recreational uses.
- T-3.5 [NEW] In coordination with Ebey’s Landing National Historical Reserve and Island County, develop, ~~maintain, and expand~~ a signage and wayfinding program that directs vehicles and pedestrians to parking areas, public facilities, and attractions.

**Goal T-4. [~~NEW~~–System~~NEW~~] System Preservation.** Preserve and extend the service life and utility of transportation investments.

- T-4.1 [NEW] Prioritize essential maintenance, preservation, and safety improvements of the existing transportation system.
- T-4.2 [NEW] Maintain and preserve the transportation system in a way that is mindful

of lifecycle costs associated with delayed maintenance.

- T-4.3 [NEW] Coordinate prevention and recovery strategies and disaster response plans with regional and local agencies to protect the transportation system against major disruptions.

**Goal T-5. [NEW + Goal 5] Financial Stability.**  
Provide a stable, long-term financial foundation for improving quality, effectiveness, and efficiency of the transportation system.

- T-5.1 [NEW + T 5.2] Use grants, local taxes and funds, and other funding sources to implement capital projects as identified in the Town’s CIP and TIP.
- T-5.2 [NEW] Continue to partner with WSDOT, Island County, the Island Regional Transportation Organization (IRTPO) and Island Transit to fund improvement projects and programs that serve the Town.
- T-5.3 [NEW] Ensure that new growth pays a proportionate share of the transportation improvements needed to support growth and adequately mitigate its impacts to the transportation system.



# Capital Facilities Element

## Introduction

Capital facilities are urban services and facilities that support current residents, businesses, and tourists, and that are needed to serve future development or meet another community need. They generally have a long useful life and include systems owned by the Town as well as those owned by other public agencies (e.g., the School District) or by private companies. Town-owned or operated facilities and services in Coupeville include public buildings, streets, parks, water, stormwater, and sewer. Non-Town-owned or operated facilities and services include police, fire and emergency medical services, schools, and the library.

Capital facilities are significant projects for jurisdictions to fund, build, and maintain, and the sooner a jurisdiction plans for its needs the better they can do to meet their needs. Local governments planning under the Growth Management Act (GMA) must include a Capital Facilities Plan (CFP) in their Comprehensive Plan that is coordinated with the larger land use planning process. Coupeville’s CFP refers collectively to both the Capital Facilities Element and to the associated *CFP Appendix*:

- The Capital Facilities Element establishes policies to ensure adequate public facilities are available to serve existing and future development in the town in an efficient, effective, and equitable manner. The policies are designed to guide the actions of public agencies, such as the Town, as well as private decisions related to individual developments to support anticipated growth.
- The *CFP Appendix* contains consolidated capital facility inventory and capital funding analysis for each capital facility category. The *CFP Appendix* also provides the detailed forecast of future needs and revenue based on level of service (LOS) standards and cost projections necessary to meet GMA requirements for capital planning



Figure 41 - Coupeville Town Hall (photo credit: MAKERS)

Together, these guide capital planning necessary to provide services to the community and serve as the financing plan and feasibility analysis for the overall comprehensive plan.

### What does GMA require?

Capital planning is required by GMA and must be coordinated with the Town’s larger land use planning process. At a minimum, state law requires the plan to include water systems, sanitary sewer systems, stormwater facilities, schools, park and recreation facilities, and police and fire protection facilities ([WAC 365-196-415](#)).

The GMA establishes five requirements for the CFP: (1) provide an inventory of existing facilities; (2) list a forecast of future needs; (3) show proposed general location and capacity of planned facilities; (4) provide a financing plan for needed facilities; and (5) reassess planned facilities if they cannot be provided and paid for.

The process of addressing these five requirements helps the Town make wise use of Town funds by organizing and prioritizing projects. The first four requirements are addressed in the *CFP Appendix* and summarized here. The fifth requirement is addressed in [Policy CF-3.6](#).

The GMA also requires the Town’s Comprehensive Plan include a process for identifying and siting essential public facilities. Essential public facilities are facilities that are typically difficult to site but that serve a public purpose. They may be publicly or privately owned or operated, and they may be regional facilities or facilities of state-wide significance. Examples include schools, water transmission lines, sewer collection lines, fire stations, hospitals, jails, prisons, solid waste transfer stations, highways, and stormwater treatment plants.

No comprehensive plan is allowed to preclude the siting of essential public facilities within the community. It is important to recognize that the location of these facilities may have negative impacts on surrounding land use areas and different essential public facilities may have different needs in terms of their physical location. [The CFP Appendix includes a list of existing essential public facilities in Coupeville and details the Town’s siting process.](#)

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### Level of Service (LOS) and Meeting Future Growth

Part of the capital facilities planning process involves prioritizing funds available for capital spending. This involves making decisions about the level of service (LOS) that will be provided and where investment will occur and must take into consideration land capacity for growth within Coupeville. LOS standards for capital facilities are established as a “yardstick” to measure performance and help determine the level of investment needed to maintain or meet service standards as growth occurs. LOS standards may be defined by state law, recommended by national professional associations, or locally defined based on community preferences.

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## Existing Conditions Summary

The Town and special districts serve the Coupeville community with infrastructure and public services. The Town owns and operates public buildings, streets, park and recreation facilities, and water, stormwater, and sewer facilities. Transportation facilities (including streets and public transit) are addressed in the Transportation Element and the Town’s 6-Year Transportation Improvement Plan (TIP). Water, stormwater, and sanitary sewer facilities are addressed in the Utilities Element. Parks are addressed in the Parks, Recreation & Open Space Element. Additional capital facilities addressed in this element that are not operated by the Town of Coupeville but are necessary for development include law enforcement, fire and emergency medical services, schools, and the library.

See the *CFP Appendix* for detailed analysis of the Town’s existing inventory, revenue analysis, forecast of future needs and revenue based on LOS, and all known capital projects needed to accommodate projected growth in Coupeville for each capital facility category (including transportation, utilities, and parks). This includes a 6-year and, when available, 20-year financing plan to meet concurrency requirements of the GMA (the CFP and TIP project cost estimates become elements of the Town’s annual budget). Together, the *CFP Appendix* and the Capital Facilities, Transportation, Utilities, and Parks, Recreation, & Open Space elements provide a comprehensive look at investment in the Town’s infrastructure and its ability to serve residents broadly over the next 20 years.

Table CF-1 summarizes the types of facilities, providers, and applicable plans that guide the agencies for facilities addressed in the *CFP Appendix*. The applicable plans, as amended, listed in Table CF-1 are incorporated by reference. Figure 42 shows the location of major community services in the Town.

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**Concurrency** means that adequate public facilities are available at the time of development or within a reasonable time following development.

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Table CF-1 – Capital facility service provider and functional plans

Facility Type	Provider(s)	Description	Applicable Plan(s)
Municipal Buildings	Town of Coupeville	Includes Town-owned buildings and property management related to Town owned capital.	Adopted Town Budget
Streets	Town of Coupeville Public Works Department; WSDOT	Provides streets, sidewalks, traffic controls, and street lighting.	<i>See the Transportation Element</i> Adopted 6-Year Transportation Improvement Program
Public Transit	Island County Public Transportation Benefit Area Transit (Island Transit)	Provides bus services and park & rides.	<a href="#">Island Transit 6-Year Transit Development Plan</a>
Law Enforcement	Town of Coupeville via contract with Island County Sherriff's Office	Provides facilities that support the provision of law enforcement services.	<a href="#">Island County Capital Facilities Plan and Capital Improvement Program</a>
Fire & Emergency Services	Central Whidbey Island Fire and Rescue; Whidbey Health	Provides facilities that support the provision of fire and emergency services.  WhidbeyHealth provides ambulance service and advance life support. Central Whidbey Island Fire and Rescue staffs a basic life support ambulance under contract with WhidbeyHealth.	<a href="#">Central Whidbey Island Fire and Rescue Integrated Comprehensive Plan</a> , including: <ul style="list-style-type: none"> <li>• Strategic Plan (Vol. 2)</li> <li>• Standard of Coverage &amp; CPR Plan (Vol. 3)</li> <li>• Long Term Financial Plan (Vol. 5)</li> <li>• Capital Projects Plan (Vol. 6)</li> </ul> <a href="#">WhidbeyHealth Strategic Plan</a>
Schools	Coupeville School District (School District 204)	Provides facilities for instruction for the Town of Coupeville.	<a href="#">Coupeville School District Strategic Plan</a> (currently being updated <u>as of 2023</u> )
Library	Sno-Isle Libraries	Provides access to books, movies, and music and to other community services like free wireless internet and public meeting space.	<a href="#">Sno-Isle Libraries Policies and Guidelines</a> <a href="#">Sno-Isle Libraries Annual Budget</a>
Parks & Recreation	Town of Coupeville Public Works Department	Provides facilities for passive and active recreational activities.	<i>See the Parks, Recreation &amp; Open Space Element</i> Adopted Town Budget
Water	Town of Coupeville Public Works and Utilities Department	Infrastructure for providing drinking water to the Town of Coupeville.	<i>See the Utilities Element</i> Adopted Water System Plan Island County Coordinated Water System Plan
Stormwater	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment within the town.	<i>See the Utilities Element</i> Adopted Integrated Stormwater Management Plan
Sanitary Sewer	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment within the town.	<i>See the Utilities Element</i> Adopted Comprehensive Sewer Plan

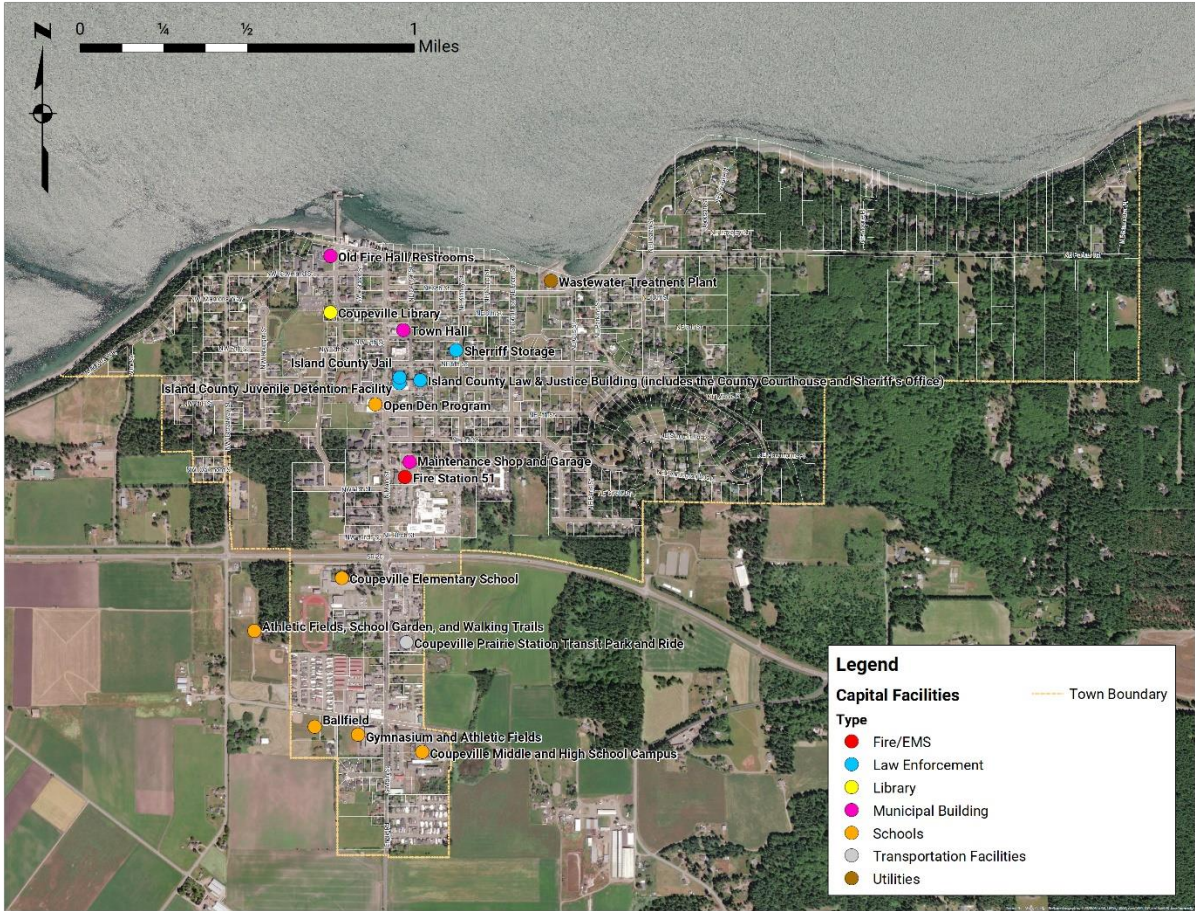


Figure 42 – Existing public facilities

## Goals & Policies

Explanation: Splits up ideas from previous Goal 1 (adequate service, financing/fiscal management, growth consistent with LU, natural environment, and historic character). Topline goal directly addresses adequate services and LOS standards /concurrency (Capital Facilities Goal 1 and Land Use Goal 4).

### Goal CF-1: Adequate facilities and services.

Ensure public facilities and services are adequate to serve the planned land use patterns in the town.

- CF-1.1 [NEW] Plan capital facilities that have capacity and are located to serve existing development and future growth planned in the Land Use Element.
  
- CF-1.2 [NEW, Goal 3, CF 3.1, LU 4.1, LU 4.2, LU 4.3, LU 7.5 + GES Objective III] Adopt level of service (LOS) standards for individual services to measure performance and evaluate future facility needs as defined in Table CF-2.

*Table CF-2 – Capital facility level of service standards*

Facility Type	Level of Service
Town of Coupeville Municipal Buildings	Adequate to serve the town’s residents needs and administrative requirements.
Streets	See Transportation Element and <i>Appendix G – Transportation</i> .
Public Transit	See Transportation Element and <i>Appendix G – Transportation</i> .
Law Enforcement	<i>As established in the contract agreement between the Town of Coupeville and Island County Sheriff’s Office: Staffing: 24-hour staffing.</i>
Fire Response	<i>As established in the Central Whidbey Island Fire and Rescue Capital Projects Plan/Standard of Coverage Plan.</i>
Emergency Medical Services	<i>As established in the Central Whidbey Island Fire and Rescue Capital Projects Plan/Standard of Coverage Plan: Response time: █ minutes average priority response time. Note: Central Whidbey Island Fire and Rescue is currently updating their standards of coverage for fire and ambulance response times. Coupeville plans to update their LOS to match when the standards are available (anticipated in early 2023).</i>
Schools	<i>As established by the Coupeville School District Capital Facilities Plan:</i> K-5: 115 square feet per student. 6-8: 148 square feet per student. 9-12: 173 square feet per student.
Library	Open seven days per week.

Facility Type	Level of Service
Utilities	See Utilities Element, Goal 1.
Water	
Stormwater	
Sanitary Sewer	
Power	
Solid Waste	
Parks and Recreation	See Parks and Recreation Element, Goal 1.

CF-1.3 [NEW, Goal 3, LU 4.1, + LU 4.3] Ensure new development meets Coupeville’s transportation LOS before development may be permitted. Mitigation may be required to meet the adopted LOS.

CF-1.4 [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~~ [Maintain and use updated departmental functional plans \(e.g., ~~Abbreviated~~ Water System Plan, Comprehensive Sewer Plan, Integrated Stormwater Management Plan, Transportation Improvement Program, and Parks, Recreation and Open Space Plan\)](#) ~~to guide development of capital facilities and investment decisions within each functional area. Ensure functional plans are generally consistent with the adopted Comprehensive Plan.~~

CF-1.5 [CF 1.3] [Prioritize](#) proposed capital improvement projects [based on](#) ~~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.

Explanation: Splits up funding ideas in previous Goal 2 into new goals 2 and 3 (how the Town prioritizes funding and sound fiscal management). Also covers ideas in previous LU Goal 4 and portions of Gov/Econ/Services.

**Goal CF-2: Funding priorities.** Prioritize funding to maintain and invest in adequate capital facilities and public services that increase quality of life, meet service standards, and accommodate Coupeville’s current and future population.

- CF-2.1 [NEW, CF 1.1, CF 1.2, CF 2.3, + GES 2.1] Prepare and adopt a 6-year Capital Facilities Plan (CFP) to finance capital facilities, assess funding capacities, and identify public and private financing to ensure adequate levels of service are maintained. Update a Capital Improvement Plan (CIP) concurrent with the budget to identify financing and implementation of facilities contained in the 6-year CFP. Ensure 20-year projected growth, level of service, and funding projections are also considered in the CFP.
- CF-2.2 [NEW, CF 2.1, CF 2.5, + LU 4.3] ~~Future development should be responsible for all capital improvement costs necessitated by the project.~~ Require development to carry a proportionate share of capital facility improvement costs to achieve and maintain the adopted LOS standards for essential capital facilities.
- CF-2.3 [CF 2.1 + GES 1.4] ~~The responsibility for financing capital improvements should be assumed by the primary beneficiaries of the facility.~~ Use gGeneral fund revenues should be used to fund capital improvements only if the project provides a broad public benefit.



- CF-2.4 [CF 2.2 + GES 1.4] ~~The Town should u~~Use long-term borrowing to fund projects when the proposed facility will provide benefits for 20 years or longer.

Explanation: Splits up funding ideas in previous Goal 2 into new goals 2 and 3 (how the Town prioritizes funding and sound fiscal management). Also covers ideas in previous LU Goal 4 and portions of Gov/Econ/Services.

**Goal CF-3: Sound fiscal management.** Promote sound fiscal management of government services and facilities.

- CF-3.1 [NEW, Goal 1, + LU 4.5] Maximize the use of existing facilities.
- CF-3.2 [CF 2.4 + GES 1.1] ~~The Town should make every effort to secure~~Pursue enhanced revenue (e.g., grants, low-interest loans, tax benefit districts and similar sources of funding) and, when possible, to seek creative funding partnerships to finance capital improvements and maintain a sustainable tax base for the provision of public services.
- CF-3.3 [NEW] Consider the use of impact fees as a funding mechanism to pay for capital facility improvements. Consider exempting certain land uses which have broad public purpose (e.g., ~~low income~~low-income housing) from paying impact fees.
- CF-3.4 [NEW, GES 1.3, + GES 1.4] Consider subsequent operating and maintenance costs when planning for capital facilities to ensure conformance with pertinent financial obligations.
- CF-3.5 [NEW] Design capital facilities that are adaptable, with flexibility to expand or be converted to other uses as the town’s needs change over time.
- CF-3.6 [NEW] Regularly review the Town’s land and facility holdings and, when public buildings or properties are no longer needed, consider offering them for ~~use~~lease or purchase by other public agencies if there is demonstrated

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See also Policy CF-2.2.

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public benefit before offering them for sale or lease to [non-profit or](#) private entities.

- CF-3.6 [CF 3.3] ~~Establish a procedure for review and evaluation of the Comprehensive Plan if it appears that~~ [Adjust the LOS, planned growth, and/or sources of revenue to maintain a balance between available revenue and needed capital facilities if projected funding is inadequate to finance](#) capital facilities and services necessary to ~~support growth projections cannot be funded.~~ [meet the Town's adopted LOS.](#)

**Goal CF-4: Safe and efficient service [NEW].**

Locate capital facilities in such a way as to provide safe and efficient service to all residents. Plan, design, and site capital facilities in a fair and equitable manner.

- CF-4.1 [CF 1.4 + Goal 1] [Design c](#)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~~ [and Ebey's Landing National Historical Reserve Design Guidelines](#) ~~the Town's community design standards.~~



- CF-4.2 [NEW, Goal 1, + LU 4.5] Provide capital facilities and services that protect and minimize their impact on the natural environment, particularly to critical areas.



- CF-4.3 [NEW] Consider future climate conditions during siting and design—including changes to temperature, precipitation, and sea level—to help ensure facilities [can continue to exist and function as intended over their planned life cycle.](#)



- CF-4.4 [NEW] Incorporate consideration of physical health and well-being into decisions regarding the location, design, and operation of capital facilities.

- CF-4.5 [NEW] Consider how capital facility decisions will impact different geographic areas and racial and socioeconomic groups.
- CF-4.6 [NEW + GES 2.2] Encourage public engagement and input into large public capital facility projects to identify community needs and benefits.

Explanation: New goal emphasizing coordination with other capital facility providers. Pulls some coordination policies from previous goals 2 and 3, LU Goal 3, and portions of Gov/Econ/Services.

**Goal CF-5: Coordination [NEW].** Coordinate the provision of capital facilities through collaboration with neighboring governments, agencies, and private providers to ensure sufficient and uninterrupted service to residents as growth occur.

- CF-5.1 [CF 2.4] ~~The Town should make every effort to secure grants and similar sources of funding and, when possible, to s~~Seek creative funding partnerships to finance capital improvements.
- CF-5.2 [CF 3.2 + LU Goal 3] 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-5.3 [LU Goal 3, LU 3.1, GES 3.1, GES 3.3, + GES 3.4] ~~To w~~Work collaboratively with other providers of public facilities and service—such as Island County, Coupeville School District ~~#204,~~ Central Whidbey Island Fire and Rescue, WhidbeyHealth, the Island County Sheriff's Office, and Sno-Isle Libraries—~~and other public service providers~~ to ensure efficient and effective delivery of public services.
- CF-5.4 [NEW] Partner with Island County to extend water mains and service connections outside of Town Limits in the Towns Water Service area.
- CF-5.5 [NEW, LU Goal 3, LU 4.6, + U 3.2] Coordinate with other public agencies to ensure the

efficient and equitable siting of essential public facilities, to ensure their impacts on adjacent uses at proposed or alternative locations have been anticipated, and to mitigate disproportionate financial burdens to the Town.

Explanation: Moves EPF discussion, goals, and policies from LU/U to CF Element (e.g., LU 4.6). Meet GMA EPF requirements.

**Goal CF-6: Essential Public Facilities [NEW].**  
 Ensure that essential public facilities are sited equitably throughout the Town, County, and State and designed in compliance with the State Growth Management Act.

**Essential public facilities** are facilities that are typically difficult to site but that serve a public purpose. They may be publicly or privately owned or operated, and they may be regional facilities or facilities of state-wide significance. Examples include schools, water transmission lines, sewer collection lines, fire stations, hospitals, jails, prisons, solid waste transfer stations, highways, and stormwater treatment plants.

- CF-6.1 [LU 4.6 + LU 7.8] ~~Establish a process for the siting of essential public facilities. The Town shall enforce the Comprehensive Plan and development regulations to ensure reasonable compatibility~~ Locate and develop essential public facilities to be compatible with ~~the proposed public facility and surrounding~~ adjoining land uses or designations to the greatest extent possible.
- CF-6.2 [NEW] Locate essential public facilities in areas where they are best able to serve the individuals they are intended to serve.
- CF-6.3 [LU 4.6, LU 7.8, + U 3.2] Continue improving the ~~Establish a review~~ process for the siting or expansion of essential public facilities according to the requirements under Section 3.7 of the Island Countywide Planning Policies. ~~The Town shall enforce the Comprehensive Plan and development regulations to ensure reasonable compatibility with the proposed public facility and surrounding uses or designations.~~
- CF-6.4 [NEW + LU 7.8] Ensure the Town’s zoning ordinance identifies the zoning districts within which various essential public facilities may be located, with or without a conditional use permit, ensuring that a given essential public facility is appropriate in a particular zoning district.



CF-6.5 [NEW] Ensure the criteria for determining the location of essential public facilities is coordinated and consistent with other planning goal requirements, such as promoting economic stability and living wage jobs, protecting the environment, and supporting affordable housing.

**Goal CF-7: Public Safety [NEW].** Provide efficient, cost effective, and concurrent levels of fire protection, emergency medical services, and law enforcement services to protect the lives and property of Coupeville residents, businesses, and visitors.

CF-7.1 [NEW + GES 3.1] ~~Evaluate~~ Continue evaluating the adequacy of the Town’s public safety facilities and equipment, mutual aid agreements, personnel staffing, and programming for the present population and for changes in needs with anticipated growth.

CF-7.2 [NEW] ~~Maintain current~~ Continue supporting community education programs on fire prevention, crime prevention, and community policing to increase the level of community awareness.

CF-7.3 [NEW] Enhance public access to information relating to police activity, public safety, and security.

CF-7.4 [NEW] Continue to support the Neighborhood Emergency Team (NET) ~~in~~ and the partnership with the Island County Emergency Services Department in community neighborhood preparedness.

# Utilities Element

## Introduction

Utilities are the basic building blocks of town living. While we may take these services for granted—not thinking much about the electric lines that make it possible to turn the lights on, pipes that bring drinking water to our faucets, or the wastewater treatment facilities that clean the water we send down the drain—utilities make living in town possible.

This element establishes an overall strategy for providing adequate utility service to serve the growth projected in the Land Use Element. The Growth Management Act (GMA) calls for facilities and services needed to support development—such as wastewater, water supply, solid waste, electrical service, and other urban facilities and utilities—to occur concurrently with the development and consistent with local plans and growth projections. This requires local jurisdictions to make facilities available as demand develops and achieve and maintain level of service (LOS) standards that keep up with demand from new development. This element works together with the Land Use and Capital Facilities elements to make sure Coupeville will have adequate utilities to serve existing and future growth in a timely and cost-effective manner.

## Existing Conditions Summary

Utilities in Coupeville are a combination of Town-managed and non-Town-managed utilities. Town-managed utilities include water, stormwater, and sewer—these utilities are governed by functional plans which are adopted by reference (see the “Existing Conditions Summary” in the Capital Facilities Element and the *CFP Appendix*).

Non-Town-managed utilities include power, solid waste, and telecommunications (natural gas service is not available in Coupeville). Planning for privately managed utilities is recognized as the primary responsibility of the utility provider—requiring them to manage infrastructure needs and repairs in aging systems, respond to growth, respond to consumer needs, and adapt to new

Utilities have several layers of State and Federal regulations that pre-empt local controls. Nothing in this element is intended to interfere with compliance with applicable regulations or policies of the Washington Utilities and Transportation Commission (WUTC), the Federal Energy Regulatory Commission (FERC), or Revised Code of Washington (RCW) Title 80.



Figure 43 - Coupeville Wastewater Treatment Plan (photo credit: Mary MacPherson)

technologies. **Table U-1** summarizes the utilities, providers, and applicable plans that further guide the agencies. See *Appendix I – Utilities* for a description of non-Town-managed utilities.

*Table U-1 – Utility service providers and functional plans*

Facility Type	Provider(s)	Description	Applicable Plan(s)
<u>Town-managed</u>			
Water	Town of Coupeville Public Works and Utilities Department	Infrastructure for providing drinking water to the Town of Coupeville.	Adopted Water System Plan Island County Coordinated Water System Plan
Stormwater	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of stormwater within the town.	Adopted Integrated Stormwater Management Plan
Sanitary Sewer	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of waterborne waste within the town.	Adopted Comprehensive Sewer Plan
<u>Non-Town-managed*</u>			
Power	Puget Sound Energy	Provides electric power to the Town of Coupeville.	<a href="#">PSE Integrated Resource Plan</a>
Solid Waste	Island County and Island Disposal	Provides automated refuse collection and recycling to residential customers. Island Disposal provide waste hauling via a contract with the County.	<a href="#">Island County Solid Waste and Moderate Risk Waste Management Plan</a> <a href="#">Island County Capital Facilities Plan and Capital Improvement Program</a>
Telecommunications	Various	Provide a range of services, including telephone, cable, personal wireless communication, and internet.	The Washington Utilities and Transportation Commission (WUTC) regulates the rates and services of telephone companies operating in Washington per <a href="#">WAC 480-120</a> . The WUTC does not normally regulate cable, internet, wireless phones, and VoIP (Voice over Internet Protocol).

\* Non-Town-managed utilities operate within Town limits through local franchise agreements.

## Water and Sewer Service in Coupeville

This section is new in the second draft.

The Coupeville water system encompasses approximately 4,800 acres throughout Central Whidbey Island (both inside and outside the town limits) and supplies almost 1,500 residential, commercial, and government connections. Current and future capital facility planning work to carefully balance needed improvements with anticipated growth in water availability due to the Town's reliance on scarce groundwater resources.

Planning for water system connections is based on equivalent residential units (ERUs), as various consumer types can have vastly different consumption rates. An ERU is a system-specific unit of measure used to express the amount of water consumed by a typical full-time single-family residence (WAC 246-290-010). The existing system has an available capacity of 3,020 ERUs based on water sources and the anticipated maximum number of connections that can be served by the current water rights is 4,094 ERUs. As of 2022, the Town currently has 1,974 ERUs and demand is projected to reach 3,235 ERUs by 2042. This is 215 ERUs more than existing capacity based on water sources but below water rights. Per the Water System Plan, both the treatment system and source capacity need to be increased to meet these demands.

The Town's sanitary sewer system currently provides service to customers within town limits. System capacity is based on design criteria and effluent limits or waste loadings of the wastewater treatment plant (WWTP) as established in the Town's current National Pollutant Discharge Elimination System (NPDES) Permit. Estimated 2045 flows and waste loadings based on anticipated growth are all below the NPDES permit limits of the WWTP. However, the 2045 estimated waste loadings are above the 85% loading limit allowed for either parameter. The Town regularly monitors flows and waste loadings and would be required to submit a plan and schedule to the Washington State Department of Ecology if either were to exceed the parameters of the NPDES Permit.

In addition, about one quarter of land inside town limits in eastern Coupeville along NE Parker Rd is outside the current sewer service area. Occupied properties in these areas currently have on-site sewage disposal systems (septic tanks and drain fields). For existing systems, the Town encourages (though the policies of the Utilities Element) conversion from on-site septic systems as sewer lines become available but does not require conversion unless on-site systems fail and sewer facilities are available. In addition, per the Comprehensive Sewer Plan and Town Code, any application for a subdivision of parcels in these areas would trigger a review for the requirement for installation of a sewer collection system.

See also the *CFP Appendix* for additional discussion of the existing water and sewer systems, LOS, and planning projects to meet the demands of growth.



## Goals & Policies

Explanation: Splits up ideas from previous Goal 1 (adequate service, financing/fiscal management, growth consistent with LU, natural environment, and historic character). Topline goal directly addresses adequate services and LOS standards /concurrency (Capital Facilities Goal 1 and Land Use Goal 4).

**Goal U-1: Adequate utility services.** Facilitate the development and improvement of all utilities at the appropriate levels of service to serve existing and future growth.

- U-1.1 [U 1.1, U 1.2, + U 2.3] Coordinate utility providers’ planning with land use planning. ~~with utility planning. Adopt procedures to encourage providers to utilize the Comprehensive Plan Land Use Element in future facilities planning~~ Base the extension and sizing of system components on the land use plan of the area rather than allowing system capacity to determine land use, but allow utility providers to determine the implementation sequence of utility plan components.
  
- U-1.2 [NEW + LU 6.9, LU 6.11] Adopt level of service (LOS) standards for individual services to measure performance and evaluate future facility needs as defined in Table U-2.

*Table U-2 – Utility level of service standards*


Facility Type	Level of Service
Water	Potable Water: Group A System under WAC 246.290 <u>compliant with Washington Department of Health (DOH) standards.</u> Water Supply: Permitted equivalent residential units by <del>Washington Department of Health</del> <u>DOH and water rights per Washington Department of Ecology.</u>
Stormwater	Detention: Maintain existing unless 10-year post-development peak data is less than 0.5 cfs. Collection: 10-year, 24-hour storm.
Sanitary Sewer	Municipal system <u>that allows collection of peak wastewater discharge plus infiltration and inflow.</u> <del>7</del> <u>secondary treatment</u>
Power	Electric service <u>available for all residential and commercial customers.</u>
Solid Waste	Once a week curbside pickup.



- U-1.3 [NEW] Ensure new development meets Coupeville’s water and sanitary sewer LOS before development may be permitted. Mitigation may be required to meet the adopted LOS.
- U-1.4 [U 1.3] Allow new development only when and where all available public utilities can adequately serve demand.
- U-1.5 [NEW] Review new development applications for consistency with departmental functional plans (e.g., *Abbreviated Water System Plan*, *Comprehensive Sewer Plan*, and *Integrated Stormwater Management Plan*).
- U-1.6 [Goal 2] Process permits and approvals for utility facilities in a fair, predictable, and timely manner [and in accordance with local, state, and federal regulations](#).

[Below policy 1.7 is new in the second draft.](#)

[U-1-7 \[NEW\] Digitize the Town’s inventory of existing utilities—including water, sewer, and stormwater infrastructure - usage](#)

Utility Specific

- U-1.8 [NEW] Require connection to the Town water system for all new development within town limits unless otherwise allowed by State or County regulations. Encourage properties on existing private well systems to connect to Town water.
- U-1.9 [NEW] Coordinate with Island County to require all new development and encourage existing properties on private well systems outside town limits but within the Coupeville water service area to connect to the Town water system.
-  U-1.10 [NEW] Operate and maintain the stormwater system to protect surface and groundwater quality and preserve and enhance environmentally sensitive areas.
- U-1.11 [NEW] Establish procedures for the elimination of inappropriate discharges into the stormwater system.

-  U-1.12 [NEW] Design future stormwater facilities and upgrades to existing facilities to eliminate direct discharge of stormwater runoff to Penn Cove without proper treatment and to minimize the number of stormwater outfalls on Penn Cove.
- U-1.13 [NEW] Require connection to the town sewer system for all new development within town limits where sewer service is available.
- U-1.14 [NEW] Encourage conversion from on-site septic systems as sewer lines become available.
-  U-1.15 [NEW] Require conversion from on-site septic systems when on-site systems fail and sewer facilities are available.
- U-1.16 [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 U-2: Quality, affordable utility service**  
**[NEW].** Ensure safe, reliable, and quality utility services are available at reasonable and equitable rates throughout Coupeville.

- U-2.1 [U 2.1, U 2.2, + U 2.3] [Provide timely, effective notice of new construction and road maintenance projects.](#) Promote, ~~when reasonably feasible,~~ co-location of ~~new public and private~~ utility ~~distribution~~ facilities in shared trenches [where reasonably feasible](#) and coordination of construction timing to minimize construction related disruptions and reduce the cost of utility delivery.
- U-2.2 [NEW] Structure rates and fees for Town-operated utilities to recover all costs, including overhead and costs related to the extension, operation, and maintenance of those utilities.
- U-2.3 [NEW] Assign costs for utility extensions and installations for new development and recently annexed areas to the developer or property owners.

Below policy 2.4 is added in second draft.

- U-2.4 [NEW] Explore reduced utility connection fees for low-income households and small infill housing.
- U-2.5 [NEW] Encourage conservation of resources to delay the need for additional facilities.
- U-2.6 [U 2.5] Encourage system design practices ~~intended to~~that minimize the number and duration of interruptions to customer service.
- U-2.7 [NEW] Promote public awareness of proper procedures for notification of utility providers prior to construction activities (e.g., Call Before You Dig, etc.).

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The Opportunity Council offers bill assistance to income-eligible households for their home heating, energy, water, and sewer bills as part of state and federally funded programs like Washington State’s Low-Income Home Energy Assistance Program (LIHEAP) and the U.S. Department of Health & Human Service’s Low Income Household Water Assistance Program (LIHWAP).

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Explanation: Expands on sustainability in utility design, siting, and construction (previous Goal 3).



### Goal U-3: Sensitive and Sustainable Design.

~~To m~~Minimize impacts associated with the siting, development, and operation of utility facilities on adjacent properties and the natural environment.

- U-3.1 [U 3.1 + LU 4.5] Assure that utility facilities are sited, designed, and buffered to be compatible with surrounding ~~development areas.~~ Update design regulations to minimize visual and noise impacts associated with the siting and design of utility infrastructure (e.g., light and glare, screening and landscaping, location of above-ground facilities, sound barriers).
- U-3.2 [NEW] Consolidate utilities where feasible.
- U-3.3 [U 1.4] ~~Establish and adopt procedures for review and comment on proposed actions and policies by public and private providers of utility services.~~ Work with utility providers to inform the community about utility activities and to provide opportunities for public engagement in the planning processes.

- U-3.4 [NEW] Monitor land uses within wellhead protection areas for potential contamination sources for the town water supply wells.
- U-3.5 [U 3.3 + U 3.5 + LU 6.10] Assure that [utility facilities are sited, constructed, operated, and maintained consistent with environmental best management practices](#) to minimize impacts on natural features, sensitive [and/or critical](#) areas, and water quality and quantity.
-  U-3.6 [NEW] Employ Low Impact Development (LID) practices where feasible through Town projects, incentive programs, and revised development standards and street regulations.
- U-3.7 [U 3.4] ~~Encourage utilities to incorporate methods of reducing~~ [Ensure](#) exposure to ~~power frequency~~ [human-made electromagnetic fields](#) in [Coupeville is consistent with State and Federal regulations and guidelines set by the International Commission on Non-Ionizing Radiation Protection](#) ~~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-3.8 [U 3.6] Encourage ~~servicing~~ [utility providers](#) ~~ies~~ to minimize tree trimming and vegetation removal during routine maintenance. [Require utility providers to notify the Town prior to maintenance or removal of vegetation in public right-of-way.](#)
- U-3.9 [NEW] Promote public education on choosing and maintaining vegetation with growth habits that will not interfere with nearby utilities.
- U-3.10 [U 3.8] Require [underground installation of that new development be served by underground utilities](#) ~~services and,~~ [when ever economically feasible, encourage conversion of existing overhead systems to underground systems through local improvement districts, contract agreements between property owners and utility companies, and by other legal means. Prioritize undergrounding utilities in historic areas and non-residential districts.](#)

- U-3.11 [NEW] Support the use of utility corridors for recreation and open space purposes, where appropriate.

Explanation: Expands on resource conservation (previous Goal 4).



**Goal U-4: Resource Conservation.** ~~To promote~~  
Encourage effective energy conservation and recycling measures, including the reduction of energy consumption in Town facilities.

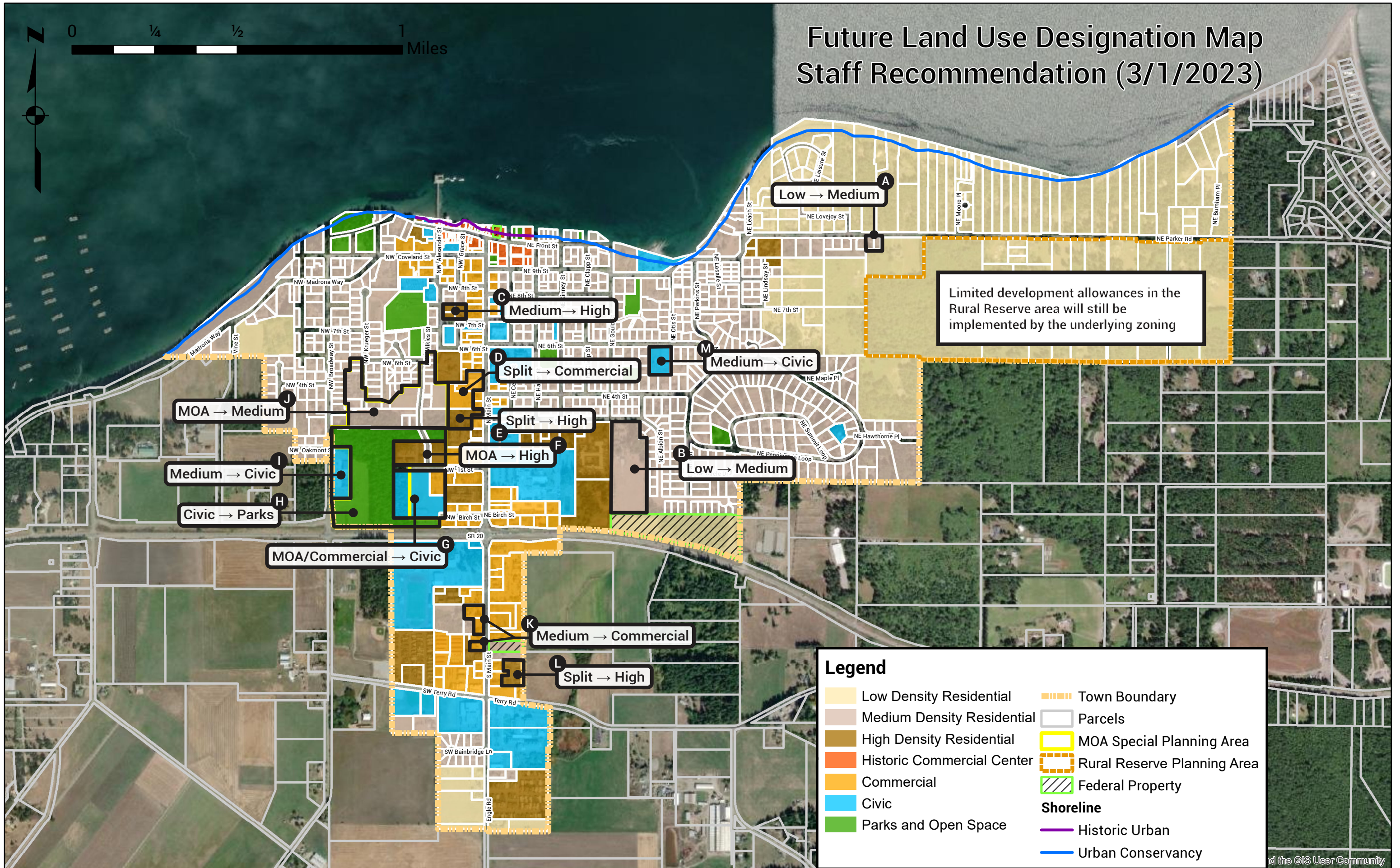
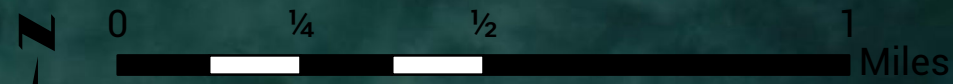
- U-4.1 [U 4.1] Facilitate ~~the~~ conversion to cost effective and environmentally sensitive alternative technologies and renewable energy sources while incorporating the latest technologies available into the services provided.
- U-4.2 [NEW] Encourage the use of energy conservation design strategies in building designs and land use.
- U-4.3 [U 4.2] Encourage the use of solar energy for water and space heating and a Adopt standards ~~relating to~~ protect solar access ~~for solar energy systems.~~
- U-4.4 [U 4.3] Require new multifamily and commercial development to provide on-site recycling services.
- U-4.5 [NEW + U 4.4] Encourage and actively participate in a uniform regional approach to solid waste management that promotes education, recycling, and composting while maintaining a cost-effective and responsive collection system.
- U-4.6 [NEW] Work with the Town’s solid waste hauler to include glass and yard waste in curbside recycling for residential and commercial customers.
- U-4.7 [U 4.4] ~~Encourage public and private sector involvement in recycling programs and in the use of recycled products. The Town will~~ iInvestigate the establishment of a Town-led model recycling program and ~~shall~~ use recycled products for Town activities whenever possible.

# Town of Coupeville Comprehensive Plan

DRAFT



# Future Land Use Designation Map Staff Recommendation (3/1/2023)



### Legend

Low Density Residential	Town Boundary
Medium Density Residential	Parcels
High Density Residential	MOA Special Planning Area
Historic Commercial Center	Rural Reserve Planning Area
Commercial	Federal Property
Civic	<b>Shoreline</b>
Parks and Open Space	Historic Urban
	Urban Conservancy



# EXHIBIT C

# Town of Coupeville

Comprehensive Plan 2023-2045

Volume II: Background Information

**DRAFT FOR PLANNING COMMISSION PUBLIC HEARING  
MAY 24, 2023**



## How to Use This Draft

Goals and policies which are new will be preceded by the word “new” in brackets like this: [NEW]

Goals and policies which are new but may be inspired or adapted from old policies will show both “new” and the old policy number in the bracket for reference. For example: [NEW + HP 7.8]

Policies will only show redlines and tracked changes when an old policy is directly copied into this draft, with additions and ~~deletions~~ shown as such.

**Highlighted text** is used by the project team to mark placeholders and where cross-references will be added.

Notes in these text boxes provide additional explanations or background information for the draft review. These text boxes will be removed in the final plan.

DRAFT

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# Appendix A - Land Use

## A.1 - Introduction

The Town of Coupeville includes commercial, residential, and a variety of public land 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 WhidbeyHealth Medical Center, with several medical complexes being developed near this facility. Also, as the Island County seat, Coupeville's land use is significantly shaped 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. The majority of existing housing is single family. The Town also has three mobile home parks, multifamily units, and other types of attached housing. Please see the Housing Element for additional discussion of the housing in Coupeville.

## A.2 - Land Use

The table below summarizes the future land use patterns in Coupeville as of 2021.

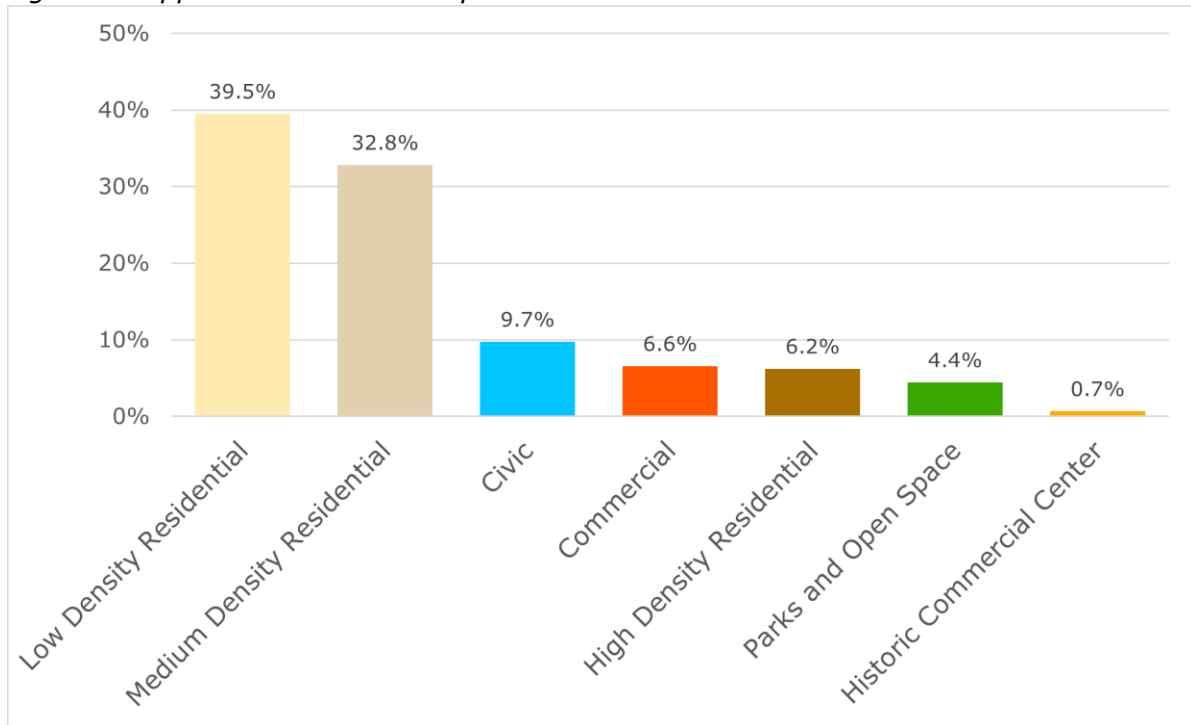
*Table LU Appendix-1 – Land use patterns*

<b>Future Land Use Designation</b>	<b>Developed (acres)</b>	<b>Vacant (acres)</b>	<b>Total (acres)</b>	<b>Percent</b>
Low Density Residential	181.2	99.7	280.9	39.5%
Medium Density Residential	166.9	66.5	233.4	32.8%
High Density Residential	35.2	9.1	44.3	6.2%
Historic Commercial Center	2.7	2.1	4.8	0.7%
Commercial	40.1	6.6	46.7	6.6%
Civic	62.3	7.0	69.3	9.7%
Parks and Open Space	--	--	31.6	4.4%
<b>TOTALS</b> May not add due to rounding			<b>711.0</b>	<b>100.0%</b>

### Notes:

- This data does not include right-of-way
- This data may not reflect the most recent construction and land developments through 2021 due to processing lag at Island County
- Properties with land use codes of 11 through 89 (see WAC 458-53-030) are considered developed
- Properties with land use codes of 91 through 99 and with improvement values less than \$4,000 are considered vacant
- This data does not include parcels without a land use code (approximately 1.3 acres of land)

Figure LU Appendix-2 – Land use patterns



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### **A.3 - Memorandum of Agreement Area**

In the previous Comprehensive Plan an approximately 33 acre area in western Coupeville was shown on the map as a Memorandum of Agreement (MOA) designation. The agreement was executed in January 2004 between the Town and a private property owner (Cecil and Cheryl K. Stuurmans) to provide special development rights. Refer to Island County Auditor document number 4204586.

The primary effect of the MOA designation was an increase in the maximum density limit of the original zoning, which was 4.5 units per acre. In some subareas the maximum density was increased up to seven units per acre. Some guidelines on housing types, building siting, woodlands protections, and phasing were also included.

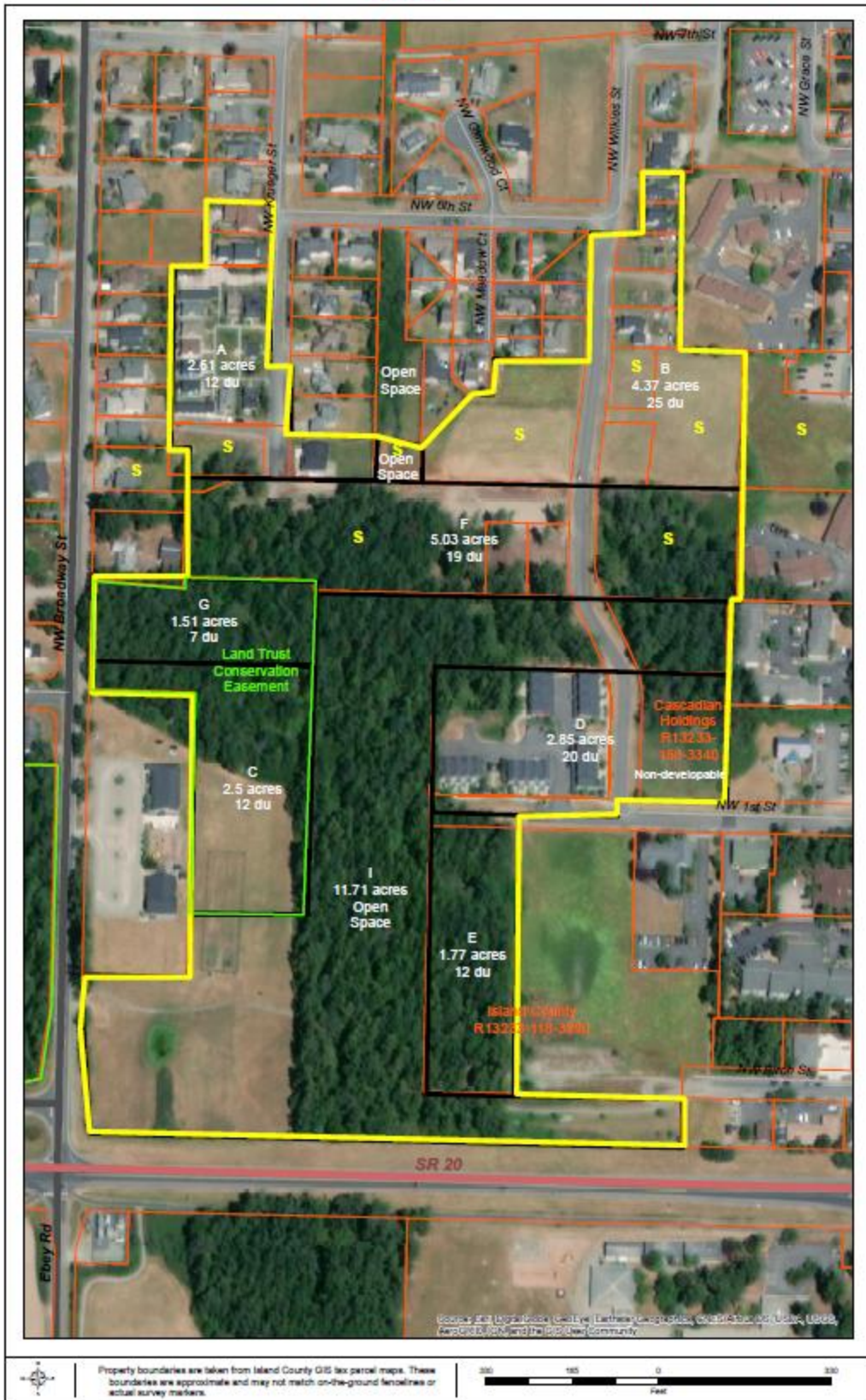
Since the MOA was created a considerable amount of the acreage has either been developed or is under new conservation or management by the Town and Island County for open space and civic use purposes.

In this plan, the MOA area is not shown on the Future Land Use Map as a future land use designation, but rather illustrated with a boundary for general reference. This area was originally designated Medium Density Residential and is now shown on the map as the same. However, it is the intent of the Town for the property owner(s) retain the special zoning and development rights provided under the MOA. The zoning map will continue to show the residential lands as MOA in perpetuity or until the agreement is amended or terminated.

Areas B, D, and F have the only remaining developable land and are envisioned for mixed-density residential in the MOA. It is desired for these subareas to accommodate a mix of housing products, including townhomes, duplexes, cottages, and multifamily. Future development will emphasize quality architecture, site design, and construction, as well as utilizing low impact development practices. Maximum tree retention (with accommodation for water views) and careful placement of structures and site improvements are hallmarks for future development.



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The table below shows the nine subareas within the MOA boundary, their status, and their updated dwelling unit credits (accounting for developments completed, in the permitting process, or planned) at the time this Comprehensive Plan was adopted. Refer to policy LU-1.12.

Table LU Appendix-1 – Land use patterns

MOA Subarea	Acres	Original Dwelling Unit Credits	Remaining Dwelling Unit Credits	Status and Notes
A	2.61	12	2	Partially developed with a cottage housing community and single-family dwellings totaling 10 units. At the time of adoption, two final single-family dwellings are planned.
B	4.37	25	15	Partially developed with single-family dwellings. Two credits were transferred to Area A and five homes have been built in Area B, with one more in the permitting process.
C	2.80	0	0	Preserved with a conservation easement through the Whidbey Camano Land Trust.
D	2.85	20	0	Developed as a townhouse community on the west side of Wilkes Street. There is an empty lot on the east side of Wilkes Street.
E	1.97	13	13	Parcel R13233-118-3290 is partially inside and outside the MOA boundary and owned by Island County. The County plans an administrative office development on this property with no future housing plans.
F	5.03	19	12	Undeveloped. At the time of adoption, seven new single-family dwellings are planned.
G	1.56	0	0	Preserved with a conservation easement through the Whidbey Camano Land Trust.
H	0.17	0	0	Owned by the Town of Coupeville for open space and drainage purposes.
I	11.17	0	0	Owned by the Town of Coupeville for open space purposes.
TOTAL	33.02	89	42	

These previous guidelines are shown only for reference.

- ~~• Mixed Density Residential (This applies to Special Planning Areas A, B, and D.) This designation establishes a mix of residential densities, including single family, cottage and high density residential. Future development will emphasize quality architecture, site design, and construction, as well as utilizing low impact development practices.~~
- ~~• Mixed Density Residential (This applies to Special Planning Area F.) This designation establishes a mix of residential densities, including single family, cottage and high density residential. Maximum tree retention (with accommodation for water~~

views) and careful placement of structures and site improvements are hallmarks for future development.

- ~~Mixed Use Residential and Commercial (This applies to Special Planning Area E.)~~  
~~This designation establishes a mix of residential and commercial uses within a design context aligned with the older character districts in the Historic Preservation Element. Mixed use occupancies (ground floor commercial with residential upper floors) are hallmarks of this subarea. Where this area coincides with existing woodlands, future development should respect this environment and strive to maximize tree and native ground cover retention.~~

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## A.4 – Military Jet Noise

This is the Navy's 2021 Air Installations Compatible Use Zones (AICUZ) Footprint Map for Outlying Landing Field (OLF) Coupeville. The installation is primarily used by Navy pilots for practicing aircraft carrier landings. In solid colors it shows the riskiest areas for aircraft crashes (risk of crashes are overall remote).

In the outlined colors the map shows the general intensity of aircraft noise in decibels (dBA). Day-night average sound level (DNL) is a metric that reflects a person's cumulative exposure to sound over a 24-hour period, expressed as the noise level for the average day of the year on the basis of annual aircraft operations. The Federal Aviation Administration (FAA) has adopted 65 dBA DNL as the threshold of significant noise exposure, below which residential land uses are most compatible.

According to the FAA, to account for a higher sensitivity to noise exposure at night (occurring between 10 p.m. and 7 a.m.), DNL calculations add a ten times weighting for each nighttime flight, equivalent to each nighttime event being measured as if ten daytime events had occurred. Landing practice often occurs at night to allow aviators to train the way they will be required to fight over the modern battlefield. Depending on the pattern and number of aircraft, the Navy often flies OLF operations over the Town of Coupeville during practice operations.

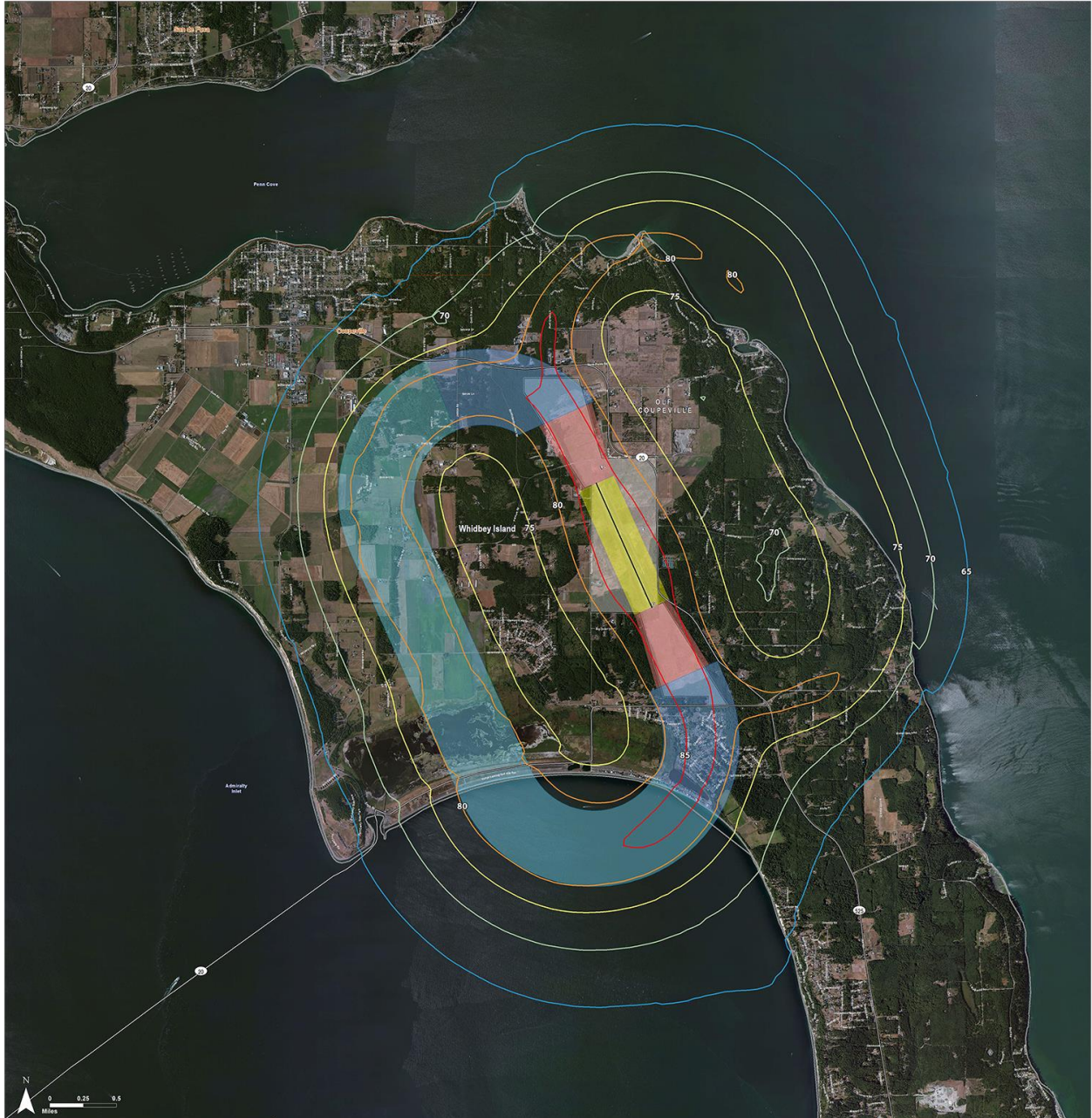
Aircraft also fly over Coupeville when approaching or departing Naval Air Station (NAS) Whidbey. That facility is approximately nine miles north of Coupeville and not shown on this map. Coupeville is under Class C airspace that NAS Whidbey Island controls and so residents will experience overflights that air traffic control directs into, and out of, the air station for safety of flight. Typically these aircraft are between the altitudes of 1,300 and 4,000 feet.

This information informs the Comprehensive Plan because jet noise is a factor in the livability of Coupeville. The Future Land Use Designation Map maintains relatively low residential land use intensities in eastern Coupeville where jet noise is, on average, most significant. This minimizes the number of current and future residents exposed to the highest levels of jet noise. Policies in the plan also encourage that new housing have increased soundproofing standards and that the Town provide resources (such as educational materials) explaining how to improve soundproofing in existing buildings, including historic structures.

More information is available at:

<https://cnrnw.cnrc.navy.mil/Installations/NAS-Whidbey-Island/Operations-and-Management/AICUZ-Program/>

[https://www.faa.gov/regulations\\_policies/policy\\_guidance/noise/community](https://www.faa.gov/regulations_policies/policy_guidance/noise/community)



**Legend**

**Noise Contour**

- 65 dB DNL
- 70 dB DNL
- 75 dB DNL
- 80 dB DNL
- 85 dB DNL

**Accident Potential Zones (APZs)**

- Primary Surface
- Clear Zone
- APZ I
- APZ II

- State Highway and Route
- Street
- Runway
- City/Town Boundary
- County Boundary
- Installation Area

## A.5 – Land Capacity Analysis

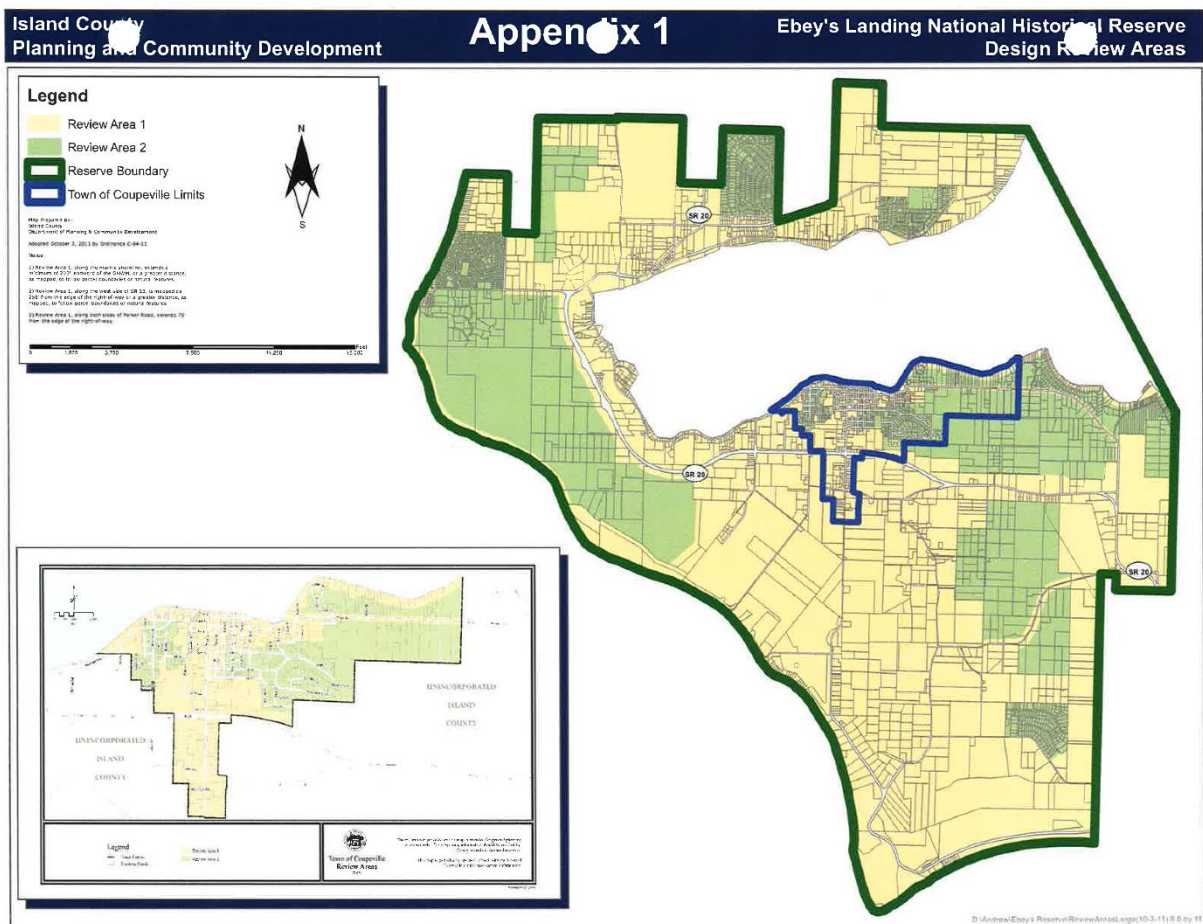
PLACEHOLDER - WILL BE INCLUDED

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# Appendix B - Historic Preservation & Community Design

## B.1 – Reserve Boundary

The map below is from the Ebey's Landing National Historic Reserve Design Guidelines. Refer to the *Historic Preservation & Community Design Element* for a map with the design review areas in Coupeville's town limits.



# Appendix C - Housing

## C.1 – Demographics

### Age

Coupeville’s population is growing incrementally, with higher concentrations than county and state averages for its older adults (65 years or over). Overall rates of growth in the town were less than Island County and the State overall across the past decade (2012-2021) but grew faster over the last five years than the five years prior (**Exhibit 1**).

About half of the town’s population is currently age 65 or older (**Exhibit 2**). The median age in Coupeville (63.6) is nearly 20 years older than Island County (44.1) and 25 years older than the State overall (37.8). Adults aged 65 or older have become a larger share of the town’s population as the population has grown, increasing from 25% in 2010 to 47% in 2021.<sup>1</sup> This is consistent with countywide trends since 2010. Population projections for Island County indicate the median age of the county is increasing at a faster rate than the state as a whole and this trend is expected to continue through 2045 (see the **Future Projections** sections).<sup>2</sup>

*Exhibit 1. Population Over Time and Average Annual Growth Rate (AAGR), 2012-2021*

	2012	2016	2017	2020 (Census)	2021	AAGR 2012-2016	AAGR 2017-2021
<b>Coupeville</b>	1,880	1,905	1,905	1,942	1,950	0.3%	0.6%
<b>Island County</b>	79,350	82,910	82,790	86,857	87,100	1.1%	1.3%
<b>State</b>	6,817,770	7,183,700	7,310,300	7,707,047	7,766,975	1.3%	1.5%

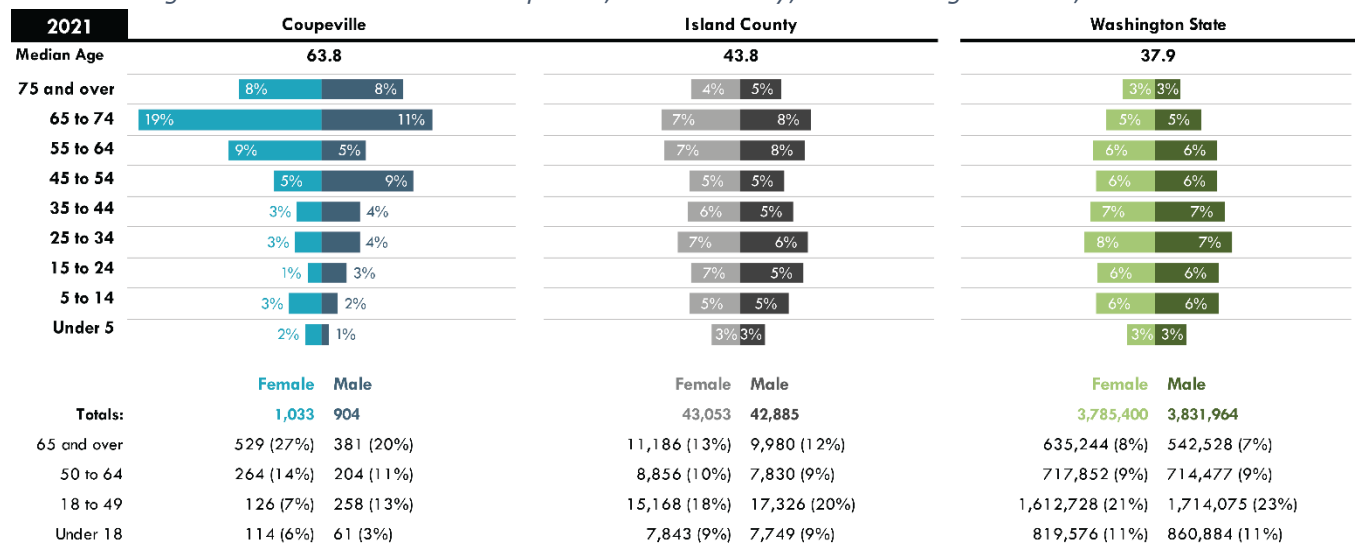
Sources: OFM, 2021; BERK, 2022.

<sup>1</sup> ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Table S0101).

<sup>2</sup> Island County 2036 Appendix B Population Growth Analysis & Accommodations (page 7).



Exhibit 22. Age and Sex Distribution – Coupeville, Island County, and Washington State, 2021

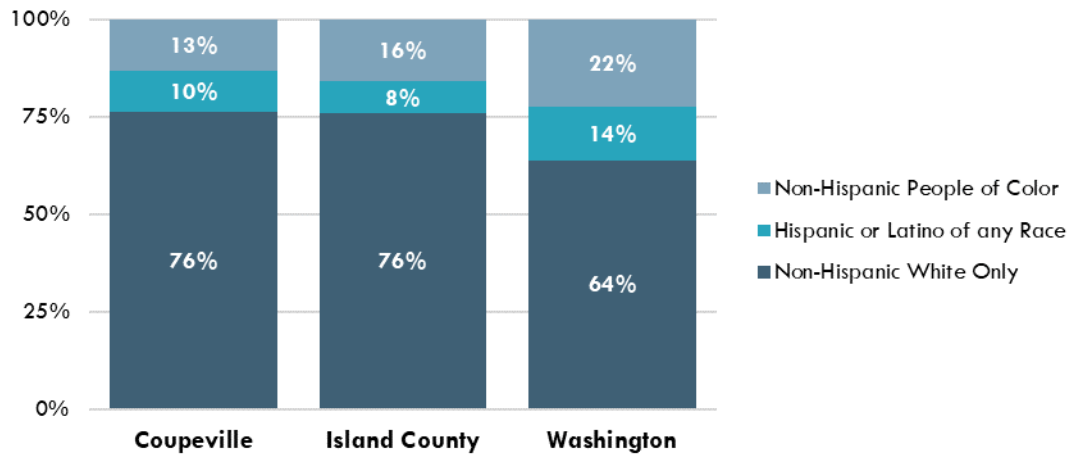


Sources: ACS 5-Yr Estimates, 2017-2021 (Table S0101); BERK, 2023.

## Race & Ethnicity

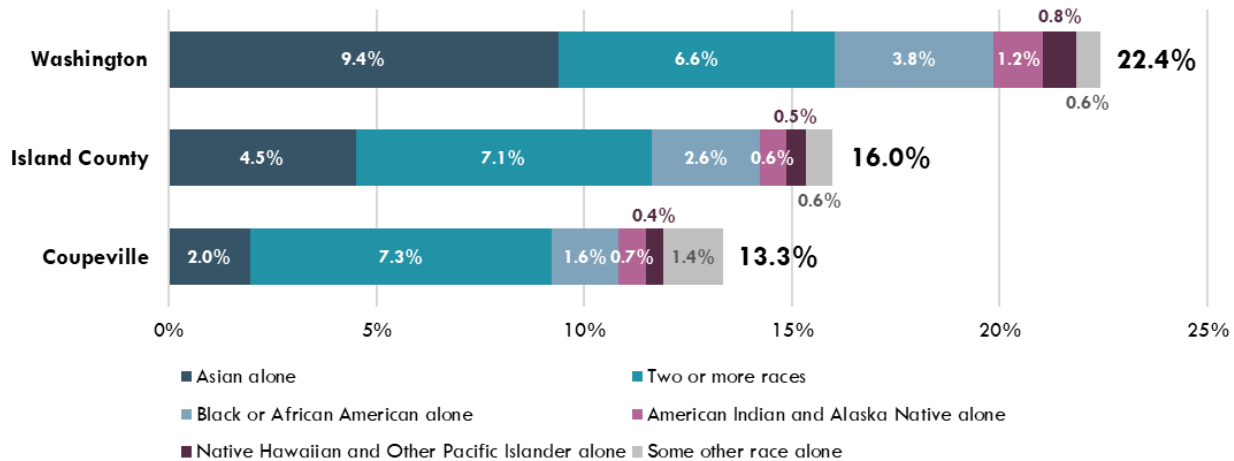
About 10% of residents in Coupeville identify as Hispanic or Latino and 13% identify as a non-Hispanic or Latino person of color, similar to Island County but lower than percentages statewide. See [Exhibit 3](#) and [Exhibit 4](#).

Exhibit 33. Race and Ethnicity of Population – Coupeville, Island County, and Washington State, 2020



Sources: 2020 Decennial Census (Table P2); BERK, 2022.

Exhibit 44. Race and Ethnicity of Non-Hispanic or Latino People of Color – Coupeville, Island County, and Washington State, 2020



Sources: 2020 Decennial Census (Table P2); BERK, 2022.

Segregation in housing by race and income has a long and established history across the U.S. Per the 2020 Census, Census blocks with higher proportions of Hispanic or Latino residents are in south Coupeville (south of SR 20). Blocks with higher proportions of non-Hispanic or Latino persons of color are primarily located west of Main St and south of NW 6<sup>th</sup> St and in eastern Coupeville.<sup>3</sup>

### Workforce Profile<sup>4</sup>

As of 2019, Census OnTheMap data indicates that there are 1,978 jobs within Coupeville. Nearly three-quarters of jobs are within the health care/social assistance or public administration sectors. Health care and social assistance accounts for 43% of employment within Coupeville followed by public administration (27%), accommodation and food services (8%), and educational services (7%).<sup>5</sup> More individuals commute into Coupeville for work than leave the town to work in another location (1,878 compared with 536 individuals, respectively). Around 100 individuals that live in the Town also work in the Town as well. Those who commute to Coupeville to work tend to earn more in wages than those who live in Coupeville. See *Appendix D – Economic Stability* ~~the Economic Stability Appendix~~ for more information about Coupeville’s workforce, major employers/industries, and employment projections.

### Seasonal Population Change

The estimated seasonal population change in Central Whidbey is 2,371 people, an increase of approximately 18% over the year-round population.<sup>6</sup> The Coupeville Chamber of Commerce estimates that Coupeville’s seasonal population ranges from

<sup>3</sup> 2020 Decennial Census (Table P2).

<sup>4</sup> The information in this section is based on data prior to the COVID-19 pandemic.

<sup>5</sup> U.S. Census Bureau, Center for Economic Studies, 2019.

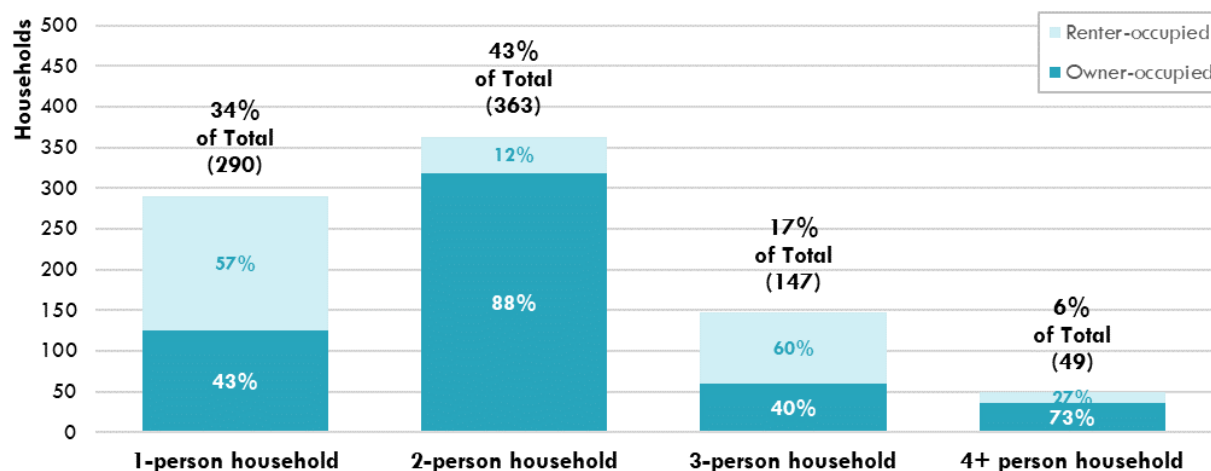
<sup>6</sup> [Island County Seasonal Housing Report](#), Economic Development Council for Island County, May 2022.

1,000 – 1,500 depending on the time of year (highest in the spring and summer months and lowest in the fall and winter months).<sup>7</sup>

## Households

As of 2021, the American Community Survey (ACS) estimates there are 849 households in the Town of Coupeville with an average household size of 2.04 people per household.<sup>8</sup> About two-thirds of households are owner-occupied (63%) and about one-third are renter-occupied (37%). Two-person households are the largest market for owner housing and single-person households are the largest market for rental housing.<sup>9</sup> Overall, a little over three-quarters of households have one or two members (77%, **Exhibit 5**).

*Exhibit 5.5. Owner- and Renter-occupied Households by Household Size, 2020*



Note: The ACS estimated 849 total households in Coupeville with a margin of error of ±152 households in 2021. This is lower than the OFM estimate but can still be used to consider relative percentages of owner and renter households by size.

Sources: ACS 5-Yr Estimates, 2017-2021 (Table B25009); BERK, 2023.

About two-thirds of households (65%) include an adult age 65 or older and nearly three-quarters (73%) include an adult age 60 or older, up from 37% and 48% in 2010 respectively. Nearly one-quarter of households (23%) consist of adults aged 65 or older living alone. Compared to Island County, a smaller percentage of households in Coupeville include one or more children (13% versus 23%).<sup>10</sup> This is consistent with the age and sex distribution of current residents and the town’s comparatively high median age (**Exhibit 2**). Family and non-family households account for roughly half the town’s

<sup>7</sup> Coupeville Chamber of Commerce, [Seasonal Population by Quarter](#), Q4 2018 – Q4 2020.

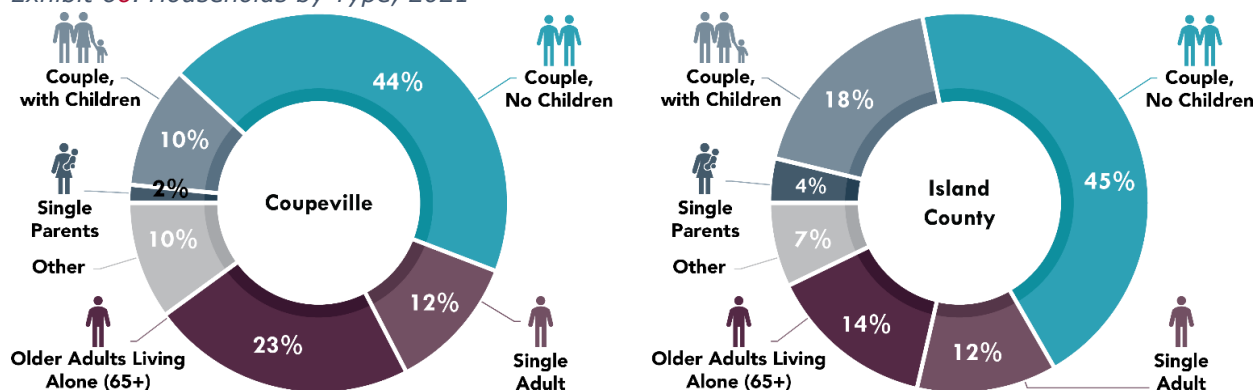
<sup>8</sup> The U.S. Census Bureau defines a household as a group of people living within the same housing unit. This can be a person living alone, a family, or a group of unrelated people sharing a housing unit. Those living in group quarters, such as a college dormitory, military barrack, or nursing home, are not considered to be living in households. Households are further broken down as either family or nonfamily.

<sup>9</sup> ACS 5-Yr Estimates, 2017-2021 (Tables DP02 and B25009).

<sup>10</sup> ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Tables DP02 and S1101).

population each – about 90% of the Town’s non-family households consist of people living alone (**Exhibit 6**).<sup>11</sup>

Exhibit 66. Households by Type, 2021



Note: Other households includes householders with no spouse or partner present who live with relatives (not including their own children under 18 years) or with only nonrelatives.  
Sources: ACS 5-Yr Estimates, 2017-2021 (Tables DP02 and B11012); BERK, 2023.

## Household Income

Understanding the relationship and distribution of household income and housing prices is vital to Coupeville’s efforts to plan for its housing needs. A household’s income dictates its housing decisions and opportunities. When summarizing housing affordability by income level, households are typically grouped relative to the U.S. Department of Housing and Urban Development (HUD) Area Median Family Income (HAMFI). Income groups are typically defined as follows:

- Extremely Low Income: ≤30% AMI
- Very Low Income: 30-50% AMI
- Low Income: 50-80% AMI
- Moderate Income: 80-100% AMI
- Above Median Income: >100% AMI

HAMFI for Island County was \$81,000 in 2021.<sup>12</sup> HUD also publishes Consolidated Planning/Comprehensive Housing Affordability Strategy (CHAS) data which groups households by income level relative to AMI. These data include adjustments to account for differences in household size to reflect the fact that the living expenses for a 1-person household are significantly less than those of a family of four. Income limits to qualify for affordable housing are often set relative to HAMFI.

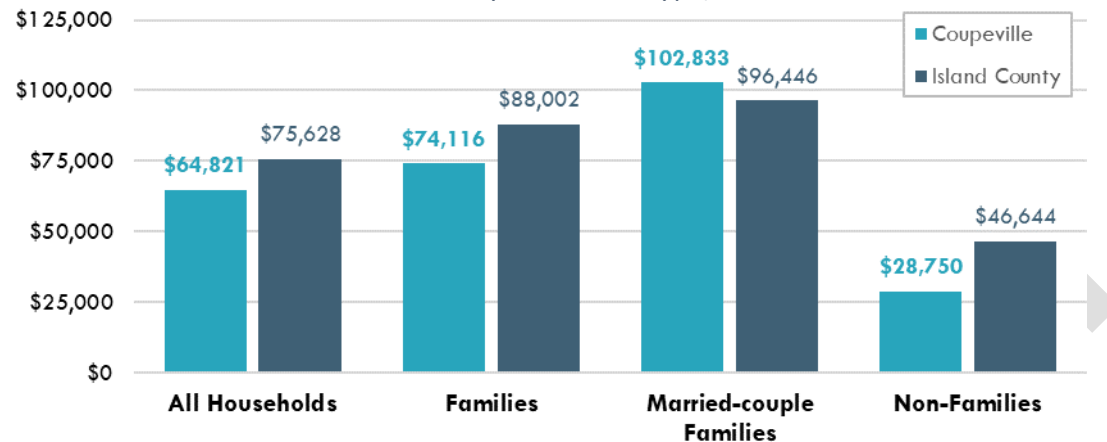
The ACS estimates AMI specific to the City of Coupeville and Island County but does not present household counts by income level relative to HAMFI. Instead, the ACS provides income based on bins by dollar amounts without adjustment for household size (HAMFI takes into account household size while AMI is based on the median income for a four-

<sup>11</sup> Non-family households include householders living alone or with only nonrelatives present. ACS 5-Yr Estimates 2015-2019 (Table B11012).

<sup>12</sup> [HUD Income Limits](#), 2021.

person family household). **Exhibit 7** shows 2021 ACS median income in the town and county for all households, families (households with two or more related persons), married couple families, and non-families.<sup>13</sup>

*Exhibit 7. Median Household Income by Household Type, 2021*



Source: ACS 5-Yr Estimates, 2017-2021 (Table S1901); BERK, 2023.

The ACS lists 2021 median household income for households residing inside the Town of Coupeville as \$64,821, compared with a higher median household income of \$75,628 in Island County and \$82,400 statewide. Family incomes, especially married-couple family incomes, are typically higher than non-family incomes due to the higher earnings from potential multi-income households. These gaps are wider in the town than they are in the county, with non-family households making about one-third of family households and about one-quarter of married-couple family households.

Relative to Island County, a higher proportion of households in Coupeville have annual incomes less than \$25,000 and about the same proportion of households have annual incomes above \$100,000. Between 2010 and 2021, Coupeville saw an increase in the share of households making above \$100,000 per year and a decrease in the share of households making less than \$25,000 per year, reflecting similar trends in Island County (**Exhibit 8**).

*Exhibit 8. Household Income in Coupeville and Island County, 2010 and 2021*

	2010		2021	
	Coupeville	Island County	Coupeville	Island County
< \$25,000	35%	18%	25%	13%
\$25,000 - \$49,999	24%	25%	18%	18%
\$50,000 - \$74,999	21%	22%	13%	19%

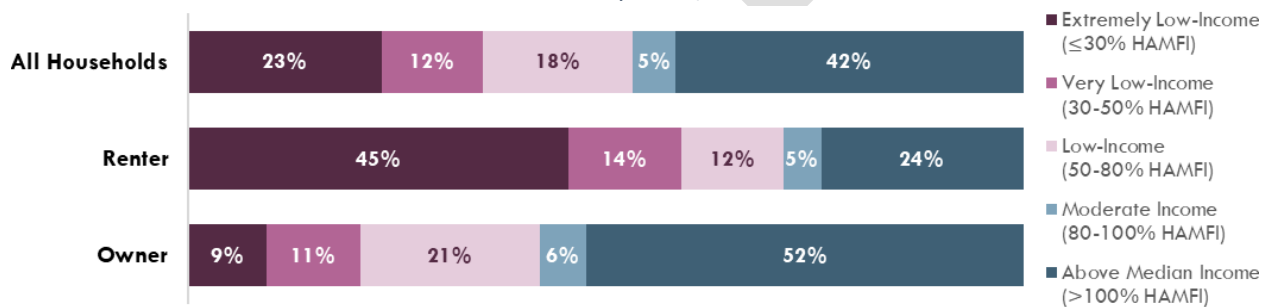
<sup>13</sup> Family households consist of two or more individuals residing together who are related by birth, marriage, or adoption, and includes any unrelated people (unrelated subfamily members and/or secondary individuals) who may be residing there. A married couple, as defined for census purposes, is a husband and wife enumerated as members of the same household (who may or may not have children living with them). Non-family households consist of people who live alone or who share their residence with only unrelated individuals. U.S. Census Bureau, [Subject Definitions](#).

\$75,000 - \$99,999	9%	16%	11%	16%
\$100,000 or higher	10%	19%	34%	35%

Sources: ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Table S1901); BERK, 2023.

**Exhibit 9** breaks down renter- and owner-occupied households in the Town of Coupeville by income level relative to HAMFI. As of 2019, 23% of all households in Coupeville were considered “extremely low-income,” 12% were considered “very low-income,” and 18% were considered “low-income.” Renter households are substantially more likely to be extremely low-income or very low-income than owner households (59% versus 20%, respectively).<sup>14</sup> Low-income households are likely to struggle with housing affordability and may qualify for income-subsidized rental units that cap monthly payments at 30% of income.

*Exhibit 99. Income Level Relative to HAMFI in Coupeville, 2015-2019*



Note: Income categories (Extremely Low, Very Low, etc.) are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville. HAMFI = HUD Area Median Family Income. Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

## Homelessness

In 2020, counts of homelessness in Island County were reported to be 143 persons, with 65 sheltered individuals and 78 unsheltered individuals.<sup>15</sup> A number of local K-12 students in the Coupeville School District also report they are homeless or in insecure housing situations. Since the 2007-08 school year, the number of students reporting homelessness has ranged from 47 in the 2012-13 school year to 110 in the 2018-19 year school. During the 2021-22 school year, 85 students reported homelessness compared with 79 students in 2007-08 (an increase of 8%).<sup>16</sup> Most of these students report living in doubled-up homes, reflective of the high rates of cost burden experienced among Coupeville households (see the section on **Cost-burdened**

<sup>14</sup> Note that when grouping households by income level, HUD adjusts income thresholds based on household size to reflect the fact that the living expenses for a 1-person household are significantly less than those of a family of four. These adjustments are based on HUD's published household [income limits](#) needed to qualify for income-restricted affordable housing that is set aside for households at a specified income level or below. The [Washington State Housing Finance Commission](#) publishes an expanded version of these income limits for each county in Washington State.

<sup>15</sup> [Island County Point in Time Counts](#), 2020.

<sup>16</sup> [OSPI Homeless Student Data & Grant Recipients](#), 2007/08 – 2017/18; [OSPI Washington State Report Card](#), 2018/19 – 2021/22.

**Households** below). This may indicate a growing number of families on the brink of homelessness who need support to access local affordable housing options.

According to [Island County's 2020-2024 5-Year Homeless Housing Plan](#), "the biggest drivers of homelessness in Island County are rising rents, lack of living wage job opportunities, and a lack of diverse housing options, especially affordable housing for low to moderate income individuals and families. Low vacancy rates exist in the for-profit rental market and existing affordable housing is limited with long wait lists."

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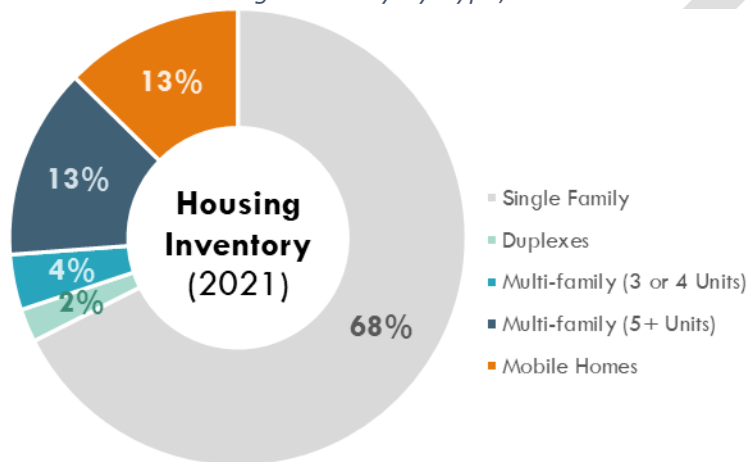
## C.2 – Housing Inventory

OFM estimates there were 1,020 housing units in Coupeville in 2021. The housing stock in the city increased by 87 units between 2010-2021.

### Type, Age of Housing Stock, and Production

Coupeville has more than three times as many single-family units as multi-family and most of the housing units added between 2010-2021 were single family units (see [Housing Production](#) below). As of 2021, about two-thirds of housing units are single family and about one-fifth are duplexes or multi-family units. About 13% of all units are mobile homes. See [Exhibit 10](#).

Exhibit 10. Housing Inventory by Type, 2021



Sources: OFM, September 2022; BERK, 2022.

There are many reasons why people choose mobile home housing, and it can be an affordable housing option that adds value to the community. Washington state law protects the ability for owners to choose manufactured and mobile homes, restricts zoning from prohibiting manufactured housing, and protects existing manufactured and mobile homes.<sup>17</sup> According to the Department of Homeland Security, which tracks an inventory of mobile home park locations for emergency responses purposes, there were three mobile home parks within the town as of 2022. All of these are located in southern Coupeville near Terry Rd and Main St. The two north of Terry Rd are classified as small (defined as having less than 50 units), and the one to the south is classified as medium (defined as having between 50-100 units).<sup>18</sup> Mobile home parks within the Town include those catering to adults 55 and older and those that are for all ages. Some units are also placed on individual lots in place of stick-built homes.

<sup>17</sup> [RCW 35.21.684](#); [RCW 35A.21.312](#), and [RCW 36.01.225](#).

<sup>18</sup> "Mobile Home Parks." [HIFLD Open Data](#), Department of Homeland Security.

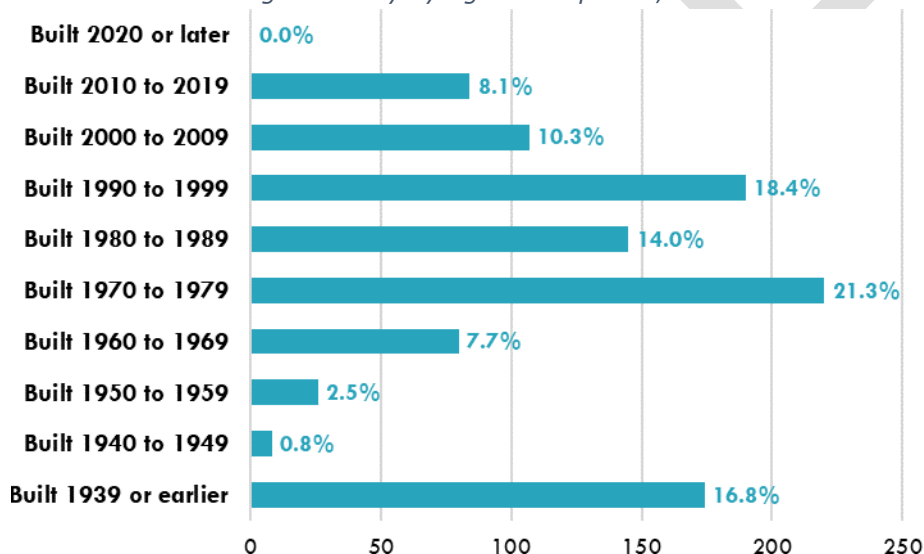


Mobile home housing can also be housing of last resort. Units are made from lighter weight components with less structural framing, making them especially susceptible to problems related to poor maintenance. Aging units in poor condition are sometimes the only available option for cost-burdened households priced out of the rest of the market. People who live in mobile home parks risk displacement when land values rise. These conditions are not unique to Coupeville, but to protect local residents from poor living conditions and displacement the community needs to pursue strategies to increase the availability of housing for vulnerable populations.

## Housing Age

About 19% of existing units in Coupeville were built since 2000, 61% were built between 1960-1999, and 20% were built prior to 1960 including many of Coupeville’s historic structures (**Exhibit 11**). Older housing stock can be a source of naturally occurring affordable housing if it is well-maintained but requires on-going investment that may be affected by the degree of cost-burden experienced by property owners. The need to rehabilitate structures will continue to increase in coming years.

*Exhibit 11-1. Housing Inventory by Age in Coupeville, 2021*



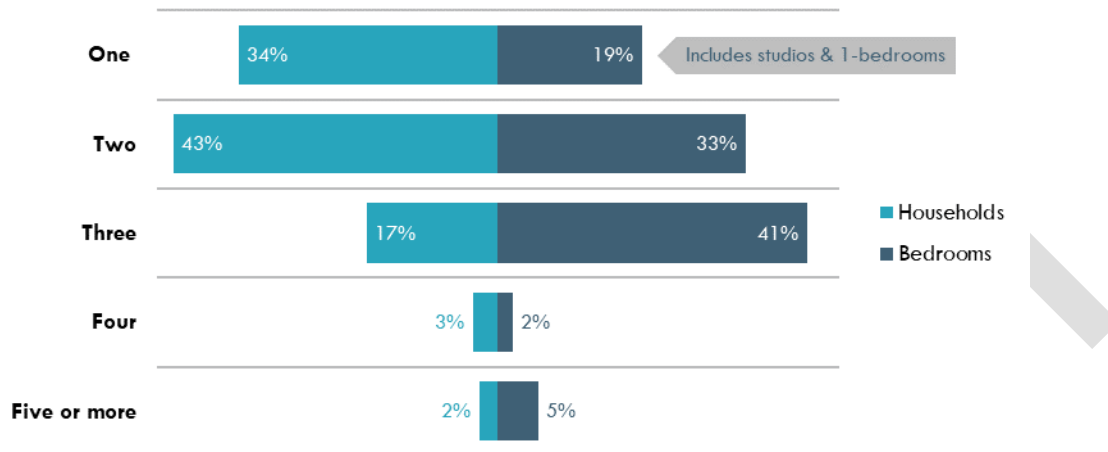
Sources: ACS 5-Yr Estimates, 2017-2021 (Table DP04); BERK, 2023.

## Housing Unit Size

There is a mismatch between household size and housing unit size with existing housing stock. As shown in **Exhibit 5**, 77% of households include only one or two-persons. However smaller housing units in Coupeville are in comparatively short supply—only about 52% of the housing stock consists of studio, 1-bedroom units, or 2-bedroom units. This misalignment is particularly pronounced for one-person households; 34% of households are one-person households yet only 19% of housing units have one bedroom or less. Conversely, 48% of housing units have three or more bedrooms, while only 22% of households have three or more members (**Exhibit 12**). This type of mismatch can cause housing affordability challenges. For instance, a single person who doesn’t need or can’t afford a larger home may not be able to find a smaller option available. Encouraging the development of a greater diversity of housing types

and sizes, such as townhomes, multiplexes, small lot single family, cottages, and apartments can provide better options and opportunities for these smaller households.<sup>19</sup>

Exhibit 12-12. Household Size vs. Housing Unit Size in Coupeville, 2021



Sources: ACS 5-Yr Estimates, 2017-2021 (Tables DP04 and B25009); BERK, 2023.

Economic development opportunities seeking to attract major employment to Coupeville may also require a greater diversity of housing types. Such opportunities provide employment for locals but also bring new households into town. Companies with major employment facilities in Coupeville (or looking to locate in Coupeville) may look for availability of a range of housing types to meet a wide variety of employee household needs, including moderate income single-family homes, temporary housing for healthcare workers, and smaller units for couples, singles, and young families.

### Vacancy Rates and Seasonal Housing

Vacancy rates in Coupeville are higher than the state and county averages (18% versus 8% and 16%, respectively). The ACS estimates that about 30% of the total vacant units in the town are for rent and 33% are for seasonal, recreational, or occasional use. The remainder of vacant units are either for sale, sold but unoccupied, for migrant workers, or listed as other vacant.<sup>20</sup>

Countywide, approximately 11% of the housing units have seasonal or recreational use. This is the highest rate amongst the 10 counties in Washington State with the greatest number of total housing units (Whatcom County is the only other county in this list above 2% seasonal housing). Approximately 1,129 seasonal housing units are located in Central Whidbey, which comprises 14% of the total housing unit stock in that area (Coupeville is within the Central Whidbey area).<sup>21</sup>

<sup>19</sup> [Bring Back Missing Middle Housing](#), AARP, 2018.

<sup>20</sup> ACS 5-Yr Estimates, 2017-2021 (Tables DP02 and B25004).

<sup>21</sup> [Island County Seasonal Housing Report](#), Economic Development Council for Island County, May 2022.

## Affordability

### Cost-burdened Households

One of the best indicators of affordable housing needs is the number of households that are "cost-burdened" or spending too much of their income on housing. High rates of cost-burdened households signal a lack of affordability in the housing market. These households must make difficult choices in prioritizing purchases for other necessities such as food, healthcare, and childcare to make ends meet. Cost-burdened households are also at higher risk of displacement and housing instability with rising rents, property tax increases, or other life circumstance changes.

HUD considers housing to be affordable if it costs no more than 30% of a household's income. Households paying more than 30% of their monthly income for housing are considered **cost-burdened**, while households paying more than 50% are **severely cost-burdened**. Given the lag in data collection, HUD's cost burden estimates are based on 2019 ACS surveys. It is likely that experienced rates today are higher than shown here, given the widening gap between incomes and housing costs in recent years.

In 2019, 32% of all households in Coupeville were cost-burdened, with 15% severely cost-burdened. These rates are similar to those in Island County overall (31% and 13%, respectively). Impacts of cost burden are most concerning for low-income households, where there simply is not enough money to meet basic family needs after housing costs. Approximately 73% of extremely low-income households and 57% of very low-income households experience either moderate or severe cost-burden, compared with less than 1% of those with a moderate income. These households are also much more likely to be severely cost-burdened as shown in **Exhibit 13**. Housing cost burden has serious consequences for health and well-being, particularly for young children or older adults, with higher needs for adequate nutrition and medical care.

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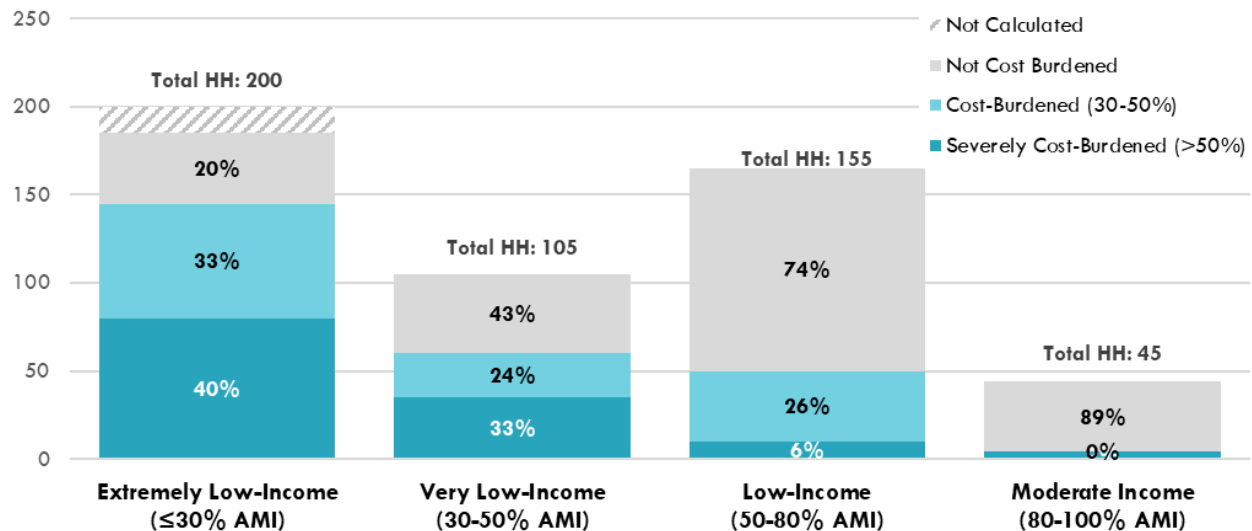
### Measuring Cost Burden

This appendix uses HUD's methodology for gauging housing cost burden among Coupeville households. This is a widely used but imperfect metric based on the 30% threshold negotiated in Congress in 1969. The metric does not account for differing needs by household type – whether that includes medical bills, childcare, or transportation costs—or the variation in cost of living across geographies. The cost burden metric also sets a flat rate across income brackets, while proportional increases in housing costs affect lower income households dramatically and may simply represent amenity preferences for higher income households. Low-income households who are not "cost burdened" may be settling for substandard housing conditions to afford other necessities.

Source: [HUD Office of Policy Development & Research](#).

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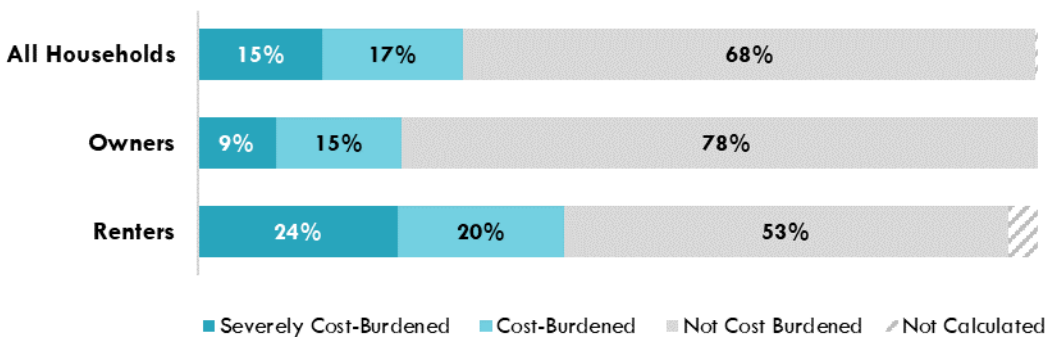
Exhibit 13-13. Cost Burden Status by Income Level, Coupeville Households, 2019



Note: Income categories (Extremely Low, Very Low, etc.) are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville. Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

As shown in Exhibit 14, renters are also more likely than homeowners to experience cost burden. Nearly half of Coupeville renter households experience moderate or severe cost-burden, compared with about one-quarter of homeowner households.

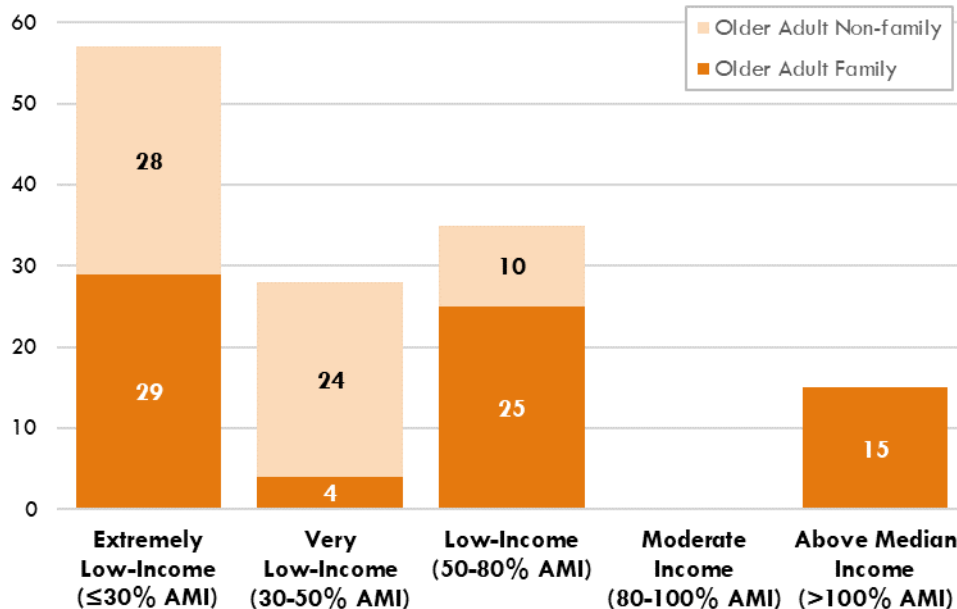
Exhibit 14-14. Household Cost Burden by Tenure in Coupeville, 2019



Note: Income categories (Extremely Low, Very Low, etc.) are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville. Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

As shown in Exhibit 15, 120 older adult (62+) households in Coupeville are both cost-burdened and low-income. Older adult households account for 29% of all extremely low-income households in Coupeville. Rates of cost burden are particularly high among Coupeville’s older adult households. About one-quarter of all older adult households (family or non-family with at least one person age 62+) are cost-burdened.

Exhibit 15-15. Cost Burdened Older Adult (62+) Households in Coupeville, 2019



Note: Income categories (Extremely Low, Very Low, etc.) are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville. Older adult families are defined by HUD as households with 2 persons, either or both age 62 or over. Older adult non-families are households with 1-2 unrelated persons, either or both age 62 or over (this group includes older adults living alone). Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

About half of the town’s population is currently age 65 or older (see [Exhibit 2](#)). Adults aged 65 or older have become a larger share of the town’s population as the population has grown, increasing from 25% in 2010 to 47% in 2021.<sup>22</sup> This is consistent with countywide trends since 2010 and the trend is likely to continue. Many older adult households represent individuals who are retired and rely on social security checks, retirement income, and accumulated wealth that must be budgeted over an undetermined length of time.<sup>23</sup> These resources vary widely from one household to the next and are not easily captured by Census data. These individuals may also require costly medical care or household assistance, which can further strain finances. Those who live alone are particularly vulnerable to financial shocks without community and family support networks. Many older adults who live alone at this age may also develop disabilities or other medical issues. This is a countywide issue, and studies have shown that shortages of accessible housing and limited access to transit combine to create housing challenges for older and disabled adults.<sup>24</sup>

Households with members living with a disability in Coupeville are also at high risk for cost-burden. Quantitative data on this topic is not extensive but does show that

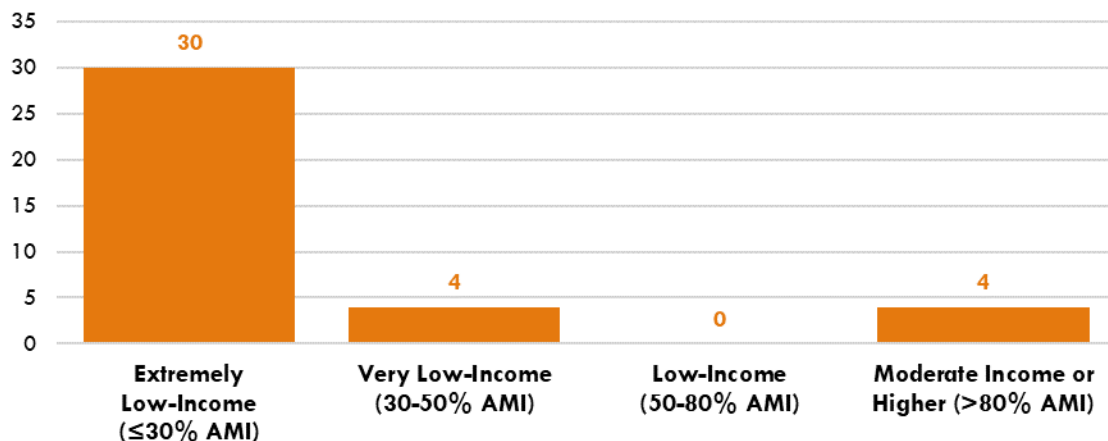
<sup>22</sup> ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Table S0101).

<sup>23</sup> The ACS estimates 54% of households in Coupeville have Social Security income and 40% have retirement income (compared to 40% and 32% in 2010, respectively). ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Table DP03).

<sup>24</sup> [Housing America’s Older Adults](#), Joint Center for Housing Studies of Harvard University.

extremely low-income households with a member with a cognitive limitation face more housing unit problems, including cost burden, as shown in **Exhibit 16**.

*Exhibit 16-16. Disability Status for Households with One or More Housing Unit Problem in Coupeville by Income Level, 2019*



Note: Income categories (Extremely Low, Very Low, etc.) are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville. Housing unit problems include lacking complete kitchen facilities, lacking complete plumbing facilities, overcrowding (a unit with more than 1 occupant per room), or with cost burdens more than 30%.

Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

Affordability is a complex issue influenced by many factors and this share of income approach to measuring affordability is not a perfect metric. While the approach highlights the problem of affordability, it may inadequately describe problems faced by households with lower incomes. For example, households with higher incomes could pay 30% or more of their income on housing and have enough money left over to avoid difficult budget tradeoffs that a lower income family would encounter. Higher income households would also be able to afford considerably more and have far more options than households whose incomes are at or below the city median of \$64,821 per year (whose affordability index places them with a total monthly housing cost not to exceed \$19,446 per year or \$1,620 a month). Another concern is that measuring just the share of income spent on housing does not adequately capture the cost of tradeoffs often made to reduce housing costs.

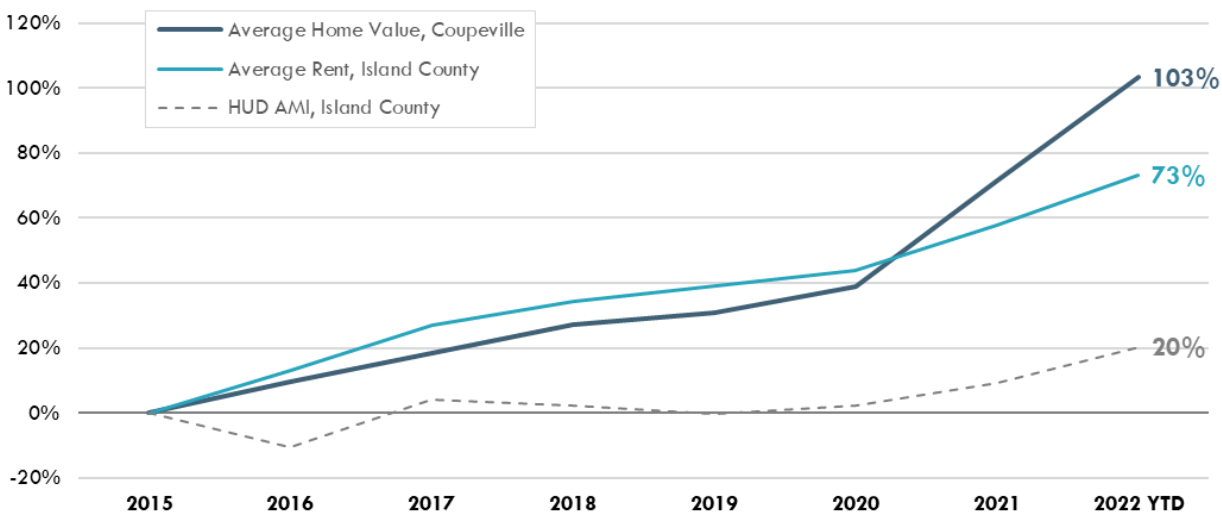
### Home Ownership

Home ownership is an important topic to consider since it is the main way most American families accumulate wealth. Home ownership in advantaged neighborhoods also provide access to amenities and social capital that can lead to better life opportunities. As of 2021, about two-thirds of occupied households in Coupeville were owner-occupied (64%).<sup>25</sup> While homeowners are generally less cost burdened than renters, low-income owner households are more likely to be cost-burdened than those with moderate or above median income.

<sup>25</sup> ACS 5-Yr Estimates, 2017-2021 (Table B25009).

Since 2015, housing costs have risen at a faster pace than incomes in Coupeville – home prices increased by 103% from 2015 to 2022 while median family income in Island County increased by 20% (**Exhibit 17**). This trend puts a squeeze on household finances and limits access to home ownership for first time home buyers. Home prices in Coupeville are similar to Island County overall despite slightly higher median household income in the county. As of September 2022, the average home value in Coupeville was \$630,498 and the average value of a lower market home was \$472,745 (**Exhibit 18**).<sup>26</sup> Prices are impacted by limited supply and a lack of fluidity in the housing market.

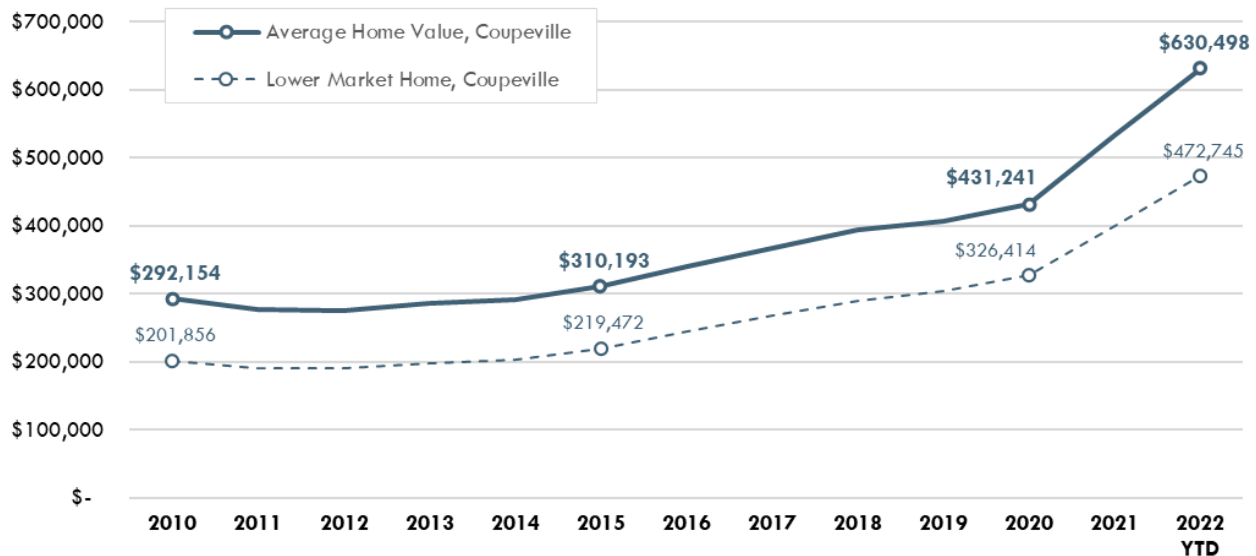
Exhibit 17. Percent Change Since 2015 in Average Home Value, HAMFI, and Average Rental Rates



Sources: [Zillow Home Value Index \(ZHVI\)](#) and [Zillow Observed Rent Index \(ZORI\)](#), March 2015 – September 2022; HUD Income Limits, 2015-2022; BERK, 2022.

<sup>26</sup> The [Zillow Home Value Index \(ZHVI\)](#) provides median home values in the [City-Town](#) of Coupeville for all ownership homes as well as averages among lower market or “Bottom Tier” homes (those in the 5<sup>th</sup> to 35<sup>th</sup> percentile of all units by value) and higher market or “Top Tier” (those in the 65<sup>th</sup> to 95<sup>th</sup> percentile of all units by value). ZHVI represents the whole housing stock and not just homes that list or sell in a given month.

Exhibit 18-18. Average and Bottom Tier Home Price in Coupeville, 2010-2022



Sources: [Zillow Home Value Index \(ZHVI\)](#), January 2010 – September 2022; BERK, 2022.

### Why do we care about affordable home ownership?

Home ownership is the greatest source of wealth building for Americans. Advantages to home ownership include the ability to fix monthly housing costs over time and favorable tax policy, such as the mortgage interest deduction. Stable housing allows people to remain in a neighborhood or area, which can promote stronger social networks.

Home ownership comes with risk as well, and it is important to remember that it is not the best choice for every household. In addition, to significant upfront costs for down payments, and transaction costs, some families prefer the flexibility of rental housing and the freedom from large, unexpected maintenance needs. An equitable housing market will offer quality housing for both rental and ownership households, at all income levels.

Sources: [Brookings](#), 2019; [Urban Institute](#), 2018; [Harvard Joint Studies for Housing Research](#), 2013.

Home ownership is dependent upon two primary components: the ability to save for a down payment and the ratio of monthly mortgage payments to monthly income. Saving for a down payment and meeting the credit score required to secure a loan can be a challenge for lower income households. Low- and moderate-income households may pay rent similar to or exceeding a mortgage payment rate but struggle to save enough cash for a down payment, which typically ranges from 7-17% of the home cost for individual buyers.<sup>27</sup> Washington State offer first time homebuyer programs and down payment assistance programs to qualified buyers in Coupeville. However, passing the required unit inspection can sometimes be a challenge for low and moderately priced homes in the community, creating another barrier to homeownership.

<sup>27</sup> Based on 2021 trends in home buying, as summarized by [National Association of Realtors](#). The typical down payment for first-time buyers was 7% while the typical down payment for repeat buyers was 17%.



Home ownership can also vary by race and ethnicity. While 10% of residents in Coupeville identify as Hispanic or Latino, the ACS estimates that Hispanic or Latino households occupy less than 1% of owner-occupied housing units. Similarly, 13% of residents identify as a non-Hispanic or Latino person of color but only 8% of owner-occupied housing units are occupied by a non-Hispanic or Latino person of color.<sup>28</sup>

**Exhibit 19** and **Exhibit 20** estimate the income needed to afford a median home and a lower market home in Coupeville, assuming the household has 10% down payment in savings available for the purchase. It also shows the percentage of all households in the town at or above these income thresholds. In Coupeville, monthly payments for an average priced home are only considered affordable for households earning \$192,747 or more annually. This makes the average home affordable to about 7% of Coupeville’s households even though 64% of Coupeville households are homeowners. Lower market homes, identified as those within the 5<sup>th</sup>-35<sup>th</sup> percentile of values, are available to about 12% of the local population or households earning greater than \$144,521 annually. Even for married households, whose median household income is significantly higher than all households (see **Exhibit 7**), the annual income needed to afford a median or lower market home is greater than the median household income.

*Exhibit 19-19. Home Ownership Affordability in Coupeville, 2022*

	Median Home Value (2022)	10% Down Payment	Annual Income Needed to Afford*	Households at or Above this Income Threshold*
<b>Median Home</b>	\$630,498	\$63,050	<b>\$192,747</b>	7%
<b>Lower Market Home</b>	\$472,745	\$47,275	<b>\$144,521</b>	12%

Note: ZHVI represents the whole housing stock and not just the homes that list or sell in a given month. Median home value is the median value of all homes (single family residential and condos) in 2022 as of September 2022.  
 \* Assumes access to a 10% down payment, selected based on 2021 trends in home buying summarized by [NAR](#).  
 \*\*Assumes a 3% annual income increase from 2021 ACS 5-year estimates.  
 Sources: [ZHVI](#), January - September 2022; U.S. Census, 2017-2021 ACS 5-year Estimates (Table S1901); BERK, 2023.

<sup>28</sup> 2020 Decennial Census (Table P2); ACS 5-Yr Estimates, 2017-2021 (Table S2502).

Exhibit 2020. Home Ownership Costs for Median and Lower Market Home in Coupeville, 2022

		Lower Market Home (2022)	Median Home (2022)
<b>Cost to Purchase</b>	Value (\$)	\$ 472,745	\$ 630,498
	Assumed 10% down payment (\$)	\$ 47,275	\$ 63,050
	Mortgage amount (\$)	\$ 425,471	\$ 567,448
	Interest rate	7.114%	7.114%
	Monthly payments over course of loan	360	360
	<b>Monthly mortgage payment (\$)</b>	<b>\$ 2,863</b>	<b>\$ 3,819</b>
<b>Annual Housing Expenses</b>	Mortgage payments (\$)	\$ 34,360	\$ 45,826
	Property tax (\$)	\$ 4,505	\$ 6,009
	PMI (\$)	\$ 4,255	\$ 5,674
	Insurance (\$)	\$ 236	\$ 315
	<b>Annual costs (\$)</b>	<b>\$ 43,356</b>	<b>\$ 57,824</b>
	<b>Monthly costs (\$)</b>	<b>\$ 3,613</b>	<b>\$ 4,819</b>
<b>Affordability</b>	Monthly Income Needed	\$ 12,043	\$ 16,062
	Annual Income Needed	\$ 144,521	\$ 192,747

Note: ZHVI represents the whole housing stock and not just the homes that list or sell in a given month. Median home value is the median value of all homes (single family residential and condos) in 2022 as of September 2022. Assumptions: Interest rate of 7.114% based on 30-year mortgage and refinance rates as reported by Zillow on November 1, 2022. Property tax rate of \$9.530435 per \$1,000 of assess value per the Island County 2022 tax levy rates. Private mortgage insurance rate of 1.0% and insurance rate of \$5.00 per \$1,000 of assess value. Sources: [ZHVI](#), January - September 2022; [Island County Tax Levy Rates](#), 2022; U.S. Census, 2017-2021 ACS 5-year Estimates (Table S1901); BERK, 2023.

## Rental Housing

As of 2021, about one-third of occupied households in Coupeville were renter-occupied (37%).<sup>29</sup> Renters are generally more likely to be cost burdened than owners and low-income and moderate income renter households are more likely to be cost-burdened than those with above median income. Since 2015, average rental rates in Island County have also risen at a faster pace than incomes in Coupeville (though rental rates have risen at a slightly lower rate compared to home prices) – average rental rates in Island County increased by 73% from 2015 to 2022 while median family income increased by 20% (**Exhibit 17**). However, many renters are cost-burdened and average rent is unaffordable for about half of Coupeville households (**Exhibit 21**). Renter households are also more likely to be low-income compared with owner households – 59% of renter households are low-income by HUD standards compared with 20% of owner households.

*Exhibit 21*~~21~~. Rental Affordability in Coupeville, 2015-2022

	2015	2021	2022
<b>Average Rent (Island County)</b>	\$1,072	\$1,692	\$1,858
<b>Income Needed to Afford</b>	\$42,880	\$67,687	\$74,310
<b>% of Coupeville households that can afford average rent</b>	49%	53%	48%*

\*Assumes a 3% annual income increase from 2021 ACS 5-year estimates.

Sources: [ZORI](#), March 2015 – September 2022; U.S. Census, 2010-2015 and 2016-2020 ACS 5-year Estimates (Table S1901); HUD Income Limits, 2015-2022; BERK, 2022.

As of September 2022, the average rent in Island County was \$1,858 which requires a household income of \$74,310 to be considered affordable (about 83% of 2022 HAMFI for Island County; **Exhibit 21**). Rental rates in Coupeville may be lower than those of the county overall – the 2020 ACS estimates median rent in Coupeville was \$900 as of 2020.<sup>30</sup> However, this number is based on 5-year averages of data so it includes rents from the period between 2016 and 2020. Given the rapid recent increases in housing costs, which have continued even during the COVID-19 pandemic, this estimate likely does not reflect current costs in Coupeville. Median household income is also lower in Coupeville than Island County (**Exhibit 7**) so the overall percentage of households able to afford rent may not be any higher.

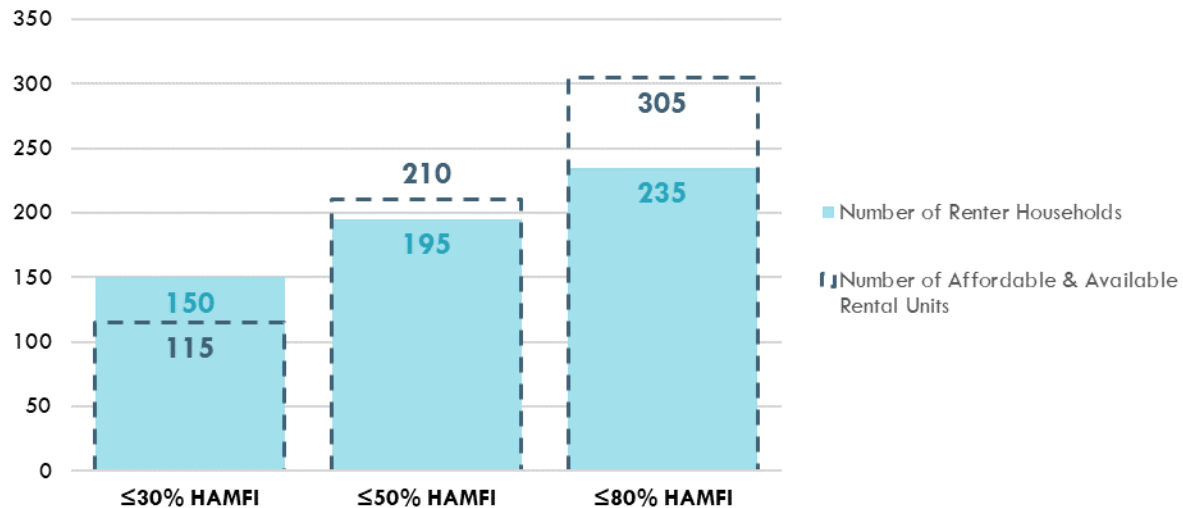
**Exhibit 22** shows the HUD CHAS estimated cumulative number of renter households with incomes below three different thresholds, as well as the number of rental housing units in Coupeville that would be affordable to them. **Exhibit 23** shows the HUD CHAS summary of renter households by income level compared to available rental housing units affordable to each income level. The CHAS data shows a shortage of rental units affordable to renter households under 30% HAMFI but a cumulative surplus of units for

<sup>29</sup> ACS 5-Yr Estimates, 2017-2021 (Table B25009).

<sup>30</sup> ACS 5-Yr Estimates, 2016-2020 (Table DP04).

households under 50% or 80% HAMFI which is consistent with data on housing cost-burden.

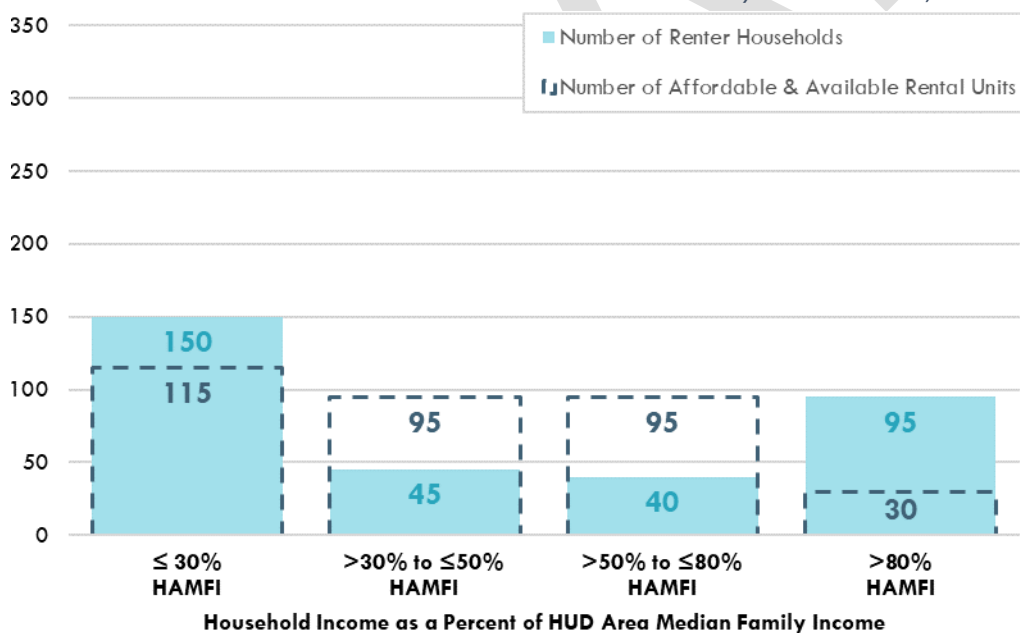
Exhibit 22~~22~~. Cumulative Rental Households by Income Compared to Rental Supply by Affordability, 2019



Note: Income categories are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville.

Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

Exhibit 23~~23~~. Rental Households vs. Available Rental Units by Income Level, 2019



Note: Income categories are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville.

Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

As described in the **Cost-burdened Households** section, 73% of households below 30% HAMFI are either moderately or severely cost-burdened, as are 57% of households earning 30-50% HAMFI and 32% of households earning 50-80% HAMFI

(**Exhibit 13**). For comparison, only 1% of households earning 80-100% AMI are cost-burdened. These factors indicate that households in the lowest income categories are up-renting due to the lack of available housing at that income level. Similarly, while there is adequate cumulative housing supply below 80% of AMI, many of those units are occupied by households with incomes above 80% of AMI. This reduces the supply of housing that is both affordable and available to lower income households. Increasing the supply of rental housing at the upper end of the market could help free up more existing units for lower income households.

### Housing Affordability for Coupeville's Workforce

Many workers in the Town of Coupeville face difficulties obtaining affordable housing. Data from the Bureau of Labor Statistics indicate that workers in several occupations across the town's major employment sectors and desired expanded employment sectors – including healthcare support occupations (nursing/medical assistants, home health aides), food service and restaurant workers, retail salespeople, and childcare providers – would be unable to afford the average rental rates in Island County and Coupeville discussed above without incurring cost burden.<sup>31</sup> Other occupations where annual wages were not high enough for households to afford current rent include janitors and maids, bank tellers, food preparation workers, bartenders, and emergency medical technicians. These jobs are all key parts of the local economy and support a variety of businesses and services required for the community. To balance their household budgets, many lower-wage workers may move to areas farther away. Investing in affordable housing can help the local workforce, especially lower-wage workers, to live within easy reach of employment centers and in the communities they serve.

### Subsidized Housing

HUD evaluates household income eligibility for housing assistance programs at the regional level. Based on regional thresholds, 235 low-income renter households in Coupeville could potentially qualify for income-subsidized housing, either through income-restricted affordable units or market-rate rental housing vouchers (more than 70% of renter households; **Exhibit 9**). There are a variety of programs that support subsidized housing, including the Section 8 Housing Choice Voucher, Low-Income Housing Tax Credit, and Section 515 Rural Rental Housing programs.

- **Section 8 Housing Choice Voucher (HCV) Program.** Households that spend more than 30% of their income on rent, utilities, and other housing expenses qualify for federal housing assistance through the Section 8 Housing Choice Voucher (HCV) program. Some vouchers are project-based, meaning they are tied to specific housing units. Other vouchers are tenant-based, meaning they are provided to a household and can be spent on the unit of their choice. This may include a subsidized unit included in an affordable housing project or a market-rate unit. The Housing Choice Vouchers (HCV) program provides the Island County Housing

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<sup>31</sup> Annual wages are based on the US Bureau of Labor Statistics May 2021 Occupational Employment Statistics for the Western Washington nonmetropolitan area, which includes Island County ([https://www.bls.gov/oes/current/oes\\_5300006.htm#21-0000](https://www.bls.gov/oes/current/oes_5300006.htm#21-0000) and <https://esd.wa.gov/labormarketinfo/occupations>).

Authority (ICHA) with vouchers to administer to qualifying households throughout the county. The ICHA Section 8 waiting list was last open May 2015 (the first time the list was open since March 2009).<sup>32</sup>

- **Low-Income Housing Tax Credit (LIHTC) program.** These tax credits are used for the acquisition, rehabilitation, or construction of rental housing targeted to lower-income households. Rents are set to a specific level of affordability identified in the overall project and are not adjusted based on tenant income. For example, a project built to support residents at 60% AMI may not be affordable for households with lower incomes.
- **515 Rural Rental Housing.** These are mortgages made by the USDA to provide affordable rental housing for very low-, low-, and moderate-income families, elderly persons, and persons with disabilities. Borrowers may use the funds to purchase buildings or land, to construct or renovate buildings, and to provide necessary facilities such as water and waste disposal systems. Very low-, low-, and moderate-income families, elderly persons, and persons with handicaps and disabilities are eligible to live in Section 515-financed housing (very low income is defined as below 50% AMI; low-income is between 50-80% AMI, and moderate income is capped at \$5,500 above the low-income limit). Tenants pay basic rent or 30% of adjusted income, whichever is greater. Those living in substandard housing are given first priority for tenancy.

Subsidized housing in Coupeville is available but limited (**Exhibit 24**). A total of 74 units of income-restricted subsidized housing are currently located in Coupeville. As of December 2021, Island County Housing Authority also manages 205 active housing choice vouchers.<sup>33</sup> Vouchers can be used in subsidized units or in market rate housing, so estimating the total number of subsidized units in Coupeville is challenging. Given these numbers and the limited amount of subsidized housing available, many qualified households still cannot receive housing.

*Exhibit 24-24. Income-Restricted Subsidized Housing Units in Coupeville*

Property	Managed By	Type	Subsidized Units
<b>CamBey Senior Apartments</b>	Senior Services of Island County	Elderly (62+), Section 8, HOME	<b>50 Units:</b> (50) 1-bedroom
<b>Madrona Valley Apartments</b>	Interstate Realty Management (The Michaels Organization)	Family, Low Income Housing Tax Credit (LIHTC), 515 Rural Rental Housing	<b>24 Units:</b> (6) 1-bedroom, (14) 2-bedroom, (4) 3+ bedroom
<b>Total Subsidized Units</b>			<b>94 Units</b>

Sources: [Island County Housing Support Center](#), 2018; National Housing Preservation Database 2021; PolicyMap, 2022; BERK, 2023.

<sup>32</sup> <https://affordablehousingonline.com/housing-authority/Washington/Island-County-Housing-Authority/WA024#wl96475>.

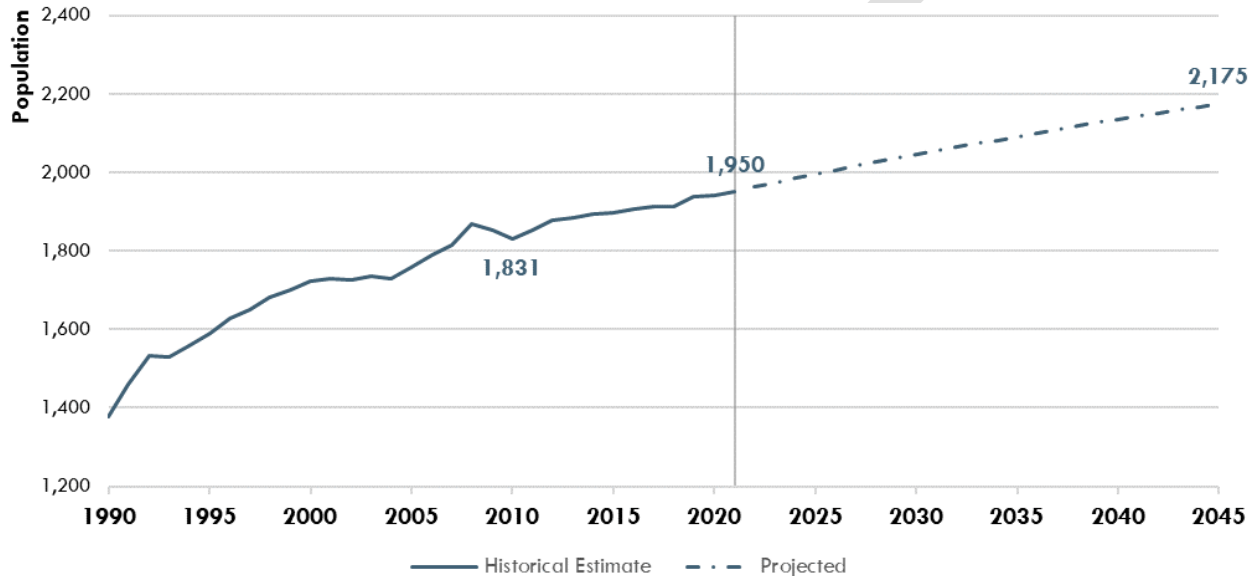
<sup>33</sup> Per HUDs most recent Voucher Management System report as summarized by [Affordable Housing Online](#).

## C.3 - Future Projections

### Population Growth

Consistent with growth trends and Island County’s 2016 Buildable Lands Analysis, the Town of Coupeville is planning for a projected population of 2,175 by 2045, an increase of 225 people or approximately 111 households (**Exhibit 25**).<sup>34</sup>

Exhibit 25. Coupeville Population, Historical (1990-2021) and Projected (2022-2045)



Note: Historical estimates in census years are a count while intercensal years are estimates.

Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), 1990-2000 prepared March 2002; 2000-2010 last revised June 23, 2016; 2021 last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; [Island County 2036 Appendix B: Population Growth Analysis & Accommodations](#), 2016; BERK, 2022.

Age cohort analysis can help Coupeville anticipate the most suitable types of housing stock for tomorrow’s residents. Since 2010, older adults have become a larger share of the county and town’s populations and, correspondingly, the percentage of households that include at least one older adult have increased. As of 2021, nearly half of Coupeville’s population is 65 or older (47%) and about two-thirds of households (65%) include an adult age 65 or older, nearly three-quarters (73%) include an adult age 60 or older, and nearly one-quarter (23%) are single adults age 65 or older living alone. See **Exhibit 26**.

<sup>34</sup> Assumes an average household size of 2.04 per the US Census 2016-2020 ACS (Table S1101).

Exhibit 26~~26~~. Summary of Age and Household Characteristics in Coupeville and Island County, 2010 and 2021

	Coupeville		Island County	
	2010	2021	2010	2021
Median Age	46.5	63.8	42.4	43.8
Adults Aged 65+	25%	47%	17%	25%
Households with an Adult Aged 65+	37%	65%	30%	41%
Households with an Adult Aged 60+	48%	73%	41%	52%
Older Adult Household Living Alone (Age 65+)	22%	23%	10%	14%

Sources: ACS 5-Yr Estimates, 2006-2010 and 2016-2020 (Tables S0101, S1101, and DP02); BERK, 2022.

Population projections for Island County indicate that the share of older adults is expected to continue increasing.<sup>35</sup> Recent trends and future forecasts emphasize the need for housing for older adults such as smaller, accessible homes and affordable rental housing options. The section on **Cost-burdened Households** also identifies a need for housing that reduces cost burdens for the growing number of older adults.

## Housing Capacity and Production

### Buildable Lands Analysis

The Town of Coupeville performed a buildable lands analysis to determine housing capacity within town limits. According to this analysis, Coupeville has remaining capacity to accommodate approximately 244 housing units or 495 new residents within town limits under current zoning if utility services are available (or included as part of a proposed development). Remaining capacity is likely reduced, however, without additional investment or incentives to extend the Town’s sewer service in eastern Coupeville. About one quarter of the existing vacant or redevelopable parcels are located in eastern Coupeville outside the Town’s current sewer service area. This means they are less likely to redevelop during the planning period because of the added cost to developers. If these parcels are considered undevelopable, housing capacity is reduced to 173 units or 351 new residents. Remaining residential land capacity is sufficient to accommodate the town’s projected population with or without sewer service extension. See **Exhibit 27**.

<sup>35</sup> Island County 2036 Appendix B Population Growth Analysis & Accommodations (page 7).



Exhibit 2727. Comparison of Residential Housing and Population Capacity in Coupeville With and Without Sewer Service Area Expansion

Zone	Net Housing Capacity		Net Population Capacity <sup>1</sup>	
	With Sewer Expansion	Without Sewer Expansion	With Sewer Expansion	Without Sewer Expansion
<b>Single Family Residential Zones</b>				
Residential Reserve (RR)	20	0	40	0
Low Density Residential (LDR)	91	40	185	81
Medium Density Residential (RM-9600)	91	91	185	185
<b>Multi-family Residential Zones</b>				
High Density Residential (RH)	4	4	8	8
<b>Other Residential Zones</b>				
Planned Unit Development (PUD)	—	—	—	—
Memorandum of Agreement (MOA)	38	38	77	77
<b>Total</b>	<b>244 Units</b>	<b>173 units</b>	<b>495 People</b>	<b>351 People</b>

Note: Values are rounded down to the nearest whole number to avoid fractional households or persons.

1 Net population capacity is based on an average household size of 2.04 in Coupeville per the 2016-2020 5 Year ACS.

Source: ACS 5-Yr Estimates, 2016-2020 (Table S1101); Town of Coupeville, 2022; BERK, 2022.

### Housing Need by Household Income

In 2021, the Washington Legislature changed the way communities are required to plan for housing. House Bill 1220 (HB 1220) amended the Growth Management Act (GMA) to instruct local governments to “plan and accommodate” for housing affordable to all income levels. This significantly strengthens the previous goal, which was to encourage affordable housing. The Washington State Department of Commerce (Commerce) is currently working on guidance to communities to meet the new housing goal and updated requirements for housing elements in [RCW 36.70A.070\(2\)](#). This includes:

- Projected housing needs for all economic segments of the population (moderate, low, very low, and extremely low income). Projections will be provided at the county level and must be incorporated into local planning efforts. This includes projected need for emergency housing, emergency shelters and permanent supportive housing.
- Guidance on provisions for moderate density housing options within an Urban Growth Area (UGA), including but not limited to duplexes, triplexes, and townhomes.
- Guidance on reviewing for adequate housing for existing and projected needs for all economic segments of the community, including sufficient land capacity for all projected housing. This includes guidance on how to assess zoning and regulations to allow, encourage and incentivize housing to meet the projected housing needs in each income band.
- Guidance on examining racially disparate impacts, displacement and exclusion in housing policies and regulations, and recommended policies to address them.

In December 2022, Commerce released a draft Housing for All Planning Tool (HAPT) to help project housing need numbers for every county in Washington. Island County will

likely use this tool in conjunction with its cities and towns to allocate projected growth-related housing needs by income level.

**Exhibit 28** shows the preliminary projected housing need by income level in Coupeville assuming the population projection allocation method described in the Land Capacity Analysis and used in Island County’s 2016 Buildable Lands Analysis. The preliminary projection uses Method A in the HAPT which allocates total countywide net new housing need based on user inputs for percentage share of growth to each jurisdiction.

*Exhibit 28-29. Growth-Related Housing Need by Income Level in Coupeville (Method A, Preliminary)*

	Permanent Housing Needs by Income Level (% of Area Median Income)							Total
	0-30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%	
	Non-PSH	PSH*						
Est. Housing Supply (2020)	73	0	191	162	77	118	396	<b>1,016</b>
Additional Units Needed (2020-2045)	25	6	30	22	8	7	20	<b>117</b>

Note: The HAPT now includes preliminary 2022 data from OFM. Permanent supportive housing (PSH) and emergency housing needs in the HAPT are still based on OFM’s 2017 GMA medium population projection and cannot be customized at this time.

\*The location of 10 existing permanent supportive housing units within Island County is unknown and not included in Commerce’s estimated supply by jurisdiction within Island County.

Sources: [Department of Commerce Housing for All Planning Tool \(HAPT\)](#), December 2022; [Island County 2036 Appendix B: Population Growth Analysis & Accommodations](#), 2016; Coupeville Land Capacity Analysis (BERK), 2022. BERK, 2023.

While Coupeville’s remaining residential land capacity is sufficient to accommodate the town’s projected population with or without sewer service extension, this doesn’t account for existing affordability gaps at the lower end of the income spectrum. As discussed previously, Coupeville households earning below 50% AMI are substantially more likely to be cost-burdened than moderate-income households or those above median income, indicating a need for more affordable housing at this end of the income spectrum. This is supported in the preliminary growth-related housing need projections by income level in **Exhibit 28**, which shows about half of the overall housing need for income levels below 50% AMI.

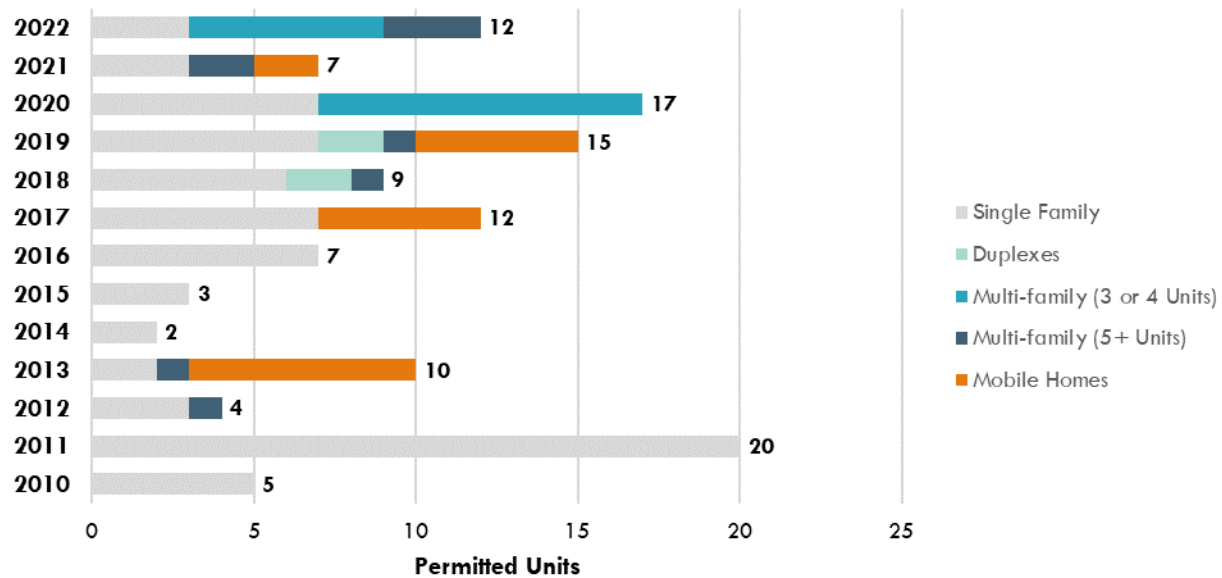
To address these gaps, the Town can encourage the production of more housing affordable specifically to lower-income households, though some of this need can be fulfilled through other means. As housing stock ages, it can depreciate in value, becoming more affordable at lower income levels. Preservation of older housing stock, while encouraging housing production overall to alleviate upward pressure on rents and housing prices, can increase the availability of housing at lower income levels.

### Housing Production

An average of 10 housing units were permitted and 8 housing units were constructed each year between 2010-2021. This rate of permitting and construction is sufficient to meet the projected 111 housing units needed to meet housing needs by 2045 (Coupeville needs an average of approximately 5 units per year to meet estimated household growth by 2045). Production in recent years has shown a slight diversification of housing types with a handful of duplexes, multifamily units, and mobile homes coming to market. A total of 12 units have been permitted and 9 units

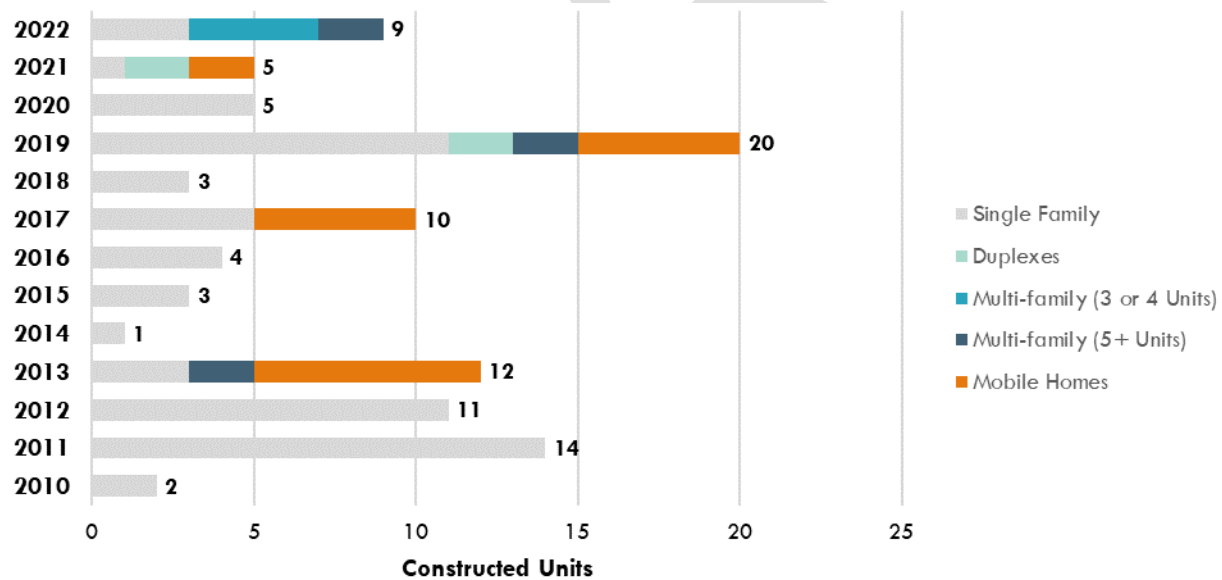
have been constructed in Coupeville this year as of September 2022, slightly higher than the average rates over the last decade. See [Exhibit 29](#) and [Exhibit 30](#).

*Exhibit 29*<sup>29</sup>. Permitted Units in Coupeville, 2010-2022 YTD



Note: Permitted units for 2022 are current through September 2022.  
Sources: OFM, September 2022; BERK, 2022.

*Exhibit 30*<sup>30</sup>. Constructed Units in Coupeville, 2010-2022 YTD



Note: Constructed units for 2022 are current through September 2022.  
Sources: OFM, September 2022; BERK, 2022.

## C.4 - Racially Disparate Impacts

### Zoning

RCW 36.70A.070(e) requires identification of local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing. This includes zoning that may have a discriminatory effect, disinvestment, and infrastructure availability.

Zoning is a planning tool that has racially disparate origins and impacts. The practice of zoning emerged in the early 1900's and explicitly race-based zoning had to be banned almost immediately as a result of the 1917 Supreme Court case of *Buchanan v. Warley*. After that decision, cities and towns crafted less direct methods to divide people by race and class with zoning policies that are still prevalent today.

The indirect methods largely rely on the differences of wealth, income, and tenure between peoples' race and ethnicities. In Coupeville, for example, 36% of all households are occupied by renters. About 33% of White households are renters, while 89% of Hispanic and Latino households and 100% of Black households are renters (there is some margin of error due to the small population size). Therefore, policies that restrict the supply and price of rental housing have a disproportionate impact on people of color. Further, about four in 10 renter-occupied households are considered cost-burdened, while just two in 10 owner-occupied households are considered cost-burdened.

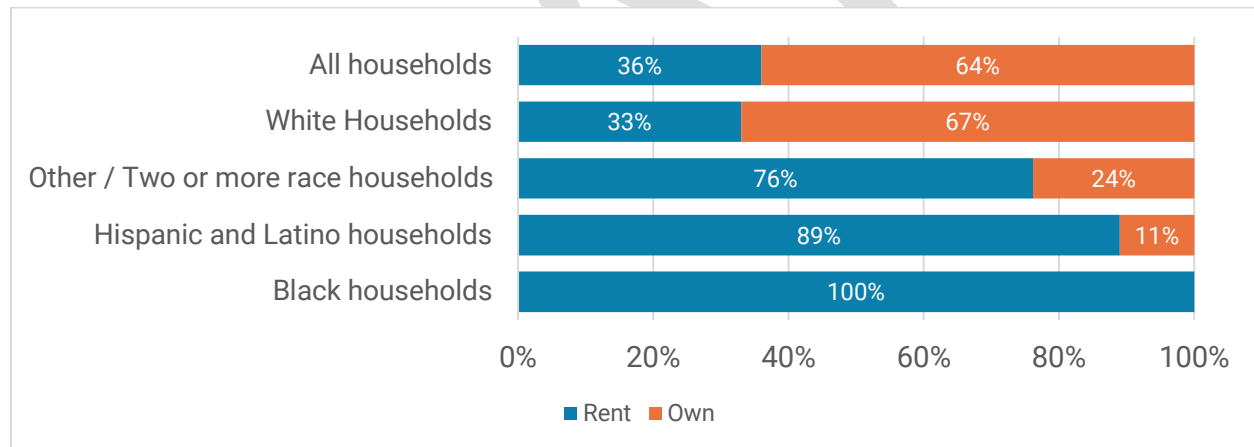


Figure 1. Household tenure by race (2020 ACS 5-Year Estimates, Table B25003 series)

A common form of rental housing is multifamily (apartment) buildings, which are strictly limited in where and how they can be built in Coupeville compared to where and how single-family homes are regulated.

Zoning matters for social welfare because where people live makes a difference. Neighborhood quality can have significant effects on long-term outcomes like school performance, income and labor mobility, and health. It also contributes to the multi-generational wealth gap if some people are not able to purchase quality homes that increase in value as much over time as homes in higher-priced neighborhoods, resulting in smaller inheritances for descendants.

People of color generally pay higher shares of their income for housing costs and have less savings for down payments, meaning the home prices they can afford are lower or they are forced to rent. Smaller homes which have lower costs are needed not only for people of color, but also Coupeville's large share of single-person and senior households. Occasionally, larger multi-bedroom homes are good options for people who want to split costs with extended family members or roommates, but apartments with three or more bedrooms are rare and there are few shared-living options like cottage clusters or triplexes available.

Common racially disparate policies and practices at the local level include the following:

- Minimum lot sizes
- Lack of available land zoned for multifamily housing and middle housing (like duplexes and townhomes)
- Multifamily housing only allowed in busy commercial districts, industrial areas, in hazardous areas, and/or near loud and unsafe arterial roads
- Multifamily housing not being allowed near amenities like parks, schools, grocery stores, and healthcare facilities
- Excessive minimum setbacks, building height limits, parking standards, historic preservation standards, and other restrictions that limit the housing capacity on individual sites, especially for multifamily and middle housing
- Excessive fees, complicated processes, and unclear regulations, especially for small projects commonly undertaken by local homeowners and small investors like adding an accessory dwelling unit or building a duplex
- Complete prohibitions on low-cost building materials

### **Disinvestment and Infrastructure Availability**

In this context, disinvestment refers to a lack of financial investment and infrastructure made available to certain neighborhoods or communities. Example of this can include:

- Lack of trees and park space in areas near multifamily housing or neighborhoods with lower incomes
- Lack of low-cost transportation options like pedestrian/bike routes and transit service connecting multifamily housing to jobs and services

Because Coupeville is geographically small it is difficult to identify where certain areas have not benefited from investment (such as in new housing and businesses) and general infrastructure improvements. Potential focus areas include:

- South Coupeville, where there are two mobile home parks and no established Town parks, limited pedestrian and bike infrastructure, and no transit access.
- The lack of safe crossings across State Route 20, which acts as the town's biggest barrier to pedestrian and bike travel, especially for children accessing the schools.
- The limited supply of affordable housing options for low-moderate income people along North Main where the hospital, transit, and jobs are concentrated.

## C.5 – Housing Glossary

The following terms are used in this document. Definition are based on the Washington Department of Commerce [Guidance for Developing a Housing Needs Assessment](#) and the [U.S. Census Bureau](#).

**Household:** The U.S. Census Bureau defines a household as a group of people living within the same housing unit. This can be a person living alone, a family, or a group of unrelated people sharing a housing unit. Those living in group quarters, such as a college dormitory, military barrack, or nursing home, are not considered to be living in households. Households are further broken down as either family or nonfamily.



**Family Households:** A family household is maintained by a householder who is in a family, defined as any two or more people residing together and related by birth, marriage, or adoption. The count of family household members includes all people living in the household.

**Non-family Households:** Non-family households are people living alone or living with unrelated persons.

**Median Household Income:** The median income of all households (both family and non-family) within the area of interest. This means that half of the households earn more than this figure and half of the households earn less.

**Median Family Income (MFI):** The median income among all *family households*. Family households typically have higher incomes than non-family households, so MFI will be higher than median household income in most communities.

Coupeville's 2021 ACS MFI was \$74,116.

The HUD 2021 Island County Area's MFI was \$81,000.

**HUD:** The U.S. Department of Housing and Urban Development (HUD). This is the entity responsible for federal housing programs, such as [Housing Choice Vouchers \(also known as Section 8 vouchers\)](#) which provide rental assistance. HUD sets income limits for metropolitan areas and counties across the country that determine eligibility for income-restricted housing units. HUD also sets thresholds to define terms such as "affordable" and "cost burden".

**HUD-Area MFI (HAMFI).** This is the official median family income that HUD calculates for metropolitan areas and counties across the country. Coupeville, for example, is part of the Island County non-metropolitan area. HUD also sets income limits relative to HAMFI for

### HUD Area Median Income (AMI)

This is another term used for HUD Area Median Family Income (HAMFI), typically used in metropolitan areas.

determining household eligibility for income-restricted housing units. These limits are adjusted by household size to account for differences in housing and living expenses by households of different sizes.

**Housing Affordability:** Broadly speaking, housing affordability speaks to the relationship between housing costs and income. HUD considers housing to be affordable if the household is spending no more than 30% of its income on housing costs, including utilities.

**Cost-burdened Household:** When a household pays more than 30% of their gross income on housing, including utilities, they are considered "cost-burdened." This 30% threshold is set by HUD. Rate of cost burden among households is a metric that gauges the intensity of housing affordability challenges within a community. Cost burden is most threatening for households at lower income levels who will have less money available for other essentials such as food, clothing, transportation, and medical care.

**Severely Cost-burdened Household:** Households that pay more than 50% of their gross income on housing, including utilities, are considered severely cost-burdened. This 50% threshold is set by HUD.

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## C.6 - Sources

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# Appendix D - Economic Stability

## Introduction

Central Whidbey and the Town of Coupeville offer a uniquely diverse business landscape compared to the rest of Island County. [Established in 1853, Coupeville is one of the oldest Towns in Washington State](#)~~The Town is one of Washington's oldest~~ and is ~~a historic district~~ located entirely within ~~the~~ Ebey's Landing National Historical Reserve. [The Reserve](#)~~Ebey's Landing~~ was established in 1978 to protect and preserve the area's legacy. The Reserve is a mix of federal, state, county, and private property that's full of active and thriving agriculture and outdoor opportunities as well as many historic resources (see ~~the Historic Preservation & Community Design Appendix~~ **Error!** **Reference source not found.** for a full discussion of the Reserve and the Town's historic resources). The town's commercial legacy survives to some extent, especially in the built environment of a mercantile past: Front Street, North Main Street, and Prairie Center are strong evidence of a small town that functioned more as a regional economic center than a geographically isolated town. These unique resources help drive tourism, with many shops, restaurants, and lodging to support the town's seasonal visitors. Coupeville is also home to the county hospital (WhidbeyHealth) and serves as the county seat. Many related businesses have sprung up throughout town in support of these major industries.



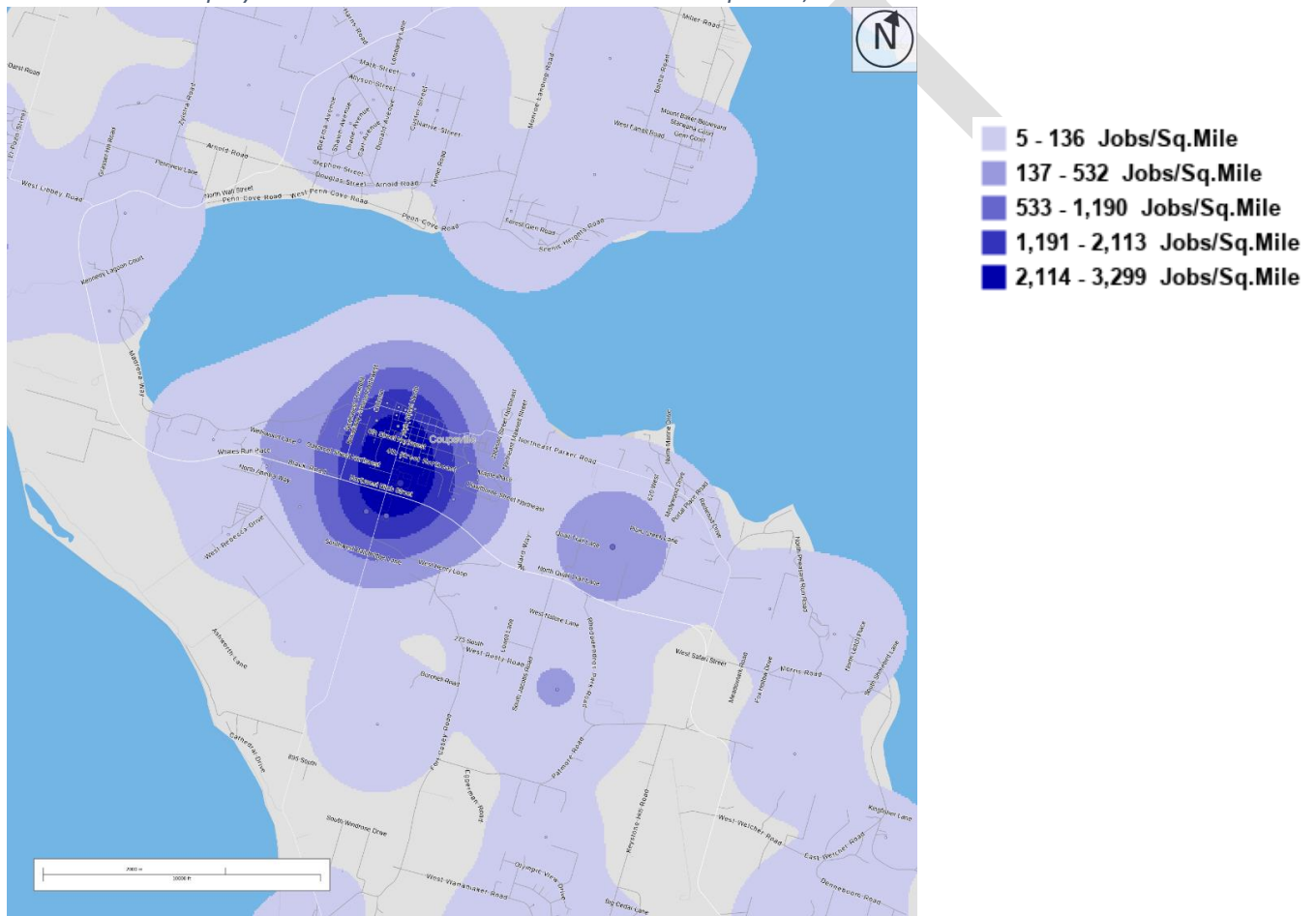
Left: Storefronts on Front Street in historic Downtown Coupeville. Right: The prairie, farm, and forest environment surrounding Coupeville (photo credit: Allison Gubata)

# Employment Conditions

## Workforce Profile<sup>1</sup>

As of 2019, Census OnTheMap data indicates that there are 1,978 jobs within Coupeville.<sup>2</sup> Jobs within the town are heavily concentrated along Main Street in the commercial areas. See **Exhibit 31** below. The other closest clusters of employment in Island County are to the north in Oak Harbor and to the south near Freeland.

Exhibit 31 ~~31~~. Employment Concentrations In and Around Coupeville, 2019



Source: US Census, OnTheMap, 2019.

Nearly three-quarters of jobs in Coupeville are within the health care/social assistance or public administration sectors. Health care and social assistance accounts for 43% of employment within Coupeville followed by public administration (27%), accommodation and food services (8%), and educational services (7%). See **Exhibit 32** below.

<sup>1</sup> Information in this section is based on data prior to the COVID-19 pandemic.

<sup>2</sup> Primary jobs only (public and private-sector jobs, one job per worker). A primary job is the highest paying job for an individual worker.

Exhibit 32~~32~~. Top 10 Sectors by Job Count in Coupeville, 2019

Sector	Count	Share
Health Care and Social Assistance	857	43.3%
Public Administration	540	27.3%
Accommodation and Food Services	166	8.4%
Educational Services	137	6.9%
Retail Trade	67	3.4%
Professional, Scientific, and Technical Services	35	1.8%
Finance and Insurance	32	1.6%
Other Services (excluding Public Administration)	29	1.5%
Construction	27	1.4%
Real Estate and Rental and Leasing	22	1.1%

Notes: The Public Administration sector includes government employment such as from the Town of Coupeville and Island County.

Sources: U.S. Census Bureau, Center for Economic Studies, 2019; BERK, 2023.

The Town of Coupeville is home to several major employers, including WhidbeyHealth, Island County, ~~Island Transit~~, and the Coupeville School District (**Exhibit 33**). WhidbeyHealth and Island County are the 4<sup>th</sup> and 5<sup>th</sup> largest employers in Island County overall (behind Naval Air Station Whidbey Island’s active duty and civilian personnel and the Oak Harbor School District). Coupeville is the county seat of Island County and is home to numerous county governmental and justice offices. In addition to providing employment in Coupeville, these offices support related secondary business such as food service and hospitality accommodations. Per the Coupeville Chamber of Commerce, approximately 529 jobs in Coupeville were in Public Administration at the end of 2021 (slightly lower than the 2019 Center for Economic Studies estimates), approximately half of which were in executive, legislative, and general government, and one-third of which were in justice, public order, and safety.<sup>3</sup>

Exhibit 33~~33~~. Major Employers in Coupeville, 2019

Company	# Employees	Industry	Jurisdiction
WhidbeyHealth	750	Healthcare	Coupeville
Island County	465	County Government	Coupeville
<del>Island Transit</del>	<del>112</del>	<del>Transportation</del>	<del>Coupeville</del>
Coupeville School District <sup>2,1</sup>	100	Education	Coupeville
Regency Coupeville	97	Healthcare	Coupeville
<del>Penn Cove Shellfish</del>	<del>75</del>	<del>Aquaculture</del>	<del>Coupeville</del>

<sup>1</sup>Note: Based on 2019 data - the latest available. [List of employers verified by Town staff.](#)

<sup>2</sup> Does not include substitute teachers.

Source: Island County Major Employers, 2022; BERK, 2023.

<sup>3</sup> [Coupeville Chamber of Commerce Data & Statistics](#) as of Q3 2021 (provided by Gale Business DemographicsNow and last updated January 11, 2022).

Naval Air Station Whidbey Island also influences Coupeville's economy. Oak Harbor absorbs much of the population associated with the Naval Air Station but a small percentage of Navy personnel and civilian employees have historically chosen to live in Coupeville. The Coupeville Chamber of Commerce estimates that about 3% of the labor force in Central Whidbey are in the armed forces as of 2021.

As of 2021, 1,791 people in Coupeville were considered part of the potential labor force (defined as those over the age of 16).<sup>4</sup> About 40% of those in the potential labor force are currently employed. This is down slightly from 2010 (43%) consistent with the Town's aging and likely growing retired population – others not in the labor force are likely full-time students or non-wage-earning spouses. The Coupeville Chamber of Commerce expects the total population in Central Whidbey to increase by 5% from 2021 to 2026 but the total labor force to grow by a little less than 5%, suggesting that a growing share of those over 16 in the area will not be working.<sup>5</sup> The Town's increasing retired population is also reflected in household income sources. As of 2021, the ACS estimates 57% of households have wage and salary income, down from 62% in 2010. Conversely, 54% of households have Social Security income and 40% have retirement income, up from 40% and 32% in 2010, respectively.<sup>6</sup>

### **Travel to Work**

More individuals commute into Coupeville for work than leave the town to work in another location (1,878 compared with 536 individuals, respectively). Around 100 individuals that live in the Town also work in the Town as well. See **Exhibit 34**.

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<sup>4</sup> ACS 5-Yr Estimates, 2017-2021 (Table DP03).

<sup>5</sup> Coupeville Chamber of Commerce [Industries](#), January 2022.

<sup>6</sup> ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Table DP03).

Exhibit 3434. Town of Coupeville Employee Travel Patterns: Inflow/Outflow Analysis



Note: Inflow/Outflow analysis performed for primary jobs (public and private-sector jobs, one job per worker). A primary job is the highest paying job for an individual worker.  
Source: US Census, OnTheMap, 2019.

Approximately 62% of Coupeville employees travel less than 10 miles to get to work (Exhibit 35) but only 5% of the estimated total 1,978 jobs in Coupeville are occupied by residents. This indicates that a little more than half of those who work in Coupeville live outside town limits and generally outside other incorporated areas of Island County (only a small portion of Oak Harbor, the closest city, is within 10 miles of Coupeville). Of those living outside a 10-mile radius, most commute from 10-24 miles, pulling from Oak Harbor, Freeland, and parts of Langley (Exhibit 36). Residents who commute to other jurisdictions on Whidbey Island for work generally commute to Oak Harbor, South Whidbey Island, and other areas off the island. Major employers in these locations include Oak Harbor School District, the City of Oak Harbor, Skagit Valley College, Walmart, and other retail businesses and manufacturing industries (Exhibit 36)

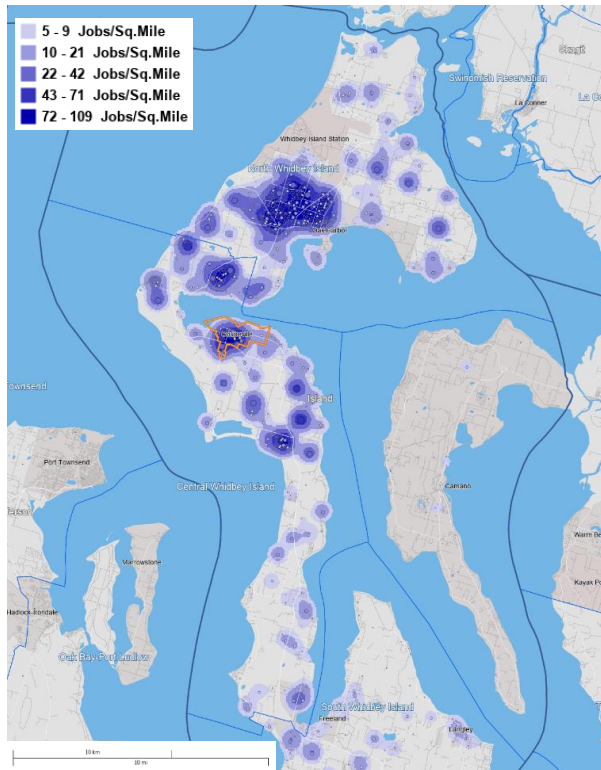
Exhibit 3535. Place of Residence for Coupeville Workers, 2019

2019 All Jobs	Count	Share
Less than 10 miles	1,229	62.1%
10 to 24 miles	421	21.3%
25 to 50 miles	156	7.9%
Greater than 50 miles	172	8.7%

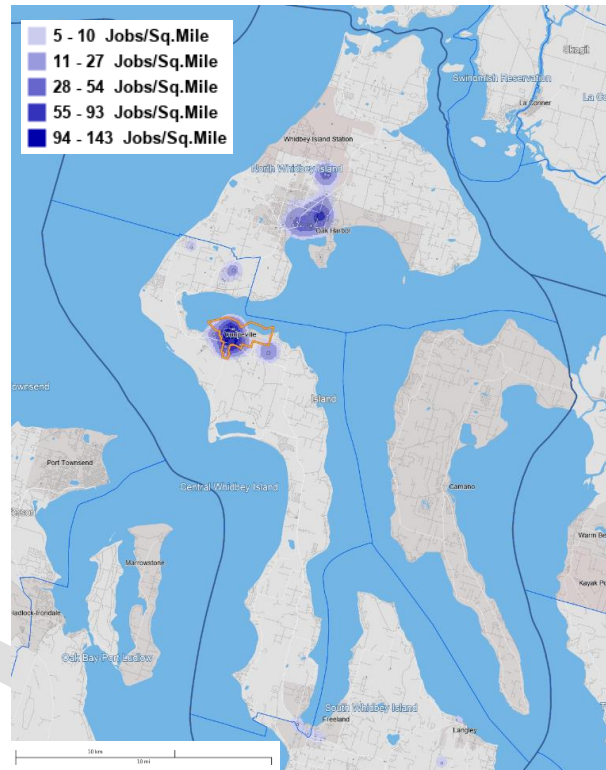
Sources: U.S. Census Bureau, Center for Economic Studies, 2019; BERK, 2023.

Exhibit 3636. Place of Residence for Coupeville Workers vs. Place of Work for Coupeville Residents, 2019

Place of Residence for Coupeville Workers



Place of Work for Coupeville Residents



Sources: US Census OnTheMap, 2019; BERK, 2023.

As shown in Exhibit 37, those who commute to Coupeville to work tend to earn more in wages than those who live in Coupeville. About 16% of Coupeville residents earn \$1,250 or less a month, compared with only 11% of Coupeville workers, while 61% of Coupeville workers earn more than \$3,333 a month, compared with 48% of Coupeville residents.

Exhibit 3737. Monthly Earnings for Coupeville Workers and Residents, 2019

Monthly Earnings	Residents	Workers
\$1,250 or less	15.8%	10.8%
\$1,251 – \$3,333	36.5%	28.1%
More than \$3,333	47.7%	61.1%

Sources: U.S. Census Bureau, Center for Economic Studies, 2019; BERK, 2023.

## Tourism

Tourism and hospitality are important sectors in Coupeville and Island County economies with locations throughout the county serving as popular tourist destinations. The Town has shops, restaurants, and lodging to support visitors. The Coupeville Chamber of Commerce estimates that Coupeville’s seasonal population ranges from 1,000 – 1,500 depending on the time of year (highest in the spring and summer

months and lowest in the fall and winter months).<sup>7</sup> Hospitality related business also exist in and around Coupeville to support WhidbeyHealth and the numerous Island County facilities in town.

Travel related spending in Island County totaled \$283.0 million in 2021, a 37.6% increase from 2020 and 7.1% annual percent increase from 2015-2021. **Exhibit 38** shows the direct economic impacts of spending by travelers and the employment generated by that spending countywide. While tourism spending and earnings decreased during the pandemic, the direct economic impacts of travelers countywide are showing a return to pre-pandemic levels. Visitor spending countywide by sector is shown in **Exhibit 39**. The largest sectors of spending in Island County are food service and accommodations.

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<sup>7</sup> Coupeville Chamber of Commerce, [Seasonal Population by Quarter](#), Q4 2018 – Q4 2020.

Exhibit 38~~38~~. Island County Direct Economic Impacts of Travelers, 2015-2021

	Spending (\$millions)	Earnings (\$millions)	Employment Generated <sup>2</sup>	Tax Receipts (\$million)		
				Local	State	Total
2015	187.7	58.0	2,610	5.8	12.4	18.2
2016	203.6	64.0	2,790	6.5	13.9	20.4
2017	210.4	70.6	2,820	6.6	14.4	21.0
2018	232.2	78.5	2,980	7.1	15.5	22.6
2019	250.1	83.8	3,030	7.3	16.4	23.7
2020	205.6	69.2	2,430	7.0	14.0	21.0
2021 <sup>1</sup>	283.0	77.9	2,510	9.0	18.5	27.5
<b>Annual Percentage Change (2015-2021)</b>						
2020-2021 <sup>1</sup>	37.6%	12.5%	3.3%	28.6%	30.3%	30.1%
2015-2021 <sup>1</sup>	7.1%	5.0%	-0.6%	7.6%	6.9%	7.1%
<b>Absolute Percentage Change</b>						
2019-2021 <sup>1</sup>	13.2%	-7.1%	-16.9%	22.3%	12.8%	15.7%

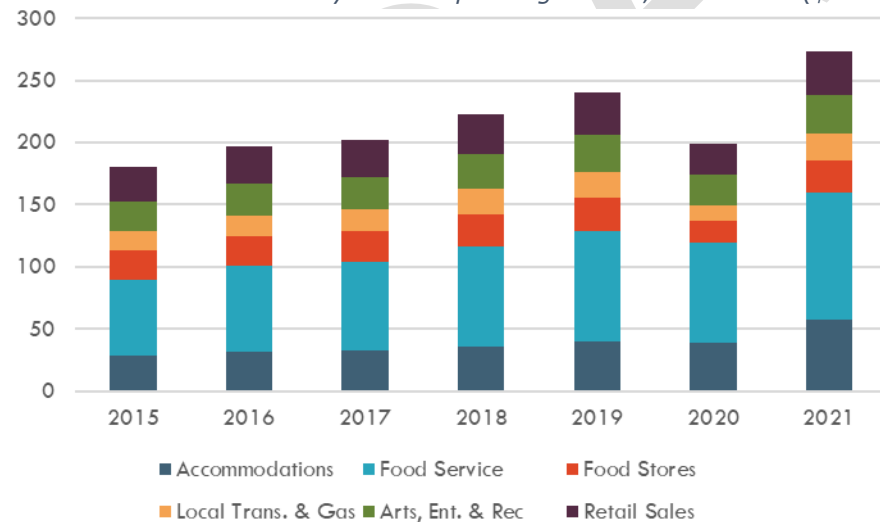
Note: Direct economic impacts include only the spending by travelers and the employment generated by that spending. Secondary effects related to source materials purchased by tourism businesses and the induced spending of their employees are not included.

<sup>1</sup> Estimates for 2021 are listed as preliminary in the report.

<sup>2</sup> Employment estimates are the total number of full- and part-time jobs directly generated by travel spending (not the total number of individuals employed).

Source: [Island County Travel Impacts 2015-2021](#) (Whidbey and Camano Islands Tourism), May 2022.

Exhibit 39~~39~~. Island County Visitor Spending Trends, 2015-2021 (\$millions)



Note: Estimates for 2021 are listed as preliminary in the report.

Sources: [Island County Travel Impacts 2015-2021](#) (Whidbey and Camano Islands Tourism), May 2022; BERK, 2023.

In 2021, Coupeville received \$13.4M of visitor travel spending, approximately 9% of visitor travel spending that occurred in incorporated areas and approximately 5% of visitor travel spending that occurred countywide (**Exhibit 40**). This spending generated 110 tourism-related jobs. The Town also received \$3.7M in earnings and \$1.4M in tax



receipts in 2021. Given that visitor spending in Coupeville is one of the lowest in Island County, there is potential opportunity to increase tourism and draw visitors to the Town.

*Exhibit 40* ~~40~~. *Direct Economic Impacts of Travelers within Island County, 2021*

	Spending (\$millions)	Earnings (\$millions)	Employment Generated	Tax Receipts (\$million)		
				Local	State	Total
<b>Incorporated Areas</b>	<b>152.0</b>	<b>42.7</b>	<b>1,300</b>	<b>5.0</b>	<b>10.3</b>	<b>15.3</b>
Coupeville	13.4	3.7	110	0.4	0.9	1.4
Langley	19.5	5.8	170	0.6	1.3	2.0
Oak Harbor	119.0	33.1	1,020	3.9	8.1	12.0
<b>Unincorporated Areas</b>	<b>121.7</b>	<b>35.2</b>	<b>1,210</b>	<b>4.0</b>	<b>8.2</b>	<b>12.2</b>
Clinton	23.3	7.3	220	0.8	1.6	2.3
Freeland	60.5	17.1	600	2.0	4.1	6.1
Greenbank	7.5	2.7	100	0.2	0.5	0.8
Other Unincorporated	12.9	4.0	110	0.4	0.9	1.3
Camano Island	17.4	4.1	180	0.6	1.2	1.8
<b>Total</b>	<b>273.7</b>	<b>77.8</b>	<b>2,510</b>	<b>9.0</b>	<b>18.5</b>	<b>27.5</b>

Notes: Direct economic impacts include only the spending by travelers and the employment generated by that spending. Secondary effects related to source materials purchased by tourism businesses and the induced spending of their employees are not included. Estimates for 2021 are preliminary. Employment estimates are the total number of full- and part-time jobs directly generated by travel spending (not the total number of individuals employed).

Source: [Island County Travel Impacts 2015-2021](#) (Whidbey and Camano Islands Tourism), May 2022.

**Exhibit 41** displays how travel impacts in Coupeville have changed from 2019 to 2021. While visitor spending, earnings, and tax receipts decreased in 2020 (likely due to the COVID-19 pandemic), spending and earning amounts from 2021 indicate patterns are returning to pre-2020 numbers.

*Exhibit 41. Direct Economic Impacts of Travelers in Coupeville, 2019-2021*

	2019	2020	2021
<b>Spending (\$Million)</b>	13.8	8.8	13.4
<b>Earnings (\$Million)</b>	4.8	2.9	3.7
<b>Employment</b>	150	90	110
<b>Total Tax Receipts (\$Million)</b>	1.4	0.9	1.4
Local Tax Receipts (\$Million)	0.4	0.3	0.4
State Tax Receipts (\$Million)	0.9	0.6	0.9

Sources: [Island County Travel Impacts](#) (Whidbey and Camano Islands Tourism), 2015-2019, 2015-2020, and 2015-2021; BERK, 2023.

## Future Growth

Throughout its 150-year history, Coupeville's economy has shifted from one that primarily served the timber, agriculture, and maritime industries to an economy based on regional services (healthcare, public service sector) and tourism (especially history, art, and nature). Today, Coupeville is home to a major regional hospital (WhidbeyHealth), numerous county services (including the courthouse and jail), and a major school district. As these major employers have expanded their facilities and services, many auxiliary business, specialists, and supporting services have followed suit.

Prior to the pandemic-induced recession in 2020, Island County's economy experienced six consecutive years of growth. Island County's labor force dropped by about 7.5% during the early months of the pandemic, deeper than the state as a whole. Today, recovery has taken hold as workers re-enter the workforce – the total size of the civilian resident labor force in 2021 was 0.5% higher than it was prior to the pandemic. As a whole, Island County has been showing strong signs of recovery, especially in industries that indirectly benefitted from telecommuting. Construction, retail trade, information and financial activities, professional and business services, and leisure and hospitality have all exceeded pre-pandemic employment tallies as of March 2022.<sup>8</sup>

The Washington State Employment Securities Department (ESD) summarizes Occupations in Demand (OID) by region for the state. The Northwest Washington Workforce Development Area (WDA) includes Island, San Juan, Skagit, and Whatcom counties. Coupeville is part of the Island and San Juan county region within the Northwest WDA. In the next five years, many occupations in the healthcare and education sectors (such as chiropractors, teachers, and healthcare social works) are expected to be in demand in the region based on occupational projections and current supply-demand data summarized in the OID list. Other areas with expected demand include computer science (such as software developers and systems analysts) and hospitality support services (such as lodging managers and meeting, convention, and event planners).<sup>9</sup>

## Health Services

The Town has seen significant growth in its health and medical service sector corresponding with investments and expansion of WhidbeyHealth. WhidbeyHealth is the 4<sup>th</sup> largest employers in Island County overall and employs nearly half of the total workforce in Coupeville (750 of 1,978 jobs in Coupeville). Coupeville will likely continue to attract adults who want to retire in the area but live close to health care and related services and amenities, further supporting the growth of WhidbeyHealth and other auxiliary medical services.

## Leisure, Tourism, and Hospitality

Coupeville's natural and historic landmarks, the Port, and access to recreation activities position the town as a draw for local tourism. However, the Town's visitor spending is

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<sup>8</sup> Washington State ESD, [Island County profile](#), May 2022.

<sup>9</sup> Washington State ESD, [OID List for Northwest WDA: Island, San Juan Counties](#), October 2022.

one of the lowest of the incorporated jurisdictions in Island County. With daily tourism to Island County seeing a marked increase as it recovers from the pandemic, Coupeville could pursue opportunities to increase its local tourism and draw more visitors to the town. Areawide, the local region is making investments in various tourism campaigns – such as the promotion of regenerative tourism, the creative economy, and lesser-known historic and cultural attractions – through efforts led by organizations such as the Whidbey & Camano Islands Tourism Committee and the Coupeville-based Island County Historical Society.

### **Retail**

Approximately 17% of Coupeville residents work in the retail trade. However, retail jobs account for only 3% of primary jobs in the town (a primary job is the highest paying job for an individual worker and assumes one job per worker). As the county seat, the Town and its local government employees can support retail businesses that align with the community's retail and service needs. The Town could pursue opportunities to encourage, retain, and expand its locally-owned small businesses through partnerships with the Central Whidbey Chamber of Commerce and the Island County Economic Development Council. For example, the Town could seek to grow its water-oriented small-scale businesses given its partnership with the Coupeville Historic Waterfront Association and Coupeville Wharf. These efforts may also attract local visitors thus increasing visitor spending (complementing the growth opportunity in leisure, tourism, and hospitality) and supporting local retail jobs with higher pay. Some residents receiving social security or retirement income may also opt to work part-time in local retail jobs that support Coupeville's unique historical assets, craft Industries, or natural environment.

# Appendix E - Parks, Recreation & Open Space

Refer to Appendix H – Capital Facilities (CFP Appendix).

DRAFT

# Appendix F - Natural Systems

## Existing Conditions

### Topography

The Town is situated on and around three hills: one in the northeast end of Town and two in the central portion of Town. Elevations in Coupeville range from sea level along the Penn Cove shoreline to approximately 200 feet above sea level in hilltop areas.

In some areas, uplands slope gently to the shoreline. In other areas, uplands meet Penn Cove 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 percent 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 a Sole Source Aquifer Area in 1983. 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.

## 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. Wind patterns are usually mild, averaging eight miles per hour. Southwesterly winds predominate; however, westerly winds storming across Penn Cove are sometimes severe.

## Plants & 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. Black-tailed 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.

Finally, the waters of Penn Cove feature an abundance of aquatic life, [such as eelgrass, shellfish, salmon, and occasionally whales.](#)

~~including            a diverse and large shellfish population.~~

## Shoreline

This information was originally in the body of the old Land Use element and is relocated here.

## Summary

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.

### **Shoreline 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.

[2023 Coupeville Sea Level Rise Vulnerability Assessment - This project was funded by a grant from the Washington State Department of Ecology. The objective of this project](#)

[was to couple recently developed localized sea level rise projections, high resolution land elevation data from Island County, and other publicly available regional data in GIS to perform a quantitative assessment of sea level rise vulnerability for the Town's shores. The analysis was applied to critical assets within the Town, which include buildings, roads, utilities, and parks and community assets. The sensitivity of each asset, or the degree to which an asset is susceptible to impacts due to coastal flooding or a combination of flooding and recession, was qualitatively assessed. The assessment evaluated the most exposed assets and factored in their sensitivity to sea level rise impacts to assess their overall vulnerability. The most vulnerable assets were then identified and the basis for the highest vulnerability assets described.](#)

*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 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.

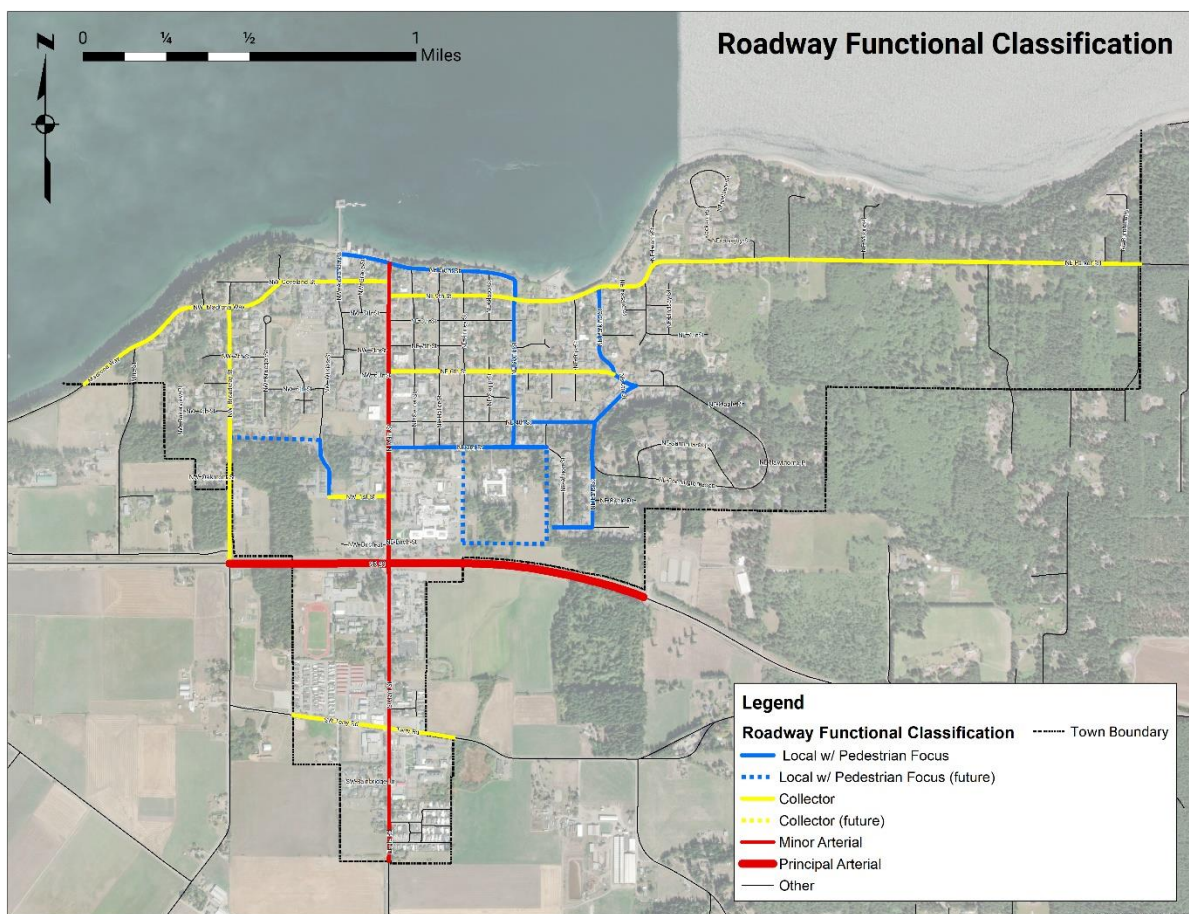


# Appendix G - Transportation

## G.1 - Inventory of Existing Transportation Facilities and Conditions

This section summarizes key components of the existing transportation system serving the Coupeville.

### Street Inventory



MAP 1 Functional Classification Map

The Town of Coupeville street system is shown in Map 1. This map also highlights the functional classification of each roadway. The function of streets are defined by the level of mobility and access that each street is expected to serve. For example, State highways prioritize mobility whereas local streets prioritize access to adjacent land uses. The other classifications are a relative mix of mobility and access priorities.

State Route 20 is considered a Principal Arterial. This roadway is the transportation spine of Whidbey Island and nearly all regional trips to and from Coupeville use this roadway. The roadway has one lane in each direction with turn pockets at major intersections. Posted speeds range from 45 to 55 mph. Annual average daily traffic volumes are about 9,000 east of Main Street and 12,000 to the west (average of 2019 and 2021 conditions)

Main Street is considered a Minor Arterial and is the north-south spine of Coupeville connecting SR 20 to schools, hospitals, Town buildings, and retail areas. The roadway has one lane in each direction with a center two-way left-turn lane along major sections. Posted speed is 25 mph. Annual daily volumes range between 7,500 and 9,500 vehicles per day in the vicinity of US 20.

Collector streets serve a higher volume of traffic than local streets due to connectivity, traffic controls, and general geography of the area. However, they still provide a high level of access to adjacent land uses. Madrona Way, Broadway Street, 6th Street, 9th Street/Parker Road, Terry Road and 1st Street are considered collectors. Major collector streets have annual daily volumes of 2,000 trips or less.

The remainder of Coupeville streets are considered local streets.

### **Safety History**

The Town has been successful in separating pedestrian traffic from vehicular traffic on higher volume corridors. Sidewalks and high-visibility crosswalks near the schools have helped reduce crash risks. In addition, most roadways within the Town have lower travel speeds, which lower risks of injury when crashes do occur.

US 20 is the only major higher-speed facility within the Town and that increases the severity of crashes. Of particular interest to the Town is the higher frequency of crashes at the intersection of SR 20 and Broadway Street. This location has had numerous crashes and 2 fatalities in the last 15 years.

### **Walk and Bike Facilities**

The Town has a legacy of encouraging walk and bike travel in the area. There is walk and bike system connectivity to major walk and bike generators, such as the waterfront, downtown, parks, civic areas, and schools.

There are currently 4.1 miles of off-street trails within the town, with many of these trails providing a connection to the Class 1 trail along the SR 20 highway that connect to other trails on the island. Away from the highway, most trails are soft-surfaced and separated from the roadway behind a curb. These trails are along Broadway Street (Ebey Road), Front Street, and 9th Street/Parker Road corridors.

There are currently 3.5 miles of sidewalk within the Town, with 46 percent of that infrastructure located along Main Street. Main Street has sidewalk facilities on both sides of the roadway for most of its length. Outside of Main Street, sidewalks not as common and are limited to new developments, the downtown area, and around schools.

## **Transit Facilities**

Transit service is provided by Island Transit, which serves all of Island County. Within Town, the two routes generally traverse between the Coupeville Recreation Hall area and the Coupeville Elementary School along Main Street. This provides opportunities for people to access transit in both the northern and southern sections of the town near Main Street.

Route 1 operates between Oak Harbor and Clinton with 60-minute headways during weekdays. Route 6 operates between Oak Harbor and Coupeville Ferry Terminal with 120-minute headways during weekdays.

There is a designated Park and Ride facility co-located with commercial business on Main Street southeast of the Coupeville Elementary School.

## **G.2 - Travel Forecasts Evaluation**

Historical traffic growth was reviewed along SR 20 to gauge annual growth trends that may persist into the long-range future. WSDOT maintains a permanent traffic count location on US 20 east of the Town. Annual traffic volumes have fluctuated depending on economic conditions, but over the past 20 years annual growth has been about 0.3 percent. Over the past 10 years that growth trend is higher at 1.1 percent annually.

Major growth areas within the Town are located along Parker Road in the east section of the Town and near Broadway Street in the western sections. These growth areas will likely add trips to the major collectors and arterials that connect to Town services and commercial areas as well as connecting roadways to other communities in Island County. It is not anticipated that any new traffic signals would be required due to new growth. Any upgraded traffic controls would be limited to all-way stop control or single-lane roundabouts.

Coupled with the safety concerns mentioned previously, any further land use growth on the Broadway Street corridor would add more safety risk at the US 20/Broadway Street intersection. This location will need to be evaluated further to address safety and growth impacts.

Increased traffic volumes would further drive the need to better delineate walk and bike facilities on select local streets, collector streets, and arterial roadways. This includes off-street paths, sidewalks, and high-visibility crosswalk locations.

## G.3 - Transportation Systems Plan

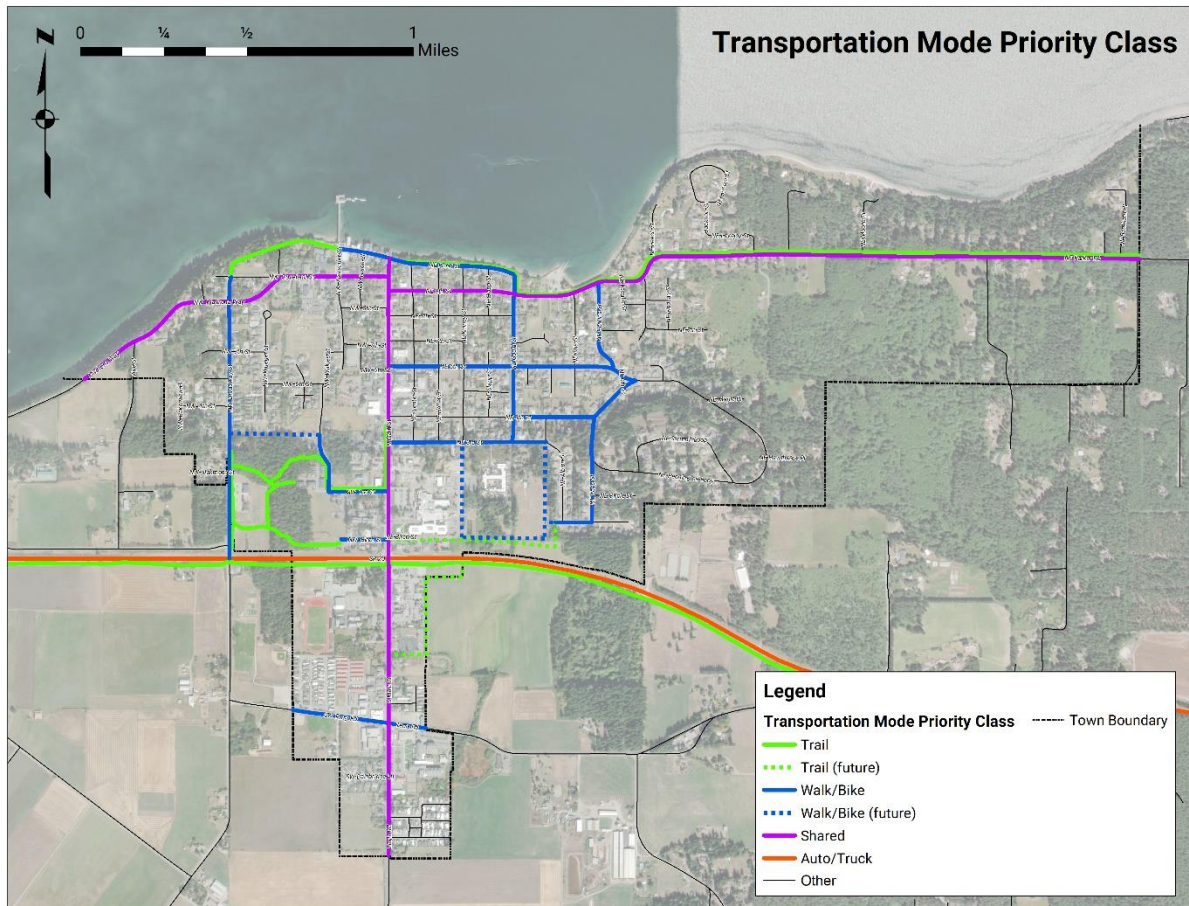
The Transportation System Plan provides the blueprint for the future Coupeville multimodal transportation system, and then the projects and tools to implement the plan.

### Functional Classification

As mentioned in the existing conditions section, the functional classification highlights the purpose of the roadway as it relates to vehicle traffic. Arterials serve vehicle mobility and local streets serve access to adjacent land uses. Decisions about the design of a roadway are tied to the intended street function.

### Mode Priority Classification

Every street should provide safe travel for all modes (truck, car, walk, or bike), street corridors can vary on which modes are prioritized for higher levels of comfort and accessibility. The mode priority classification is intended to highlight mode priorities to inform street cross-section designs.



MAP 2 Mode Priority Classification Map

As shown in Map 2, there are three mode priority classifications.

- **Auto/Truck Priority.** US 20 is the only corridor classified as an Auto/Truck priority. This means street and intersection designs should consider higher volumes and speeds for cars and trucks..
- **Shared Priority.** N. Main Street, S. Main Street, NW Madrona Way, NE 9th Street, Terry Road, and NE Parker Road are classified as Shared Priority. This means their needs to be balance of all modes. Vehicle posted speeds are set lower, and a typical street cross-section would include sidewalks and bike facilities.
- **Walk/Bike Priority.** Map 2 highlights the streets that are classified as Walk/Bike Priority routes. The important point is that these roadways provide good overall walk/bike connectivity within Coupeville, when combined with off-street pathways and Shared Priority roadways. These corridors would also be prioritized over other local streets for cross-section improvements such as sidewalks, curb/gutter, and traffic calming elements.

### Transportation Concurrency

The Washington State Growth Management Act (GMA) (RCW 36.70A.070(6)(b)) states that "...local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a locally owned transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development...concurrent with development shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years." The GMA allows local jurisdictions to define, measure, monitor, and maintain LOS according to the land use and transportation system priorities adopted in the local Comprehensive Plan.

LOS standards are part of the mandatory elements of the Town's Comprehensive Plan as required by the Growth Management Act (GMA) (RCW 36.70A.070). The GMA indicates that the transportation element shall include "level of service standards for all locally owned arterials and transit routes to serve as a gauge to judge performance of the system. These standards should be regionally coordinated". The transportation element needs to identify specific actions and requirements for bringing into compliance locally owned transportation facilities or services that operate or will operate below the established level of service standard.

### Level of Service Standards

Level of service is a measure of the quality of traffic flow and operations. It can be described in terms such as speeds, travel times, delays, convenience, interruptions, and comfort. The Highway Capacity Manual (HCM), Transportation Research Board, provides methodologies for evaluating levels of service (LOS) for transportation facilities and services. The HCM criteria range from LOS A indicating free- flow conditions with minimal delays, to LOS F indicating extreme congestion and significant delays. For purposes of the Transportation Element, the Town has adopted level of service standards for transportation facilities under its jurisdiction as required under the Growth Management Act (GMA). The Town must address level of service standards on state

highways serving the Town. In addition, Coupeville needs to review its LOS standards within the context of the regional policies established by IRTPO and Island County.

### **Town of Coupeville Level of Service Standards**

The Town has established the following LOS standards. The levels of service shall be measured using methodologies identified in the latest edition of the Highway Capacity Manual.

Traffic Signals, Roundabouts, and All-Way Stop Controlled Intersections – LOS C or better based on overall average delay per vehicle.

**Unsignalized Two-Way Stop Controlled Intersections** – LOS D or better for worst traffic movement. On a case-by-case basis, the Town may allow the level of service for traffic movements from the minor streets at two-way stop-controlled intersections to operate below the adopted standard, if the Town determines that no significant safety or operational issues will result.

The Town typically will apply the intersection LOS standard to the weekday PM peak hour. The Town may, however, define additional evaluation periods for intersection review to identify if potential impacts would occur. These could include weekday AM peak hour, weekends, or other time periods depending on the type and location of a proposed development. The levels of service requirements described above are consistent with the intent of the Level of Service standard as defined in previous Transportation Element. This update better aligns the methodology for determining Level of Service with national best practices and the current HCM.

### **Project List**

Based on an evaluation of existing and forecast traffic conditions, operations, safety, and circulation needs, a recommended list of transportation improvement projects and programs are identified. The project list is organized into the following categories:

**Upgrade/Reconstruction** projects update the street and active transportation network along the corridor to match the Town’s multimodal street standards.

**New Street Connection** projects include constructing new multimodal street connections.

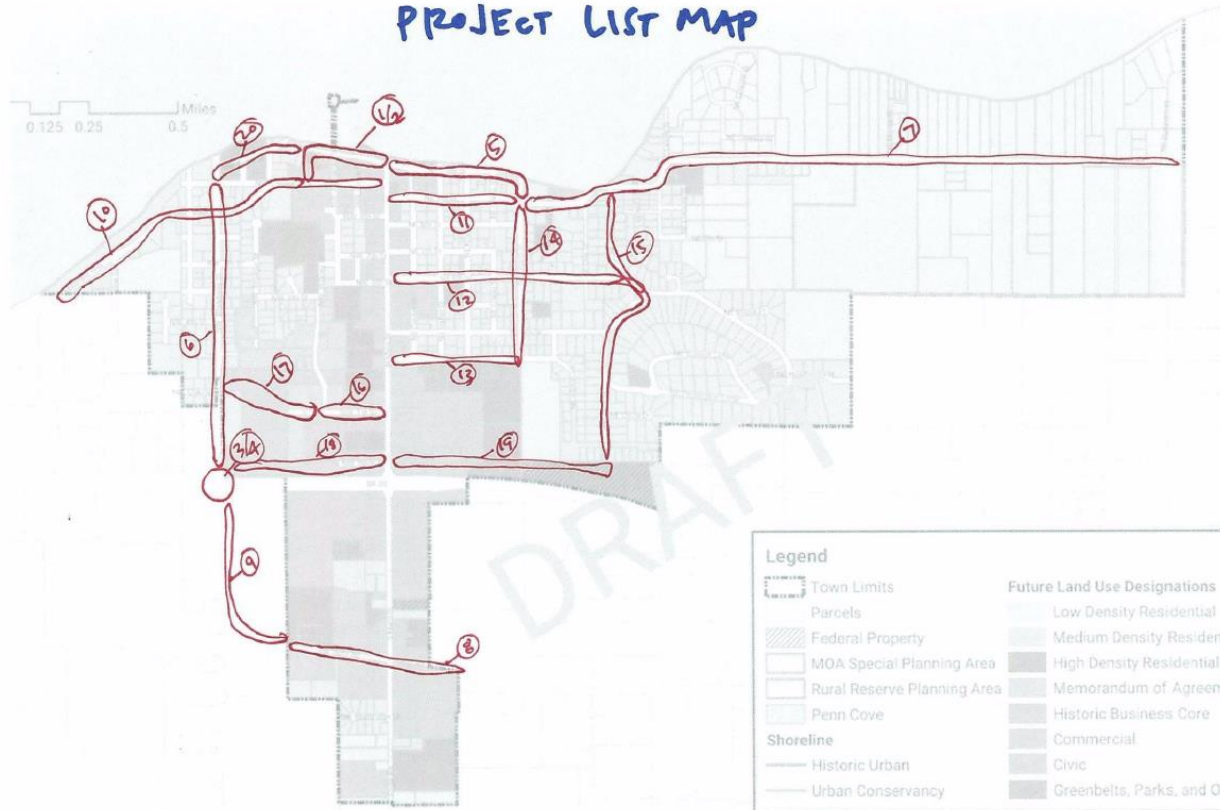
**Active Transportation Network** projects focus on standalone new or improved trails or sidewalk connections within the Town.

**Intersection/Crossing** projects include improvements to traffic controls or major street or trail crossing locations.

**Townwide Studies, Plans, and Programs** include studies, plans and annual transportation programs within the Town of Coupeville.

**Figure X and Table X** identify each of the projects and their locations. **Table X** provides a brief description of each project including the project limits.

## PROJECT LIST MAP



### MAP 3 Map of Transportation Projects

**Table X – Transportation project list**

#	Project	Extents	Description
1	Phase 1: NW Alexander St/Front St NW One-Way Conversion Study	North of Coveland St and west of Main St	Study to identify possible one-way street solution to provide more space for pedestrians, bicyclists, and/or parking. Recommend general cross-section, intersection treatments, and connectivity to existing system.
2	Phase 2: NW Alexander St/Front St NW Multimodal Corridor Improvements	North of Coveland St and west of Main St	Implement recommendations from Phase 1
3	Phase 1: NW Broadway St/US 20 Intersection Safety Study	Intersection	Identify improvement to address safety at this intersection. Ideas include roundabout, RRFB trail crossing, vehicle turn lanes, or similar.
4	Phase 2: NW Broadway St/US 20	Intersection	Implement recommendations from Phase 1

#	Project	Extents	Description
	Intersection Improvement		
5	Front St NE Multimodal Improvements	N Main St to NE 9th St	Improve street and trail per updated multimodal street standard (one-way Ped/Bike Priority Local Street).
6	NW Broadway St Multimodal Improvements	US 20 to NW Coveland St	Improve street and trail per updated multimodal street standard (Ped/Bike Priority Collector).
7	NE 9th St/Parker Rd NE Multimodal Improvements	Gould St NE to City Limits	Improve street and trail per updated multimodal street standard (Shared Priority Collector).
8	SE/SW Terry Rd Multimodal Improvements	West City Limits to East City Limits	Improve street and trail per updated multimodal street standard (Ped/Bike Priority Local Street).
9	S Ebeby St Trail Connection	US 20 to SE Terry Rd/West City Limits	Upgrade trail connection between US 2 and Terry Rd (City areas)
10	NW Madrona Way Multimodal Improvements	West City Limits Main St	Improve street per updated multimodal street standard (Shared Priority Collector).
11	NE 9th St Multimodal Improvements	Main St to Gould St NE	Improve street per updated multimodal street standard (Shared Priority Collector).
12	NE 6th St Multimodal Improvements	Main St to Faris St NE	Improve street per updated multimodal street standard (Ped/Bike Priority Collector).
13	NE 3rd St Multimodal Improvements	Main St to Gould St NE	Improve street per updated multimodal street standard (Ped/Bike Priority Local Street).
14	Gould St NE Multimodal Improvements	NE 9th St to 3rd St NE	Improve street per updated multimodal street standard (Ped/Bike Priority Local Street).
15	Perkins St NE/Faris St NE Corridor Multimodal Improvements	NE 9th St to Lauren St	Improve street per updated multimodal street standard (Ped/Bike Priority Local Street).
16	NW 1st St Multimodal Improvements	Main St to Wilkes St NW	Improve street per updated multimodal street standard (Ped/Bike Priority Collector).
17	NW 1st St Extension	Wilkes St NW to NW Broadway St	New multimodal street connection (Ped/Bike Priority Collector).
18	West Trail Connection	Broadway St and Main St	New off-street trail connection. (May not be needed depending on NW 1st St project design and timing)
19	East Trail Connection	Main St to Faris St NE	New off-street trail connection. Links eastern residential areas to safe Main Street/US 20 crossing location
20	Northwest Trail Connection	NW Coveland St to Alexander St	Upgrade trail connection consistent with new street/trail standards



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#	Project	Extents	Description
21	Active Transportation Plan	Citywide	Create Active Transportation Plan

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DRAFT

# Appendix H - Capital Facilities (CFP Appendix)

## H.1 - Introduction

### H.1.A - Purpose

The purpose of the Capital Facilities Plan (CFP) Appendix is to use sound fiscal policies to provide adequate public facilities to the community consistent with the land use, transportation, parks, ~~and~~ capital facilities, and utilities elements. ~~and~~ The element promotes adequate facilities concurrent with, or prior to, the impacts of development to achieve and maintain adopted standards for levels of service.

The Capital Facilities Element and associated CFP Appendix are required components of the Comprehensive Plan ~~to guide capital planning necessary to provide services to the community~~ (CFP refers collectively to both the element policies and this supporting appendix). Capital facilities are significant projects for jurisdictions to fund, build, and maintain, and the sooner a jurisdiction plans for its needs ~~the better they can do to meet their needs~~ it is easier to meet them (e.g., seeking necessary funds, phasing implementation, coordination with partners, etc.). The Comprehensive Plan and CFP are 20-year policy and planning documents (or sometimes longer). Some jurisdictions create a Capital Improvement Program with a 6-year time horizon for budgetary purposes, which may be incorporated into the Comprehensive Plan and associated CFP.

Together, these documents guide the development of capital facilities needed to support forecasted growth over the next 20 years. This CFP updates the inventory of current capital facilities owned by the Town, establishes the Level of Service Standards (LOS) that measures the benefits the Town can provide, and includes a project summary that forecasts the expected capital facilities needs and investments over the next 20 or more years.

### H.1.B - Growth Management Act Requirements

The Washington State Growth Management Act (GMA) requires that all comprehensive plans contain a Capital Facilities plan element that includes an inventory, projected needs, and funding and financing for facilities and infrastructure. Specifically, GMA requires the Capital Facilities plan element consist of ([RCW 36.70a.070\(3\)](#)):

- (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
- (b) a forecast of the future needs for such capital facilities;
- (c) the proposed locations and capacities of expanded or new capital facilities;
- (d) at least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes; and

*(e) a requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.*

This CFP Appendix is intended to provide the technical foundation—inventory, service standards, capacity, proposed projects, and funding as appropriate—for the GMA required Capital Facilities Element. Goals and policies for these required elements are contained in the Capital Facilities Element of Coupeville’s Comprehensive Plan.

Capital facilities are important because they support the growth envisioned in the Town’s Comprehensive Plan. The GMA requires the CFP to identify specific facilities, include a realistic financing plan (for the 6-year period), and make adjustment to the plan if funding is inadequate. GMA requires that all capital facilities have “probable funding” to pay for capital facility needs, and that jurisdictions have capital facilities in place and readily available when new development comes in or must be of sufficient capacity when the population grows, particularly for transportation (concurrency) or for services deemed necessary to support development.

Levels of service (LOS) are established in the CFP and represent quantifiable measures of capacity. They are minimum standards established by the Town to provide capital facilities and services to the Coupeville community at a certain level of quality and within the financial capacity of the Town or special district provider. LOS standards are influenced by local ~~citizens~~ residents, elected and appointed officials, national standards, mandates, and other considerations, such as available funding. Examples of LOS measures include amount of intersection delay, acres parks or miles of trails per 1,000 population, gallons of water per capita per day, and others. Those facilities and services necessary to support growth should have LOS standards and facilities.

Recent Growth Management Hearings Board cases have placed more importance on the preparation and implementation of CFPs. The key points include:

- Capital facilities plans should address the 20-year planning period and be consistent with growth allocations assumed in the Land Use Element. Capital facilities plans should also demonstrate an ability to serve the full town limits and Urban Growth Area (UGA).
- Financial plans should address at least a 6-year period and funding sources should be specific and committed. The Town should provide a sense of the funding sources for the 20-year period though it can be less detailed than for the 6-year period.

Growth, LOS standards, and a funded capital improvement program are to be in balance. In the case where the LOS cannot be met by a service or facility, the jurisdiction can do one of the following: 1) add proposed facilities within funding resources, 2) reduce demand through demand management strategies, 3) lower LOS standards, 4) phase growth, or 5) change the land use plan.

### H.1.C - Definition of Capital Facilities

Capital facilities generally have a long useful life and include town and non-town operated infrastructure, buildings, and equipment. Capital facilities planning does not cover regular operation and maintenance, but it does include major repair, rehabilitation, or reconstruction of facilities.

The CFP addresses infrastructure (such as streets, roads, traffic signals, sewer systems, stormwater systems, water systems, parks, etc.) and public facilities through which services are offered (such as fire protection structures and major equipment, law enforcement structures, schools, etc.). Per [WAC 365-196-415](#), at a minimum, those capital facilities to be included in an inventory and analysis are water systems, sewer systems, stormwater facilities, reclaimed water facilities, schools, parks and recreational facilities, police, and fire protection facilities. Capital facilities that are needed to support other comprehensive plan elements, such as transportation, the parks and recreation or the utilities elements, may be addressed in the capital facility element or in the specific element. Coupeville’s CFP also describes municipal buildings and the public library.

**Exhibit 42** summarizes the types of facilities, providers, and applicable plans that guide the agencies for facilities addressed in this CFP Appendix. The applicable plans listed in **Exhibit 42** are incorporated by reference in the Comprehensive Plan and in this CFP Appendix.

*Exhibit 42. Capital facility service provider and functional plans*

Facility Type	Provider(s)	Description	Applicable Plan(s)
Municipal Buildings	Town of Coupeville	Includes Town-owned buildings and property management related to Town owned capital.	Adopted Town Budget
Streets	Town of Coupeville Public Works Department; WSDOT	Provides streets, sidewalks, traffic controls, and street lighting.	See the Transportation Element Adopted 6-Year Transportation Improvement Program
Public Transit	Island County Public Transportation Benefit Area Transit (Island Transit)	Provides bus services and park & rides.	<a href="#">Island Transit 6-Year Transit Development Plan</a>
Law Enforcement	Town of Coupeville via contract with Island County Sherriff’s Office	Provides facilities that support the provision of law enforcement services.	<a href="#">Island County Capital Facilities Plan and Capital Improvement Program</a>
Fire & Emergency Services	Central Whidbey Island Fire and Rescue; Whidbey Health	Provides facilities that support the provision of fire and emergency services. WhidbeyHealth provides ambulance service and advance life support. Central Whidbey Island Fire and Rescue staffs a basic life support	<a href="#">Central Whidbey Island Fire and Rescue Integrated Comprehensive Plan</a> , including: <ul style="list-style-type: none"> <li>• Strategic Plan (Vol. 2)</li> <li>• Standard of Coverage &amp; CPR Plan (Vol. 3)</li> <li>• Long Term Financial Plan (Vol. 5)</li> <li>• Capital Projects Plan (Vol. 6)</li> </ul> <a href="#">WhidbeyHealth Strategic Plan</a>

		ambulance under contract with WhidbeyHealth.	
Schools	Coupeville School District (School District 204)	Provides facilities for instruction for the Town of Coupeville.	<a href="#">Coupeville School District Strategic Plan</a> (currently being updated <u>as of 2023</u> )
Library	Sno-Isle Libraries	Provides access to books, movies, and music and to other community services like free wireless internet and <a href="#">public meeting space</a> <del>children's story hours</del> .	<a href="#">Sno-Isle Libraries Policies and Guidelines</a> <a href="#">Sno-Isle Libraries Annual Budget</a>
Parks & Recreation	Town of Coupeville Public Works Department	Provides facilities for passive and active recreational activities.	See the Parks, Recreation & Open Space Element Adopted Town Budget
Water	Town of Coupeville Public Works and Utilities Department	Infrastructure for providing drinking water to the Town of Coupeville.	See the Utilities Element Adopted Water System Plan Island County Coordinated Water System Plan
Stormwater	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of stormwater within the town.	See the Utilities Element Adopted Integrated Stormwater Management Plan
Sanitary Sewer	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment <del>of stormwater</del> within the town.	See the Utilities Element Adopted Comprehensive Sewer Plan

Note: See the Transportation Element and Appendix for a description of transit facilities.

### H.1.D - Essential Public Facilities

GMA requires the Town’s Comprehensive Plan include a process for identifying and siting essential public facilities. Essential public facilities are facilities that are typically difficult to site but that serve a public purpose. They may be publicly or privately owned or operated, and they may be regional facilities or facilities of state-wide significance. Examples include [airports, educational facilities](#)/schools, water transmission lines, sewer collection lines, fire stations, hospitals, jails, prisons, solid waste transfer stations, highways, [mental health facilities, group homes, community facilities](#), and stormwater treatment plants. In addition to those facilities identified in [WAC 365-196-550 and RCW 36.70A.200](#) as essential public facilities, the Island County Countywide Planning Policies (CWPPs) and Island County Code (ICC) designate public school and municipal sewage treatment facilities as essential public facilities.<sup>1</sup> Coupeville also

<sup>1</sup> See “Facility of Statewide or Countywide Significance” under Section 1.3 Definitions in the CWPPs and [ICC 17.03.040](#).

considers major water treatment, transmission, and storage facilities as essential public facilities.<sup>2</sup>

No comprehensive plan is allowed to preclude the siting of essential public facilities within the community. It is important to recognize that the location of these facilities may have negative impacts on surrounding land use areas and different essential public facilities may have different needs in terms of their physical location. [The CWPPs identify measures to address local impacts and mitigation. The Town’s land use regulations \(e.g., conditional use permit procedures\) and the State Environmental Policy Act \(SEPA\) ensure the uses are properly vetted and reviewed to minimize impacts.](#)

### Essential Public Facilities in Coupeville

Exhibit 43 lists facilities designated as essential public facilities in Coupeville. This list is adopted as part of the CFP and will be periodically updated by the Town.

*Exhibit 43. Capital facility service provider and functional plans*

Type	Facility	Address	Owner
<b>Municipal Building</b>	Town Hall	4 NE 7 <sup>th</sup> St	Town of Coupeville
<b>Educational Facilities</b>	Coupeville Middle and High School	501 S Main St	Coupeville School District
	Coupeville Elementary	6 S Main St	Coupeville School District
	Open Den Program	404 N Main St	Coupeville School District
<b>Transportation Facilities</b>	State Route 20	Portion of SR 20 that runs through Coupeville	WSDOT – all of SR 20 is designated by WSDOT as a Highway of Statewide Significance
<b>Regional Transit Authority Facilities</b>	Coupeville Prairie Station Transit Park	201 S Main St	Island County Transit
<b>Correctional Facilities</b>	Island County Jail	503 N Main St	Island County
	Island County Juvenile Detention Facility	501 N Main St	Island County
	Island County Law & Justice Building (includes the County Courthouse and Sheriff’s Office)	101 6 <sup>th</sup> St NE	Island County
<b>In-Patient Facilities</b>	WhidbeyHealth Medical Center	101 N Main St	WhidbeyHealth
	Regency Coupeville	311 NE 3 <sup>rd</sup> St	Regency Pacific
<b>Mental Health Services</b>	Compass Health	20 NW 1 <sup>st</sup> St	Compass Health
<b>Homeless Services</b>	Island County Human Services	105 NW 1 <sup>st</sup> St	Island County

<sup>2</sup> The County does not consider throughput transmission facilities, major utilities, or communication towers as essential public facilities ([ICC 17.03.040](#)).

<b>Municipal Sewage Treatment Facilities</b>	Wastewater Treatment Plant	600 NE 9 <sup>th</sup> St	Town of Coupeville
<b>Other Utilities</b>	Water treatment, transmission, and storage facilities	Various	Town of Coupeville

Sources: Town of Coupeville, 2022; [WAC 365-196-550](#), 2022; Island County CWPPs (see “Facility of Statewide or Countywide Significance” under Section 1.3 Definitions), 2017; [ICC 17.03.040](#), 2022.

### Planned Essential Public Facilities

The State of Washington Office of Financial Management (OFM) is required to maintain a list of those essential state public facilities that are likely to be built within the next six years. The [OFM 2023-2029 Six-Year Facilities Plan](#) includes no planned facilities in Coupeville.

### Essential Public Facilities Siting Process

To be considered an Essential Public Facility in Coupeville, a facility must the following criteria:

- The facility, conveyance, or site is used to provide services to the public;
- Services are delivered by government agencies, private or non-profit organizations under contract with or funded by government agencies, or private organizations subject to public service obligations; and
- The facility, site, or conveyance is necessary to adequately provide a public service.
- 

The Town will adopt and periodically update a list of essential public facility types that meet this definition, and which are eligible to use the essential public facility siting process. At a minimum, the list shall include all facility types listed in [WAC 365-196-550](#) and the adopted CWPPs. Facilities that meet the definition may request to be sited in Coupeville using the process outlined in Island County’s Comprehensive Plan and CWPPs.<sup>3</sup>

### **H.1.E - Sources and Assumptions**

The CFP is based on the following sources of information and assumptions:

- **Capital Facility Functional or System Plans.** Capital facility functional or system plans of the Town of Coupeville or other service providers were reviewed for inventories, levels of service, planned facilities, growth forecasts, and potential funding.
- **Growth Forecasts.** Population growth forecasts ~~are outlined in the~~ [were based on a 2022 Land Capacity Analysis \(Comprehensive Plan Appendix XX\)](#), which projects Coupeville’s population to 2045 based on the method used in Island County’s 2016

<sup>3</sup> As of January 2023, Island County’s siting process for essential public facilities is outlined in Goal CF 6 of Island County’s Comprehensive Plan and CWPP Section 3.7.

Buildable Lands Analysis and recent population trends.<sup>4</sup> The 2023 population as well as the 2028 (6-year) and 2045 population (20-year) growth for each facility provider is estimated. [The Land Capacity Analysis assumed a 2021 population of 1,950 in Coupeville and estimates a 2023 population of 1,974, a 2028 population of 2,027, and a 2045 population of 2,175.](#)

- **Revenue Forecasts.** Revenues were forecasted for Town of Coupeville facilities to year 2044. The sources of revenue are summarized from available plans and compared to typical revenue sources for those service providers.

## H.2 - Revenue Analysis

### H.2.A - Overview

The revenue analysis of the Capital Facilities Plan supports the financing for providing facilities and services, as required by [RCW 36.70A.070\(3\)\(d\)](#). Revenue estimates, using assumptions based on historical trends, are used to represent realistic expectations for revenue that may be available for capital funding.

This revenue analysis looks at the Town of Coupeville's capital facility revenues for municipal services. Through identifying fiscal constraints in the future, and potential gap funding options, project prioritization can be incorporated into the capital planning process.

The revenue analysis provides an approximate, and not exact, forecast of future revenue sources. The numbers projected in this analysis are for planning purposes and do not account for sensitivities such as local, state, and federal policy; economic trends; and other factors.

### H.2.B - Funding the Capital Facilities Plan

Estimated future revenues are projected for the Plan's 2023 – 2045 planning period, in year of expenditure dollars. The following revenue analysis is organized according to the following categories:

- **General Capital Revenues.** Revenues under the category of general capital revenues are the revenues required by law to be used for capital projects. The general capital revenues in Coupeville consist of the first quarter percent real estate excise tax (REET 1) and second quarter percent real estate excise tax (REET 2) revenues.
- **Dedicated Capital Revenues.** Dedicated revenues are required by law to be used for certain types of capital spending, outlined by the law. ~~Coupeville does not currently (as of 2022) have any dedicated capital revenue sources.~~ [Coupeville has one dedicated capital revenue source – harbor lease revenues, which must be used for harbor improvement capital projects.](#)

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<sup>4</sup> Island County and the cities within have not yet updated their population allocations for the Periodic Comprehensive Plan Updates due June 30, 2025. The population projection method used in the Land Capacity Analysis was chosen for consistency with the County's 2016 planning efforts and recent population trends in Coupeville.



- **Operating Transfers.** Operating transfers are revenue sources that are transferred to capital improvement funds from operating funds. Although these are not dedicated sources to be relied on for capital funding, the Town of Coupeville has historically ~~transferred-designated~~ certain revenues ~~into-for~~ capital improvements ~~funds~~, such as water and sewer connection fees, which are earmarked for capital utility purposes. In ~~our~~ the CFP Appendix analysis, operating revenues are included as potential capital funding sources as the practice may be common enough to be considered a potential funding source, however these ~~transfers-designations~~ are not restricted to capital spending by law and could be used elsewhere.
- **Potential Policy Options and Other Funding Sources.** There are additional policy tools and sources available to fund capital projects, such as grant funds.

### H.2.C - Assumptions

The assumptions used in this analysis may not align with the Town’s future budget assumptions around the same revenue sources as the purposes of the two analyses are different. The Town’s budget estimates how much money the Town will have available for spending in the coming fiscal year while this CFP revenue analysis estimates how much revenue that will be specifically allocated to capital projects the Town is likely to receive in total over the next 6 and 20 years.

For each revenue source, revenue projections were estimated using various methodologies, depending on trends in historical revenues and best available information. These methodologies are as follows:

- Projecting revenues based on a historical per capita rate and growing based on population growth
  - Projecting revenues based on a constant historical value
  - Projecting revenues based on existing revenue projections or Town policies
- Population growth is assumed to be consistent with population projections outlined in the Town’s Comprehensive Plan Land Use Element.

### H.2.D - General/Dedicated Capital Revenues and Operating Transfers Municipal Buildings; Parks and Recreation Facilities

The Town of Coupeville has historically funded capital projects for its municipal buildings and for its parks and recreation facilities from its Real Estate Excise Tax (Capital Improvement) Fund (Fund 105). Funding sources for the Capital Improvement Fund include Real Estate Excise Tax (REET) revenues, investment earnings, and grants. In practice, REET revenues make up nearly all of the revenues in this fund.

Historically, the Town has also funded some municipal building and parks and recreation capital improvement directly from its General Fund (Fund 001). Not all capital facility projects are eligible for REET funding, but projects that aren’t eligible for REET funds can be paid for from general Town revenues (which include property tax, retail sales tax, and utility taxes) or grant revenues in the General Fund.

The Town also has a Harbor Improvement Fund (Fund 107), which covers harbor improvements. The primary source of revenue in this fund is harbor leases, and these revenues must be spent on capital purposes, specifically harbor improvements. There has historically also been a small amount of interest income in this fund.

### Capital Improvement Fund: REET 1 & REET 2

REET revenues are collected on property sales at the point of sale. They are required by law to be spent on capital projects. REET is based on the total value of real estate transactions in a given year, and the amount received annually can vary significantly based on fluctuations in the real estate market and trends in the economy.

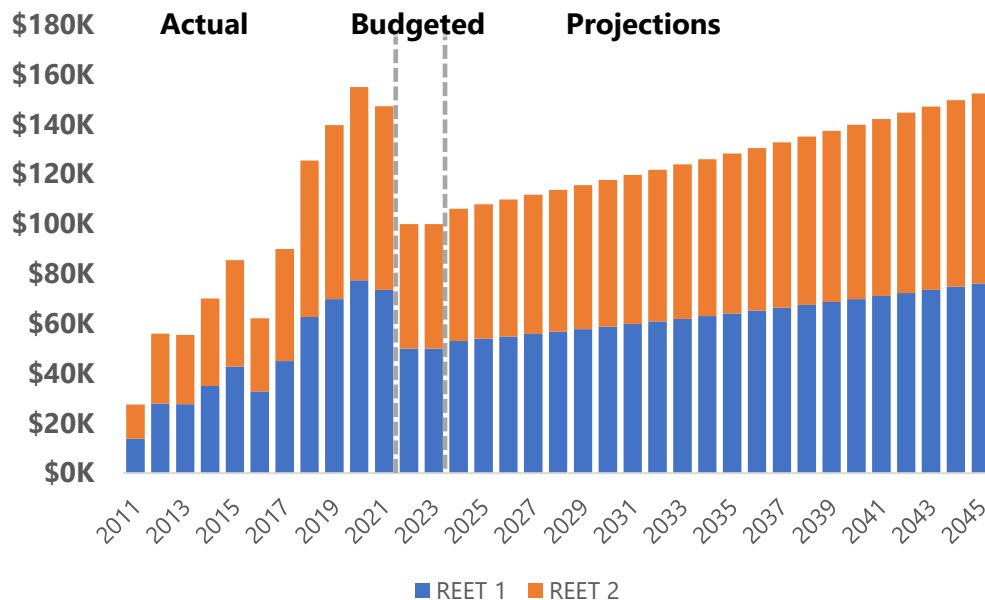
Coupeville is authorized by the state to impose two separate REET levies. REET 1 and REET 2 each allow for a levy of 0.25% on the property's selling price, for a total tax of 0.5% of total sale price. All proceeds must be used for capital spending, as defined in RCW 35.43.040. REET 2 is more restricted than REET 1, as it may not be spent on acquisition of land for parks, recreation facilities, law enforcement facilities, fire protection facilities, trails, libraries, or administrative or judicial facilities (RCW 82.46.035). REET 2, specifically, can only be levied by those cities and counties that are planning under GMA. For REET 2, the capital projects must be those specifically listed in RCW 82.46.035(5):

*Public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, streets and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, and planning, constructions, reconstruction, repair, rehabilitation, or improvement of parks.*

Within the parameters defined by law, REET 1 and REET 2 can be spent at the discretion of the Town of Coupeville. Historically, Coupeville has used REET 1 and REET 2 revenues for capital projects for municipal buildings and parks and recreation facilities.

This analysis projects REET 1 revenues after 2022 based on average annual REET 1 revenues the Town received from 2011 to 2021, around \$50,000 for REET 1, which is annually adjusted for inflation based on the U.S. Bureau of Labor Statistics' Consumer Price Index: West Region Size Class B/C Cities. REET 2 revenues are estimated to match REET 1 revenue projections from 2023 to 2045. See [Exhibit 44](#).

Exhibit 44. Actual, Budgeted, and Projected REET 1 & REET 2 Revenues (2011-2045), Year of Expenditure Dollars (YOE\$)

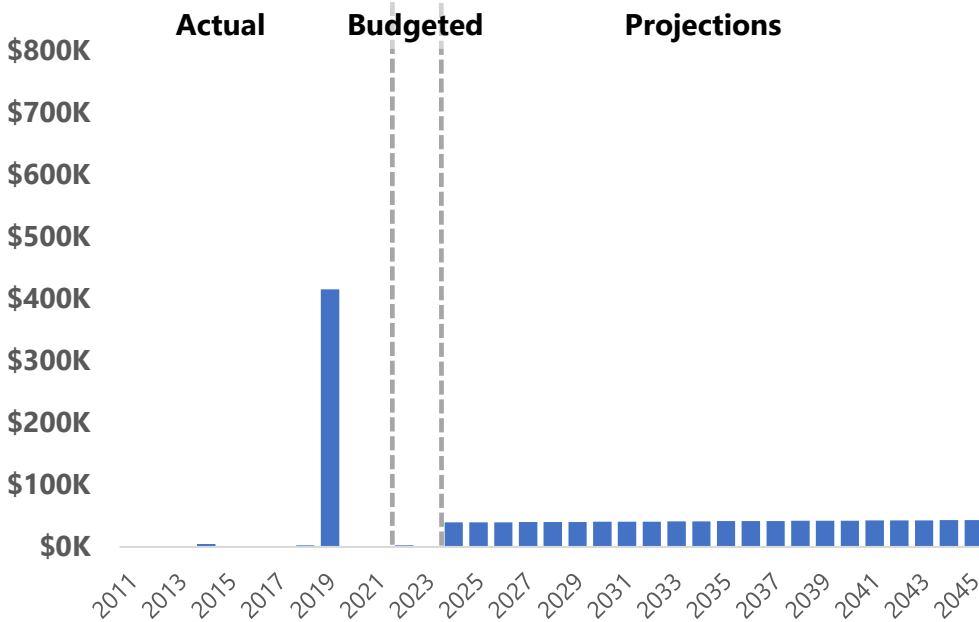


Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. Projections are rounded to the nearest \$10,000.  
 Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2023.

Capital Improvement Fund: Grants

Grants have historically been a revenue source for the Capital Improvement Fund. These can be from federal, state, local, and private grant programs, and are typically awarded on a competitive basis, meaning that the Town must invest resources in submitting an application, and success is not guaranteed. The amount of grant revenue received in the Capital Improvement Fund has varied significantly in prior years, so the projected future revenues in Exhibit 45 reflect likely future average grant revenues over the 20-year period – the Town does not expect to receive grant funds in every year, but in the years it does receives grant funds, they are likely to be greater than the average.

Exhibit 45. Actual, Budgeted, and Projected Capital Improvement Fund Grant Revenues, 2011-2045 (YOE\$)



Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. Projections are rounded to the nearest \$10,000. YOE\$ = Year of Expenditure Dollars.

Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2023.

### Capital Improvement Fund: Other Revenues

Other revenues in the Capital Improvement Fund include investment earnings ~~and grants~~. Investment earnings are not projected here because these revenues have averaged less than \$3,250 per year each year over the last 10 years and because these revenues are not guaranteed in the future. ~~Grant revenues are also not projected in here because they are not a consistent, predictable source of revenue. Although not listed here, these other Capital Improvement Fund revenues have been a consistent source of revenue for the Town in years past. Over the last 10 years, the Town of Coupeville received grants in the Capital Improvement Fund in three years.~~

### General Fund: General Revenues ~~and Grants~~

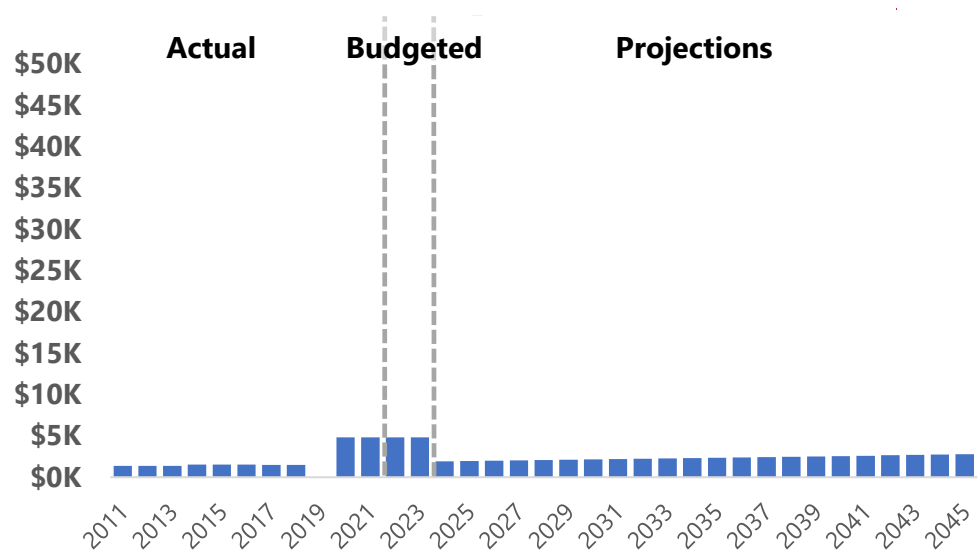
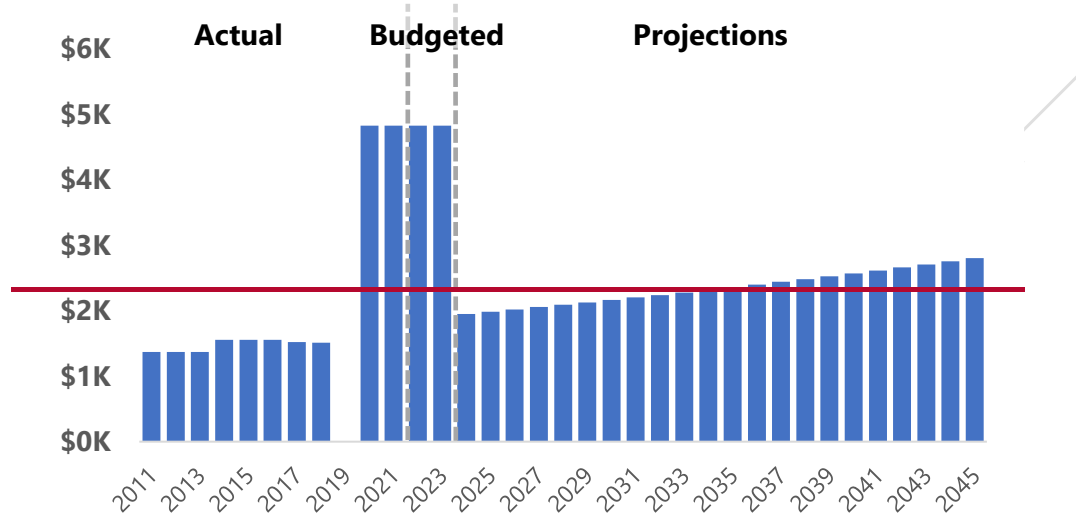
The Town has historically funded some municipal buildings and parks and recreation capital projects out of its General Fund. This includes cases ~~where it received grants for these projects, as well as cases~~ where the Town used general Town revenues to cover specific capital projects. The largest categories of general revenues in the Town’s General Fund are property tax, local retail sales and use tax, and business and occupation taxes on utilities (utility taxes). Because ~~both grants and~~ the use of general revenues for capital projects ~~are is~~ not a predictable, reliable sources of dedicated revenue for capital projects, these revenues are not projected here. [The Town budgets](#)

both grant funds and the use of general funds for capital projects. These funding sources are not included in the projections below.

### Harbor Improvement Fund: Leases

The primary source of revenue for the Harbor Improvement Fund is harbor leases. This analysis projects harbor lease revenues after 2022 based on average annual harbor lease revenues the Town received from 2011 to 2020, around \$1,850, which is annually adjusted for inflation based on the U.S. Bureau of Labor Statistics' Consumer Price Index: West Region Size Class B/C Cities. See **Exhibit 46**.

Exhibit 46. Actual, Budgeted, and Projected Harbor Lease Revenues (2011-2045), YOES



Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.

Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2023.

**Municipal Buildings; Parks and Recreation Facilities: Total Estimated Capital Revenues**

**Exhibit 47** details total projected capital revenues for municipal buildings and parks and recreation facilities capital projects over the planning period. Coupeville has a projected year-end Capital Improvement Fund balance of approximately \$910,000 and a balance of \$40,000 for the Harbor Improvement Fund for 2022. These funds are also available to cover municipal buildings and parks and recreation facilities capital costs during the 2023-2045 time period.

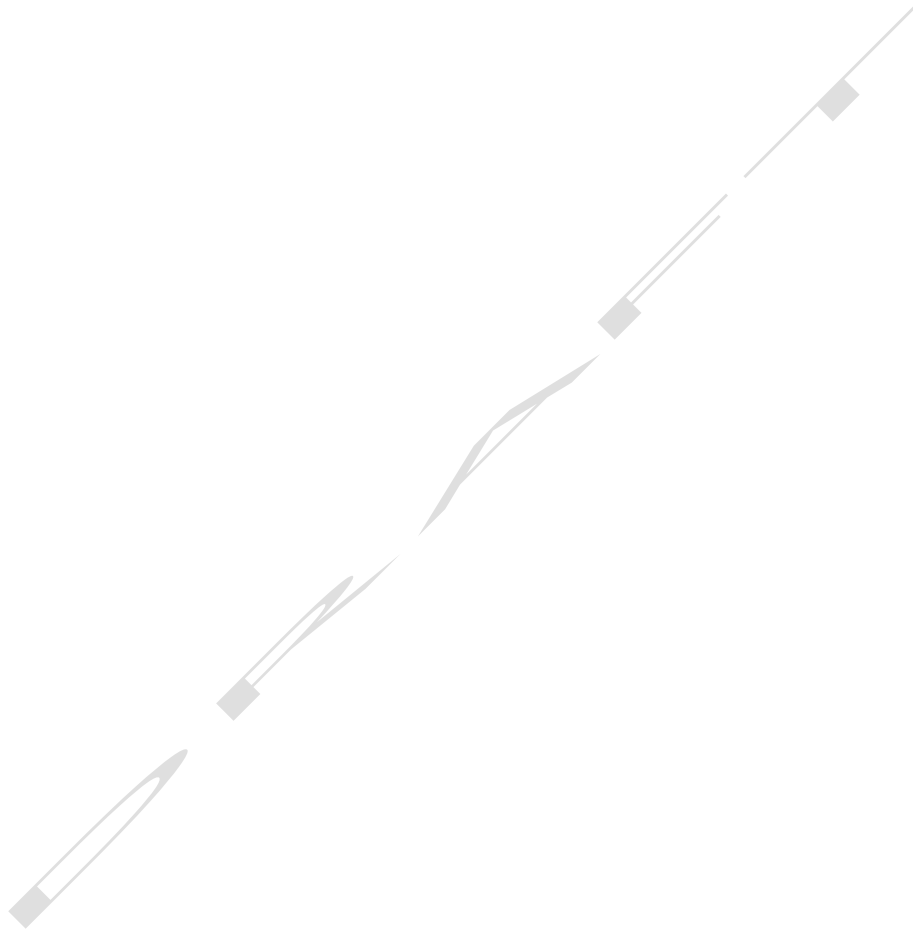


Exhibit 47. Historical and Projected Revenues for Municipal Buildings and Parks and Recreation Facilities (2017-2045), YOES

Revenue Sources	2017-2022 Actual	2023-2028 Estimated	2029-2034 Estimated	2035-2040 Estimated	2041-2045 Estimated	TOTAL 2023-2045
REET 1	\$380,000	\$3230,000	\$360,000	\$400,000	\$370,000	\$1,4560,000
REET 2	\$380,000	\$3230,000	\$360,000	\$400,000	\$370,000	\$1,4560,000
Harbor Leases	\$20,000	\$10,000	\$10,000	\$10,000	\$10,000	\$40,000
Grants	\$400,000	\$220,000	\$290,000	\$340,000	\$310,000	\$1,160,000
Total	\$1,180,000	\$8670,000	\$1,02730,000	\$8101,150,000	\$7501,060,000	\$2,960,000\$4,100,000
Total with Fund Balance		\$1,8620,000				\$3,9105,050,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.  
 Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2023.

### Municipal Buildings; Parks and Recreation Facilities: Cost and Revenue Comparison

This six-year comparison looks at the total dedicated capital revenue sources for municipal buildings and parks and recreation facilities with planned project costs for the six-year planning horizon of 2023-2028 in order to understand the difference between future dedicated capital costs and potential future revenues. As of the end of 2022, Coupeville is projected to have a fund balance of around \$910,000 for the Capital Improvement Fund and a balance of \$40,000 for the Harbor Improvement Fund. These funds are also available to cover municipal buildings and parks and recreation facilities capital costs during the six-year time period.

As shown in **Exhibit 48**, estimated Capital Improvement Fund revenues ~~are~~ are not expected to be adequate to cover estimated capital costs for municipal buildings and parks and recreation facilities without identifying additional grant or other funding resources.

Exhibit 48. Projected Municipal Buildings and Parks and Recreation Facilities Revenues and Costs (2023-2028), (YOES)

Municipal Buildings and Parks and Recreation Facilities	Revenues and Costs
Estimated Capital Revenues	\$8670,000
Estimated 2022 Fund Balance	\$950,000
Estimated Capital Costs	\$5482,000\$3,630,000
Estimated Capital Funding Surplus / (Deficit)	\$1,2138,000(\$1,810,000)

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.  
 Sources: Town of Coupeville, 2023; Washington State Auditor’s Office Financial Intelligence Tool, 2021, BERK, 2022.

## Streets

The Town's Street Fund (Fund 101) provides funding for the Town's street operations and transportation capital projects. Funding sources for the Street Fund include state and federal grants; state distributions of Capron refunds, multimodal transportation funds, and motor vehicle fuel tax (MVFT) revenue; miscellaneous revenues; and operating transfers from the Town's General Fund into the Street Fund.

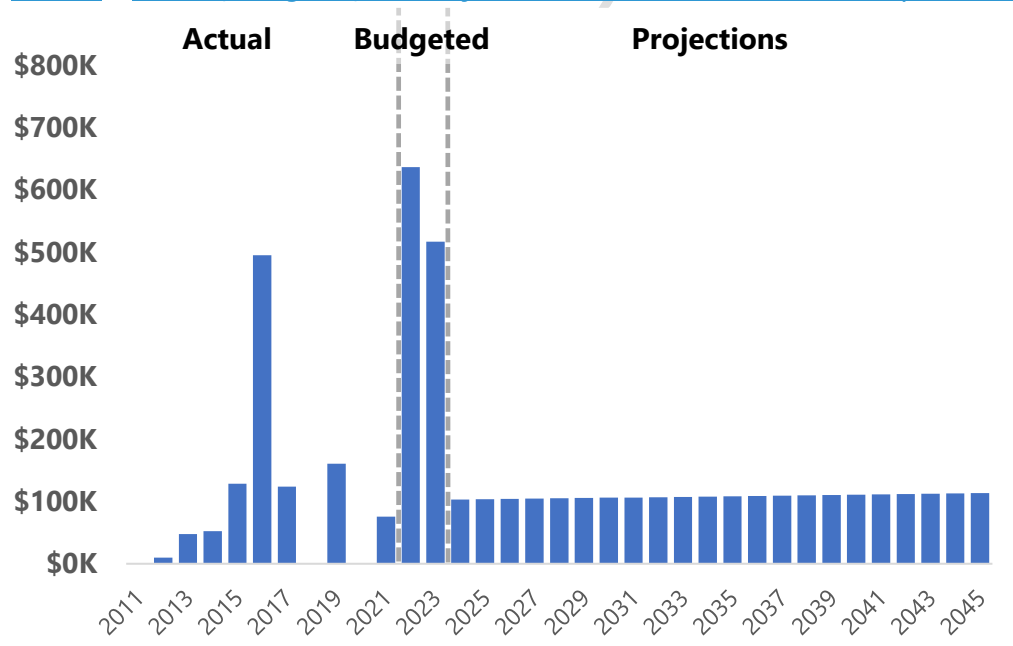
### Street Fund: Operating Transfers

Since 2014, the Town has transferred at least \$18,000 per year into the Street Fund from the General Fund for capital projects. ~~Operating transfers are not projected in this analysis since the decision to transfer funds and the amount of the transfer is a policy decision by the Town rather than influenced by external economic factors. However, This analysis includes~~ \$18,000 per year (as a transfer from the General Fund) ~~is included~~ in the projected funds available for capital projects because the Town has committed to this annual transfer amount.

### Street Fund: Grants

Grants have historically been a revenue source for the Street Fund. These have primarily been from federal and state grant programs, and are typically awarded on a competitive basis, meaning that the Town must invest resources in submitting an application, and success is not guaranteed. The amount of grant revenue received in the Street Fund has varied significantly in prior years, so the projected future revenues in Exhibit 49 reflect likely future average grant revenues over the 20-year period – the Town does not expect to receive grant funds in every year, but in the years it does receives grant funds, they are likely to be greater than the average.

*Exhibit 49. Actual, Budgeted, and Projected Street Fund Grant Revenues (2011-2045), YOES*





Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.  
 Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

### Street Fund: Other Revenues

State distributions of transportation funds (Capron, multimodal, and MVFT funds) are restricted to street purposes, but not necessarily capital purposes – they can also be used for street operations, including salaries, engineering, planning, maintenance, and snow and ice treatment, among other operational needs. Because these are the only non-grant revenues for the Street Fund (other than General Fund transfers), the Town of Coupeville typically must use these state distributions to cover street operations, rather than capital projects. Because these funds are not capital-specific and are used to cover street operations in practice, they are not projected here.

~~State and federal grant funds are typically restricted to capital purposes for a particular project, though this can vary by the particular grant in question. Street Fund grant revenues are not projected here because they are not a consistent, predictable source of revenue. Between 2012 and 2021, the Town of Coupeville received federal grants in its Street Fund in five of 10 years, ranging in amount from approximately \$6,800 to \$408,600. Over the same period, the Town received state grants in its Street Fund in eight of 10 years, ranging in amount from approximately \$1,200 to \$151,400. While we do not project future grant revenues here, we do include streets capital grants for the 2023-2028 period that have already been awarded to the Town of Coupeville, which are state Transportation Improvement Board (TIB) grants totaling approximately \$378,000 in state fiscal year 2023 and \$743,000 in state fiscal year 2024.~~

Miscellaneous revenues in the Street Fund include investment earnings, private grants, and sales of surplus. Miscellaneous revenues are not projected here because these revenues are inconsistent from year to year and are not guaranteed in the future.

### Streets: Total Estimated Capital Revenues

**Exhibit 50** details total projected capital revenues for streets capital projects over the planning period. While Coupeville has a projected year-end Street Fund balance of approximately \$140,000 for 2022, these funds are assumed to be unavailable to cover streets capital costs during the 2023-2045 time period because street operations are also funded from the Streets Fund.

Exhibit 50. *Historical and Projected Capital Streets Fund Revenues (2017-2045), YOES*

Revenue Sources	2017-2022 <i>Actual</i>	2023-2028 Estimated	2029-2034 Estimated	2035-2040 Estimated	2041-2045 Estimated	TOTAL 2023-2045
<b>Operating Transfers</b>	\$770,000	\$110,000	\$110,000	\$110,000	\$90,000	\$420,000
<b>Awarded Grants</b>	\$990,000	\$1,120,000	\$770,000	\$870,000	\$820,000	\$3,560,000
<b>Total</b>	\$1,760,000	\$1,230,000	\$880,000	\$980,000	\$90,000	\$3,980,000

<b>Total with Fund Balance</b>	<b>\$1,213,000</b>	<b>\$31,985,400</b>
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Note: Projections are rounded to the nearest \$10,000. [YOEs = Year of Expenditure Dollars.](#)  
Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

### Streets: Six-Year Cost and Revenue Comparison

This six-year comparison looks at the total dedicated capital revenue sources for streets with planned project costs for the six-year planning horizon of 2023-2028 in order to understand the difference between future dedicated capital costs and potential future revenues.

As shown in **Exhibit 51**, estimated capital Streets Fund revenues ~~are~~ are not expected to be adequate to cover estimated capital costs for streets [without identifying additional grant or other funding resources](#).

*Exhibit 51. Projected Capital Streets Revenues and Costs (2023-2028), YOEs*

Streets	Revenues and Costs
<b>Estimated Capital Revenues</b>	\$1,213,000
<b>Estimated 2022 Fund Balance Available for Capital Costs</b>	\$0
<b>Estimated Capital Costs</b>	<del>\$1,630,000</del> \$4,510,000
<b>Estimated Capital Surplus / (Deficit)</b>	<b>(\$3,300,000)</b>

Note: Projections are rounded to the nearest \$10,000. [YOEs = Year of Expenditure Dollars.](#)  
Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

More information on specific streets projects can be found in the Transportation Element Update as well as the Town’s latest six-year Transportation Improvement Program (TIP).

### [Water, Sewer, and Stormwater Utilities](#)

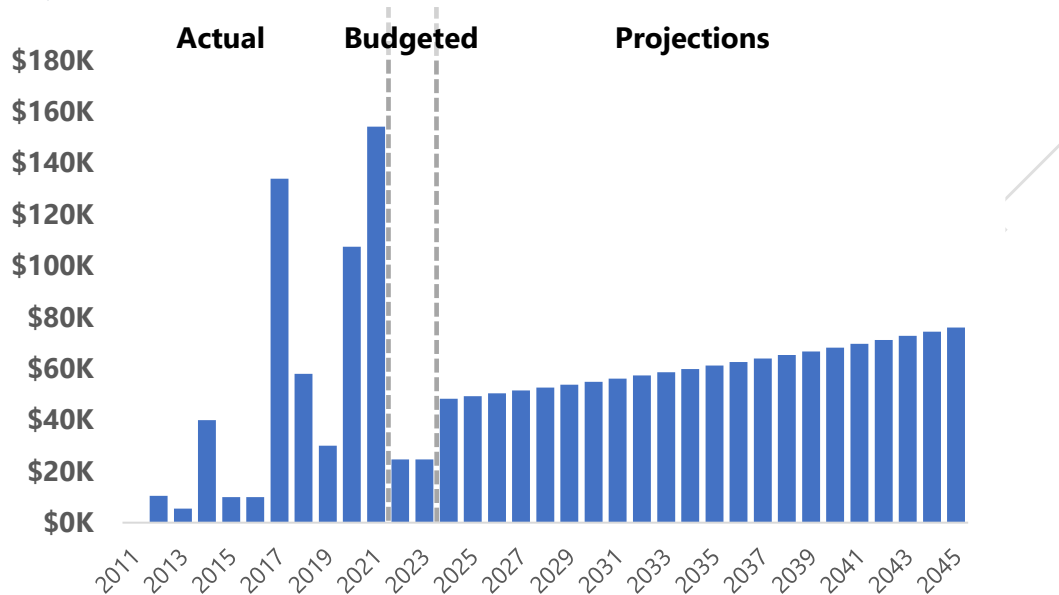
The Town of Coupeville funds capital projects for its water, sewer, and stormwater utility capital facilities out of its Water Utility (Fund 410), Sewer Utility (Fund 420), and Stormwater Utility (Fund 430) funds, respectively. Capital funding sources for the Water Utility Fund over the last 10 years have included operating transfers, water hook-up fees, grants, bond revenues, and miscellaneous revenues. Capital funding sources for the Sewer Utility Fund over the last 10 years have included operating transfers, sewer hook-up fees, grants, bond revenues, and miscellaneous revenues. Capital funding sources for the Stormwater Utility Fund over the last seven years (the fund was established in 2016) have included operating transfers and grants.

### [Water and Sewer Utility Capital Funds: Hook-up Fees](#)

Water and sewer hook-up fees are the fees that property owners pay when connecting their property to the Town’s water or sewer system. While the Town is not required to use these fee revenues for capital purposes, the Coupeville chooses to dedicate these revenues for that purpose. There are no fees for stormwater system hook-up.

This analysis projects water and sewer hook-up fee revenues after 2022 based on the \$23 average per capita annual hook-up fee revenue the Town received from 2011 to 2020, growing with the assumed rate of future population growth. Revenues are annually adjusted for inflation based on the U.S. Bureau of Labor Statistics' Consumer Price Index: West Region Size Class B/C Cities. See **Exhibit 52** for actual, budgeted, and projected revenues for water and sewer hook-up fees from 2011 through 2045.

*Exhibit 52. Actual, Budgeted, and Projected Water & Sewer Hook-up Fee Revenues (2011-2045), YOES*



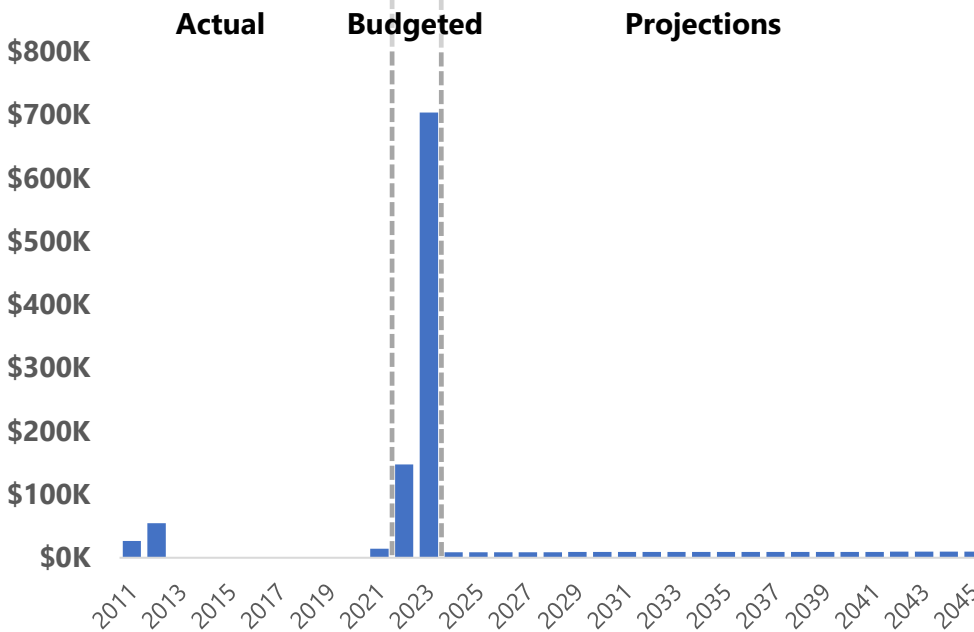
Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. YOES = Year of Expenditure Dollars.  
Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2022.

Note: Projections are rounded to the nearest \$10,000.  
Sources: Town of Coupeville, 2011-2022; BERK, 2022.

### Water, Sewer, and Stormwater Utility Capital Funds: Other Revenues

Past and current grants for Coupeville utility capital projects have included federal, state, and PSE grants. Utility fund capital grant revenues are not projected here because they are not a consistent, predictable source of revenue. However, we do include utility capital grants for the 2023-2028 period that have already been awarded to the Town of Coupeville, which are an approximately \$750,000 FEMA grant to replace the Fort Casey water line. The amount of grant revenue received in the Utility Capital Funds has varied significantly in prior years, so the projected future revenues in Exhibit 53 reflect likely future average grant revenues over the 20-year period – the Town does not expect to receive grant funds in every year, but in the years it does receives grant funds, they are likely to be greater than the average.

Exhibit 53. Actual, Budgeted, and Projected Utility Capital Funds Grant Revenues (2011-2045), YOES



Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. YOES = Year of Expenditure Dollars.

Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2022.

### Water, Sewer, and Stormwater Utility Capital Funds: Other Revenues

Since 2016, the Town of Coupeville has transferred at least \$60,000 per year from Water Utility Operating & Maintenance (O&M) to Water Utility Capital. Since 2016, the Town has transferred at least \$20,000 per year from Sewer Utility O&M to Sewer Utility Capital. Since 2017, the Town has transferred at least \$10,000 per year from Stormwater Utility O&M to Stormwater Utility Capital, with the exception of 2020, when no Stormwater O&M funds were transferred to Capital. The primary sources of O&M revenue for all three utility funds are charges for services. Operating transfers are not projected here nor included in the estimate of available capital revenues for utilities since the decision to transfer funds and the amount of the transfer is a policy decision by the Town and the Town has not set a formal policy about a minimum operating transfer amount per year for the capital utility funds.

~~Past and current grants for Coupeville utility capital projects have included federal, state, and PSE grants. Utility fund capital grant revenues are not projected here because they are not a consistent, predictable source of revenue. However, we do include utility capital grants for the 2023-2028 period that have already been awarded to the Town of Coupeville, which are an approximately \$750,000 FEMA grant to replace the Fort Casey water line.~~

In 2015, the Town’s Water Utility Capital Fund received \$364,000 in bond revenues and the Town’s Sewer Utility Capital Fund received \$1.4 million in bond revenues. Sales of bonds typically generate one-time revenues that are used to finance major capital projects. The Town then pays debt service on the bonds over time. Bonds must be backed by a revenue source – in this case, water and sewer service charge revenues, which are transferred in from the water and sewer O&M funds. Because bond revenues are infrequent, generated as the result of a policy decision by the Town, and backed by other revenue sources, they are not projected here as a capital revenue source.

**Water, Sewer, and Stormwater Utilities: Total Estimated Capital Revenues**

**Exhibit 54** details total projected capital revenues for utility capital projects over the planning period. Coupeville has projected year-end fund balances of approximately \$470,000, \$50,000, and \$110,000 for the water, sewer, and stormwater utility capital funds, respectively, for 2022. Excluding the minimum required balances for these funds leaves approximately \$330,000 in total available fund balance across the three funds. These funds are also available to cover utility capital costs within their respective funds during the 2023-2045 time period.

*Exhibit 54. Historical and Projected Utility Funds Capital Revenues (2017-2023-2045), YOES*

Revenue Sources	2017-2022 Actual	2023-2028 Estimated	2029-2034 Estimated	2035-2040 Estimated	2041-2045 Estimated	TOTAL 2023-2045
<b>Water and Sewer Hook-up Fees</b>	\$510,000	\$300,280,000	\$340,000	\$390,000	\$360,000	\$1,379,000
<b>Awarded Grants</b>	\$160,000	\$750,780,000	\$60,000	\$70,000	\$70,000	\$987,500
<b>Total</b>	\$670,000	\$1,050,060,000	\$340,400,000	\$390,460,000	\$433,600,000	\$2,315,400,000
<b>Total with Fund Balance</b>		\$1,380,390,000				\$2,470,680,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars. Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

**Water, Sewer, and Stormwater Utilities: Cost and Revenue Comparison**

This six-year comparison looks at the total dedicated capital revenue sources for water, sewer, and stormwater facilities with planned project costs for the six-year planning horizon of 2023-2028 in order to understand the difference between future dedicated capital costs and potential future revenues. As of the end of 2022, Coupeville is projected to have an available combined fund balance of around \$330,000 across the capital utility funds. These funds are also available to cover utility capital costs within their respective funds during the six-year time period.

As shown in **Exhibit 55**, estimated capital utility revenues ~~are~~ are not expected to be adequate to cover estimated capital costs for water, sewer, and stormwater facilities without identifying additional grant or other funding resources.

Exhibit 55~~52~~. Projected Water, Sewer, and Stormwater Facilities Revenues and Costs (2023-2028), YOES

Water, Sewer, and Stormwater Facilities	Revenues and Costs
Estimated Capital Fund Revenues	\$1,0 <del>50</del> 50,000
Estimated Available 2022 Fund Balance	\$330,000
Estimated Capital Improvement Costs	<del>\$7,190,000</del> 12,910,000
Estimated Capital Funding Surplus / (Deficit)	<del>(\$511,865</del> 240,000)

Note: Projections are rounded to the nearest \$10,000.

Sources: Town of Coupeville, 202~~2~~3; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2023~~2~~.

## Six-Year Cost and Revenue Comparison

### Total Capital Revenues

Exhibit 56 summarizes the historical total capital revenues available over the previous six-year period (2017-2022), in year of expenditure dollars.

Exhibit 56. Historical Total Capital Revenues (2017-2022), YOES

Revenue Sources	2017-2022 Actual
REET 1	\$380,000
REET 2	\$380,000
Harbor Leases	\$20,000
Operating Transfers	\$770,000
Awarded Grants	\$1,550,000
Water and Sewer Hook-up Fees	\$510,000
<b>Total</b>	<b>\$3,610,000</b>

Note: Totals are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.

Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2023~~2~~.

Exhibit 57 summarizes the projected total capital revenues available over the planning period, including fund balances as well as awarded and projected grants, in year of expenditure dollars. ~~These projections do not include any grant funds, other than funds which have already been awarded to the Town.~~

Exhibit 57. Projected Total Capital Revenues (2023-2045), YOES

Revenue Sources	2023-2028 Estimated	2029-2034 Estimated	2035-2040 Estimated	2041-2045 Estimated	TOTAL 2023-2045
REET 1	\$3 <del>20</del> 30,000	\$360,000	\$400,000	\$370,000	\$1,460,000
REET 2	\$3 <del>20</del> 30,000	\$360,000	\$400,000	\$370,000	\$1,460,000
Harbor Leases	\$10,000	\$10,000	\$10,000	\$10,000	\$40,000

<b>Operating Transfers</b>	\$110,000	\$110,000	\$110,000	\$90,000	\$420,000
<b>Awarded Grants (Streets)</b>	<del>\$1,120,000</del> \$1,100,000	<del>\$1,120,000</del> 0	<del>\$1,280,000</del> 0	<del>\$1,200,000</del> 0	<del>\$1,120,870,000</del> \$5,700,000
<b>Water &amp; Sewer Hook-up Fees</b>	<del>\$300,280,000</del>	\$340,000	\$390,000	\$360,000	\$1,379,000
<b>Awarded Grants (Utilities)</b>	<del>\$750,000</del>	\$0	\$0	\$0	<del>\$750,000</del>
<b>Total</b>	<del>\$32,149,500</del> 00	<del>\$21,301,800</del> 000	<del>\$1,310,000</del> 2,590,000	<del>\$21,420,000</del> 00	<del>\$6,640,000</del> \$1,043,000
<b>Total with Fund Balance</b>	<del>\$4,230,420,000</del>				<del>\$7,920,000</del> \$11,710,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.  
Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2023.

### Six-Year Cost and Revenue Comparison

This six-year comparison looks at the total dedicated revenue sources with the Town's planned project costs for the six-year planning horizon of 2023-2028 in order to understand the difference between future dedicated capital costs and potential future revenues. This analysis-comparison is done for the six-year period rather than the 20-year period because project lists are constantly evolving, and a longer-term outlook would provide an increasingly less accurate estimate of a potential funding gap or surplus. See the 20-year revenue evaluation in Exhibit 57 for context in future capital planning periods.

**Exhibit 58** details total estimated dedicated capital revenues and total estimated dedicated capital costs for the Town over the six-year period. As discussed above, estimated capital revenues are not expected to be adequate to cover estimated capital costs without identifying additional grant or other funding resources. Policy options and other funding sources are discussed in the following section.

Exhibit 58. Projected Total Capital Revenues and Costs (2023-2028), YOES

Total Projected Revenues	Revenues and Costs
Estimated Municipal Buildings and Parks and Recreation Capital Revenues Available	\$1,862,000
Estimated Streets Capital Revenues Available	\$1,213,000
Estimated Water, Sewer, and Stormwater Utility Capital Revenues Available	\$1,398,000
<b>Total Capital Revenues Available</b>	\$4,230,420,000
<b>Total Capital Costs</b>	<del>\$9,310,800,000</del> \$21,060,000
<b>Estimated Total Dedicated Funding Surplus/(Deficit)</b>	<del>(\$5,308,000)</del> \$16,640,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.  
Note: Estimated revenues available include projected 2022 year-end available fund balances.  
Sources: Town of Coupeville, 2023; Washington State Auditor's Office Financial Intelligence Tool, 2021, BERK, 2023.

## Policy Options and Other Funding Sources

There are additional policy tools and sources available to the Town to fund capital projects. These policy tools and sources include:

- **Bonds.** The Town has used and can use bonds to support capital facilities funding. Bonds require another backing revenue source, such as utility service charges or property tax revenues, to pay the debt service on the bonds over time.
- **Impact Fees.** Impact fees are a financing tool allowed under state law that requires new development to pay a portion of the costs associated with infrastructure improvements that are related to the development. GMA allows agencies to implement transportation, parks, fire, and/or school impact fee programs to help fund some of the costs of capital facilities needed to accommodate growth. State law requires that impact fees be related to improvements that serve new development and not existing deficiencies, that they are assessed proportional to the impacts of new development, that they are allocated for improvements that reasonably benefit new development, and that they are spent on facilities identified in the Capital Facilities Plan. The Town of Coupeville previously collected park impact fees but stopped collecting them in 2018 after facing challenges in identifying eligible parks and recreation capital projects that could be completed within the 10-year timeframe stipulated under state law.
- **Local Improvement Districts/Road Improvement Districts (LIDs/RIDs).** LIDs and RIDs are taxing districts that the Town has the statutory authority to create. A district could be used to levy additional property tax to cover debt service payments on the sale of bonds purchased to finance projects within the district. Revenues from the levy must be used for local, clearly defined areas where the land owners are being assessed the additional tax benefit. LIDs, by law, can be used for water, sewer, and stormwater projects. RIDs may be used for road funding and street improvements.
- **State Infrastructure Authorities.** The Town has options for creating specialized authorities to fund public infrastructure, such as public facility districts and public development authorities. These authorities each have specific purposes and formation requirements. In 2021, the Washington State Legislature authorized local jurisdictions to form tax increment financing (TIF) districts. Under this new authority, the Town can have up to two TIF districts at any one time. As authorized, TIF districts can collect property tax revenues on incremental increases in property values within a defined area to pay for public improvements.
- **Grants.** State, federal, and private grant programs can be pursued for competitive regional priorities for infrastructure investments. Pursuing grant opportunities requires resources, and success is not guaranteed.
- **Public-Private Partnerships.** Public-private partnerships are joint agreements between a governmental jurisdiction and private corporation (including 501(c)3s. Public-private partnerships have legal requirements and issues of control that must be considered on a case-by-case basis. Washington State's constitutional restriction on public entities giving or lending funds and credit to private enterprises requires



that public entities need to demonstrate that any partnership with a private entity will generate public good worth more than the value provided to the private entity.<sup>5</sup>

- **Development Project Mitigation.** Under ~~the Washington State Environmental Policy Act~~ [SEPA](#), the Town can require mitigation measures from individual private development projects. These mitigation measures can take the form of fees, specified public infrastructure, or changes to project design.

**Funding from Legislative Action.** The State may restore some of the funding levels once available to local governments for road improvements through legislative action. Although local jurisdictions receive a certain percentage of collected MVFT funds, a combination of factors such as a reduction in both vehicle miles driven and vehicle fuel efficiency has resulted in local MVFT allocations that are generally not keeping pace with inflation. In order to restore funding levels, the Town could encourage legislators to consider alternatives for or supplements to the MVFT.

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<sup>5</sup> Crawshaw-Lewis et al. City and County Options for Creative Financing: PFDs, PDAs and 501(c)(3)s Preston Gates Ellis, 2003, p 26-28.

## H.3 - Inventory, Demand, and Planned Project Lists

### H.3.A - Municipal Buildings

#### Overview

The Town of Coupeville owns and manages four buildings to help provide services, not counting those described elsewhere in this CFP Appendix as part of other system. It is not anticipated that there will be a need for major capital expenditures on any of these buildings for the foreseeable future.

#### Inventory

**Exhibit 59** and the descriptions below include properties and facilities owned by the Town which may require new capital spending on increasing capacity, operations, maintenance, or other needed investments. Facilities described elsewhere in this CFP Appendix (such as water, stormwater, sewer, or park facilities) are not included in this summary.

*Exhibit 59. Town-owned Municipal Buildings*

Facility Name	Location	Square Footage
Town Hall	4 NE <del>7<sup>th</sup></del> - <u>Seventh</u> St	<del>XXX</del> 1,980 ft <sup>2</sup>
<del>Maintenance-Public Works</del> Shop and Garage	205 N Main St	<del>XXX</del> 1,872 ft <sup>2</sup> and 2,178 ft <sup>2</sup>
<del>Old Fire Hall/Restrooms</del> <u>Recreation Hall</u>	90 <del>15</del> NW Alexander St	<del>XXX</del> 2,800 ft <sup>2</sup>

#### County Buildings

As the seat of Island County, Coupeville is home to a large number of municipal buildings owned and operated by the County. This includes general administration buildings, detention and corrections facilities, court facilities, law enforcement offices, clinical space for the Department of Public Health, and public works facilities. County facilities are detailed in the County's most recent Comprehensive Facilities Master Plan. The County conducts its own capital facilities planning process to identify projects needed to support growth.

#### Town Hall

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). In 1997, the Town completed a major rehabilitation of Town Hall, including a complete interior remodel, installation of insulation, a new roof, and partial restoration of the original siding. The building currently 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.

This building is in good condition ~~and can be expected~~ but will need to be expanded to provide sufficient space to accommodate the administrative functions of the Town for at least the next ten years. 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~~ Public Works Shop and Garage

The ~~maintenance~~ Public Works shop was constructed in 1992 to replace another building moved from Fort Casey. The shop 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.

The building is in excellent condition.

#### ~~Old Fire Hall/Restrooms~~

~~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. After 1967, the building served as the first home for the Island County Historical Society Museum before the museum moved across the street in 1989. Since YEAR, 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.~~

#### Recreation Hall

This Recreation Hall building was moved to its current location in 1946 from the construction site for Grand Coulee Dam in eastern Washington. The building has functioned as a meeting and social hall for the community from its earliest days. Facilities inside the ———2,800 ft<sup>2</sup> space 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.

The building is in fair condition. A partial restoration of the interior was accomplished in 1999, including new wiring and lighting, refurbished restrooms, window restoration, and a kitchen remodel done by the Coupeville Lions Club and fresh interior paint. A new foundation and insulation were added in YEAR.

#### LOS Standards

Coupeville's Comprehensive Plan establishes an LOS standard for municipal buildings adequate to serve the town's ~~citizen~~ residents' needs and administrative requirements. The Town ~~does not~~ anticipates there will be a need for more municipal buildings and/or to expand Town Hall and major capital expenditures on the three buildings described above to meet demand from additional growth over the next 20-years. ~~As discussed above, the Fire Hall is in extremely poor condition and is used only for off-site storage of Town record and other items. The Town remains open to private initiative to would require restoration in order to occupy restore the property for more than its present storage uses.~~

## Project Summary

**Exhibit 60** contains a list of municipal building capital improvement projects identified by the Town to meet the demands of growth over the next six years (2023-2028) and over the longer term 20-year planning horizon.

Exhibit 60. Municipal Buildings Capital Project List, 6-Year (2023-2028) and 20-Year (2029+) *in thousands*

Category/Project Type	Total Cost	2023-2028	2029+		
<b>Category I: Capacity Increasing Projects</b>	<b>\$600</b>	<b>\$600</b>	<b>\$0</b>		
Town Hall expansion	\$500	\$500	\$0		
Town Shop pole barn	\$100	\$100	\$0		
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b>\$1,150</b>	<b>\$450</b>	<b>\$700</b>		
Technology upgrades	\$650	\$200	\$450		
Building improvements	\$500	\$250	\$250		
<b>Total</b>	<b>\$1,750</b>	<b>\$1,050</b>	<b>\$700</b>		

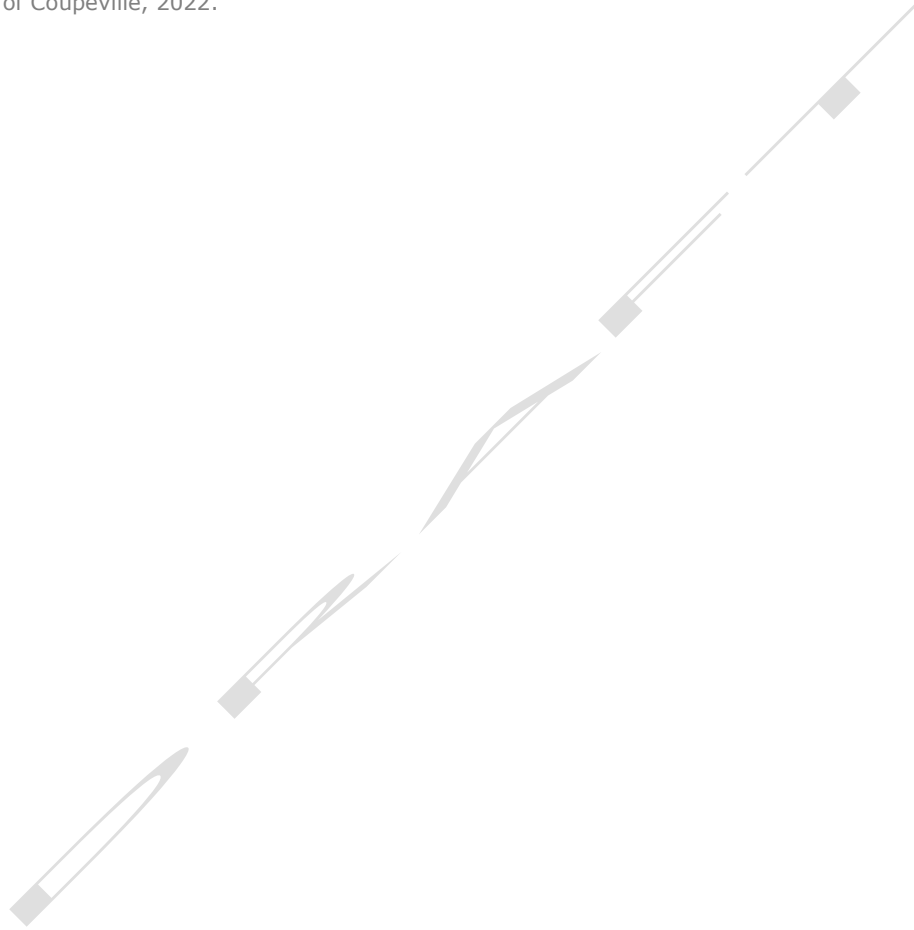
Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
Design and expansion of Town Hall and parking area*	\$10,000	\$10,000	\$0	\$0	Capital Improvement Fund/General Fund
New computer software and hardware	\$200,000	\$30,000	\$30,000	\$140,000	Capital Improvement Fund/General Fund
Wayfinding and welcome signs for visitors and business district*	\$10,000	\$10,000	\$0	\$0	Capital Improvement Fund/General Fund
Town Hall vehicle—gator/electric	\$XX,XXX	\$XX,XXX	\$0	\$0	Capital Improvement Fund/General Fund
Fence around Town Shop property*	\$42,000	\$42,000	\$0	\$0	Capital Improvement Fund/General Fund
Washout station at Town Shop*	\$5,000	\$5,000	\$0	\$0	Capital Improvement Fund/General Fund
Security cameras on Town facilities*	\$10,000	\$10,000	\$0	\$0	Capital Improvement Fund/General Fund
Secure auto gate openers at three utility plants*	\$10,000	\$10,000	\$0	\$0	Capital Improvement Fund/General Fund

New garbage cans for public facilities and streets*	\$15,000	\$15,000	\$0	\$0	Capital Improvement Fund/General Fund
Information kiosk in public parking lot	\$5,000	\$5,000	\$0	\$0	Capital Improvement Fund/General Fund
Pole barn on Town Shop property	\$XX,XXX	\$0	\$XX,XXX	\$0	Capital Improvement Fund/General Fund

\* Indicates project was on the Town's project list for 2022.

Note: Total estimated project costs are rounded to the nearest \$10,000. All costs are for planning purposes only.

Source: Town of Coupeville, 2022.



### H.3.B - Streets

#### Overview

See the Transportation Element for a comprehensive system inventory and discussion of the Town’s transportation level of service. For the 2023-2028 six-year period, the Town has identified around \$1.6 million in transportation capital projects that will be needed to meet the demands of growth. [Historically the Town has used a small amount of revenue from the Street Fund as a 5% match for Transportation Improvement Board \(TIB\) grant funds.](#) For more detail around the Town’s future transportation projects, see the Town’s latest ~~six~~6-year transportation improvement program (TIP) and the Transportation Element of the Comprehensive Plan.

#### Project Summary

**Exhibit 61** contains a list of streets capital improvement projects identified by the Town to meet the demands of growth over the next six years (2023-2028) and over the longer term 20-year planning horizon. [See also the 6-year TIP, updated annually, for the most recent project list.](#)

Exhibit 61. Streets Capital Project List, 6-Year (2023-2028) and 20-Year (2029+) *in thousands*

Category/Project Type	Total Cost	2023-2028	2029+
<b>Category I: Capacity Increasing Projects</b>	<b>\$4,735.35</b>	<b>\$2,285.35</b>	<b>\$2,450</b>
Auto/freight priority projects	\$1,221.35	\$321.35	\$900
Pedestrian/bike projects	\$1,959	\$809	\$1,150
Transit projects	\$555	\$155	\$400
Boardwalk replacement	\$1,000	\$1,000	\$0
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b>\$8,030</b>	<b>\$2,220</b>	<b>\$5,810</b>
Roadway maintenance and operations	\$7,330	\$2,000	\$5,330
Sea level rise adaptation	\$260	\$100	\$160
Landscaping	\$440	\$120	\$320
<b>Total</b>	<b>\$12,770</b>	<b>\$4,510</b>	<b>\$8,260</b>

Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
NE Center Resurface	\$30,000	\$30,000	\$0	\$0	Street Fund
NE Haller Resurface	\$30,000	\$30,000	\$0	\$0	Street Fund
NE Moore Pl Resurface*	\$20,000	\$20,000	\$0	\$0	Street Fund
NE Pennington Resurface*	\$60,000	\$60,000	\$0	\$0	Street Fund
NW Coveland Sidewalk Extension*	\$40,000	\$40,000	\$0	\$0	Street Fund
N Main Sidewalk Connection*	\$130,000	\$130,000	\$0	\$0	Street Fund
NE 3rd St Chipseal*	\$54,000	\$54,000	\$0	\$0	Street Fund
NE 4th St Chipseal*	\$70,000	\$70,000	\$0	\$0	Street Fund
NE 6th St Chipseal*	\$77,700	\$77,700	\$0	\$0	Street Fund

NE Front Chipseal*	\$33,750	\$33,750	\$0	\$0	Street Fund
NW 1st St Sidewalk Connection*	\$130,000	\$130,000	\$0	\$0	Street Fund
NW 6th Chipseal*	\$21,000	\$21,000	\$0	\$0	Street Fund
NW Coveland Sidewalk Connection*	\$130,000	\$130,000	\$0	\$0	Street Fund
Terry Road Improvements*	\$24,350	\$24,350	\$0	\$0	Street Fund
South Main Street Sidewalk Connections	\$79,000	\$79,000	\$0	\$0	Street Fund
NW Front Street Sidewalk Replacement*	\$180,000	\$180,000	\$0	\$0	Street Fund
NE 5th Street Resurface*	\$33,000	\$33,000	\$0	\$0	Street Fund
NE Perkins Street Resurface	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Street Fund
NE 7th Street Resurface*	\$26,000	\$26,000	\$0	\$0	Street Fund
NE 8th St Resurface*	\$70,000	\$70,000	\$0	\$0	Street Fund
NE Haller Street Resurface*	\$21,000	\$21,000	\$0	\$0	Street Fund
NW Birch Street Resurface	\$35,000	\$35,000	\$0	\$0	Street Fund
North Main Street Bus Pull-out	\$155,000	\$155,000	\$0	\$0	Street Fund
North Main Street Right Turn lane	\$167,000	\$167,000	\$0	\$0	Street Fund
Boardwalk Replacement	\$XX,XXX	\$XX,XXX	\$0\$XX,XXX	\$0\$XX,XXX	Street Fund
Pedestrian Crossing Safety Equipment at Hospital, High School, Boys and Girls Club	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Street Fund
Additional Electric Vehicle Chargers	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Street Fund
Landscaping and Design at the Intersection of Terry and South Main	\$10,000	\$10,000	\$0	\$0	Street Fund
Landscaping on North and South Main, possible stormwater treatment plantings	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Street Fund
Flashing Speed Signs for Parker and Madrona	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Street Fund

Note: Total estimated project costs are rounded to the nearest \$10,000. All costs are for planning purposes only.

\* Indicates project was on the Town's TIP for 2021 or 2022.

Source: Town of Coupeville Transportation Improvement Plan, 2021; Town of Coupeville Staff, 2022.

## H.3.C - Law Enforcement

### Overview

Law enforcement services in Coupeville are provided via an Interlocal Agreement between the Town and Island County. The County Sheriff's Office is responsible for providing all base level law enforcement services in town, including patrol, investigative, special, and support services as well as records and evidence processing and maintenance. The County designates a Town Marshal in coordination with the Town and assigns fully commissioned deputy sheriffs to provide full-time law enforcement. Detention and corrections facilities are also provided by the County. The Town is responsible for maintaining civilian staff during regular business hours to respond to general law enforcement ~~citizen~~ resident inquires —questions beyond “Who do I call?” or “Where should I go for law enforcement assistance?” are typically directed to 911 or to the on duty Town Marshal if available. The Sheriff's Office currently employs 36 sworn law enforcement officers~~approximately 73 personnel~~. One Town Marshal and ~~one~~ Deputy sSheriffs are assigned to Coupeville.

### Inventory

The Town Marshal and ~~d~~Deputy sSheriff assigned to Coupeville operate out of an office in the Town Hall. They are supported by the Sheriff's Office in the ~~the County's Law & Justice Building at 101 NE 6<sup>th</sup> St. The County's~~ Law & Justice Building at 101 NE Sixth Street that is part of a centralized Main Street campus of County owned and operated buildings in Coupeville. It is a 2-story plus partial basement structure providing the majority of the County's courts and Sheriff's office functions. This building accommodates all Superior Court functions and houses the administrative offices of the Coroner, Prosecuting Attorney, and Sheriff. Coupeville is home to several other law enforcement supporting facilities owned and operated by the County including detention and corrections facilities and storage for evidence and property.

Equipment purchased by the County with funds from the Town for purposes of providing services under the Interlocal Agreement would become property of the Town if the agreement were terminated. The County maintains a list of this capital equipment and updates and shares it with the Town annually.

### LOS Standards

Coupeville's Comprehensive Plan establishes an LOS standard to provide facilities that support the provision of law enforcement services. The Town plans to continue working with the Sheriff's Office under the Interlocal Agreement to meet law enforcement needs throughout the planning period. The County identified an existing critical space shortage at the Island County Jail and a need for additional space at the Law & Justice Building in the 2019 Island County Comprehensive Facilities Master Plan.

### Project Summary

Island County conducts its own capital facilities planning process to identify law enforcement projects needed to support growth. **Exhibit 62** contains a list of law enforcement projects identified in the 2019 Island County Comprehensive Facilities Master Plan to meet the demands of growth (adjusted to 2022 dollars).



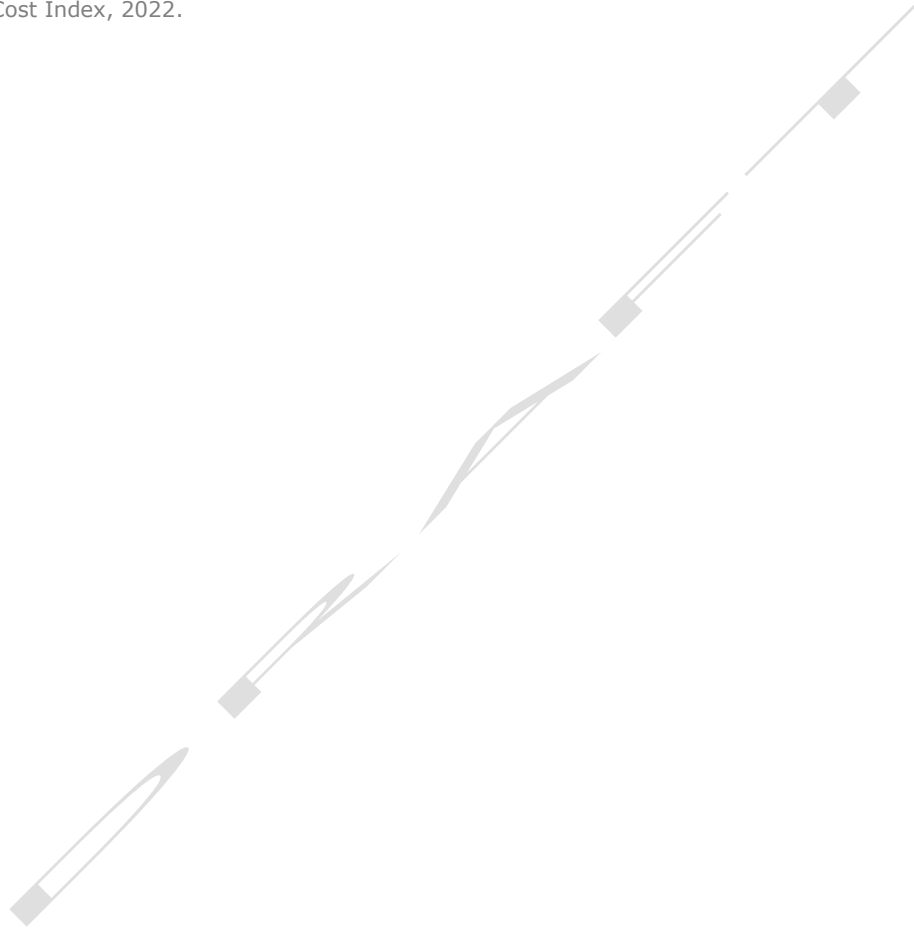
Exhibit 62. Law Enforcement Capital Project List

Project Name	Anticipated Timeline	Occupy Year	Total Project Cost (2022 \$s)	Escalated Total (Midpoint)
Annex Renovation: Jail Expansion (with \$2M budget for upgrades)	2021-2024	2024	\$19,203,400	\$17,000,000
Expand Law & Justice Building*	2025-2028	TBD	\$6,642,800 – \$7,451,000	\$6,900,000 – \$7,700,000

Note: Costs are considered order-of-magnitude and are escalated to the midpoint of construction as indicated by the anticipated timeline. Total project costs reported in 2018 dollars in the County’s Facilities Master Plan are updated to 2022 dollars using the Mortenson construction cost index.

\* Projected project costs depend on whether the District Court chooses to stay in Oak Harbor or co-locate with the Superior Court in Coupeville.

Sources: Island County Comprehensive Facilities Master Plan (Table 5.1 and Figure 5.13), 2019; Mortenson Construction Cost Index, 2022.



## H.3.D - Fire and Emergency Medical Services

### Overview

Fire and emergency medical services (EMS) in Coupeville are provided by Central Whidbey Island Fire and Rescue (CWIFR) and WhidbeyHealth.<sup>6</sup> CWIFR serves residents and visitors to the Town of Coupeville, the community of Greenbank, and unincorporated Whidbey Island from just north of Mutiny Bay Road to just south of Libbey Road (encompassing about 50 square miles). They are an all-hazards fire and rescue agency staffed with a combination of volunteer, part-time, and full-time members. The District also maintains automatic aid agreements with North Whidbey Fire and Rescue and South Whidbey Fire/EMS to ensure a response from the closest station. WhidbeyHealth provides ambulance service and advance life support (ALS) and CWIFR staffs a basic life support (BLS) ambulance under contract with WhidbeyHealth.

### Inventory

CWIFR serves the community with a combination of volunteers and paid (full and part-time) personnel in four primary divisions: community risk reduction, fire suppression, EMS, and special operations. The District serves Central Whidbey Island from three fire stations: Station 51 on Main Street in Coupeville, Station 54 on Day Road in Greenbank, and Station 53 (the District's headquarter station) just east of the intersection of SR 20 and SR 525 on Race Road. The district's three fire stations are geographically placed to limit travel time. However, volunteer staffing and the geography of the district (long and narrow with limited travel routes) has a significant impact on second- and third-unit response times. Station 52 on Morris Road was decommissioned in 2011 as a fire station and use shifted to serve as a logistics facility, providing space for storage of equipment and supplies. In general, the District's facilities are in relatively good physical condition, but lack modern contamination control features (e.g., decontamination facilities, proper storage of personal protective equipment), and have limited storage space, living quarters, and overnight accommodation for on-duty personnel.<sup>7</sup>

CWIFR has budgeted for 13 full-time, 7 part-time, and 22 volunteer personnel in 2023.<sup>8</sup> The District operates three 24-hour shifts for full- and part-time firefighters and EMS technicians to provide 24-hour coverage. A full-time lieutenant (or full-time firefighter acting as a lieutenant) supervises the on-duty staff and a command officer (chief, deputy chief, or division chief) is either on-duty or on-call (available for immediate response from within the district). Volunteer members may also work shifts alongside the district's full-time and part-time employees though participation in shift coverage has been limited.

Station 53 is currently under construction and anticipated to finish by the third quarter of 2023. Historically, CWIFR has staffed Station 53 24-hours per day, 365 days per year using a combination of full-time, part-time, and volunteer members. During

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<sup>6</sup> Coupeville annexed to the CWIFR District in January 1997.

<sup>7</sup> CWIFR Capital Projects Plan, 2018-2028 (Volume 6 of the Integrated Comprehensive Plan).

<sup>8</sup> CWIFR 2023 Adopted District Budget.

construction of new facilities for Station 53, staff are operating from Station 51 and Station 54. Station 51 will be staffed 24-hours per day and Station 54 will be staffed during weekday hours.<sup>9</sup> Following completion of the new facilities for Station 53, on-duty staffing will be returned to this station located centrally within the district.

CWIFR partnered with the Whidbey Island Public Hospital District to construct the current Station 51, a combined fire station and emergency medical services office located at 203 N Main Street. One engine, one water tender, one light rescue truck, and one reserve engine are housed at Station 51 (**Exhibit 63**) – [note that Rescue 51 was recently decommissioned and CWIFR is instead utilizing a wildland brush truck at Station 51 while apparatus replacement commences](#). The District has two additional engines, two additional water tenders, two brush engines, one Type III BLS ambulance, one rescue boat, and one truck used to tow other equipment housed at Stations 53 and 54. A diesel exhaust removal system was recently installed at Station 51 and the fascia boards will be repainted in 2023 to maintain the integrity of the wood.

*Exhibit 63. Current Fleet at Station 51*

Vehicle	Year	Description
Engine 51	1994	<a href="#">Rosenbauer</a> Type 1 <del>(structural)</del> engine with a 1,500 gallon per minute (gpm) pump and <del>1000</del> 750-gallon water tank manufactured by <a href="#">Rosenbauer America</a> <del>General Fire Apparatus on a Spartan chassis</del> .
Tender 51	2006	Type 2 water tender refurbished in 2011 with a 2500-gallon water tank and 750 gpm pump. This apparatus is equipped with side rear dump valves to quickly offload it water into a portable tank to provide efficient fireground water supply in areas without hydrants.
Rescue 51	1994	Light rescue truck on a Chevrolet 3500 chassis. <del>This apparatus is used to provide air supply during firefighting operations.</del> <a href="#">Rescue 51 was recently decommissioned</a> . The station is currently being served with a 2020 type 5 wildland brush truck while apparatus replacement commences.
Engine 512	1996	<a href="#">Spartan</a> Type 1 <del>(structural)</del> engine with a 1,250 gpm pump and 7050-gallon water tank manufactured by <del>General Fire Apparatus on a Spartan chassis</del> <a href="#">Fire Apparatus</a> . This engine serves as reserve apparatus (used when other apparatus is down for maintenance or repair).

Source: Central Whidbey Island Fire & Rescue, [Our Fleet](#), 2022; [personal correspondence with Jerry Helm \(Acting Fire Chief\), 2023](#).

### LOS Standards

Coupeville’s Comprehensive Plan ~~establishes the following~~ [adopts by reference the](#) LOS standards for fire and EMS as established in CWIFR’s Standard of Coverage Plan.<sup>9</sup>

Fire: ~~XX minutes average priority response time.~~

EMS: ~~XX minutes average priority response time.~~

<sup>9</sup> This staffing adjustment will serve to minimize response time to the largest percentage of calls during construction. Approximately 60% of calls for service occur during daytime and early evening hours. In addition, a large percentage of the district’s community risk reduction activities (e.g., fire code inspections, public education, pre-planning, hydrant inspection and testing) are performed during daytime hours.

CWIFR’s current average fire and EMS response time district-wide is 8 minutes and in Coupeville ~~are XX~~ is 5 minutes, XX45 seconds ~~and XX minutes, XX seconds~~. WhidbeyHealth does not publish response times for ambulance service and advance life support. The level of service established for priority fire response can be met for the foreseeable future without expanding the Coupeville station ~~[pending updated self-assessment]~~. However, CWIFR has identified several operationally critical improvements (such as earthquake resistance and additional overnight accommodations to support increased response capabilities) as well as immediate programmatic needs for maintenance of District vehicles. Given the expense of facilities related capital improvements, constitutional and statutory limitations on revenue, and the District’s current capital reserves, it will be necessary for the District to use voter approved debt to finance major capital projects. The district’s long-term financial plan identifies the need to present a levy lid lift to the voters on a periodic basis to maintain sufficient revenue to maintain service levels in the face of increased workload and expense. The district anticipates presenting a levy lid lift to the voters in November 2023.<sup>10</sup> In addition, CWIFR has identified a need for maintenance and repair of Station 51 in Coupeville and Station 54 but has deferred these projects past its current Capital Projects Plan 2023-2033 timeline.

### Project Summary

CWIFR conducts its own capital facilities planning process to identify projects needed to serve its constituents and support the District’s mission.<sup>11</sup> **Exhibit 64** contains a list of capital improvement projects identified in CWIFR’s latest Capital Projects Plan to meet the demands of growth over the next six years (2023-2028). CWIFR does not have information capital project planning available past 2033 but has identified a long-term need for renovation and expansion of Station 51 in Coupeville and Station 54. The District is currently updating its Capital Projects Plan as part of the overall Integrated Comprehensive Plan update effort.

*Exhibit 64. Fire and EMS Capital Project List, 6-Year (2023-2028) and 20-Year (2029+)*

Project	Total Cost	2023-2028	2029-2033
<b>Apparatus</b>			
Replace Apparatus 9501 (S593 Fleet Services)	\$120,000	\$120,000	—
Replace Apparatus 0201 (Gator & Trailer)	\$26,917	\$26,917	—
Replace Marine 5	\$365,000	\$365,000	—
Replace Apparatus 9402 (R51)	\$120,000	\$120,000	—
Replace Apparatus 1301 (S591)	\$19,313	\$19,313	—
Replace Apparatus 1201 (R53)	\$94,211	\$94,211	—

<sup>10</sup> CWIFR 2023 Adopted District Budget (page 58).

<sup>11</sup> The Board of Fire Commissioners has defined capital assets as physical assets that have a cost of >\$5,000 and a useful life of >3 Years (e.g., fire stations, fire apparatus, self-contained breathing apparatus). At the discretion of the Fire Chief or Board of Fire Commissioners, a project comprised of multiple components with a total cost of >\$5,000 may be designated as a capital project (e.g., fire hose replacement). In addition, the CWIFR’s 2023-2033 Capital Projects Plan includes maintenance projects that meet this capitalization threshold (e.g., roof covering replacement).

<b>Project</b>	<b>Total Cost</b>	<b>2023-2028</b>	<b>2029-2033</b>
Replace Apparatus 1402 (C502)	\$94,211	—	\$94,211
Replace Apparatus 1501 (C505)	\$94,211	—	\$94,211
Replace Apparatus 0603 (T51)	\$410,151	—	\$410,151
Replace Apparatus 0701 (T53)	\$410,151	—	\$410,151
Replace Apparatus 0702 (T54)	\$410,151	—	\$410,151
Box Trailer (Recruitment)	\$6,729	—	\$6,729
<b>Equipment</b>			
Replace/Upgrade AEDs	\$36,338	\$36,338	—
Stairmill (Fitness Equipment)	\$9,752	\$9,752	—
Fit Test Machine	\$14,859	\$14,859	—
Thermal Imager (TI) Replacement	\$40,376	—	\$40,376
<b>Technology Infrastructure</b>			
Portable Radio Replacement (P25)	\$477,084	\$215,000	\$262,084
Server Replacement	\$13,612	\$13,612	—
<b>Facilities</b>			
Access, Fire & Security System Replacement	\$10,000	\$10,000	—
Station 54 Generator	\$48,631	—	\$48,631
Station 51 Capital Maintenance & Repair	Not available	Not scheduled	
Station 52 Capital Maintenance & Repair	Not available	Not scheduled	
Station 53 Capital Maintenance & Repair	Not available	Not scheduled	
Station 54 Capital Maintenance & Repair	Not available	Not scheduled	

Source: CWIFR 2023 Adopted Budget, (Table 35), 2023-2033.

## H.3.E - Schools

### Overview

The Coupeville School District stretches across Central Whidbey Island from San de Fuca in the north to Honeymoon Bay in the south and serves a population of a little under 11,000 people.<sup>12</sup> As of the 2021-22 school year, over 950 students were enrolled at the District's four schools: the High School, Middle School, Elementary School, and Open Den.<sup>13</sup> The District also operates an education program at the Juvenile Detention Center.

The Washington State University Extension also has a campus located in Coupeville. They offer programs related to agriculture, gardening, animal husbandry and natural resources.

### Inventory

All of the Coupeville School District's capital facilities are located within Coupeville town limits on property owned by the District, occupying in total about 33.29 acres across three sites.<sup>14</sup> The Elementary School site at 6 S Main St (west of S Main St at SR 20) houses grades K-5, the District Administrative Offices, and the track on 15.57 acres. The second site at 501 S Main St (south of SE Terry Rd and east of S Main St) is 10.43 acres and includes the combined Middle and High School, athletic courts and fields, the bus barn, and maintenance building. The gymnasium and additional athletic fields are located across S Main St on a 7.29-acre site. Existing buildings owned by the District and their square footage are listed in **Exhibit 65** by site. The total gross square footage for all District facilities is 194,609 ft<sup>2</sup>.

*Exhibit 65. Coupeville School District Capital Facilities*

Site	Building Name	Square Footage
Elementary School 6 S Main St	Elementary School with Multipurpose Room	51,200 ft <sup>2</sup>
Middle and High School Campus 501 S Main St	District Office/Annex	12,000 ft <sup>2</sup>
	Middle School	33,550 ft <sup>2</sup>
	High School	47,355 ft <sup>2</sup>
	Bus Barn	Covered Space: 7,176 ft <sup>2</sup> Office: 420 ft <sup>2</sup>
	Maintenance Building	3,240 ft <sup>2</sup>
Gymnasium and Athletic Fields 501 S Main St	Gymnasium (High School and Middle School)	39,668 ft <sup>2</sup>

Source: Coupeville School District, 2022.

<sup>12</sup> 10,713 people per the [Coupeville School District Profile](#) (2020 Decennial Census, Table P1).

<sup>13</sup> [OSPI Report Card for Coupeville School District](#), 2022.

<sup>14</sup> The school district owns an additional 21.27-acre site northeast of S Ebey Rd and W Terry Rd that is adjacent to Town limits. The site includes a developed baseball/softball field, a school garden used by students, and walking trails.

## LOS Standards

Coupeville’s Comprehensive Plan establishes the following LOS standards for schools (consistent with the Coupeville School District’s Capital Facilities Plan):

- **Grades K-5:** 115 ft<sup>2</sup> per student.
- **Grades 6-8:** 148 ft<sup>2</sup> per student.
- **Grades 9-12:** 173 ft<sup>2</sup> per student.

Based on the square footages in **Exhibit 65**, the District can accommodate approximately 445 students in grades K-5, 227 students in grades 6-8, and 274 students in grades 9-12. As of the 2021-22 school year, there were 430 students enrolled in grades K-5, 191 students enrolled in grades 6-8, and 324 students enrolled in grades 9-12 (another 17 students were enrolled in pre-kindergarten programs). The District is currently meeting LOS standards for grades K-5 and 6-8 but is below the adopted LOS standard for grades 9-12. [The District does not currently have projections for the 2028 or 2045 planning horizon.](#) See **Exhibit 66**.

*Exhibit 66. Existing and Projected District Capital Facilities*

Site	LOS	LOS Capacity	2021-22 Enrollment
<b>Grades K-5</b>	115 ft <sup>2</sup> / student	445 students	430 students
<b>Grades 6-8</b>	148 ft <sup>2</sup> / student	227 students	191 students
<b>Grades 9-12</b>	173 ft <sup>2</sup> / student	274 students	324 students

Source: Coupeville School District, 2022.

## Project Summary

The Coupeville School District conducts its own capital facilities planning process to identify projects needed to serve its students. The District is currently drafting its regular Enrichment and Capital Projects Levy and preparing for a likely bond measure for a new school building or renovation in February of 2024. **Exhibit 67** contains a draft list of ~~needed~~ capital improvement projects identified by the District that would likely be part of a future levy.

*Exhibit 67. Coupeville School District Draft Capital Project List for Future Levy*

Project Name	1 <sup>st</sup> Priority	2 <sup>nd</sup> Priority	3 <sup>rd</sup> Priority
Architect and engineer fees	\$1,000,000	—	—
Asphalt/fence at grandstands	\$50,000	—	—
Engle Field bathrooms/ball field civil	\$450,000	—	—
Gym storage off the east side	—	—	—
HVAC (annex)	—	\$650,000	—
HVAC (Elementary School): old MPR	—	\$100,000	—
HVAC (Middle School): address dampers, hot water heating	—	—	\$1,000,000
Middle School floor 3 areas	—	—	\$135,000
Middle School stairs	\$75,000	—	—
North side of district office parking	—	\$100,000	—
PAC seating	—	\$135,000	—

Project Name	1 <sup>st</sup> Priority	2 <sup>nd</sup> Priority	3 <sup>rd</sup> Priority
Paint soffit (annex)	—	\$35,000	—
Paint soffit (gym)	—	\$65,000	—
Paint soffit (High School)	—	\$85,000	—
<del>Pave baseball parking/improvements</del>	<del>—</del>	<del>\$750,000</del>	
Pave parking lots at the gym, Middle and High Schools, and MPR	—	—	\$450,000
Pave the trail	—	—	\$50,000
Relocate softball field	\$550,000	—	—
Tennis courts: demo, make improvements	\$250,000	—	—
Tennis courts: relocate	\$400,000	—	—
Transportation office/improvements	\$200,000	—	—
<b>Subtotal</b>	<b>\$2,975,000</b>	<b>\$1,170,000</b>	<b>\$1,635,000</b>
3% Each Year Additional Cost		\$35,100	\$98,100
Total	\$2,975,000	\$1,205,100	\$1,733,100
<b>Grand Total</b>			<b>\$5,913,200</b>

Note: This is a draft list of future facility needs that would likely be part of a future levy. The final list of projects and anticipated costs may change prior to a final proposed levy or bond.  
Source: Coupeville School District, 2022.



## H.3.F - Library

### Overview

The Coupeville Library is owned and operated by the Sno-Isle Regional Library District. The purpose-built home of the Coupeville Library was constructed in 1987 on land purchased from the Coupeville Festival Association. Sno-Isle Libraries assumed responsibility for managing the facility in 1997 and assumed ownership of the building in 2007. The library was also expanded in 2007. Prior to the expansion, the building was 20 years old and 2,660 ft<sup>2</sup> in size. The expansion consisted of a 3,200 ft<sup>2</sup> addition and included expanded public space, public meeting room, expanded staff room, expanded restrooms, and other support space. Adjoining the Library property is the Town's largest parking facility which provides overflow spaces for waterfront visitors and merchants.

### Inventory

The Coupeville Library is located at 788 NW Alexander Street and is owned and operated by Sno-Isle Libraries. The building is in good condition and includes meetings rooms with equipment available to rent and a wildlife garden. As one of 23 affiliate branches of the Sno-Isle Libraries system, the Coupeville Library has access to numerous volumes which are continuously rotated throughout the system at the request of the users. Approximately 3 million physical items and 3.4 million digital items were checked out in 2021 across the system.

### LOS Standards

Coupeville's Comprehensive Plan establishes an LOS standard for the library to be open seven days per week. This is consistent with the current hours of operation.

Sno-Isle Libraries' adopted mission, vision, values, polices, and guidelines will continue to guide library services in Coupeville over the next 20-years. Sno-Isle's mission statement is "We engage and inspire our communities through equitable access to knowledge and resources."

In fulfilling its mission, Sno-Isle Libraries has established the following goals:

- **Enhance library services** so that everyone can engage in experiences they value.
- **Create inspiring spaces** so that customers and staff experience spaces that are welcoming, inclusive, easy-to-use, and support current and emerging library use.
- **Optimize library funding** so that we can continue to be good stewards of our finances and work to secure additional private and state funds.
- **Invest in our people and organization** so that we are resilient, equitable and regenerative and our staff have the support and resources they need.

The Library District does not expect to have a capacity shortage through the year 2045.

### Project Summary

Sno-Isle Libraries conducts its own capital facilities planning process to identify projects needed to serve its constituents. The Library District's latest capital facilities plan is not currently available to the Town. The Town will continue to coordinate with the District on future capital planning efforts as needed.

## H.3.G - Parks and Recreation

### Overview

The Town of Coupeville owns and maintains a number of active and passive recreational facilities. These facilities are classified as either parks, open space, or trails and walkways (see **Exhibit 68**). It includes developed and undeveloped parks, walkways, school playground and athletic facilities, and undeveloped rights of way.

*Exhibit 68. Coupeville Recreational Classification System*

Facility Type	Use	Service Area	Locational Characteristics
<b>Parks</b>	Typically have high levels of recreation and/or facility development. Includes parks able to support a wide range of activities or with regionally important facilities, areas for more intense and varied recreational activities, and specialized facilities serving a single purpose, limited population, or specific group.	Varies according to location and size.	May be linked with specific neighborhoods or within close proximity to associated uses, within residential neighborhoods (primarily local access), or unlinked to specific neighborhoods (generally with good access/parking).
<b>Open Space</b>	Generally undeveloped with passive recreation or natural systems focus.	Varies according to location.	Highly diverse in character.
<b>Trails / Walkways</b>	Paved and un-paved routes (including sidewalks) connecting neighborhoods and other recreation facilities.	Varies according to location.	Connect neighborhoods or other facilities.

### Inventory

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.

The Town owns and operates 9 parks totaling approximately ~~12~~<sup>12.2</sup> acres, ~~22.71~~<sup>22.715</sup> acres of open space, and a growing network of approximately ~~7.7~~<sup>7.76</sup> miles of trails and walkways (including 3.5 miles of sidewalks). The town is also served by several public recreation facilities owned and operated by other providers such as the School District, Port of Coupeville, ~~and Island County,~~ ~~and the National Parks Service~~. See **Exhibit 69**, **Exhibit 70**, and **Exhibit 71** for more detail.

*Exhibit 69. Existing Parks, Recreation, and Open Space*

Site Name	Facility Type	Acres	Owner/Provider
Captain Coupe Park & Boat Launch	Park	1.74	Town of Coupeville
Community Green	Park	<del>34</del> <sup>34.83</sup>	Town of Coupeville
Cook's Corner Park	Park	0.09	Town of Coupeville
Coupeville Wharf & Beach Access	Park	0.50	Port of Coupeville
Front Street Deck & Beach Access	Park	0.16	Town of Coupeville
Grace Street Parklet	Park	0.03	Town of Coupeville
Lion's Park <del>(Sixth Street Park)</del>	Park	1.07	Town of Coupeville
North Main Park (Island County Park)	Park	0.20	Island County

Site Name	Facility Type	Acres	Owner/Provider
Sunset Terrace Park	Park	0.90	Town of Coupeville
Town Park & Beach Access	Park	3.80	Town of Coupeville
Waterfront Walk	Park/Trail	0.40	Town of Coupeville
<a href="#">Five Acre Woods*</a>	<a href="#">Open Space</a>	<a href="#">5.00</a>	<a href="#">Town of Coupeville</a>
<del>WCLT</del> Forested Property & Community Garden	Open Space	16.23	Town of Coupeville
Johnson Lot**	Open Space	0.15	Town of Coupeville
NE Gould Open Space	Open Space	0.69	Town of Coupeville
Peaceful Valley Open Space Strip	Open Space	0.63	Town of Coupeville
<del>Peaceful Valley Park</del>	<del>Open Space</del>	<del>1.00</del>	<del>Town of Coupeville</del>
<del>NE Front Street Tidelands &amp; Bluff</del>	<del>Open Space—Natural Area</del>	<del>0.52</del>	<del>Town of Coupeville</del>
<del>NPS Property—Hwy 20</del>	<del>Open Space—Natural Area</del>	<del>9.78</del>	<del>National Parks Service</del>
<del>NPS Property—Tidelands</del>	<del>Open Space—Natural Area</del>	<del>0.22</del>	<del>National Parks Service</del>
<del>NPS Property—S Main St</del>	<del>Open Space—Natural Area</del>	<del>0.93</del>	<del>National Parks Service</del>
<del>Undeveloped ROW</del>			
<del>NE Clapp St between 6<sup>th</sup> &amp; 7<sup>th</sup></del>	<del>Open Space—Undev. ROW</del>	<del>0.36</del>	<del>Town of Coupeville</del>
<del>NW 8<sup>th</sup> St west of Alexander</del>	<del>Open Space—Undev. ROW</del>	<del>0.19</del>	<del>Town of Coupeville</del>
<del>Street end off of NW Broadway</del>	<del>Open Space—Undev. ROW</del>	<del>0.93</del>	<del>Town of Coupeville</del>
<del>Street ends north of NE Front St</del>	<del>Open Space—Undev. ROW</del>	<del>0.75</del>	<del>Town of Coupeville</del>
<del>Ciraolo Town Hall</del> Lots	Other—Parking Overflow	0.53	Town of Coupeville
NE <del>9<sup>th</sup></del> - <del>Ninth</del> Street Open Space	Other—Parking Overflow	1.15	Town of Coupeville
Coupeville Elementary School	Other—School	15.57	Coupeville School District
Coupeville Middle/High School	Other—School	10.43	Coupeville School District
Gymnasium/Athletic Fields	Other—School	7.29	Coupeville School District
Recreation Hall**	Other—Indoor Rental Facility	0.44	Town of Coupeville

\*The Town recently acquired the ~~Johnson Lot~~ [Five Acre Woods](#), an undeveloped ~~and forested~~ [0.15](#)-acre parcel. The site is currently outside of Town limits with limited public access and so it is ~~not included in the~~ [excluded from the existing but included in the future](#) LOS open space calculations below.

\*\*See H.3.A - Municipal Buildings [above for a description of Recreation Hall](#).

Source: Town of Coupeville, 2022; Island County Online Interactive Map, 2023; BERK, 2023.

*Exhibit 70. Existing Trails and Walkways (Does Not Include Sidewalks)*

Site Name	Length (ft)	Length (mi)	Owner/Provider
Class 1 Trail on SR 20 from NW Broadway to the east edge of the NPS property	4,432	0.839	Island County
Path in Peaceful Valley (NW Krueger, NW <del>6<sup>th</sup></del> - <del>Sixth</del> St, NW Wilkes St)	1,259	0.238	Town of Coupeville
Path on NE Front Street from Gould to N Main Street	1,371	0.259	Town of Coupeville
Path on NE Leach, <del>9<sup>th</sup></del> - <del>Ninth</del> Street and Gould to NE Front Street	1,826	0.345	Town of Coupeville
Path on NW Broadway from Black Road to Madrona Way	2,687	0.508	Town of Coupeville

Site Name	Length (ft)	Length (mi)	Owner/Provider
Path on NW Krueger from NW <del>7th</del> <u>Seventh St.</u> to the end of cul-de-sac to Comm. Green path	600	0.11	Town of Coupeville
Path on NW Madrona Way from NW Broadway to Vine Street	1,152	0.218	Town of Coupeville
Path on NW Parker Road	5,141	0.973	Town of Coupeville
Path on NW Wilkes Street from NW <del>6th</del> <u>Sixth Street</u> to NW <del>1st</del> <u>First Street</u>	1,125	0.21	Town of Coupeville
Trail from NW Broadway to NW Wilkes Street	1,033	0.195	Town of Coupeville
Trail from NW Broadway to west end of NW Birch Street	1,205	0.228	Town of Coupeville
<b>Total</b>	<b>21,831 ft</b>	<b>4.123 mi</b>	

Note: Many of the Town owned trails provide a connection to the County's Class 1 trail along the SR 20 that connect to other trails in Ebey's [Landing National Historical Reserve](#). Sidewalks are detailed in Exhibit 71 ~~the Streets~~ section above.  
Source: Town of Coupeville, 2022.

#### Exhibit 71. Existing Sidewalks

Site Name	Length (ft)	Length (mi)
901 NE <del>9th</del> <u>Ninth</u> Sidewalk	90	0.017
Alexander: Front St to Bayleaf East	400	0.076
Alexander: Front St to Public Library West	745	0.141
Coveland: Alexander to N. Main North	472	0.089
Coveland: Alexander to N. Main South	471	0.089
Coveland: Town Park to NW Alexander North	560	0.106
Coveland: Town Park to NW Alexander South	490	0.093
Front: Alexander to Center South	710	0.134
Front: Alexander to N Main North	583	0.110
Grace: Front to Rec Hall Parking Lot East	115	0.022
Grace: Front to Rec Hall Parking Lot West	100	0.019
Highschool: Corner Terry Rd + S Main West	462	0.088
Highschool: Terry Rd to Bainbridge East	479	0.091
Island County Campus Network	1,222	0.231
N Main: Coveland to Hwy 20 East	2,982	0.565
N Main: Coveland to Hwy 20 West	3,031	0.574
N Main: Front to Coveland West	142	0.027
NE <del>3rd</del> <u>Third</u> : Church to N Main South	138	0.026
NE <del>7th</del> <u>Seventh</u> : N Main to Kinney South	750	0.142
NW <del>1st</del> <u>First</u> : Wilkes to N Main <del>(Partial)</del> <u>s</u> South	<del>283</del> <u>570</u>	<del>0.054</del> <u>1.08</u>
NW <del>1st</del> <u>First</u> : Wilkes to N Main North	570	0.108
NW <del>6th</del> <u>Sixth</u> : Grace to N Main North	226	0.043
NW <del>7th</del> <u>Seventh</u> : Grace to N Main South	228	0.043
NW Birch: Open Space to N Main North	394	0.075

Site Name	Length (ft)	Length (mi)
NW Birch: Open Space to N Main South	400	0.076
S Main: Coupes village + Park and Ride East	466	0.088
S Main: Gas Station Sidewalk	171	0.032
S Main: Hwy 20 to Prairie Center West	1,645	0.312
Town Hall Sidewalk	90	0.017
<b>Total</b>	<b>18,415 702 ft</b>	<b>3.488-542 mi</b>

Source: Town of Coupeville, 2022.

## Parks

### Captain Coupe Park & Boat Launch

- Location: 602 NE ~~9th~~ Ninth Street
- Size: 1.74 acres

This 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. There are also picnic tables, barbecues, and a public restroom. ~~In 1997, the Council adopted a Master Plan for Captain Coupe Park to better organize these existing facilities and increase the diversity of activities available to park users. The p~~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, a non-motorized boat launch, boat ramp repairs, and a boat/RV dump and pump-out station.

### Community Green

- Location: Lower Peaceful Valley
- Size: ~~34~~.83 acres

Purchased in early 2000, this ~~34~~.83-acre parcel is located between the Municipal Parking Lot and the Krueger Farms subdivision. It has been developed modestly as a neighborhood park with an open field for play and hosts the community Farmers Market. It also serves as an overflow parking area for Town events. The long-term plan for this area should consider adjacent publicly owned lands, including the Coupeville Library. The Community Green includes an acre of open land dedicated for public use with the development of the Krueger Farms subdivision that is currently undeveloped but may serve as a potential future playground site.

### Cook's Corner Park

- Location: N Main & NE ~~9th~~ Ninth Streets
- Size: 0.09 acres

This park serves both passive uses and as a gateway to the waterfront historic district. Renamed in 1997 from Triangle Park, Cook’s Corner Park is one of only two parks named after individuals (the other being Captain Coupe). It was named to honor Eileen Cook. As a member of the Coupeville Garden Club, Cook was responsible for designing

the park's current layout. It has a garden, park benches, and picnic tables. The park also serves as the focal point each December for the Town's holiday decorations and celebrations.

#### Coupeville Wharf & Beach Access

- Location: 26 NW Front Street
- Size: 0.5 acres

Facilities [owned and](#) 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. 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. At the entry to the wharf, the Port District also maintains a community kiosk and steps to the beach. Outdoor interpretive panels at the wharf on property leased to the National Parks Service describe Ebey's Landing National Historical Reserve.

#### Front Street Deck & Beach Access

- Location: 6 NW Front Street
- Size: 0.16 acres

The former site of the Coupeville Town Hall is currently used as a park, providing access from Front Street to the beach via an existing stairway. There are also 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. [Future plans include enlarging the existing deck.](#)

#### Grace Street Parklet

- Location: Grace Street between Coveland and NW Front Street
- Size: 0.03-acres

This section of Grace Street was closed in 2022 to create a park space with public seating for downtown.

#### Lion's Park (~~Sixth Street Park~~)

- Location: NE ~~6th~~ [Sixth](#) & Haller Streets
- Size: 1.07 acres

This park provides playground equipment, picnic tables, a small ball field with backstop (suitable for T-ball), and a basketball court. Because of this park's 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~~ [Lion's](#) Park. New playground equipment provided by the Coupeville Lion's Club was installed in 2000.

#### North Main Park (Island County Park)

- Location: 403 N Main Street
- Size: 0.20 acres

This park and picnic area is owned by Island County and was completed in November 1999 in conjunction with the County's development of a new Law and Justice Center.

This facility replaced Main Street Auto Body; it provides landscaping and green open space in this built-up part of the community. The park has a packed gravel winding trail and a picnic table.

#### Sunset Terrace Park

- Location: 1065 NE Summit Loop
- Size: 0.90 acres

This park provides space for play and a picnic table. [Like all parks, this facility will be reviewed for potential improvements in the future Parks and Recreation Plan.](#)

#### Town Park & Beach Access

- Location: NW Coveland & Colburn Streets
- Size: 3.00 acres

This 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 mature evergreen 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' kitchen shelter, picnic tables with barbecue pits, restrooms, tennis court, and playground equipment. In addition, Town Park houses the Pavilion, a live performance stage used for outdoor concerts and other social events. [The Parks and Recreation Plan will incorporate future plans to include potential pickle ball courts \(re-surfacing tennis court for dual use\), additional parking, playground equipment, and other improvements.](#)

#### Waterfront Walk

- Location: N Main to Captain Coupe Park
- Size: 0.40 acres

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 parks and other improvements.

#### Open Space

##### [Five Acres Woods](#)

- Location: ???
- Size: 5.0 acres

[The Town recently acquired this forested parcel located just outside of town limits. It is currently undeveloped with limited public access.](#)

#### ~~WCLT~~ Forested Property & Community Garden

- Location: NW Broadway and SR 20
- Size: 16.23 acres

Contains various trails through the woods and a community garden.

#### Johnson Lot

- Location: 902 NE Main St

- Size: 0.15 acres

~~Recently acquired by the Town and is adjacent to but outside town limits. There is currently limited public access. This is a small parcel adjacent to Cook's Corner Park that currently has picnic tables available to the public.~~

#### NE Gould Open Space

- Location: East of NE Gould between 4<sup>th</sup>-~~Fourth~~ Street NE and 6<sup>th</sup>-~~Sixth~~ Street NE
- Size: 0.69 acres

Provides public access and an informal trail.

#### Peaceful Valley Open Space Strip

- Location: NW ~~3rd~~-~~Third~~ Street & NW Madrona Way
- Size: 0.63 acres

An open space strip currently designed for drainage that may potentially serve as a future trail.

#### Peaceful Valley Park

- ~~Location: NW 6th & Wilkes Streets~~
- ~~Size: 1.00 acres~~

~~Open land dedicated for public use with the development of the Krueger Farms subdivision. It is currently undeveloped but is connected to the Coupeville Green and may serve as a potential future playground site.~~

#### Open Space: Natural Areas

##### *NE Front Street Tidelands & Bluff*

- ~~Location: Between N Main St & NW Alexander St~~
- ~~Size: 0.52 acres~~

~~Natural open space area with various trails through the woods.~~

##### *NPS Properties*

~~The National Parks System owns three undeveloped open space areas in Coupeville totaling 10.93 acres. These properties are not open to the public but provide natural areas for wildlife and other natural systems.~~

- ~~**NPS Property Hwy 20:** 9.78 acres north of SR 20 and south of Lauren Street~~
- ~~**NPS Property Tidelands:** 0.22 acres east of N Main Street~~
- ~~**NPS Property S Main St:** 0.93 acres east of S Main Street and south of 301 S Main Street~~

#### Open Space: Undeveloped ROW

~~A handful of open space areas within undeveloped street rights of way were dedicated to the Town in conjunction with plats. Many of these parcels are concentrated within the original Town of Coupeville Plat (recorded 1883) and Hancock and Race Addition (recorded 1889) on the west side of town. The Town owned undeveloped rights of way with no improvements are:~~

- ~~**NE Clapp St between 6<sup>th</sup> & 7<sup>th</sup>:** This 0.36 acre section (260' by 60') serves one home and will likely be reserved for potential access to residential lots in this area.~~



- ~~**NW 8<sup>th</sup> St west of Alexander:** This 0.19-acre section (66' by 100') provides vehicle and pedestrian access to the Community Green. It is a remnant right of way from the Hancock and Race Addition.~~
- ~~**Street end off NW Broadway:** This 0.93-acre section (66' by 200') of NW 8<sup>th</sup> St east of NW Broadway was made a permanent dead end by the platting of the Krueger Farms subdivision to the east. It has never been developed and is currently vacant with no amenities. This may be a candidate property to vacate to raise money for park acquisition or enhancement elsewhere.~~
- ~~**Street ends north of NE Front St:** NE Center, Haller, Kinney, Clapp, and Gould all extend into the tidelands north of NE Front Street. These rights of way are generally either the bluff or below the bluff, although a portion of NE Haller Street is on the upland. The total open space represented by these street ends amounts to 0.75 acres.~~

## Other Facilities

### Parking Overflow Facilities

The **Giraole Town Hall Lots** (two lots located just north of Town Hall) total 0.53 acres and are used for overflow parking in downtown Coupeville. The 1.15-acre **NE 9<sup>th</sup> Ninth Street Open Space** located across from the public boat launch and the Town's wastewater treatment plant is also used for boat launch overflow parking. There are no amenities at either location.

### School District Facilities

This section only discusses school district amenities available for park and recreation use outside of school hours or programming at facilities owned and operated by the Coupeville School District. See the H.3.E - Schools section above for a more detailed discussion of all the district's capital facilities in Coupeville.

#### *Coupeville Elementary School*

- Location: 6 S Main St (west of S Main St at SR 20)
- Size: 15.57 acres

Includes a developed playground used by the elementary school students, the track and football/soccer field used by middle and high school students, and a fitness course. The Elementary School also includes a 7,808 ft<sup>2</sup> indoor multipurpose room (capacity for 300) and gym (capacity for 150) used outside school hours or district programming for aerobics classes and by the Central Whidbey Youth Athletic Association. The multipurpose room has a stage, kitchen facilities, two fixed basketball hoops, four portable hoops, and equipment for indoor tetherball and mat sports. The library is also available for community use outside school hours or district programming.

#### *Coupeville Middle/High School*

- Location: 501 S Main St (south of SE Terry Rd and east of S Main St)
- Size: 10.43 acres

Includes four tennis courts, a baseball field, six basketball hoops, playground equipment, and a volleyball court. The performing arts center (with a stage, tiered seating, and capacity for 375 people), commons (capacity for 250 people), and library are available for community use outside school hours or district programming.

### Gymnasium/Athletic Fields

- Location: Across from the Middle and High School on S Main St (south of SE Terry Rd and west of S Main St)
- Size: 7.29 acres

Includes a gymnasium and a developed baseball/softball field on the western portion of the site.<sup>15</sup> The 17,370 ft<sup>2</sup> gymnasium is the primary venue for indoor high and middle school sports programs and includes equipment for volleyball, basketball, pickleball, badminton, and table tennis. The building is regularly used outside school hours or district programming for community education and youth activities.

### ~~Recreation Hall~~

~~This Recreation Hall building was moved to its current location in 1946 from the construction site for Grand Coulee Dam in eastern Washington. The building has functioned as a meeting and social hall for the community from its earliest days. Facilities inside the [redacted] ft<sup>2</sup> space 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.~~

~~The building is in fair condition. A partial restoration of the interior was accomplished in 1999, including new wiring and lighting, refurbished restrooms, window restoration and fresh interior paint. A new foundation and insulation were added in YEAR.~~

### Trails/Walkways

#### Trails

There are currently 4.1 miles of trails within the town, including a Class 1 trail owned by Island County on the south side of SR 20 which continues both east and west of town limits and connects to other trails in Ebey's Reserve (a little less than 1 mile of this trail is within the town). Many of the Town owned trails provide a connection to the Class 1 trail on SR 20. See **Exhibit 70**. 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.

#### Sidewalks

There are currently [a little over](#) 3.5 miles of sidewalk within the town with 46% located along Main Street. Main Street has sidewalk facilities on both sides of the roadway for most of its length. Outside of Main Street, sidewalks are not as common and are limited to new developments, the downtown area, and around schools. See **Exhibit 71** and the Transportation Appendix for more detail.

### Central Whidbey Facilities

Town ~~citizens~~ [residents](#) have access to county, state, and federal parks, as well as open space lands, all within short walking, biking, or driving distances. These assets range from the Ebey's Prairie waysides and trails to the athletic fields at Rhododendron Park,

<sup>15</sup> The school district owns an additional 21.27-acre site northeast of S Ebey Rd and W Terry Rd that is adjacent to Town limits. The site includes a developed baseball/softball field, a school garden used by students, and walking trails.

located two miles south of Coupeville. This section looks briefly at recreational resources in the Central Whidbey area. See also Island County's [Parks and Recreation and Non-Motorized Trails plans](#).

#### Ebey's Landing National Historical Reserve

Coupeville is entirely contained within this 19,333-acre [Ebey's Landing National Historical Reserve](#) ~~unit of the National Park Service~~. ~~The National Park Service directly owns and manages approximately 400 acres within Ebey's Reserve, including the cemetery overlook, the prairie wayside and a portion of the bluff trail.~~<sup>16</sup> Unlike most properties in the National Park system, ownership within Ebey's Landing is dominantly private, with only 15% under public control (federal, state, and local government). ~~The National Park Service directly owns and manages approximately 400 acres within Ebey's Reserve, including the cemetery overlook, the prairie wayside and a portion of the bluff trail.~~<sup>17</sup> Developed facilities encompass trails, benches, interpretive signs, parking, and bicycle racks. In addition to fee simple ownership, the agency also ~~controls~~ [manages](#) about 1,700 acres under an active and ongoing conservation easement program with the Whidbey Camano Land Trust. These efforts and other activities associated with the Reserve are managed through a locally appointed Trust Board.

#### Fort Casey State Park

Located approximately 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.

#### Fort Ebey State Park

Located approximately five miles northwest of Coupeville off Libbey Road, Fort Ebey is a Washington State Park and 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.

#### Rhododendron Park

This site is under split ownership – 32 acres are owned and maintained by Island County and the remaining acres are under the jurisdiction of the Washington State Department of Natural Resources. The Island County facility contains a paved parking lot, a picnic area, a picnic shelter with BBQ, three athletic fields, full-service restrooms, a small playground, and access to an extensive trail system. A 153-acre campground occupies the majority of the State-owned land.

#### 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

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<sup>16</sup> [Island County Parks & Recreation Element, 2016.](#)

~~<sup>17</sup> [Island County Parks & Recreation Element, 2016.](#)~~

characteristic of the area. The 240 acres of open space and offroad trails are accessible from Coupeville by a 2.1-mile asphalt walkway within the SR 20 right of way. From the northern end of this walkway, a one-mile gravel trail connects the facility to Fort Ebey State Park.

### LOS Standards

Coupeville’s Comprehensive Plan establishes the following LOS standards for parks, open space, and trails/walkways:

- Parks: 3.5 acres per 1,000 population
- Open Space: 5.0 acres per 1,000 population
- Trails/Walkways: 5,280 feet per 1,000 population

Previously, parks operated under a LOS methodology that provided minimum standards for mini-parks, neighborhood parks, and community parks. The Town’s updated LOS standards adopted as part of the ~~updated-2023~~ 2023 Comprehensive Plan consolidate park classifications to a singular park category, providing flexibility in meeting LOS standards. This consolidated LOS standard for parks also aligns with the LOS standard for community parks in the Island County Parks & Recreation Element.

**Exhibit 72** summarizes the Town’s current and estimated future population’s need for parks, open space, and trails needs based on the 2021 population of 1,950 and projected 2045 population of 2,175. The existing inventory of parks, open space, and trails/walkways in Coupeville currently meet LOS standards and would continue to exceed LOS standards based on projected 2045 growth:

- The Town currently has ~~6.61~~ 6.631 acres of parks per 1,000 people for its current population and would have an estimated ~~5.56.1~~ 5.56.1 acres per 1,000 people in 2045, far exceeding the LOS standard of 3.5 acres per 1,000 people.
- The Town currently has ~~16.511.6~~ 11.6 acres of open space per 1,000 people (excluding Five Acre Woods) and would have an estimated ~~14.812.7~~ 12.7 acres per 1,000 people in 2045 (a surplus of over ~~21-16~~ 16 acres including Five Acre Woods).
- The Town currently has 20, ~~786639~~ 786639 feet of trails/walkways per 1,000 people and would have an estimated 18, ~~636504~~ 636504 feet per 1,000 people in 2045 (a surplus of ~~29,0498,762~~ 8,762 feet).

Exhibit 72. Coupeville Parks Level-of-Service

Facility Type	Adopted LOS	Existing Inventory	2021 LOS per 1,000	2021 Adequacy	2045 LOS per 1,000	2045 Adequacy
<b>Parks</b>	3.5 acres / 1,000 <u>population</u>	<del>121.92</del> <u>121.92</u> acres	<del>6.631</del> <u>6.631</u> acres	<del>56.10</del> <u>56.10</u> acres	<del>5.945</del> <u>5.945</u> acres	<del>45.31</del> <u>45.31</u> acres
<b>Open Space</b>	5.0 acres / 1,000 <u>population</u>	<del>32.2322.70</del> <u>22.70</u> acres	<del>11.6466.5</del> <u>6.5</u> acres	<del>12.9522.5</del> <u>22.5</u> acres	<del>14.812.74</del> <u>12.74</u> acres	<del>16.8321.4</del> <u>21.4</u> acres
<b>Trails / Walkways</b>	5,280 feet / 1,000 <u>population</u>	40, <del>533246</del> <u>533246</u> feet	20, <del>786639</del> <u>786639</u> feet	<del>29,95030.2</del> <u>30.2</u> feet	18, <del>636504</del> <u>636504</u> feet	<del>29,0498,762</del> <u>8,762</u> feet

Note: Existing inventory includes Town-owned and non-Town-owned facilities as summarized in **Exhibit 69**, **Exhibit 70**, and **Exhibit 71** (see also the definition of facility types in **Exhibit 68**). The recently acquired undeveloped ~~0.15~~ 0.15-acre ~~Johnson Lot~~ Five Acre Woods outside of Town limits is excluded from the 2021 and including in the 2045 open space LOS calculation. ~~and o~~ Other facilities (including parking overflow and schools) are excluded ~~in from~~ from the LOS calculations.

Sources: Town of Coupeville, 2023; BERK, 2023.

## Project Summary

**Exhibit 73** contains a list of park and recreation capital improvement projects identified by the Town to meet the demands of growth over the next six years (2023-2028) and over the longer term 20-year planning horizon. The Town intends to complete a Parks, Recreation, Open Space Plan at which point this summary and prioritization of projects will be updated.

Exhibit 73. Parks and Recreation Capital Project List, 6-Year (2023-2028) and 20-Year (2029+) *in thousands*

Category/Project Type	Total Cost	2023-2028	2029+		
<b>Category I: Capacity Increasing Projects</b>	<b>\$4,626</b>	<b>\$1,945</b>	<b>\$2,681</b>		
Acquisition	\$340	\$85	\$255		
Park and recreation parking	\$366	\$100	\$266		
Recreation facilities and equipment	\$700	\$200	\$500		
Waterfront access improvements	\$3,000	\$1,500	\$1,500		
Trail system expansions	\$220	\$60	\$160		
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b>\$1,360</b>	<b>\$630</b>	<b>\$730</b>		
Repairs and maintenance	\$1,000	\$500	\$500		
Sea level rise adaptation	\$260	\$100	\$160		
Open space reforestation	\$100	\$30	\$70		
<b>Total</b>	<b>\$5,990</b>	<b>\$2,580</b>	<b>\$3,410</b>		
Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
Create additional parking at Town Park	\$100,000	\$100,000	\$0	\$0	Capital Improvement Fund
Evaluation for repairs or demolition of pavilion in Town Park*	\$10,000	\$10,000	\$0	\$0	Capital Improvement Fund
Construction of new, smaller pavilion in Town Park	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,X XX	Capital Improvement Fund
Construction of moveable stage for Town Green*	\$XX,XXX	\$XX,XXX	\$0	\$0	Capital Improvement Fund
Construction of public deck on Front Street	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,X XX	Capital Improvement Fund
Design and development of Johnson Lot for public use	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,X XX	Capital Improvement Fund
Installation of Pickleball Courts*	\$10,000	\$10,000	\$0	\$0	Capital Improvement Fund

New playground equipment in Town Park and Lions Park	\$90,000	\$60,000	\$30,000	\$0	Capital Improvement Fund
Playground at Town Green and Summit Park	\$50,000	\$25,000	\$25,000	\$0	Capital Improvement Fund
New picnic tables	\$20,000	\$20,000	\$0	\$0	Capital Improvement Fund
Blacktop existing gravel trails	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Capital Improvement Fund
Expand trail system (6 <sup>th</sup> , 3 <sup>rd</sup> , Pennington/Summit, finish 9 <sup>th</sup> , Laurens Woods to Hwy, etc.)	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Capital Improvement Fund
Replacement of appliances in Rec Hall*	\$5,000	\$5,000	\$0	\$0	Capital Improvement Fund/General Fund
Expand trails in wooded areas (Wilkes, Broadway, and Birch)	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Capital Improvement Fund
Reforestation of unused open space	\$100,000	\$15,000	\$15,000	\$70,000	Capital Improvement Fund
Repair harbor boat launch ramp	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Harbor Improvement Fund
Harbor RV dump station	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Harbor Improvement Fund
Build non-motorized harbor launch ramp	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Harbor Improvement Fund
Increase harbor parking	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Harbor Improvement Fund
Harbor kayak storage and lockers	\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XX	Harbor Improvement Fund

\* Indicates project was on the Town's project list for 2022.

Note: Total estimated project costs are rounded to the nearest \$10,000. All costs are for planning purposes only and will be updated with the future Parks and Recreation Plan.

Source: Town of Coupeville, 2023~~2~~.

## H.3.H - Water

### Overview

The Town first started developing a public water system in 1928 when it purchased Charlie Cushen’s well behind his Ford showroom (now Mariner’s Court) on Front Street. The Coupeville water system now encompasses approximately 4,800 acres throughout Central Whidbey Island (both inside and outside the town limits) and supplies almost 1,500 residential, commercial, and government connections. The Public Works and Utilities Department maintains the Town’s water system and provides service to customers within the service area in accordance with the adopted Water System Plan and Island County Coordinated Water System Plan (CWSP).

### Inventory

The Town’s water system infrastructure includes six operating wells and four emergency wells, each equipped with pumps and controls. Water for the system is primarily sourced from groundwater via the Fort Casey Well Field, produced mostly from Well 1-08 with additional supply from wells 1-06 and 1-90.<sup>18</sup> The Fort Casey Well Field and Water Treatment Plant (WTP) is located approximately 5-miles southeast of the town to the north of Wanamaker Rd and west of Keystone Rd. From the in-town wells, the Town only uses Wells 4 and 7 during peak demand periods in the summer months. Well 1 is the first emergency source and Well 6 the second. Wells 1 ,4 and 7 discharge into a common transmission main to the In-Town WTP and Well 6 pumps into the distribution system. The distribution system includes four reservoirs totaling approximately 1,200,000-gallons of storage and 27-miles of piping with associated hydrants, valves, and meters (~~XX miles within and XX miles outside the municipal limits~~). Pipe sizes range from 2-inches to 12-inches of various piping materials. Most of the pipe in the distribution system is PVC. Portions of old Asbestos cement (AC) pip remain but this pipe is slowly being replaced as repairs are performed throughout the system.

**Exhibit 74** and **Exhibit 75** summarize the Town’s water supply and storage facilities, respectively. A complete description of the Town’s supply, treatment, and distribution systems can be found in the adopted Water System Plan.

*Exhibit 74. Town of Coupeville Water Supply Facilities*

Facility	Status	Year Drilled	Production (gpm)
<b>In-town Wells</b>			
Well 1	Emergency	1928	160
Well 2	Monitoring (replaced by Well 4)	1949	n/a
Well 4	Operating, summer peak demand	1967	210
Well 5	Monitoring (replaced by Well 7)	1968	n/a

<sup>18</sup> Per the April 2022 Water System Plan, the Town has 18 sources listed with the Washington State Department of Health with 15 groundwater wells and 3 identified well fields. The groundwater wells are differentiated by In-Town Wells and the Fort Casey Well Field. The In-Town Wells withdraw water from The United States Geological Survey (USGS) designated Aquifer ‘A’ and Aquifer ‘C’ (p. 41).

Facility	Status	Year Drilled	Production (gpm)
Well 6	Emergency	1994	200
Well 7	Operating, summer peak demand	2000	210
<b>Fort Casey Well Field</b>			
Cistern	Monitoring	1910	n/a
Well 3A	Monitoring	1963	n/a
Well 1-83	Monitoring	1983	n/a
Well 1-87	Monitoring	1987	14
Well 2-87	Emergency	1987	27
Well 3-87	Operating	1987	10
Well 4-87	Emergency	1987	21
Well 1-90	Operating	1990	40
Well 1-06	Operating	2006	45
Well 1-08	Operating	2008	250

Source: Water System Plan (Section 3.3.2, Table 3-11, and Table 3-12), April 2022.

*Exhibit 75. Town of Coupeville Water Storage Facilities*

Facility and Location	Year Constructed	Usable Storage
Sunset Terrace Reservoir 1 on Pennington Hill	1977	500,000 gallons (37.5-feet in diameter and 65-feet tall)
Sunset Terrace Reservoir 2 on Pennington Hill	1996	500,000 gallons
Fort Casey WTP Storage Reservoir 1	1999	23,000 gallons chlorinated water storage
Fort Casey WTP Storage Reservoir 2	1999	105,000 gallons product water storage
In-town WTP Storage Reservoir 1	1999	25,000 gallons raw water storage
In-town WTP Storage Reservoir 2	1999	25,000 gallons product water storage

Source: Water System Plan (Section 3.3.4), April 2022.

Groundwater is the only source of freshwater supply in Coupeville and the US Environmental Protection Agency designated Island County a Sole Source Aquifer Area in 1983. There are two distinct groundwater types on Whidbey Island – dilute and very hard water. Hard water (the most prevalent type throughout most of Coupeville) is more difficult to utilize and less desirable than other water types because of its high mineral content. Groundwater quality in this area is also influenced by seawater encroachment and proximity to the shoreline increases the chance of seawater intrusion, especially in deep wells. The Town’s largest producing wells generally draw water from as far down as approximately 200 feet below sea level. High chloride concentrations already indicate the presence of seawater in some shore area wells.

### LOS Standards

Current and future capital facility planning attempts to carefully balance needed improvements with anticipated growth in water availability due to the Town’s reliance



on scarce groundwater resources. Coupeville’s Comprehensive Plan establishes the following LOS standards for water:

- Potable Water: Group A System under WAC 246.290 compliant with Washington Department of Health (DOH) standards.
- Water Supply: Permitted equivalent residential units by DOH and water rights per Washington Department of Ecology.

An ERU is a system-specific unit of measure used to express the amount of water consumed by a typical full-time single-family residence ([WAC 246-290-010](#)). Since various consumer types can have vastly different consumption rates, the water system’s connections are based on equivalent residential units (ERU). As of 2022, the Town currently has 1,974 ERUs. The existing system has an available capacity of 3,020 ERUs based on water sources and the anticipated maximum number of connections that can be served by the current water rights is 4,094 ERUs.

The Town works to provide water to those in the service area, targeting capacity at or above the maximum daily demand (MDD). The 2022 Water System Plan projects future water demand to 2042 in order to identify needed system improvements, including source, treatment, storage, distribution, and control and telemetry needs. Demand is projected to reach 3,235 ERUs by 2042. This is 215 ERUs more than existing capacity based on water sources but below water rights. Per the Water System Plan, both the treatment system and source capacity need to be increased to meet these demands. The Town intends to meet these needs by increasing source capacity associated with the Fort Casey WTP, increasing service levels in the higher elevation zones, replacing and extending existing watermains, providing a second waterline to town from the Fort Casey complex, making additional progress on developing a secondary transfer line to loop the distribution system, and replacing/upgrading aging and/or failing facilities (including components of the distribution system). Planned capital improvements to the water system are detailed in the adopted Water System Plan.

### Project Summary

**Exhibit 76** contains a list of capacity and non-capacity water capital improvement project categories identified by the Town to meet the demands of growth over the next six years (2023-2028) and over the longer term 20-year planning horizon.

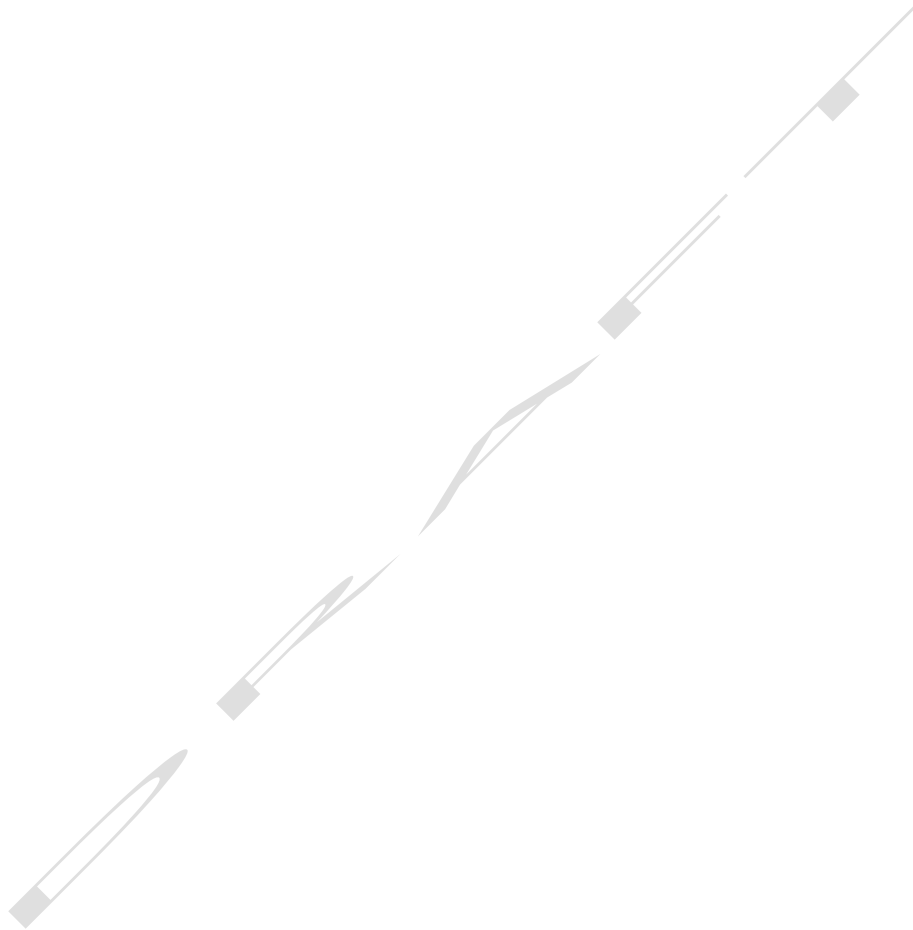
*Exhibit 76. Water Capital Project List, 6-Year (2023-2028) and 20-Year (2029+) in thousands*

Category/Project Type	Total Cost	2023-2028	2029+
<b>Category I: Capacity Increasing Projects</b>	<b>\$18,640 – \$20,340</b>	<b>\$5,388.5</b>	<b>\$8,700 – \$10,100</b>
<a href="#">System expansion</a>	<a href="#">\$6,255 – \$6,855</a>	<a href="#">\$3,855</a>	<a href="#">\$2,400 – \$3,000</a>
<a href="#">Major water line replacements</a>	<a href="#">\$6,178.5 – \$6,478.5</a>	<a href="#">\$1,378.5</a>	<a href="#">\$4,800 – \$5,100</a>
<a href="#">Water quality improvements</a>	<a href="#">\$1,655 – \$2,155</a>	<a href="#">\$155</a>	<a href="#">\$1,500 – \$2,000</a>
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b>\$18,640 – \$20,340</b>	<b>\$2,978</b>	<b>\$1,570 – \$1,870</b>
<a href="#">System repair and maintenance</a>	<a href="#">\$3,648 – \$3,948</a>	<a href="#">\$2,748</a>	<a href="#">\$900 – \$1,200</a>
<a href="#">System monitoring and mapping</a>	<a href="#">\$220</a>	<a href="#">\$60</a>	<a href="#">\$160</a>
<a href="#">Administrative/technology</a>	<a href="#">\$680</a>	<a href="#">\$170</a>	<a href="#">\$510</a>
<b>Total</b>	<b>\$18,640 – \$20,340</b>	<b>\$8,370</b>	<b>\$10,270 – \$11,970</b>

Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
Purchase 2nd site for Well (easement) on Keystone Hill Road	-\$50,000	-\$50,000	-\$0	-\$0	Water Utility Capital Fund
New Well—Hydrogeological, Engineering, and Permitting	-\$30,000	-\$30,000	-\$0	-\$0	Water Utility Capital Fund
New Well (Drilling)	\$150,000	\$150,000	-\$0	-\$0	Water Utility Capital Fund
New Chlorine Generator (Planning and Engineering in 2023)	-\$10,000	-\$10,000	-\$0	-\$0	Water Utility Capital Fund
In-Town Water Treatment Plant—Pipe Replacement	-\$20,000	-\$20,000	-\$0	-\$0	Water Utility Capital Fund
General Telemetry upgrade and maintenance software (In-town WTP, Wells 01, 04, 07)	\$160,000	\$160,000	-\$0	-\$0	Water Utility Capital Fund
Underground Locate of Equipment	-\$20,000	-\$20,000	-\$0	-\$0	Water Utility Capital Fund
Leak Detection Analysis	-\$15,000	-\$15,000	-\$0	-\$0	Water Utility Capital Fund
Turbine Generator (Grant Dependent @ 50%)—Canyon Pelton Turbine	-\$90,000	-\$0	-\$90,000	-\$0	Water Utility Capital Fund
Install Blow-off at end of Parker	-\$5,000	-\$5,000	-\$0	-\$0	Water Utility Capital Fund
Clapp (5th to 4th—268 LF of 8" HDPE) and 5th Street (Clapp to Kinney—247 LF of 8" HDPE)	\$100,000	\$100,000	-\$0	-\$0	Water Utility Capital Fund
4th Street (Area East of N. Main Street—2,200 LF of 6"/8" HDPE)	\$350,000	\$350,000	-\$0	-\$0	Water Utility Capital Fund
Pennington Loop/Summit Loop (Stages I, II, and III) (2,600 LF of 4" HDPE)	\$430,000	-\$0	\$430,000	-\$0	Water Utility Capital Fund
Faris Street, Pennington Loop (3,800 LF of 4" HDPE)	\$560,000	-\$0	-\$0	\$560,000	Water Utility Capital Fund
Out-of-Town, Replacements—Fort Casey (FEMA Grant)	\$1,378,500	\$1,378,500	-\$0	-\$0	Water Utility Capital Fund
Raw Water Line—from new Keystone Hill Well to Treatment Plant (600 LF)	-\$85,000	-\$85,000	-\$0	-\$0	Water Utility Capital Fund
Madrona Way—Vine Street to Captain Whidbey Inn (11,000 LF of 8" HDPE)	\$1,760,000	-\$0	\$1,760,000	-\$0	Water Utility Capital Fund
Madrona Way—Captain Whidbey Inn to end of Penn Cove (3,300 LF of 6" HDPE)	\$600,000	-\$0	-\$0	\$600,000	Water Utility Capital Fund
Fort Casey Rd—Patmore Road to Wanamaker Road (4,200 LF of 8" HDPE)	\$800,000	-\$0	\$800,000	-\$0	Water Utility Capital Fund
Keystone Hill Road—Big Cedar Lane to Patmore Road/SR20 (8,000 LF of Water Main)	\$1,400,000	-\$0	-\$0	\$1,400,000	Water Utility Capital Fund
Fort Casey Rd—Terry Road to Burchell Road (5,000 LF of 8" HDPE)	\$880,000	-\$0	-\$0	\$880,000	Water Utility Capital Fund

Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
Parker Rd (6,400 LF of Water Main)—Portal Place to State Route 20 (6,400 LF of Water Main)	\$1,280,000	-\$0	-\$0	\$1,280,000	Water Utility Capital Fund
State Route 20—Terry Road to W Morris Road/Parker Road (8,800 LF of Water Main)	-\$XX,XXX	\$XX,XXX	\$XX,XXX	\$XX,XXX	Water Utility Capital Fund
Replace Combination Air Release Valves (10 Total)	-\$10,000	-\$10,000	-\$0	-\$0	Water Utility Capital Fund
Meter and Backflow Device	-\$5,000	-\$5,000	-\$0	-\$0	Water Utility Capital Fund
Source Meter testing and Repairs/Replacement	-\$12,000	-\$12,000	-\$0	-\$0	Water Utility Capital Fund
Large meter testing and repairs/replacement (10% yearly replacement)	\$276,000	-\$36,000	-\$36,000	\$204,000	Water Utility Capital Fund
Small meter testing and repairs/replacement (10% yearly replacement)	\$552,000	-\$72,000	-\$72,000	\$408,000	Water Utility Capital Fund
Fort Casey Well Rehabilitations	\$235,000	-\$25,000	-\$30,000	\$180,000	Water Utility Capital Fund
Sunset Reservoirs—Cleaning	-\$24,000	-\$0	-\$24,000	-\$0	Water Utility Capital Fund
GIS Mapping	-\$25,000	-\$25,000	-\$0	-\$0	Water Utility Capital Fund
Rehabilitate Well 1-08	\$100,000	-\$0	\$100,000	-\$0	Water Utility Capital Fund
In-Town Water Treatment Plant—Seismic Shut-Off Valving	-\$30,000	-\$30,000	-\$0	-\$0	Water Utility Capital Fund
Fort Casey Treatment Plant—Replace Chlorine Analyzer / Injection Vault	-\$6,000	-\$6,000	-\$0	-\$0	Water Utility Capital Fund
Fort Casey Treatment Plant—Meter and instrumentation upgrades	-\$5,000	-\$5,000	-\$0	-\$0	Water Utility Capital Fund
Fort Casey Treatment Plant—Valve Replacement	-\$10,000	-\$0	-\$10,000	-\$0	Water Utility Capital Fund
ATEC System—Media Replacement	-\$30,000	-\$0	-\$0	-\$30,000	Water Utility Capital Fund
Decommission Engle Road Reservoir	-\$50,000	-\$50,000	-\$0	-\$0	Water Utility Capital Fund
Sunset Reservoir Valve Replacement	-\$40,000	-\$40,000	-\$0	-\$0	Water Utility Capital Fund
Sunset Reservoir Painting (Plan and Preparation)	-\$5,000	-\$0	-\$5,000	-\$0	Water Utility Capital Fund
Sunset Reservoir Painting (per Reservoir)	\$150,000	-\$0	\$150,000	-\$0	Water Utility Capital Fund
Pennington Loop Pump Station/Summit Loop	\$100,000	-\$0	\$100,000	-\$0	Water Utility Capital Fund
Security upgrades to the Treatment Facilities and Reservoirs	-\$10,000	-\$10,000	-\$0	-\$0	Water Utility Capital Fund

| [Note: Total estimated project costs are rounded to the nearest \\$10,000. All costs are for planning purposes only.](#)  
Source: Town of Coupeville Water System Plan, 2022; Town of Coupeville Adopted 2023 Budget, 2023.



## H.3.I - Stormwater

### Overview

The Town of Coupeville first adopted an Integrated Stormwater Management Plan (SWMP) in 1997. The SWMP addresses runoff rate control, water quality treatment and monitoring, street design, public education, stormwater reuse, sanitary sewer inflow and infiltration (see H.3.J - Sanitary Sewer ~~Error! Reference source not found.~~ section below), and wellhead protection. The Public Works and Utilities Department maintains the Town's stormwater system in accordance with the SWMP.

Most of the stormwater runoff from Coupeville drains to Penn Cove. The flushing action of tides in Penn Cove is not deemed sufficient in itself to keep the cove free of pollutants and toxicants arriving with runoff. Careful application of best management practices (BMPs) and best available science (BAS) is thus required to achieve the highest possible quality runoff. Runoff from the southern part of town drains to Admiralty Inlet though the town contributes only a small portion of the overall stormwater discharging at Ebey's Landing. The town's contribution also has to flow across more than a mile of farm land before reaching the sea. Since all the tidal flow in Puget Sound and the Hood Canal pass through Admiralty Inlet the currents are strong and flushing action is more thorough than in Penn Cove. There are no perennial streams in Coupeville and the service area has few surface water channels because precipitation is relatively low and stormwater absorption is high.

### Inventory

Capital facilities for stormwater management in Coupeville include piped drains, ditches (swales), curbs, catch basins, and detention basins. The existing system is comprised of 17 basins with 10 piped discharges to Penn Cove, 4 areas draining overland to Penn Cove by means of constructed swales or natural channels, 2 piped or ditch discharges that eventually reach Admiralty Inlet, and 1 closed basin (**Exhibit 77**). The system inside town limits includes ~~about XXX lineal feet of~~ ditches and 17,410 lineal feet of piped drains on public right-of-way or easements (this does not include driveway culverts). Piped stormwater facilities by pipe diameter and basin are summarized in **Exhibit 78**. There are ten detention/controlled release facilities outside of the public right-of-way, two of which are on public property at the elementary school site on south Main St and at the high school parking lot on East Terry Rd. The most recently constructed detention facility at Kruger Commons was designed for both quantity and quality control; the other nine were originally designed to limit peak post-development rates to pre-development values without specific quality control objectives (though some incidental quality improvements are likely).

*Exhibit 77. Stormwater Drainage Basins and Outfalls*

Basin	Type	Location	Outfall Description
A	Piped discharge	West of Coupeville Wharf	Penn Cove via 24" outfall pipe
B	Piped discharge	East of Coupeville Wharf	Penn Cove via 6" outfall pipe
C	Piped discharge	Between Main & Center Streets	Penn Cove via 18" outfall pipe
D	Piped discharge	Between Center & Haller Streets	Penn Cove via 6" outfall pipe
E	Piped discharge	Between Center & Haller Streets	Penn Cove via 6" outfall pipe

Basin	Type	Location	Outfall Description
F	Piped discharge	Between Haller & Kinney Streets	Penn Cove via 6" outfall pipe
G	Piped discharge	Clapp St NE	Penn Cove via 18" outfall pipe
H	Piped discharge	Gould St NE	Penn Cove via 18" outfall pipe
I	Piped discharge	Wastewater Treatment Plant	Penn Cove via 24" outfall pipe
J	Piped discharge	Perkins St NE	Penn Cove via 18" outfall pipe
K	Ditch flow	West of S Main St at southern town limits	Admiralty Inlet via ditch flow to County system
L	Ditch flow	East of S Main St at southern town limits	Admiralty Inlet via ditch flow to County system
M	Closed basin	Generally north of SR 20 and south of 3 <sup>rd</sup> St NE between NW Broadway and N Main St	N/A
N	Sheet flow	North of NE Maxwell St	Penn Cove via sheet flow over bank
O	Sheet flow	Between NE Maxwell St & NE Moore Pl	Penn Cove via sheet flow over bank
P	Ditch flow	Madrona Way (western town limits)	Penn Cove via ditch flow to County system
Q	Sheet flow	Lovejoy Point	Penn Cove via sheet flow over bank

Source: Town of Coupeville, October 2010.

*Exhibit 78. Piped Stormwater Sewers by Pipe Diameter and Basin (Lineal Feet)*

Pipe Diameter	Basins A & B	Basins C – J	Basins K & L	Total System
12-inch	3,680	1,980	—	5,660
15-inch	600	495	495	1,590
18-inch	—	4,105	2,460	6,565
24-inch	865	1,000	1,000	2,865
30-inch	30	350	350	730
<b>Total</b>	<b>5,175 feet</b>	<b>7,930 feet</b>	<b>4,305 feet</b>	<b>17,410 feet (3.3 miles)</b>

Source: Town of Coupeville, July 2014 (year from CAD files, lengths from inventory excel file provided by the Town)

### LOS Standards

Coupeville's Comprehensive Plan establishes the following LOS standards for stormwater:

- Detention: Maintain existing unless 10-year post-development peak data is less than 0.5 cfs.
- Collection: 10-year, 24-hour storm.

Planning for the stormwater utility is currently guided by the Town's adopted SWMP. The SWMP is updated regularly and the Town files annual progress reports with the Washington State Department of Ecology. The SWMP includes action plans and implementation measures for the following topic areas:

- Public Education and Outreach
- Public Involvement and Participation
- Illicit Discharge Detection and Elimination

- Construction Site Stormwater Runoff Control
  - Post-Construction Stormwater Management for New Development and Redevelopment
  - Pollution Prevention and Operation and Maintenance for Municipal Operations.
- Per the adopted SWMP, portions of the existing stormwater collection pipe system would be surcharged under 10-year discharges from their respective contributing areas under fully-developed conditions and present zoning. All ditches in the existing inventory are deep enough to carry 10-year flows. Ditches are subject to erosion if water velocities get too high. However, erodibility is also a function of soil type and ground cover – the clay soils predominant in Coupeville are relatively resistant to erosion and the dense grass cover improves stability. The hydraulic capacity of the piped system and reaches with 10-year flow velocities in excess of 3 feet/second (below the 3.75 feet/second maximum for clear water in clay soils) are detailed in Chapter 8 of the SWMP.

Future sea level rise (SLR) could also impact the Town’s stormwater collection system. The Town is currently completing a Sea Level Rise Vulnerability Assessment to evaluate which areas and assets are considered most vulnerable to SLR-related hazards. Per the Draft Sea Level Vulnerability Assessment (released January 2023), inflow into stormwater lines from excess stormwater or high tides can temporarily back up conveyance systems and additional flow into the system can reduce a system’s ability to convey water. Rising groundwater levels with SLR may also impact the system functionality, such as increasing infiltration and decreasing the capacity, and future access to the utilities could be limited by rising seas, high tides, and/or storms. The draft assessment assigned a low overall vulnerability rating to the Town’s stormwater lines and ditches under the 2050 moderate scenario.<sup>19</sup>

~~Need some text that demonstrates capacity for projected population of 2,175 (+225 people or +111 housing units by 2045). The 1997 SWMP talks about surcharge under fully developed conditions and present zoning but that analysis is pretty dated.~~

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. In 2010, the Town constructed a phyto-remediation site as a test project to determine the effectiveness of such facilities for stormwater quality enhancement and treatment. Details on the stormwater-related projects identified here are found in the adopted SWMP ~~(where?)~~. Future stormwater planning efforts will also consider the potential impacts and risks of SLR; possible adaptive management options (as outline in the Draft Sea Level Vulnerability Assessment) include passive management techniques, beach nourishment, large wood placement to diminish wave induced

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<sup>19</sup> The 2050 moderate results in the Draft Sea Level Vulnerability Assessment highlight the assets that are most vulnerable to SLR and will be the first to experience impacts. The 2100 high results highlight assets that will be affected only by higher amounts of SLR, and these are shown as a conservative assessment for long-term planning purposes. The 2100 high results increase the overall vulnerability rating of the Town’s stormwater lines to moderate.

[erosion, bank/bluff resloping and revegetation, and hard armor like bulkheads or seawalls.](#)

### Project Summary

**Exhibit 79** contains a list of capacity and non-capacity stormwater project [categories](#) identified by the Town to meet the demands of growth over the next six years (2023-2028) and over the longer term 20-year planning horizon.

*Exhibit 79. Stormwater Capital Project List, 6-Year (2023-2028) and 20-Year (2029+) in thousands*

Category/Project Type	Total Cost	2023-2028	2029+
<b>Category I: Capacity Increasing Projects</b>	<b>\$2,058</b>	<b>\$616</b>	<b>\$1,442</b>
<a href="#">Outfall extensions and additions</a>	<a href="#">\$1,150</a>	<a href="#">\$350</a>	<a href="#">\$800</a>
<a href="#">Stormwater treatment improvements</a>	<a href="#">\$908</a>	<a href="#">\$266</a>	<a href="#">\$642</a>
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b>\$306</b>	<b>\$104</b>	<b>\$202</b>
<a href="#">Storm system engineering, surveying, and planning</a>	<a href="#">\$191</a>	<a href="#">\$69</a>	<a href="#">\$122</a>
<a href="#">Culvert and outfall replacement</a>	<a href="#">\$115</a>	<a href="#">\$35</a>	<a href="#">\$80</a>
<b>Total</b>	<b>\$2,360</b>	<b>\$720</b>	<b>\$1,640</b>

Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
Outfall Extensions, Replacement/Repair	\$50,000	\$50,000	\$0	\$0	Stormwater-Utility Capital Fund
Culvert Replacement	\$5,000	\$5,000	\$0	\$0	Stormwater-Utility Capital Fund
Storm System Improvement—Engineering and Surveying	\$23,000	\$23,000	\$0	\$0	Stormwater-Utility Capital Fund
Main St. Improvements	\$25,000	\$25,000	\$0	\$0	Stormwater-Utility Capital Fund

[Note: Total estimated project costs are rounded to the nearest \\$10,000. All costs are for planning purposes only.](#)  
 Source: Town of Coupeville Adopted 2023 Budget, 2023.

## H.3.J - Sanitary Sewer

### Overview

The Public Works and Utilities Department maintains the Town’s sanitary sewer system and provides service to customers within town limits. As of July 2019, the wastewater treatment plant (WWTP) serves 1,928 people. Commercial and industrial users include restaurants, the county jail, a hospital, an assisted living center, and public schools. About one quarter of land inside town limits is outside the Town’s current sewer service area. This possible future service area includes the area from approximately Maxwell Street east to the Town limits, and from Penn Cove south to the Town limits. Occupied properties outside the sewer service area currently have on-site sewage disposal systems (septic tanks and drain fields).



## Inventory

The Town's 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. The collection system was converted to a strictly sanitary system in 1959 and was extended to include Prairie Center. The 1959 wastewater treatment facility was constructed to serve a population of 1,500 and provided a primary level of treatment prior to discharge of the effluent to Penn Cove. Secondary treatment and a new outfall to Penn Cove were added in 1982 to the original plant location north of NE Ninth Street. The Town further upgraded plant capacity in the early 2000's in two phases. The Phase I expansion, completed in 2002, increased the plant's approved maximum month design flow to 0.44 million gallons per day (MGD) from 0.25 MGD. The Phase II expansion, completed in 2005, included the construction of a new oxidation ditch, replacing the chlorine disinfection system with a UV disinfection system, installation of an aerobic selector tank upstream of the oxidation ditches, and upgrades to the aerobic digester. Since then, the Town has replaced a sewer lift station along NW Front Street and interconnected the facility with the generator installed at the Recreation Hall (2009), upgraded the telemetry system (2009), and added a new lift station to the system and provided additional sewer service in association with the approval of the Plat of Lauren's Woods on the south side of Pennington Hill.

The collection system includes four lift stations and 61,370 lineal feet of pipe. The Front Street lift station (LS No. 1) serves customers on the north end of town, Front Street, and west of Main Street. The South Main lift station (LS No. 2) serves all of the town south of Third Street. The Lauren lift station (LS No. 3) serves the southwest portion of the town, the Lauren woods area. The Vine Street lift station (LS No. 4) serves the northwest area of town. About 6% of the system's pipe (3,540 lineal feet) are force mains serviced by LS No. 1, 2, and 3. LS No. 1, 2, and 4 are equipped with automatic start generators. The Coupeville WWTP owns a portable generator which can be brought to LS No. 3 during extended power outages. Coupeville plans to install an automatic start generator at LS No. 3 in 2019. The telemetry system alerts operators during power outages and when high wet well levels occur.

[The WWTP and almost 9,000 lineal feet of the Town's sewer lines are within the 200 foot shoreline buffer. Many of the sewer lines – including the approximately 1,000-foot long sewer main along Front Street – are located very close to the bluff crest making them vulnerable to future shore recession. The WWTP and sewer lines are sensitive to future sea level rise \(SLR\) because impacts can affect a large number of people, each is part of a much larger interconnected network, and the facilities are difficult and expensive to relocate. The LOS discussion below includes a preliminary assessment of vulnerability as reported in the Draft Sea Level Vulnerability Assessment.](#)

## LOS Standards

Coupeville's Comprehensive Plan establishes an LOS standard for sanitary sewer to provide a municipal system that allows collection of peak wastewater discharge plus infiltration and inflow. Infiltration and inflow (I/I) refers to water entering the sewer system from rainfall. Infiltration is from water that enters the sewer system through defective sewer pipes, pipe joints or manhole walls. Inflow is from water that enters the sewer system from manhole covers, interconnections to storm drains, illicit connections

with roof drains, etc. For the purpose of estimating the allowable population growth (number of new sewer connections), it is assumed that the NPDES WWTP Permit Limits represent the plant capacity. Design criteria and effluent limits as established in the current NPDES Permit are summarized in **Exhibit 80**, **Exhibit 81**, and **Exhibit 82**.

*Exhibit 80. Design Criteria for the Coupeville WWTP*

Parameter	Design Quality
<b>Maximum Month Design Flow (MMDF)</b>	0.44 MGD
<b>Peak Flow</b>	1.56 MGD
<b>BOD<sub>5</sub> Loading for Maximum Month</b>	648 lbs/day
<b>TSS Loading for Maximum Month</b>	488 lbs/day

Note: BOD<sub>5</sub>, = biochemical oxygen demand and TSS = total suspended solids.  
Source: NPDES Permit (Table 5), July 2019.

*Exhibit 81. Technology-based Effluent Limits*

Parameter	Average Monthly Limit	Average Weekly Limit
<b>BOD<sub>5</sub> (concentration)</b>	30 mg/L	45 mg/L
<b>BOD<sub>5</sub> (concentration)</b>	In addition, the BOD <sub>5</sub> effluent concentration must not exceed fifteen percent (15%) of the average influent concentration.	
<b>TSS (concentration)</b>	30 mg/L	45 mg/L
<b>TSS (concentration)</b>	In addition, the TSS effluent concentration must not exceed fifteen percent (15%) of the average influent concentration.	

Parameter	Monthly Geometric Mean Limit	Weekly Geometric Mean Limit
<b>Fecal Coliform</b>	200 organisms/100 mL	400 organisms/100 mL

Parameter	Daily Minimum	Daily Maximum
<b>pH</b>	6.0 standard units	9.0 standard units

Parameter	Average Monthly	Maximum Daily
<b>Total Residual Chlorine</b>	0.20 mg/L	0.39 mg/L

Source: NPDES Permit (Table 6), July 2019.

*Exhibit 82. Technology-based Effluent Mass Limits*

Parameter	Concentration Limit (mg/L)	Mass Limit (lbs/day)
<b>BOD<sub>5</sub> Monthly Average</b>	30	110
<b>BOD<sub>5</sub> Weekly Average</b>	45	165
<b>TSS Monthly Average</b>	30	110
<b>TSS Weekly Average</b>	45	165

Source: NPDES Permit (Table 7), July 2019.

**Exhibit 83** summarizes estimated 2045 flows and waste loadings based on a projected population of 2,175 (225 more people than the current population which would require

approximately 111 new ERUs).<sup>20</sup> Per capita gpd and lbs/day assume the 2010 average daily flow, peak day flow, average BOD<sub>5</sub>, and average TSS correlate with the 2010 residential population of 1,831. The 2045 estimated maximum month design flow, peak day flow, average BOD<sub>5</sub>, and average TSS are all below the NPDES permit limits of the WWTP.

*Exhibit 83. Estimated 2045 Flows and Waste Loadings*

Parameter	Design Criteria (Permit Limit)	Design Criteria Population Capacity	2010 Average	2010 Average Per Capita	2045 Estimate
<b>Maximum Month Design Flow (MMDF)</b>	440,000 gpd (0.44 MGD)	3,891	207,000 gpd	113 gpd	245,890 gpd
<b>Peak Flow</b>	1,560,000 gpd (1.56 MGD)	6,996	410,000 gpd	224 gpd	487,029 gpd
<b>BOD<sub>5</sub> Loading for Maximum Month</b>	648 lbs/day	2,446	485 lbs/day	0.265 lbs/day	576 lbs/day
<b>TSS Loading for Maximum Month</b>	488 lbs/day	2,262	395 lbs/day	0.216 lbs/day	469 lbs/day

Sources: NPDES Permit (Table 5), July 2019; Town of Coupeville Draft Comprehensive Sewer Plan, 2014.

However, the 2045 estimated BOD<sub>5</sub> and TSS are 89% and 96% of the NPDES permit limits, respectively, which is above the 85% loading limit allowed for either parameter. Per the NPDES Permit, the Town is required to submit a plan and schedule to Ecology for continuing to maintain water treatment plant capacity when the actual flow or waste loading reaches 85% of any one of the design criteria (e.g., loading limits) for three consecutive months, or when the projected increase would reach design capacity within five years. The Town has undertaken a program of monitoring commercial customer waste discharge and enforcement of the Town Code pertaining to matter to be excluded from the Town’s sewer system to delay the time when the projected loading will reach 85% of the design capacity.<sup>21</sup>

Per the current NPDES Permit, the collection system is also considerably older than the present WWTP and has been known to have infiltration and inflow problems, though this has been improving over the last decade. The Town continues to work on identification and removal of excess I/I in the system. Actions taken by Coupeville to investigate and minimize I/I include adding a collection system specialist position, jetting, videoing, and smoke testing sewer lines, inspecting manholes, and installing time-released stormwater pans in approximately 30% of manhole covers. The Town is also currently studying the potential beneficial use of treated wastewater to support irrigation needs of farmers in the Ebey’s Landing National Historical Reserve.

<sup>20</sup> Assumes an average household size of 2.04 per the US Census 2016-2020 American Community Survey (Table S1101).

<sup>21</sup> Per the Sewer Plan, food handling facilities such as restaurants, coffee shops, taverns, schools with cafeteria, and hospitals contribute a disproportionate higher amount of BOD<sub>5</sub> and TSS loadings than single-family residences.

[Future sea level rise \(SLR\) could also impact the Town’s sewer collection system. The Draft Sea Level Vulnerability Assessment assigned a low overall vulnerability rating to the WWTP and a high overall vulnerability rating to the Town’s sewer lines under the 2050 moderate scenario:<sup>22</sup>](#)

- [The WWTP received a high sensitivity rating because it serves most of the Town’s residents, would be difficult to relocate without completely rebuilding \(either of which would be expensive\), and is part of an interconnected network. The WWTP is also not currently surrounded by a berm or levee to protect it from high water and storms as some treatment plants are and sensitive mechanical and electrical components could be easily damaged by saltwater. The WWTP received a low overall vulnerability score, however, because it is unlikely to be flooded by SLR under the 2050 moderate scenario or threatened by shore recession.](#)
- [The sewer lines received a high sensitivity rating because of the required continuity of the lines, the number of people that they serve, and the difficulty of relocation. The sewer lines received a high overall vulnerability score because of the sensitivity of sewer lines and the results showing that over 50% may be threatened by the end of the century.](#)

Planned capital improvements to the sanitary sewer system and complete descriptions of collection and treatment are detailed in the adopted Comprehensive Sewer Plan. [Future sewer planning efforts will consider the potential impacts and risks of sea level rise; possible adaptive management options \(as outline in the Draft Sea Level Vulnerability Assessment\) include passive management techniques, beach nourishment, large wood placement to diminish wave induced erosion, bank/bluff resloping and revegetation, and hard armor like bulkheads or seawalls.](#)

About one quarter of residential parcels in Coupeville are currently outside the sewer service area and are instead on private septic systems (these are in eastern Coupeville along NE Parker Rd). Per the Comprehensive Sewer Plan and Town Code, any application for a subdivision of parcels in these areas would trigger a review for the requirement for installation of a sewer collection system.

### Project Summary

**Exhibit 84** contains a list of capacity and non-capacity sewer capital improvement project [categories](#) identified by the Town to meet the demands of growth over the next six years (2023-2028) and over the longer term 20-year planning horizon.

*Exhibit 84. Sanitary Sewer Enforcement Capital Project List, 6-Year (2023-2028) and 20-Year (2029+) in thousands*

Category/Project Type	Total Cost	2023-2028	2029+
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<sup>22</sup> [The 2050 moderate results in the Draft Sea Level Vulnerability Assessment highlight the assets that are most vulnerable to sea level rise \(SLR\) and will be the first to experience impacts. The 2100 high results highlight assets that will be affected only by higher amounts of SLR, and these are shown as a conservative assessment for long-term planning purposes. The 2100 high results increase the WWTP’s overall vulnerability rating to moderate.](#)

<b>Category I: Capacity Increasing Projects</b>	<b><u>\$8,800 – \$9,600</u></b>	<b><u>\$2,400</u></b>	<b><u>\$6,400 – \$7,200</u></b>
System expansion	\$2,200 – \$2,600	\$600	\$1,600 – \$2,000
Major sewer line replacements	\$6,600 – \$7,000	\$1,800	\$4,800 – \$5,200
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b><u>\$5,086 – \$5,586</u></b>	<b><u>\$1,426</u></b>	<b><u>\$3,660 – \$4,160</u></b>
System repair/maintenance	\$4,158 – \$4,558	\$1,158	\$3,000 – \$3,400
System monitoring and mapping	\$708 – \$808	\$208	\$500 – \$600
Administrative/technology	\$220	\$60	\$160
<b>Total</b>	<b><u>\$13,890 – \$15,190</u></b>	<b><u>\$3,830</u></b>	<b><u>\$10,060 – \$11,360</u></b>

Project Name	Total Cost	2023-2025	2026-2028	2029+	Fund Source
New Lift Station on Wilkes	\$42,500	\$42,500	\$0	\$0	Sewer Utility Capital Fund
Upgrade Blowers	\$30,000	\$30,000	\$0	\$0	Sewer Utility Capital Fund
Building Modifications (State Requirement – separate lab)	\$20,000	\$20,000	\$0	\$0	Sewer Utility Capital Fund
Effluent Turbiting Meter/Effluent Sampler	\$15,000	\$15,000	\$0	\$0	Sewer Utility Capital Fund
Nutrient Reduction Plan	\$20,000	\$20,000	\$0	\$0	Sewer Utility Capital Fund
New Lift Station Plan	\$10,000	\$10,000	\$0	\$0	Sewer Utility Capital Fund
Odor Control Pilot	\$8,000	\$8,000	\$0	\$0	Sewer Utility Capital Fund
Telemetry	\$160,000	\$160,000	\$0	\$0	Sewer Utility Capital Fund
GIS Mapping	\$25,000	\$25,000	\$0	\$0	Sewer Utility Capital Fund
Future Sewer Line Replacement/Repair	\$300,000	\$300,000	\$0	\$0	Sewer Utility Capital Fund
Extend Line Up Parker & Moore	\$40,000	\$40,000	\$0	\$0	Sewer Utility Capital Fund
Move Forced Main from Front Street to 8th and Center	\$100,000	\$100,000	\$0	\$0	Sewer Utility Capital Fund
System Rehabilitation for I&I	\$10,000	\$10,000	\$0	\$0	Sewer Utility Capital Fund

Note: Total estimated project costs are rounded to the nearest \$10,000. All costs are for planning purposes only.  
Source: Town of Coupeville ~~Adopted 2023 Budget~~, 2023.

### H.3.K - Capital Project Summary

**Exhibit 85** and **Exhibit 86** show consolidated 6-year and 20-year planned capital costs by facility/service category for Town provided and non-Town provided facilities, respectively. As discussed in the preceding sections, cost estimates are not available for all anticipated projects, particularly projects planned for the 2029+ period. As a result, estimated capital costs shown for this period may not represent the full costs of future projects and additional capital planning efforts will be necessary over the coming years.

*Exhibit 85. Total Estimated Capital Project Costs of Town Provided Facilities by Category, 6-Year (2023-2028) and 20-Year (2029+)*

Capital Project Category	Total Cost	2023-2028	2029+
<b>Municipal Buildings</b>	\$1,750,000	\$1,050,000	\$700,000
<b>Streets</b>	\$12,770,000	\$4,510,000	\$8,260,000
<b>Parks &amp; Recreation</b>	\$5,990,000	\$2,580,000	\$3,410,000
<b>Water</b>	\$18,640,000 – \$20,340,000	\$8,370,000	\$10,270,000 – \$11,970,000
<b>Stormwater</b>	\$2,360,000	\$720,000	\$1,640,000
<b>Sanitary Sewer</b>	\$13,890,000 – \$15,190,000	\$3,830,000	\$10,060,000 – \$11,360,000

Note: Estimated project costs are rounded to the nearest \$10,000.  
Source: Town of Coupeville, 2023; BERK, 2023.

*Exhibit 86. Total Estimated Capital Project Costs of non-Town Provided Facilities by Category, 6-Year (2023-2028) and 20-Year (2029+)*

Capital Project Category	Total Cost	2023-2025	2026-2028	2029+
<b>Law Enforcement</b>	\$25,846,200 – \$26,654,400	\$19,203,400	\$6,642,800 – \$7,451,000	Not Available
<b>Fire &amp; Emergency Medical Services</b>	\$2,821,697	\$922,320	\$122,682	\$1,776,695
<b>Schools</b>	\$5,913,163,200	Cost by Year Not Available		
<b>Library</b>	Not Available	Not Available		

Note: All costs are in 2022 dollars.  
Source: Island County Comprehensive Facilities Master Plan (Table 5.1 and Figure 5.13), 2019; CWIFR 2023 Adopted Budget (Table 35), 2023-2033; Coupeville School District, 2022; Mortenson Construction Cost Index, 2022.

# Appendix I - Utilities

## Introduction

Utilities in Coupeville are a combination of Town-managed and non-Town-managed utilities (Exhibit 1). Town-managed utilities include water, stormwater, and sewer—these utilities are governed by functional plans which are adopted by reference (see the Capital Facilities Element and the Capital Facilities Plan (CFP) Appendix). The CFP Appendix details existing conditions and inventory, level of service analysis, and planned 6-year and 20-year capital projects for water, stormwater, and sewer.

Non-Town-managed utilities include power, solid waste, and telecommunications (natural gas service is not available in Coupeville). Planning for privately managed utilities is recognized as the primary responsibility of the utility provider—requiring them to manage infrastructure needs and repairs in aging systems, respond to growth, respond to consumer needs, and adapt to new technologies. Exhibit 1 summarizes the utilities, providers, and applicable plans that further guide the agencies.

*Exhibit 1 – Utility service providers and functional plans*

Facility Type	Provider(s)	Description	Applicable Plan(s)
<b>Town-managed</b>			
Water	Town of Coupeville Public Works and Utilities Department	Infrastructure for providing drinking water to the Town of Coupeville.	Adopted Water System Plan Island County Coordinated Water System Plan
Stormwater	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of stormwater within the town.	Adopted Integrated Stormwater Management Plan
Sanitary Sewer	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of waterborne waste within the town.	Adopted Comprehensive Sewer Plan
<b>Non-Town-managed*</b>			
Power	Puget Sound Energy	Provides electric power to the Town of Coupeville.	<a href="#">PSE Integrated Resource Plan</a>
Solid Waste	Island County and Island Disposal	Provides automated refuse collection and recycling to residential customers. Island Disposal provide waste hauling via a contract with the County.	<a href="#">Island County Solid Waste and Moderate Risk Waste Management Plan</a> <a href="#">Island County Capital Facilities Plan and Capital Improvement Program</a>
Telecommunications	Various	Provide a range of services, including telephone, cable, personal wireless	The Washington Utilities and Transportation Commission (WUTC) regulates the rates

communication, and internet.

and services of telephone companies operating in Washington per [WAC 480-120](#). The WUTC does not normally regulate cable, internet, wireless phones, and VoIP (Voice over Internet Protocol).

\* Non-Town-managed utilities operate within Town limits through local franchise agreements.

## Inventory, Demand, and Planned Project Lists for Non-Town-Managed Utilities

### Power

#### Overview and Inventory

Electrical service in Coupeville is provided by Puget Sound Energy (PSE). PSE serves more than 1.1 million electric customers in 10 counties including a service area that covers more than 6,000 square miles, stretching from south Puget Sound to the Canadian border and from central Washington's Kittitas Valley west to the Kitsap Peninsula.<sup>1</sup> The utility meets the energy needs of its customers, in part, through incremental, cost-effective energy efficiency, procurement of sustainable energy resources, and farsighted investment in the energy-delivery infrastructure. Currently, one overhead 115kV transmission line (Whidbey – Greenbank #1) passes through Coupeville along SW Terry Road.<sup>2</sup> An existing PSE substation serving Coupeville and surrounding areas is located southeast of the intersection of SR 20 and NW Broadway, just outside of town limits.

#### LOS Standards and Future Needs

Coupeville's Comprehensive Plan establishes an LOS standard that electric service be available for all residential and commercial customers. PSE sets the following standards for itself to reliably meet the electricity needs of its customers service area wide:<sup>3</sup>

1. Peak hour capacity reliability: PSE must have the capability to meet customers' electricity needs reliably during peak demand hours,
2. Hourly energy: PSE must have enough energy available in every hour of the year to meet customers' electricity needs.
3. Renewable energy: PSE must have enough renewable and non-emitting (clean) resources to meet the legal requirements of the Energy Independence Act and the Clean Energy Transformation Act.

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<sup>1</sup> PSE also provides natural gas service in other parts of it's service area.

<sup>2</sup> [U.S. Energy Information Administration \(EIA.gov\)](#), 2023.

<sup>3</sup> PSE Integrated Resource Plan, 2021 (page 1-8).



PSE conducts its own planning process via an Integrated Resource Plan (IRP) to identify projects needed to serve its customers. The IRP is a 20-plus year view of the utility's energy resource needs systemwide. It is developed through a planning process that evaluates how a range of potential future outcomes could affect PSE's ability to meet customers' electric and natural gas supply needs. The analysis considers policies, costs, economic conditions, and the physical energy systems, and proposes the starting point for making decisions about what resources may be procured in the future.

PSE does not anticipate a need for any additional facilities in Coupeville through 2045.

## **Solid Waste**

### Overview and Inventory

Solid waste, recycling, and composting services in Coupeville are provided via an Interlocal Agreement between the Town and Island County. The County contracts with Island Disposal to provide waste hauling. The majority of Island County's municipal solid waste (MSW), including that collected in Coupeville, is received at the Coupeville Transfer Station.

The Coupeville Transfer Station is part of the Coupeville Solid Waste Complex at 20018 State Route 20 (just east of Coupeville). Several structures on the site are related to the Transfer Station functions, including a weigh station, waste sorting shed, hazardous materials sorting shed, and recycling center. The County also oversees solid waste treatment ponds at this location. Extensive tree stands on the property benefit from regular deposits of treated byproduct materials produced on-site. Per the Island County Comprehensive Plan, the Coupeville Transfer Station has capacity to process 430 tons per day and all of Island County's solid waste facilities have capacity to process 594 tons per day.

### LOS Standards and Future Needs

Coupeville's Comprehensive Plan establishes an LOS standard of once-a-week curbside pickup for solid waste services. This is consistent with current service levels offered by Island Disposal and is not anticipated to change in the future.

Island County conducts its own capital facilities planning process to identify solid waste projects needed to support growth. No projects related to solid waste management are identified in the 2019 Island County Comprehensive Facilities Master Plan. The Island County Solid Waste and Moderate Risk Waste Management Plan provides further guidance for the solid waste system in Island County over the 6- and 20-year planning periods (including recommended projects and anticipated costs). These systems include garbage collection and disposal; programs for waste reduction, recycling, organics; compliance and enforcement; proper management of moderate risk waste; and the public education for and administration of those programs.

## Telecommunications

### Overview and Inventory

A range of telecommunication services are available in Coupeville, including telephone, cable, personal wireless communication, and internet. The Washington Utilities and Transportation Commission (WUTC) regulates the rates and services of telephone companies operating in Washington per WAC 480-120. The WUTC does not normally regulate cable, internet, wireless phones, and VoIP (Voice over Internet Protocol).

### LOS Standards and Future Needs

Coupeville's Comprehensive Plan does not establish an LOS standard for telecommunication services. Individual providers conduct their own planning processes to identify projects needed to serve their customers.

