

# Town of Coupeville

Comprehensive Plan 2023-2045

Volume II: Background Information

**DRAFT FOR PLANNING COMMISSION PUBLIC HEARING  
JUNE 29, 2023**

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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.

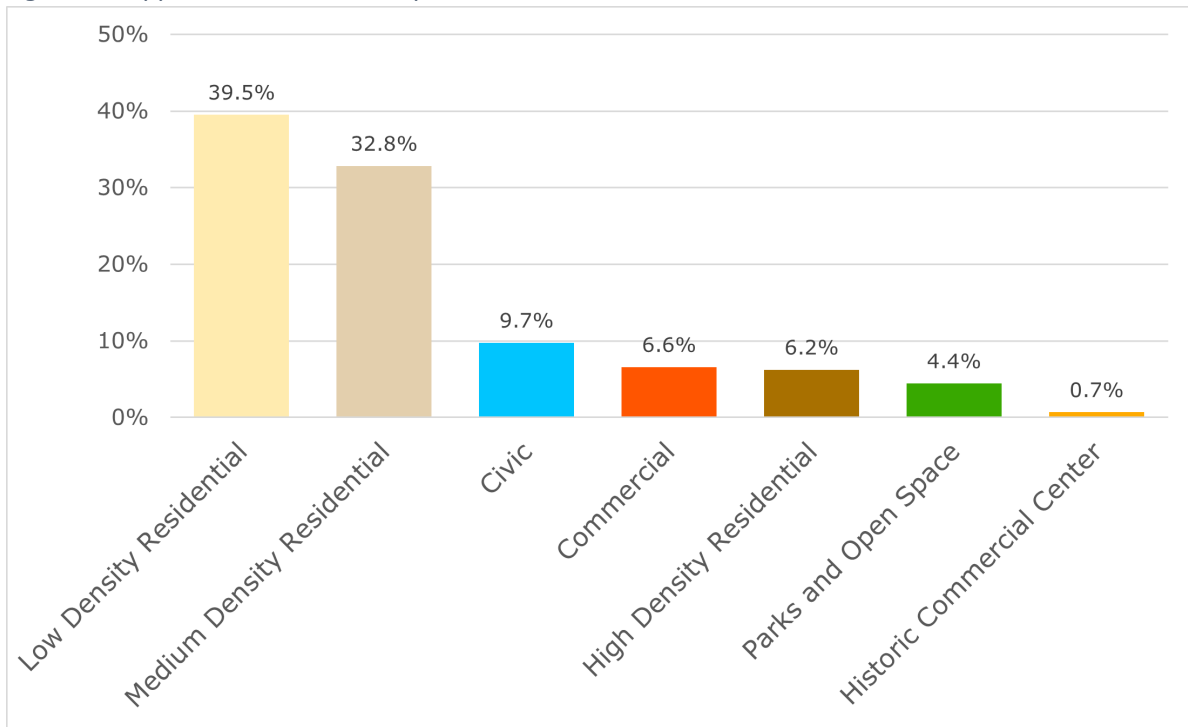
Table LU Appendix-1 – Land use patterns

Future Land Use Designation	Developed (acres)	Vacant (acres)	Total (acres)	Percent
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			711.0	100.0%

### 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.

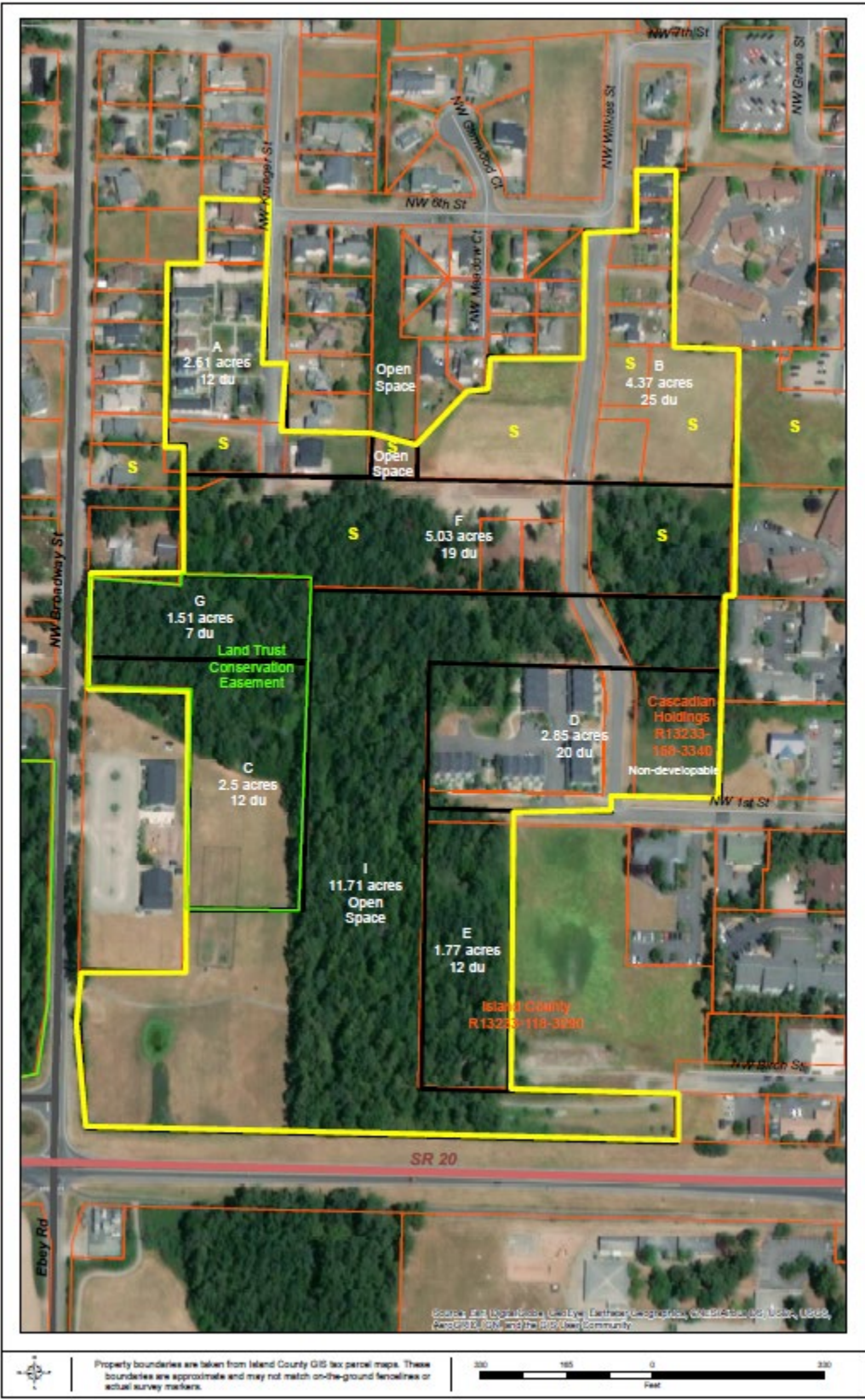
The primary effect of the MOA designation was an increase in the maximum density limit of the original zoning, which was 4.5 units per acre. In some subareas the maximum density was increased up to seven units per acre. Some guidelines on housing types, building siting, woodlands protections, and phasing 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.
<b>TOTAL</b>	<b>33.02</b>	<b>89</b>	<b>42</b>	



## 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.

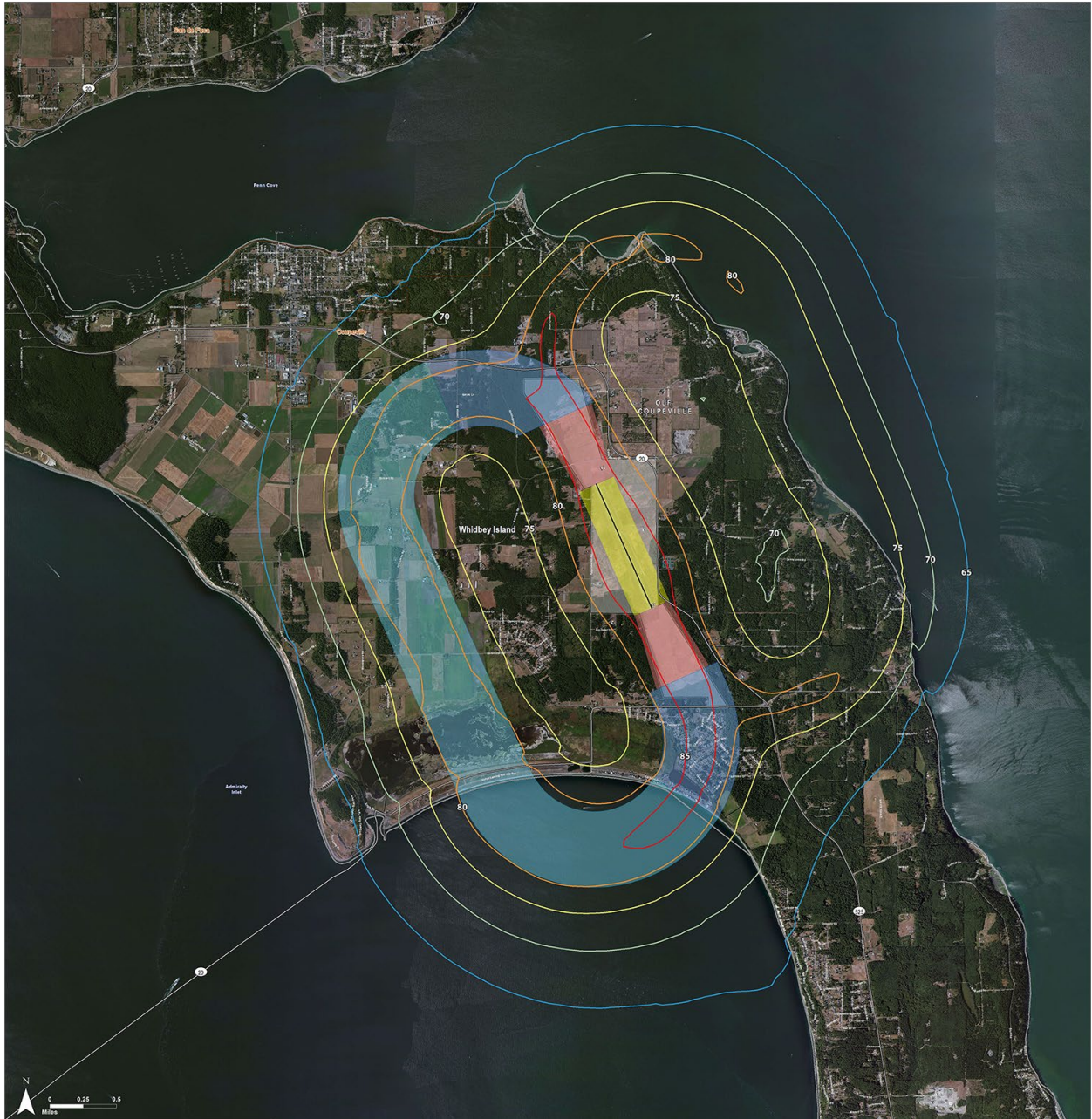
Aircraft also fly over Coupeville when approaching or departing Naval Air Station (NAS) Whidbey. That facility is approximately nine miles north of Coupeville and not shown on this map. Coupeville is under Class C airspace that NAS Whidbey Island controls and so residents will experience overflights 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://cnrw.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	Accident Potential Zones (APZs)	
65 dB DNL	Primary Surface	State Highway and Route
70 dB DNL	Clear Zone	Street
75 dB DNL	APZ I	Runway
80 dB DNL	APZ II	City/Town Boundary
85 dB DNL		County Boundary
		Installation Area

## A.5 – Land Capacity Analysis

### Introduction

To support preparation of the Town of Coupeville’s Comprehensive Plan Update, BERK Consulting prepared 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. This memorandum 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

- 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.<sup>1</sup>
- **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. 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 one quarter 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

<sup>1</sup> Assumes an average household size of 2.04 per the US Census 2016-2020 American Community Survey (Table S1101).

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.

## Data Collection

BERK collaborated with the Town of Coupeville and MAKERS to acquire and process data from the Town, Island County, and Washington State Office of Financial Management (OFM), including the following:

- **OFM**
  - Island County historical population (1970-2021)
  - Island County long-range population forecasts (2017 GMA projections)
  - Town of Coupeville historical population (1990-2021)
- **Island County**
  - Property size (acreage)
  - Assessed property value (land and improvements)
  - Current land use classification from Assessor records
  - Ebey's Contributing Structures
- **Town of Coupeville**
  - Town of Coupeville zoning classification
  - Town boundary
  - Designated historic properties
  - Vacant parcels and planned projects
  - Current sewer service area

## Population Forecast

This section addresses the methods to establish 2045 population projections for Coupeville. The analysis considers countywide population projections published by OFM, the analysis used to support Island County 2036 (the County's 2016 Comprehensive Plan Update), and past population trends in the county and Town of Coupeville.

### Countywide Population Projection

OFM updates county and state long-range population forecasts every five years to support Growth Management Act (GMA) planning. The most recent GMA forecasts out to 2040 with supplemental projections to 2050 were issued in 2017.<sup>2</sup> Historical April 1

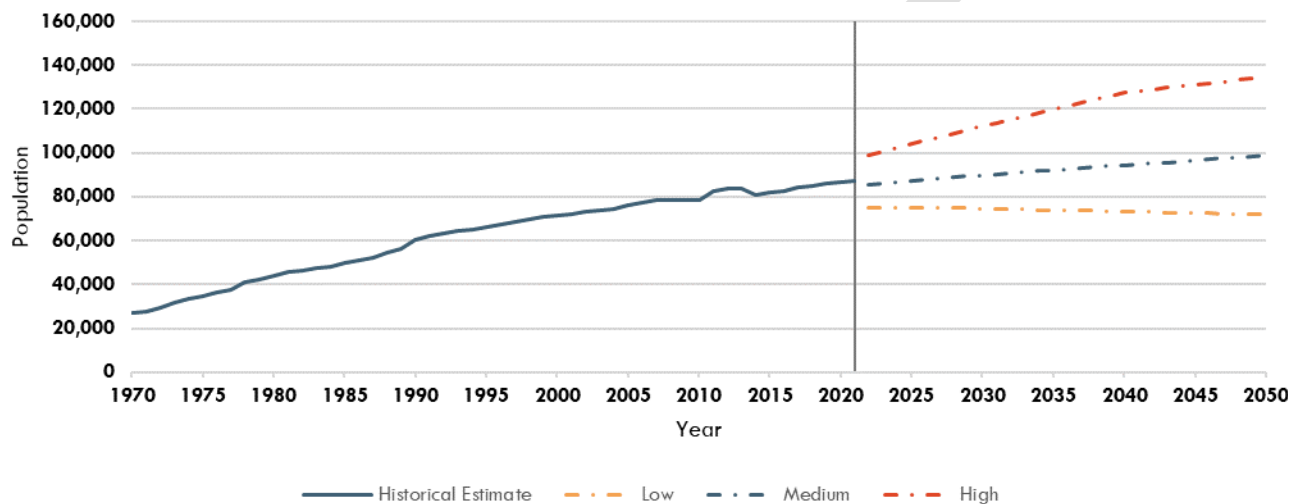
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<sup>2</sup> The 2017 supplemental county projections extend the OFM GMA projections from 2040 to 2050. These projections are meant to provide some informational data for counties that need to establish their population growth targets beyond 2040. The 2050



population estimates for Island County from 1970-2021 and low, medium, and high forecasts through 2050 are shown in **Exhibit 1**.<sup>3</sup> OFM considers the medium projection the most likely ([RCW 43.62.035](#)) because it is based on assumptions that have been validated with past and current information. The high and low projections represent the range of uncertainty to be considered when using these projections for planning purposes.

*Exhibit 1. Island County Population, Historical (1970-2021) and Projected (2022-2050)*



Note: Historical estimates in census years are a count while intercensal years are estimates.  
 Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; BERK, 2022.

Counties must select a population projection that falls within this range to determine their GMA planning projection. Island County used OFM’s 2012 medium forecast as a base for the County’s 2016 Comprehensive Plan Update and adjusted it down slightly based on an examination of demographic characteristics, economic conditions, and past growth trends. The County estimated a 2036 population projection of 87,917 people but the actual population has grown faster than anticipated since the County’s analysis. OFM estimated a 2021 population of 87,100, about 800 less than what the County projected by 2036.

Since countywide growth is occurring faster than was projected in the 2016 Island County Comprehensive Plan Update, this analysis uses OFM’s 2017 GMA medium forecast as a base for determining the Town of Coupeville’s population projections.

projections are not the official OFM GMA population projections mandated by state statutes. They only provide a scenario of what the population for each county would look like if the GMA 2040 demographic assumptions were extended ten years.  
<sup>3</sup> OFM’s historical intercensal population estimates are estimates that are bracketed on both sides by decennial census or state-certified special census counts. As such, they yield a more consistent series than postcensal estimates which only reference the prior census point.

OFM’s 2017 medium series projections more closely match recent trends in the county (as compared to the 2012 medium series used by Island County). A summary of OFM’s 2017 medium series population projections and 2050 supplemental projections for Island County is presented in **Exhibit 2** (see also the graph in **Exhibit 1**). While the 2017 medium series projections were low compared to April 1 population estimates from 2018-2021, the projections were consistently closer to historical estimates than either the low or high series projections (especially in 2020 and 2021; see **Exhibit 3**). **For purposes of this analysis, the projected 2045 population for Island County is thus 96,470 people.**

*Exhibit 2. OFM Population Projections for Island County (2025-2050)*

Island County	Census 2020	Projections 2025	2030	2035	2040	2045	2050
<b>Low</b>	86,857	75,077	74,641	73,921	73,240	72,531	71,822
<b>Medium</b>	86,857	87,297	89,848	92,133	94,461	96,470	98,967
<b>High</b>	86,857	104,278	112,194	119,859	127,581	131,083	134,582

Note: Historical estimates in census years are a count while intercensal years are estimates.  
 Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; BERK, 2022.

*Exhibit 3. Historical April 1 Population Estimates (2018-2021) vs. OFM’s 2017 GMA Low, Medium, and High Series Population Projections*

	2018	2019	2020	2021		2018	2019	2020	2021
<b>Historical Estimate</b>	<b>85,072</b>	<b>85,847</b>	<b>86,857</b>	<b>87,100</b>		<b>85,072</b>	<b>85,847</b>	<b>86,857</b>	<b>87,100</b>
<b>GMA Projections</b>	<i>Projected Population</i>					<i>Difference Between Projected and Historical</i>			
Low	80,134	77,477	74,822	74,807		-4,938	-8,370	-12,035	-12,293
Medium	83,283	83,698	84,044	84,910		-1,789	-2,149	-2,813	-2,190
High	87,076	91,363	95,644	97,308		2,004	5,516	8,787	10,208

Note: Historical estimates in census years are a count while intercensal years are estimates.  
 Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; BERK, 2022.

## Coupeville’s Portion of Growth

This analysis compares three methods for determining what portion of the County’s projected population is likely to occur in Coupeville:

- **Method 1:** Use Coupeville’s average percent share of countywide population from 1990-2021 (data years available from OFM) to calculate the projected population in Coupeville.
- **Method 2:** Use Coupeville’s current (2021) percent share of countywide population to calculate the projected population in Coupeville.

- **Method 3:** Mimic the analysis used in Island County 2036 which considers the anticipated percent share of population by Planning Area and urban vs. rural split within each Planning Area.

Each of these options is described below and is followed by a comparison and BERK’s recommended approach.

**Method 1: Average Percent Share of Countywide Population**

OFM’s historical population estimates for Island County and Coupeville from 1990-2021 are shown in **Exhibit 8**. Coupeville’s percent share of Island County population has remained relatively consistent, ranging from 2.24% to 2.42%, with an average percent share from 1990-2021 of 2.33%. The highest percent shares during this period occurred in the mid- to late-1990s (2.40-2.42%) while the lowest generally occurred in the last 10 years (2.24-2.35%). The average percent share from 1990-2010 was 2.37% and from 2011-2021 was 2.27%. See **Exhibit 5**.

*Exhibit 4. Island County vs. Coupeville Historical April 1 Population Estimates (1990-2021)*

	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001
<b>Island County</b>	60,195	62,176	63,289	64,303	65,139	66,378	67,308	68,536	69,609	70,629	71,558	72,062
<b>Coupeville</b>	1,377	1,459	1,534	1,531	1,557	1,590	1,627	1,650	1,681	1,701	1,723	1,730
<i>Percent Share</i>	2.29%	2.35%	2.42%	2.38%	2.39%	2.40%	2.42%	2.41%	2.41%	2.41%	2.41%	2.40%

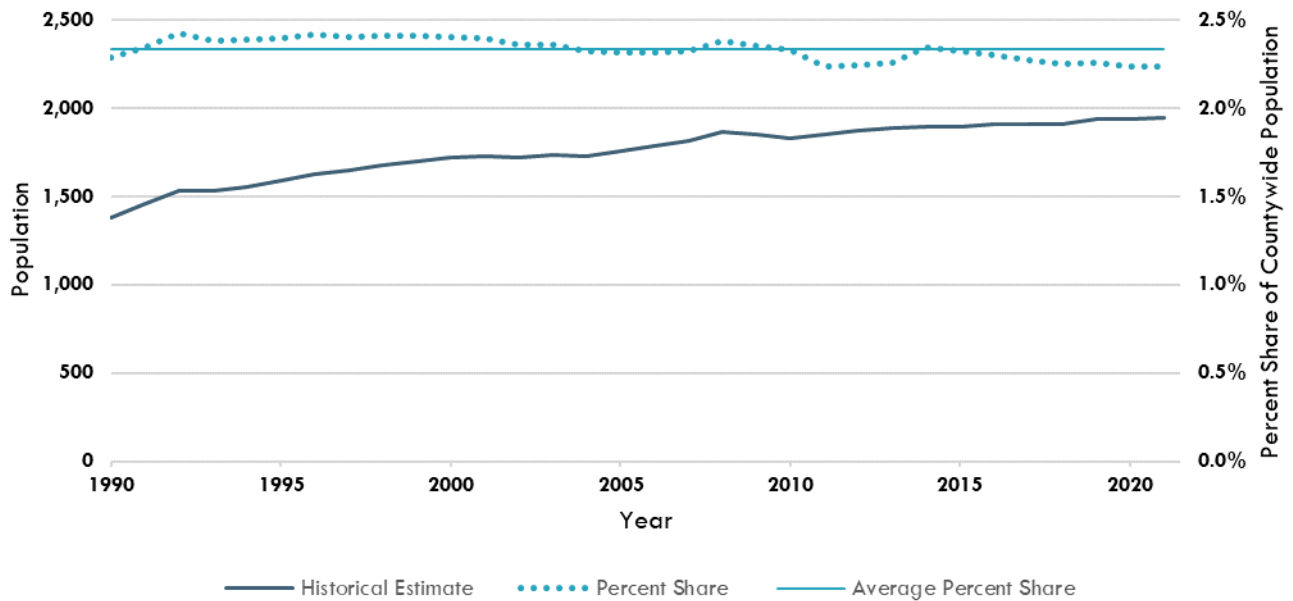
	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>Island County</b>	73,151	73,630	74,549	75,951	77,189	78,225	78,544	78,737	78,506	82,783	83,515	83,560
<b>Coupeville</b>	1,725	1,736	1,731	1,759	1,790	1,816	1,869	1,854	1,831	1,852	1,877	1,886
<i>Percent Share</i>	2.36%	2.36%	2.32%	2.32%	2.32%	2.32%	2.38%	2.35%	2.33%	2.24%	2.25%	2.26%

	2014	2015	2016	2017	2018	2019	2020	2021
<b>Island County</b>	80,810	81,684	82,759	84,125	85,072	85,847	86,857	87,100
<b>Coupeville</b>	1,895	1,898	1,908	1,912	1,914	1,939	1,942	1,950
<i>Percent Share</i>	2.35%	2.32%	2.31%	2.27%	2.25%	2.26%	2.24%	2.24%

Note: Historical estimates in census years are a count while intercensal years are estimates.  
 Sources: [OFM Historical April 1 Intercensal Estimates of Population \(Island County\)](#), last revised November 30, 2021; [OFM Historical April 1 Intercensal Estimates of Population \(Coupeville\)](#), 1990-2000 prepared March 2002; 2000-2010 last revised June 23, 2016; 2021 last revised November 30, 2021; BERK, 2022.

*Exhibit 5. Coupeville Historical Population Estimates and Percent Share of Island County Population (1990-2021)*



Note: Historical estimates in census years are a count while intercensal years are estimates.  
 Sources: [OFM Historical April 1 Intercensal Estimates of Population \(Island County\)](#), last revised November 30, 2021; [OFM Historical April 1 Intercensal Estimates of Population \(Coupeville\)](#), 1990-2000 prepared March 2002; 2000-2010 last revised June 23, 2016; 2021 last revised November 30, 2021; BERK, 2022.

Based on Coupeville’s average percent share of Island County population from 1990-2021 (2.33%) and the OFM 2017 medium series population projection of 96,470 for Island County, **Coupeville’s projected 2045 population is 2,252 under the method 1 approach.**

**Method 2: Current Percent Share of Countywide Population**

Coupeville’s population accounted for 2.24% of Island County population in 2021 (the most current population information available; see **Exhibit 8**). Based on the town’s current share of the county’s population (2.24%) and the OFM 2017 medium series population projection of 96,470 for Island County, **Coupeville’s projected 2045 population is 2,160 under the method 2 approach.**

**Method 3: Island County 2036 Planning Areas and Urban vs. Rural Split**

Island County divides the county into four distinct planning areas to account for regional geographic, social, and economic characteristics – Camano Island, North Whidbey, Central Whidbey, and South Whidbey. The County’s 2016 Comprehensive Plan Update divided the 2036 population projection into regional components representing the four Planning Areas and then further subdivided those into urban and rural allocations, with the urban component representing the expected Urban Growth Area (UGA) growth. The Town of Coupeville UGA is within the Central Whidbey Planning Area and is considered the urban portion of the Planning Area.



Per the County’s 2016 Comprehensive Plan Update, the share of countywide population living in each Planning Area has remained relatively stable since 1970. As such, the County allocated population to each of the Planning Areas based on a strict proportional allocation. The County assumes approximately 13% of countywide population will be in the Central Whidbey Planning Area by 2036 and that 15% of that population growth is expected to occur within Coupeville. **Exhibit 6** shows the projected population for the county, Central Whidbey Planning Area, and Town of Coupeville under the same assumptions extended out to 2045.

*Exhibit 6. Coupeville Population Projections, Method 3 (2025-2045)*

	Current 2021	Projections 2025	2030	2035	2040	2045
<b>Island County</b>	87,100	87,297	89,848	92,133	94,461	96,470
<b>Central Whidbey Planning Area (13% of Countywide)</b>	11,038*	11,349	11,680	11,977	12,280	12,541
<b>Coupeville (15% of Central Whidbey Growth)</b>	1,950	1,997	2,046	2,091	2,136	2,175

\*Based on the 2021 OFM medium series projection for Island County of 84,910. This is slightly lower than the historical estimate of 87,100 but is used to avoid showing negative growth in the first few years of the planning period.

Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; Island County 2016 Comprehensive Plan Update Appendix B, 2016; BERK, 2022.

Based on Island County’s anticipated percent share of population by Planning Area, the County’s anticipated urban vs. rural split within the Centra Whidbey Planning Area, and the OFM 2017 medium series population projection of 96,470 for Island County, **Coupeville’s projected 2045 population is 2,175 under the method 3 approach.**

### Comparison of Methods 1-3 and Suggested Approach

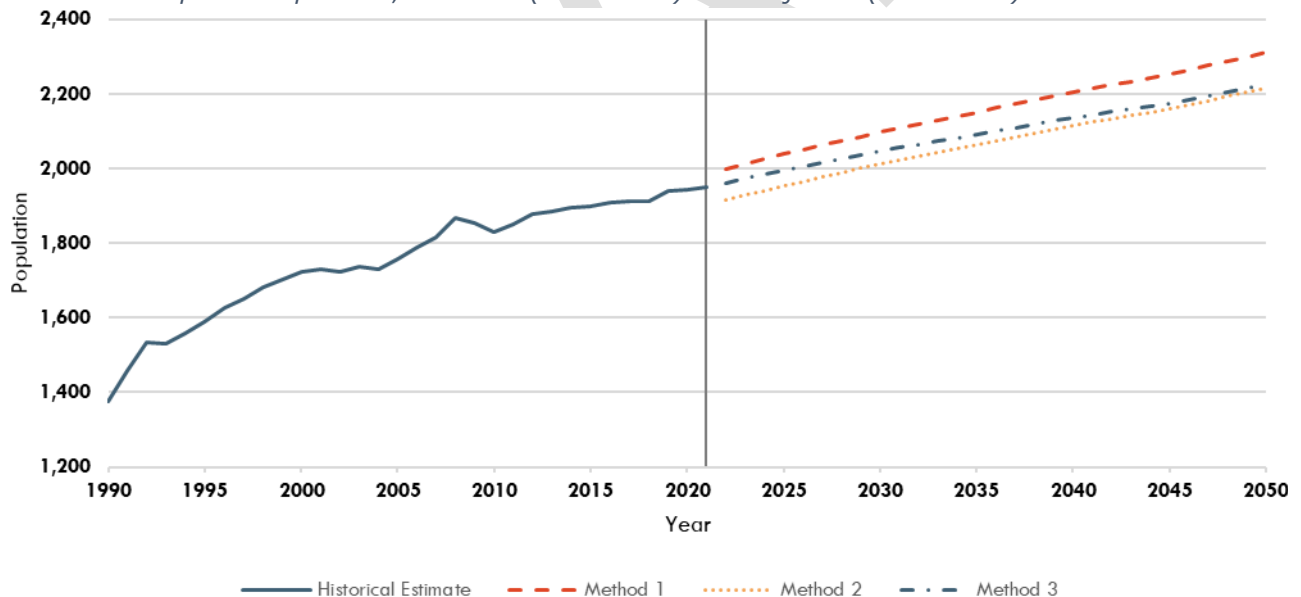
Coupeville’s 2045 projected population ranges from 2,160 – 2,252 depending on the projection method used, an increase of between 210-302 people over the current population of 1,950 (see **Exhibit 7** and **Exhibit 8**).

*Exhibit 7. Comparison of Coupeville Population and Change in Population by Projection Method (2025-2045)*

	Current 2021	Projections 2025	2030	2035	2040	2045
<b>Method 1</b>						
Average Percent Share of Countywide Population	1,950	2,038	2,098	2,151	2,205	2,252
		(88)	(148)	(201)	(255)	(302)
<b>Method 2</b>						
Current Percent Share of Countywide Population	1,950	1,954	2,012	2,063	2,115	2,160
		(4)	(62)	(113)	(165)	(210)
<b>Method 3</b>						
Island County 2036 Planning Areas and Urban vs. Rural Split	1,950	1,997	2,046	2,091	2,136	2,175
		(47)	(96)	(141)	(186)	(225)

Sources: [OFM Historical April 1 Intercensal Estimates of Population](#), last revised November 30, 2021; [OFM GMA Population Projections for Counties 2010-2040 with 2050 Supplemental](#), December 2017; BERK, 2022.

*Exhibit 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.

**BERK recommends planning for a projected population of 2,175 in Coupeville – or 225 more than the current population – for consistency with County planning efforts and recent population trends in Coupeville (method 3).** As discussed above, the share of countywide population living in each Planning Area has remained relatively stable since 1970 and is not anticipated to shift significantly over the planning period. While projected population under method 3 is slightly higher than assuming the current percent share of 2.24% will continue (method 2), method 3 results in a projection which is closer to trends over the last 10 years. From 2011-2021, Coupeville’s percent share of countywide population has ranged from a low of 2.24% to a high of 2.35% with an average percent share of 2.27%. Applying this average to Island County’s projected 2045 population of 96,470 results in a projected population of 2,190 people in Coupeville.

### **Capacity Analysis**

This residential LCA began by establishing a baseline property inventory. Parcels were sorted by zoning designation and classified as vacant, undevelopable, redevelopable, or developed based on the Assessor’s current use data, Island County and Town land use records, and Town of Coupeville staff input. BERK applied a market discount factor to the potential buildout of redevelopable parcels to account for land that is unlikely to be used for housing development due to market conditions. BERK also applied deductions to vacant and redevelopable parcels to account for critical areas and land needed for public purposes (roads and infrastructure). This resulted in an estimate of remaining housing unit capacity within the town, which was compared to the 2045 population estimate to determine if the town contains enough land to accommodate projected housing growth.

### General Steps

1. Establish a baseline property inventory. Sort parcels by zoning designation and classify each as vacant, undevelopable, redevelopable, or developed based on the Assessor’s parcel data, Island County and Town land use records, and Town of Coupeville staff input. Remove undevelopable parcels from the analysis (land which is tax exempt, historic properties, and parcels identified by the Town as undevelopable during the planning period because of existing agreements).
2. Determine locally appropriate deductions to apply to the development potential of vacant and redevelopable parcels to account for market conditions, critical areas, and land needed for public purposes:
  - a. For redevelopable parcels, apply a market factor discount to account for potential market-based impediments to development during the planning period (discount depends on the underlying zoning and parcel size as discussed below).
  - b. For vacant and redevelopable parcels, deduct a critical area constraint factor

of 39% based on the overall percentage of acres in critical areas in Coupeville.

- c. For vacant and redevelopable parcels, deduct 15% to account for land needed for public purposes (roads and infrastructure).
3. Based on available zoning information, sort all parcels into four groups as follows: (a) parcels zoned for single family home development (freestanding homes, townhomes, or other forms of individual lot development); (b) parcels zoned for multifamily development (apartments, condominiums, mobile home parks, and other forms of multi-unit per parcel development); (c) other residential zones (parcels zoned Planned Unit Development or MOA Special Planning Area); and (d) non-residential zones. Each of these groups should then be analyzed separately as described below to calculate estimated housing and population capacity.

#### (1) Baseline Property Inventory: Land Use and Buildable Land Classification

Town of Coupeville staff, BERK, and MAKERS combined Island County and Town land use records for all parcels within the Town to establish a baseline property inventory. Based on the property records, Town staff and BERK classified each property in the Town as either vacant, undevelopable, redevelopable, or developed:

- **Vacant** land consists of properties assigned a land use classification code of greater than 90 but less than 100 (considered undeveloped by the Assessor) or if the improvement value is less than \$4,000.<sup>4</sup> Parcels with a mobile or manufactured home are not considered vacant regardless of the improvement value.
- **Undevelopable** land includes properties which are tax exempt, historic properties, and parcels identified by the Town as undevelopable during the planning period:
  - **Tax exempt** properties include parks, schools, churches, and public facilities/land.
  - **Historic** properties include those on the State or National Historic Register of Historic Places and Ebey's Contributing Structures. Parcels within Ebey's Landing National Historical Reserve generally allow new construction in coordination with other regulations but are subject to the Reserve's Design Guidelines and review process (with more stringent review requirements and

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<sup>4</sup> The Washington State Department of Commerce's (DOC) *Urban Growth Area Guidebook* defines vacant land as "land which has no structure or has a building improvement value of less than \$500." Local governments have a degree of discretion in terms of assumptions used for the land capacity analysis. According to the Island County Assessor's office, an improvement value of less than \$4,000 generally represents a septic system, well, or other minimal improvement on the parcel and is not likely a habitable structure.

standards in Review Area 1). It is possible some of the parcels in residential areas with Ebey's Contributing Structures may subdivide during the planning period, but existing site conditions (including critical areas), improvement to land value ratios, and the Reserve's Design Guidelines limit opportunities to develop many of these at higher densities than what currently exists. For the purposes of this analysis, these properties are assumed unlikely to redevelop and thus have no additional development capacity.

- The Town identified specific parcels as undevelopable because of **existing Memorandum of Agreement (MOA), HOA, or Planned Unit Development (PUD) agreements**. Parcels in the **agricultural or open space program** (land use codes 81, 82, 83, 87, 94, and 95), **water areas** (land use code 93), and **land assessed at under \$500** are also considered undevelopable.
- **Redevelopable** land represents properties that are currently under-utilized for development. This category includes properties that could be further subdivided to allow additional residential development, properties where the current use could be expanded without subdivision, and properties that could be converted for residential development that is more intensive than the current use. For purposes of this analysis, the development potential of non-vacant redevelopable parcels varies based on whether the underlying zoning is considered a single family, multi-family, other residential, or non-residential zone (see step 3 below for additional detail). In addition, the two parcels currently in the forest land program in Coupeville (land use code 88) are considered redevelopable because they are likely to be taken out of the program and redevelop within the planning period based on conversations between the Town and current property owners.
- **Developed** properties do not meet any of the above criteria and are assumed to have no additional development capacity for the purposes of this analysis.

## (2) Determine Locally Appropriate Deductions

To accurately assess development capacity, BERK worked with Town of Coupeville staff to establish locally appropriate deductions to apply to the development potential of the town's vacant and redevelopable parcels. The following deductions account for land that is unlikely to be used for housing development due to market conditions, land constrained by environmentally critical areas, and land that will be needed for public purposes:

- **Market Factor.** For redevelopable parcels, apply a market discount factor to account for potential market-based impediments to development during the planning period. This is a common approach in land capacity analyses in

Washington State per the Department of Commerce's *Urban Growth Area Guidebook (2012)* which recommends using a higher market factor for redevelopable land than for vacant or undeveloped land.<sup>5</sup> This analysis varies the deduction for redevelopable parcels based on the underlying zoning and parcel size as follows:

- Discount parcels in single family zones on a sliding scale to account for parcels which are physically large enough to be subdivided but can't because of the placement of the existing house on the parcel:
  - 75% reduction for parcels  $\geq 2$  and  $\leq 2.5$  times the minimum lot size
  - 50% reduction for parcels  $> 2.5$  and  $\leq 3$  times the minimum lot size
  - 25% reduction for parcels  $> 3$  and  $\leq 3.5$  times the minimum lot size
  - 0% reduction for parcels  $> 3.5$  times the minimum lot size
- Discount parcels in multi-family zones by 50%.
- **Environmentally Critical Areas.** For vacant and redevelopable parcels – after applying the market discount factor – deduct a critical area constraint factor of 39% based on the overall percentage of acres in critical areas in Coupeville.<sup>6</sup> Critical areas include wetlands and associated buffers; streams, waterbodies, and associated buffers; flood hazard areas (designated floodways); SMP setback minimums for residential development; and geologically hazardous areas (erosion hazard areas and landslide hazard areas and any associated buffers).
- **Roads and Infrastructure.** For vacant and redevelopable parcels – after applying the market factor and environmentally critical areas deductions – deduct 15% to account for land needed for public purposes (roads and infrastructure).

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<sup>5</sup> The market factor deduction is applied only to redevelopable parcels, while the critical areas and public land deductions are applied to both vacant and redevelopable parcels. This results in a higher deduction factor for redevelopable land than vacant land.

<sup>6</sup> While a parcel-by-parcel deduction of critical areas would be more precise, detailed spatial data on the location of environmentally critical areas in Coupeville is not available at this time. This analysis uses the same flat percentage deduction for critical areas as the County's 2016 Buildable Lands Analysis for consistency. To determine this critical area constraint factor, the County compiled all available critical area mapping information and merged these layers into a single layer to determine the total quantity of constrained acreage in the Town. The County then compared the number of acres constrained by critical areas to the total number of acres in Coupeville to calculate the percentage of land area within Coupeville that is constrained by critical areas.

### (3) Calculate Housing and Population Capacity

After establishing a baseline property inventory and appropriate deductions, BERK calculated housing and population capacity using the following steps:

- Apply residential density assumptions for each zone to estimate **development potential** (in housing units) by zone.
- For redevelopable parcels, subtract existing dwellings and apply the appropriate market factor deduction.
- Summarize **combined development potential** (sum of vacant and redevelopable) by zone and apply the critical areas and public land deductions to estimate **total net housing unit capacity** by zone. Add these together to determine the town's **total combined housing unit capacity**.
- Apply the town's average household size of 2.04 to estimate net population capacity.<sup>7</sup>

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<sup>7</sup> US Census 5 Year ACS, 2016-2020 (Table S1101).

### Development Density Assumptions

It is necessary to set assumptions about future housing density (housing units per acre of land) to calculate potential housing development capacity. BERK used the density assumptions by zone in **Exhibit 9** based on allowed uses and maximum density limits established in the Town’s land use code. Chapter 16.08 and 16.12.040 of the Coupeville Town Code (CTC) establish allowed uses and development standards for residential zones in town limits (RR, LDR, RM-9600, RH, PUD, and MOA). Non-residential zones (HLC, TC, and GC) are not included in this analysis – while multifamily residential development is generally allowed in these commercial zones (either as mixed-use or pure residential depending on the location), most parcels that are not currently tax exempt, historic, or undevelopable for other Town identified reasons are currently developed with non-residential uses.

*Exhibit 9. Residential Density Assumptions by Zone*

Zone		Minimum Lot Size (sqft)	Minimum Lot Size (ac)	Maximum Density (du/ac)
<b>Single Family Residential</b>	Residential Reserve (RR)	87,120	2	1 du / 2 ac
	Low Density Residential (LDR)	21,780	0.5	2
	Medium Density Residential (RM-9600)	9,600	0.22	4.5
<b>Multi-Family Residential</b>	High Density Residential (RH)	4,000	0.09	10.9
<b>Other Residential</b>	Planned Unit Development (PUD)	The Town considers all parcels zoned PUD unlikely to redevelop during the planning period. See the discussion below.		
	Memorandum of Agreement (MOA)	Varies based on the Special Planning Area. Per Town of Coupeville Staff, the undeveloped MOA areas have remaining capacity for 38 units. See the discussion below.		

Sources: Coupeville Town Code, 2022; BERK, 2022.



### Steps by Zoning Group

For the purposes of this analysis, BERK categorized residential zones in Coupeville into three groups: single family, multi-family, and other residential zones. The three single family zones (RR, LDR, and RM-9600) do not allow multi-family housing as a principal use while the RH multi-family zone does (CTC Chapter 16.08). The other residential zones (PUD and MOA) are considered separately because of their unique development requirements and agreements in place. The steps used to calculate capacity for each group are detailed below.

#### Single Family Residential Zones (RR, LDR, RM-9600)

1. Consider parcels currently used for non-single family housing – such as multi-family housing, residential condominium, etc. (land use codes 13-19) – and parcels currently used for non-residential (land use codes 20-87 and 89) as developed. Consider parcels currently developed with a single family home (land use code 11) that are less than twice the minimum lot size and parcels currently developed with 2 to 4 households (land use code 12) that are less than 3.5 times the minimum lot size as developed.<sup>8</sup>
2. Calculate the **development potential** within each zone:
  - a. Vacant parcels: Divide the parcel acreage by the minimum lot size and round down to the nearest whole number to determine potential build out of the parcel. If the parcel is less than the minimum lot size, assume one additional dwelling unit can be built.
  - b. Redevelopable parcels: If non-vacant, divide the parcel acreage by the minimum lot size, round down to the nearest whole number, and subtract one to account for the existing dwelling unit. Identify all parcels that are 2 to 3.5 times the minimum lot size and apply the following market deductions:
    - i. 75% reduction for parcels  $\geq 2$  and  $\leq 2.5$  times the minimum lot size
    - ii. 50% reduction for parcels  $> 2.5$  and  $\leq 3$  times the minimum lot size
    - iii. 25% reduction for parcels  $> 3$  and  $\leq 3.5$  times the minimum lot size
    - iv. 0% reduction for parcels  $> 3.5$  times the minimum lot size
  - c. Add all vacant and redevelopable land to determine the **combined development potential** in number of dwelling units.
3. Determine the **total net capacity** in number of dwelling units within each zone:
  - a. Deduct 39% to account for critical areas.

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<sup>8</sup> Parcels in single family zones currently developed with one single family home are unlikely to redevelop at a higher density if the parcel is less than two times the minimum lot size as redevelopment at a higher density would require a variance or change in zoning. In contrast, if a lot is at least twice the minimum lot size, it could be subdivided to form two or more lots provided that the division does not result in a lot entirely constrained by critical areas. Parcels currently developed with two to four units are unlikely to redevelop at a higher density if the parcel is less than 3.5 times the minimum lot size.

- b. Deduct 15% to account for land needed for public purposes.
4. Add the resulting total net capacity for each residential single family zoning designation together to determine the total development potential for all single-family zones in Coupeville. The result of this step will be the **total combined capacity** of all single-family zones in the town in number of dwelling units.
5. The total net capacity by zone or the total combined capacity can be multiplied by Coupeville's average household size of 2.04 to determine population capacity in the single family zones.

#### Multi-Family Residential Zones (RH)

1. Consider parcels currently used for non-residential (land use codes 16, 20-87, and 89) as developed.
2. Calculate the **development potential** within each zone:
  - a. Vacant parcels: Multiply the parcel acreage by the maximum density in the RH zone (1du/4,000sqft) and round down to the nearest whole number to determine potential build out of the parcel. If the parcel is less than the minimum lot size (4,000sqft), assume one additional dwelling unit can be built.
  - b. Redevelopable parcels: If the improvement value is less than half the land value, consider the parcel redevelopable.<sup>9</sup> Multiply the parcel's acreage by the maximum density in the RH zone (1du/4,000sqft), round down to the nearest whole number, and subtract one to account for an existing dwelling unit.<sup>10</sup> Deduct 50% to account for the redevelopment factor.
  - c. Add all vacant and redevelopable land to determine the **combined development potential** in number of dwelling units.
3. Determine the **total net capacity** in number of dwelling units within each zone:
  - a. Deduct 39% to account for critical areas.
  - b. Deduct 15% to account for land needed for public purposes.
4. Add the resulting total net capacity for each residential multi-family zoning designation together to determine the total development potential for all multi-family zones in Coupeville. The result of this step will be the **total combined capacity** of all multi-family zones in the Town in number dwelling units.

<sup>9</sup> A common method to identify redevelopable properties is to examine assessed property values, specifically the ratio of assessed improvement value to overall property value. If the improvements on a property account for a relatively small proportion of the overall assessed value, this indicates a higher potential for redevelopment. For purposes of this land capacity analysis, parcels zoned multi-family residential whose assessed improvement value accounts for 50% or less of the total property value are classified as redevelopable.

<sup>10</sup> In the RH zone, only one non-vacant, potentially redevelopable parcel has an improvement value that is less than half the land value. This parcel is currently a single family residence and so one is subtracted from the potential buildout to account for the existing dwelling unit.

5. The total net capacity by zone or the total combined capacity can be multiplied by Coupeville's average household size of 2.04 to determine population capacity in the multi-family zones.

#### Other Residential Zones (PUD and MOA)

**All parcels zoned PUD in Coupeville are considered unlikely to redevelop for the purposes of this analysis and therefore have no additional residential capacity.** These parcels were rezoned PUD when a specific application was submitted. A Development Plan and Program was agreed upon by the applicant and Town prior to development that used the underlying future land use to provide density and use guidelines. All areas zoned PUD are currently developed with improvement values greater than the land value or as open space per the development agreement.

**Per Town of Coupeville Staff, the only two remaining areas in the MOA Special Planning Area with capacity to develop are Areas B and F with a combined capacity for 38 dwelling units. Area F has a current long plat application for 7 single family dwellings which reduces the remaining capacity to 31. Per the requirements in the MOA, no more than 20 of the 31 remaining units can be developed as high density. There is therefore remaining capacity for 38 units, including 20 high density units (which could include cottage housing), 11 single family homes, and 7 single family units in permitting.**

#### Residential Capacity

**Exhibit 10** presents net housing unit capacity by zone after applying the density assumptions in **Exhibit 9** to vacant and redevelopable properties, subtracting existing units on redevelopable properties, and applying the appropriate market, critical area, and public land deductions. Net population capacity is also listed, which is calculated by applying the average household size of 2.04 to the estimated net housing unit capacity.<sup>11</sup> To avoid fractional households or persons, calculations in **Exhibit 10** round values down to the nearest whole number. **Per Exhibit 10, Coupeville has capacity to accommodate approximately 244 housing units or 495 new residents within town limits under current zoning.** It is important to note that this section of the analysis assumes adequate utilities will be available (or included as part of a proposed development) for all vacant and redevelopable parcels at some point during the planning period.

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<sup>11</sup> US Census 2016-2020 American Community Survey (Table S1101).

**Exhibit 11** maps the locations of identified vacant parcels, vacant parcels with a lot size less than current minimum lot size requirements, redevelopable parcels, and undeveloped MOA parcels included in the analysis (a total of 213 parcels). A total of 196 parcels are considered vacant or redevelopable outside of the MOA.

*Exhibit 10. Residential Housing and Population Capacity*

Zone	Development Potential		Combined Development Potential <sup>1</sup>	Net Housing Capacity <sup>2</sup>	Net Population Capacity <sup>3</sup>
	Vacant	Redevelopable			
<b>Single Family Residential Zones</b>					
Residential Reserve (RR)	28	11	39	20	40
Low Density Residential (LDR)	49	128	177	91	185
Medium Density Residential (RM-9600)	70	107	177	91	185
<b>Multi-Family Residential Zones</b>					
High Density Residential (RH)	7	2	9	4	8
<b>Other Residential Zones</b>					
Planned Unit Development (PUD)	—	—	—	—	—
Memorandum of Agreement (MOA)	38 <sup>4</sup>	—	38	38	77
<b>Total</b>	192	248	440	<b>244 Units</b>	<b>495 People</b>

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

1 Combined development potential = vacant + redevelopable development potential.

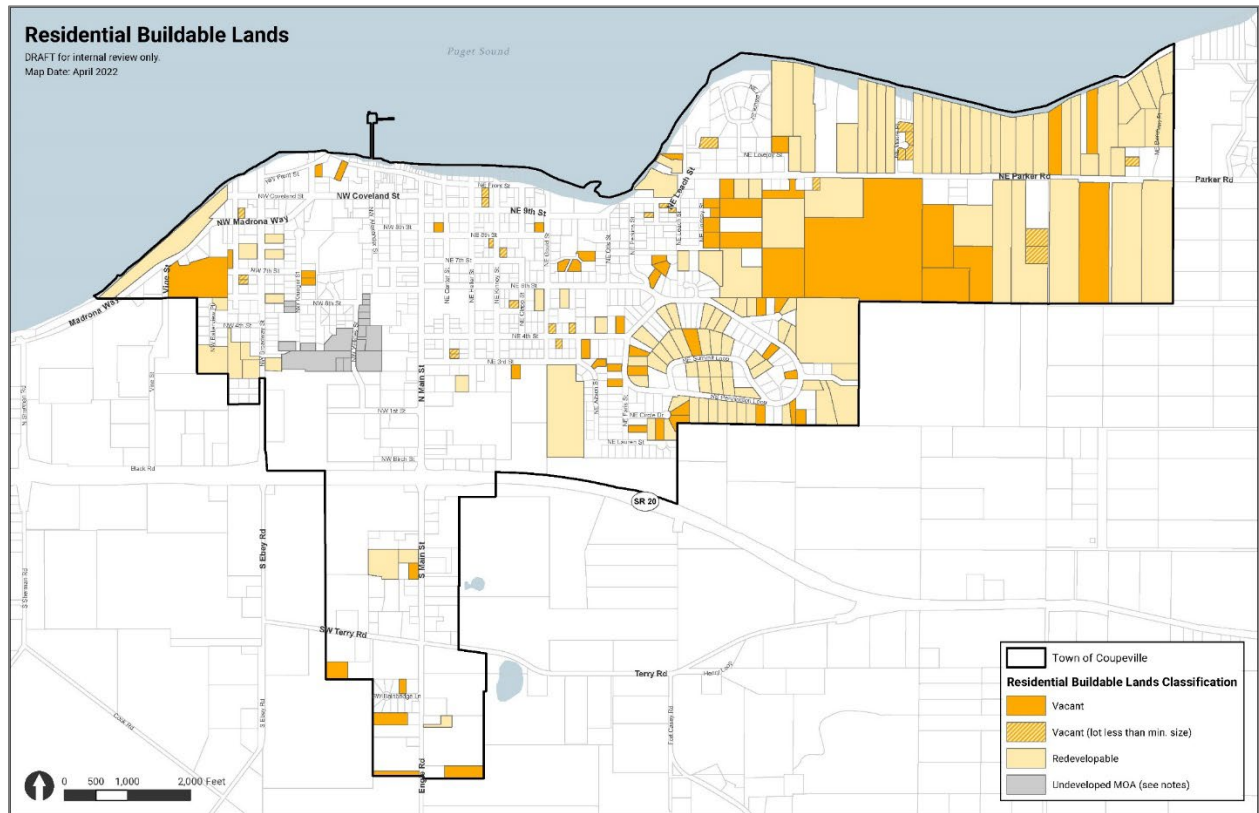
2 Total net housing capacity is the expected future housing capacity in each zone after applying the critical area constraint factor of 39% and public lands deduction of 15%.

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

4 Of the 38 vacant MOA units, 7 are currently in permitting. No additional critical area or public lands deductions are taken from the remaining capacity of MOA parcels per Town staff calculations discussed above.

Source: US Census Bureau 5 Year ACS, 2016-2020 (Table S1101); Town of Coupeville, 2022; BERK, 2022.

Exhibit 11. Residential Buildable Lands



## Findings

As shown in **Exhibit 10**, Coupeville has capacity to accommodate approximately 495 new residents within town limits under current zoning. The projected 2045 population ranges between 2,160 – 2,252 depending on the projection method used, an increase of between 210-302 people over the current population of 1,950 (see **Exhibit 7** and **Exhibit 8**). BERK recommends planning for a projected 2045 population of 2,175 (225 more than the current population). However, Coupeville has sufficient capacity to accommodate the projected population within existing town boundaries under any of the population projection methods used assuming utilities will be available for all vacant and redevelopable parcels at some point during the planning period.

Vacant or redevelopable parcels are generally concentrated in eastern Coupeville. About one quarter are outside the Town's sewer service area and are instead on private septic systems (52 of the total 213 parcels; **Exhibit 12**). Per the Town's Sewer Plan, any application for a subdivision of parcels in these areas would trigger a review for the requirement for installation of a sewer collection system. This means they are less likely to redevelop during the planning period because of the added cost to developers.

**Without additional investments or incentives to extend sewer service, these parcels could be considered undevelopable which would reduce the remaining housing capacity by 71 units (to 173 units or 351 new residents; Exhibit 13).**

Exhibit 12. Areas Not Presently Served by Sewer Service Compared to Residential Buildable Lands

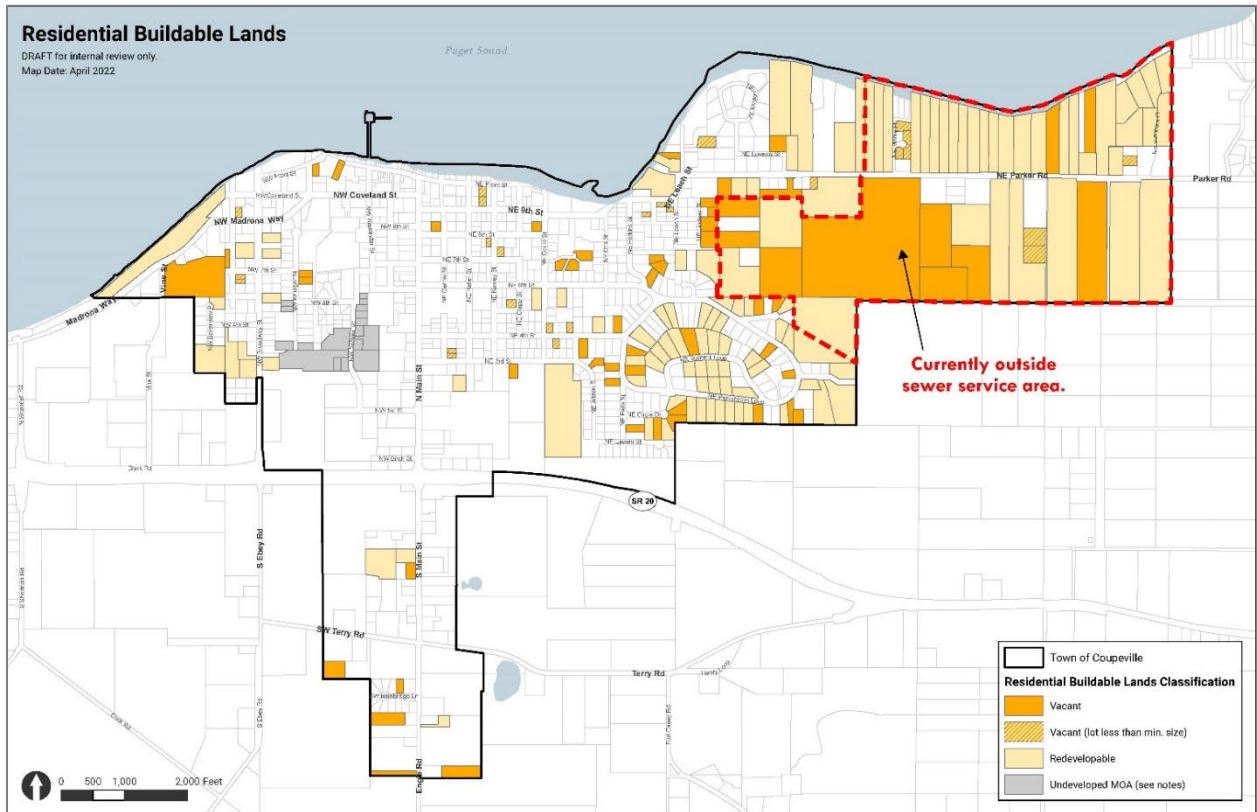


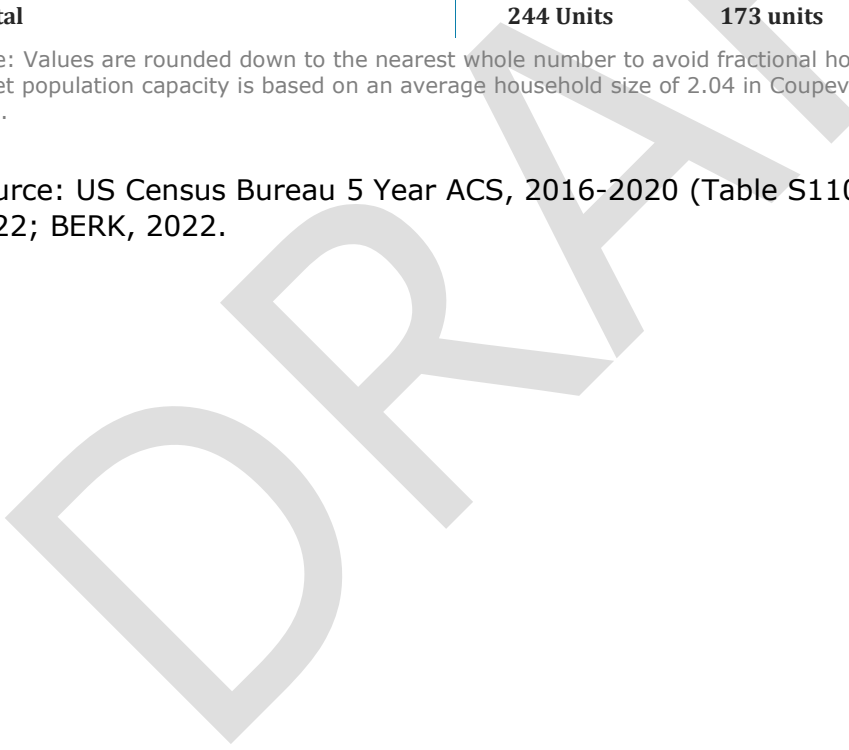
Exhibit 13. Comparison of Residential Housing and Population Capacity With and Without Sewer Service Area Expansion

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: US Census Bureau 5 Year ACS, 2016-2020 (Table S1101); Town of Coupeville, 2022; BERK, 2022.





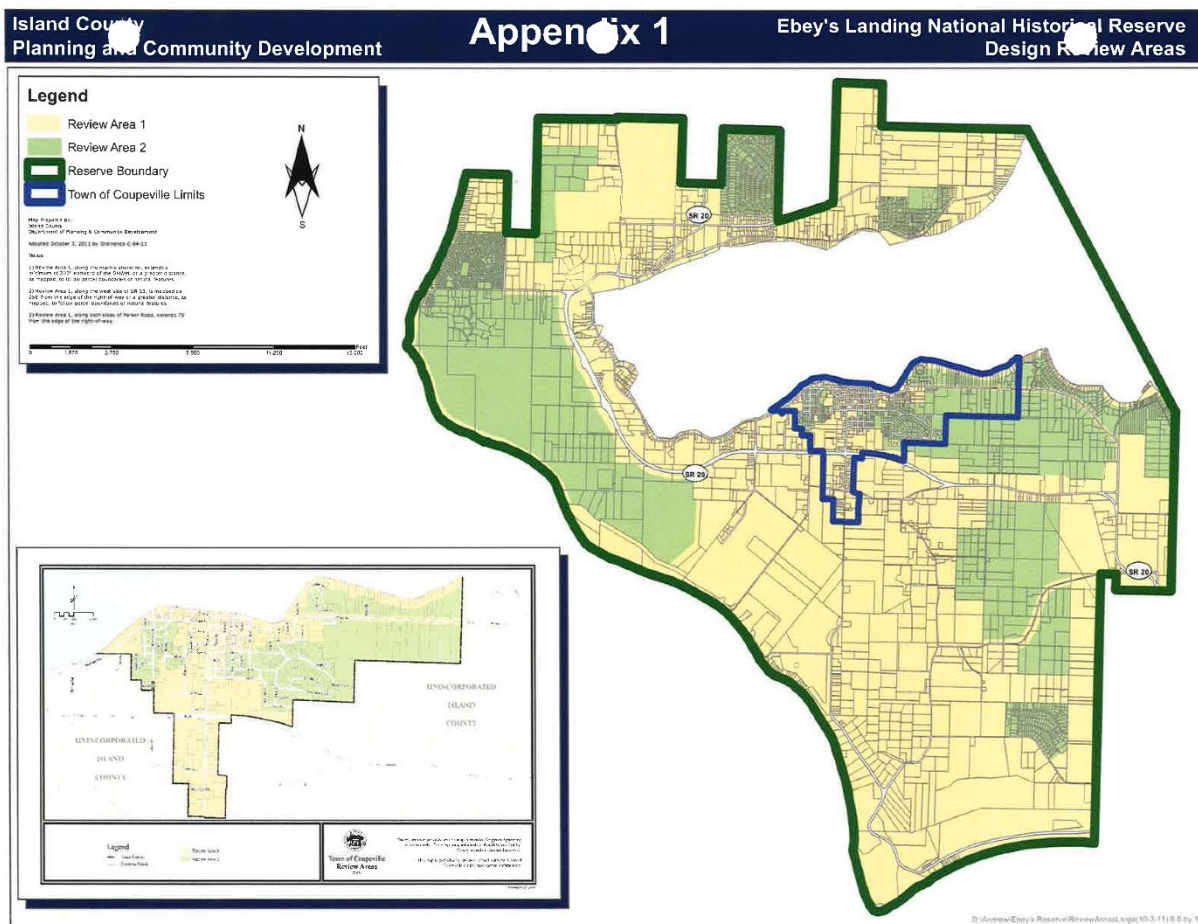
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# Appendix B - Historic Preservation & Community Design

## 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 14. Population Over Time and Average Annual Growth Rate (AAGR), 2012-2021

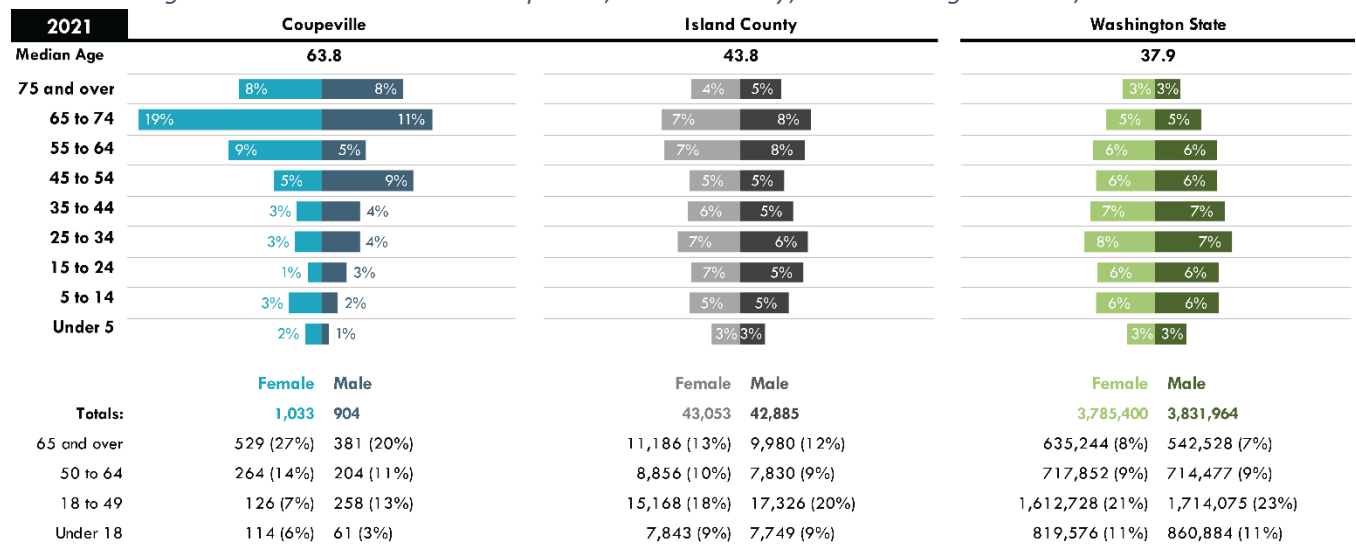
	2012	2016	2017	2020 (Census)	2021	AAGR 2012-2016	AAGR 2017-2021
<b>Coupeville</b>	1,880	1,905	1,905	1,942	1,950	0.3%	0.6%
<b>Island County</b>	79,350	82,910	82,790	86,857	87,100	1.1%	1.3%
<b>State</b>	6,817,770	7,183,700	7,310,300	7,707,047	7,766,975	1.3%	1.5%

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

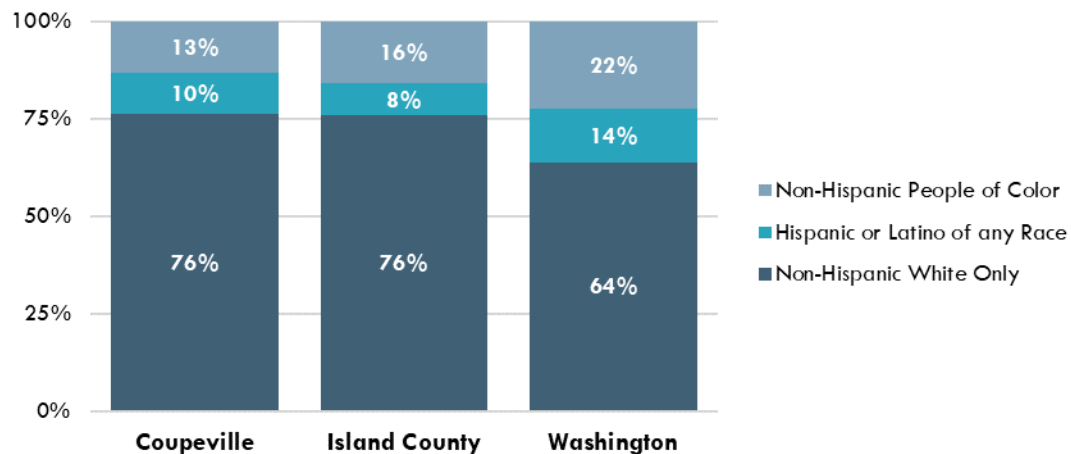


Sources: ACS 5-Yr Estimates, 2017-2021 (Table S0101); BERK, 2023.

## Race & Ethnicity

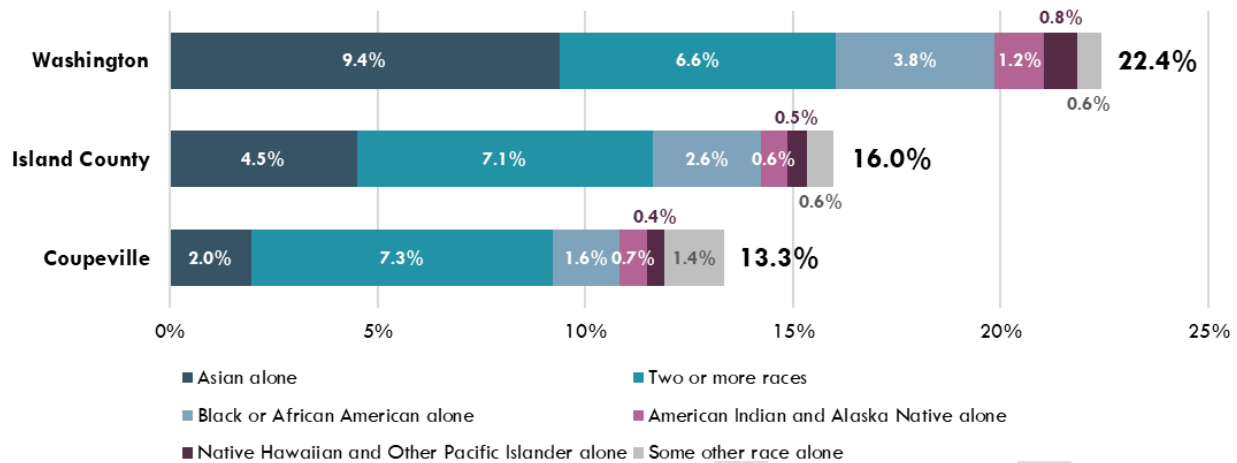
About 10% of residents in Coupeville identify as Hispanic or Latino and 13% identify as a non-Hispanic or Latino person of color, similar to Island County but lower than percentages statewide. See [Exhibit 3](#) and [Exhibit 4](#).

Exhibit 16. Race and Ethnicity of Population – Coupeville, Island County, and Washington State, 2020



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

Exhibit 17. 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* 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.

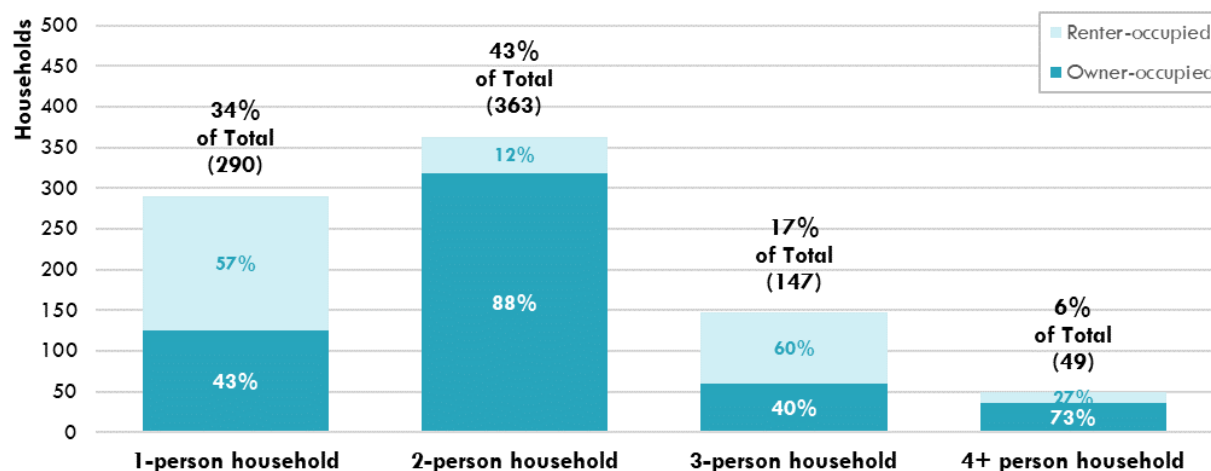
<sup>6</sup> [Island County Seasonal Housing Report](#), Economic Development Council for Island County, May 2022.

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 18. 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

<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.

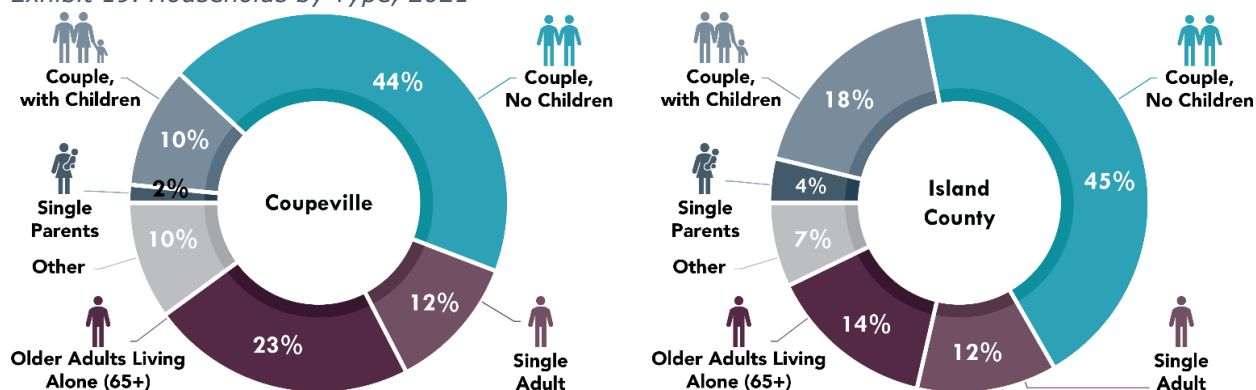
<sup>9</sup> ACS 5-Yr Estimates, 2017-2021 (Tables DP02 and B25009).

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



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

Exhibit 19. 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.

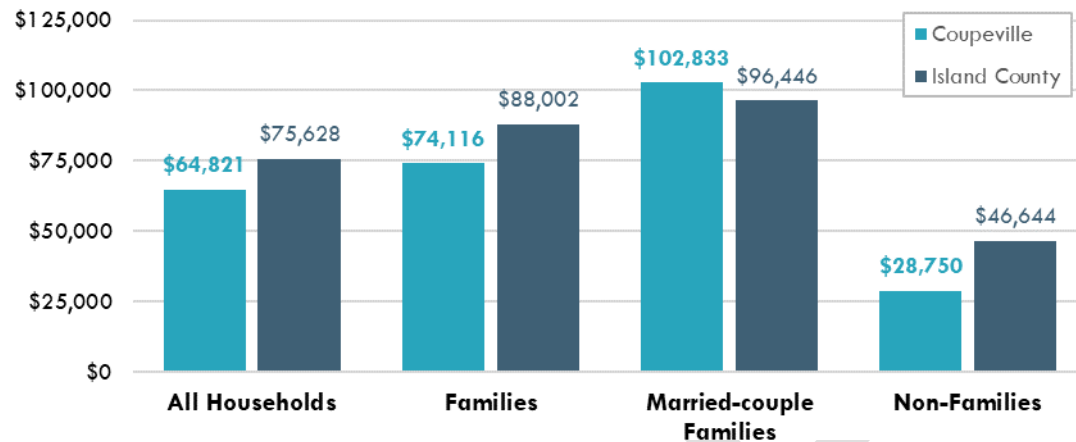
The ACS estimates AMI specific to the City of Coupeville and Island County but does not present household counts by income level relative to HAMFI. Instead, the ACS provides income based on bins by dollar amounts without adjustment for household size (HAMFI takes into account household size while AMI 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 20. 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 21. 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](#).

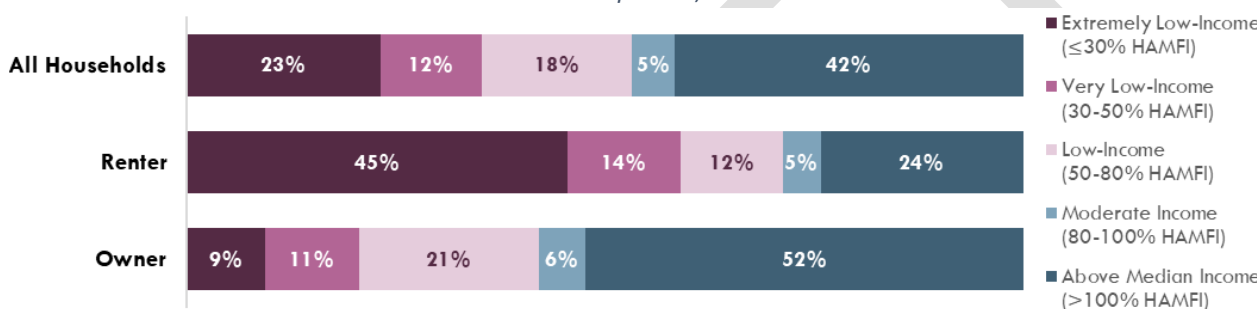


\$75,000 - \$99,999	9%	16%	11%	16%
\$100,000 or higher	10%	19%	34%	35%

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 22. 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."

DRAFT

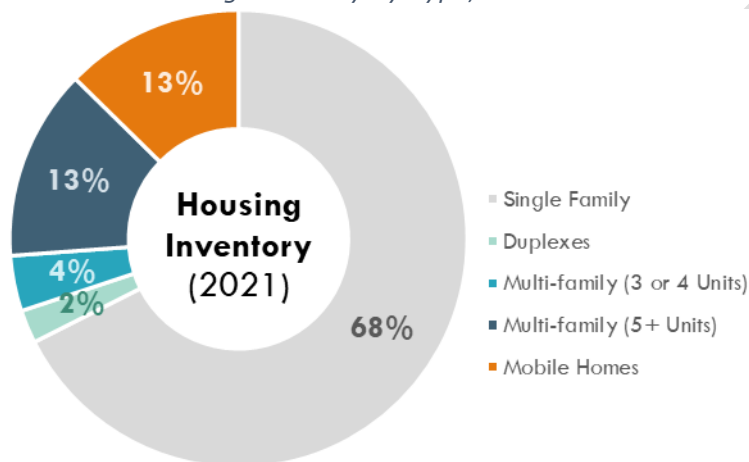
## C.2 – Housing Inventory

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 23. 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](#).

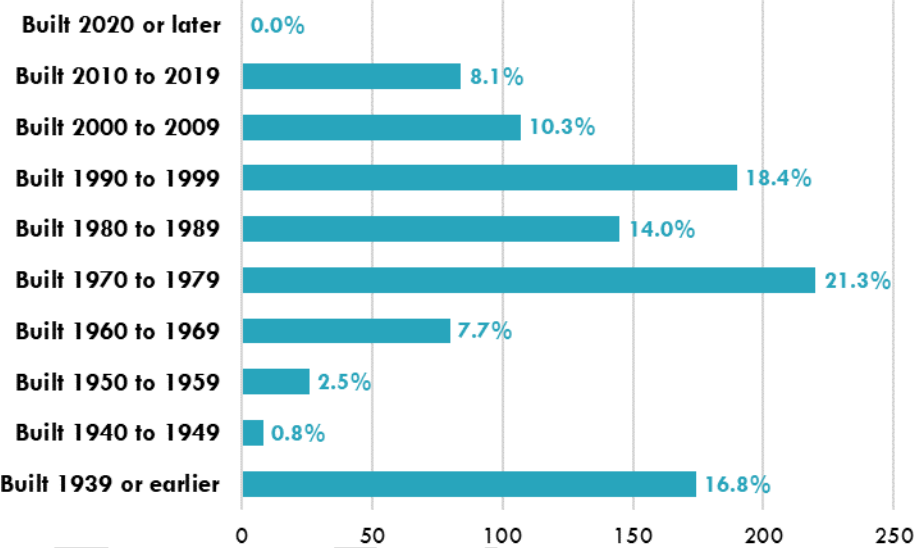
<sup>18</sup> "Mobile Home Parks." [HIFLD Open Data](#), Department of Homeland Security.

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 24. Housing Inventory by Age in Coupeville, 2021*



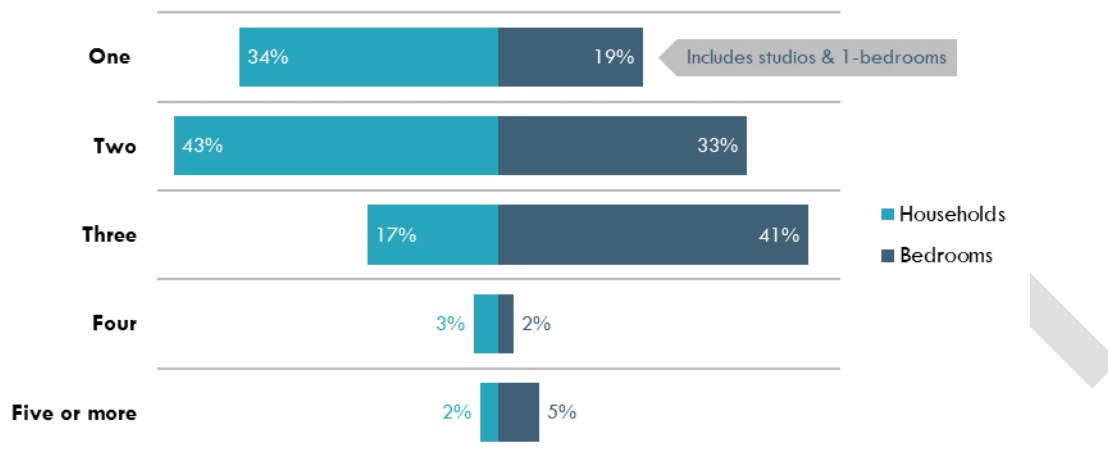
Sources: ACS 5-Yr Estimates, 2017-2021 (Table DP04); BERK, 2023.

**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 25. 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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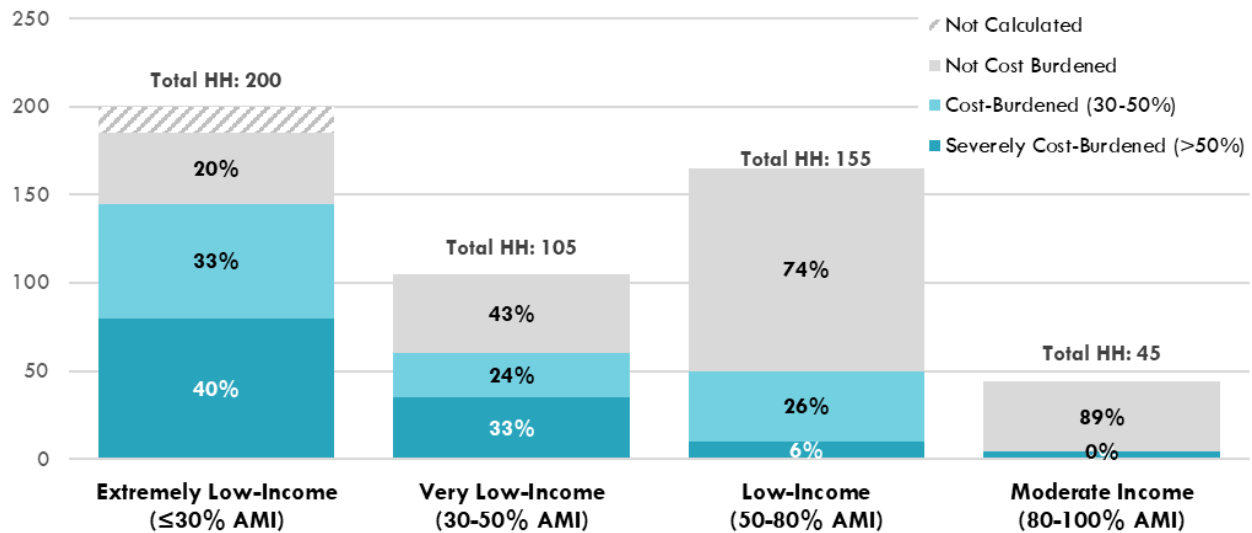
### Measuring Cost Burden

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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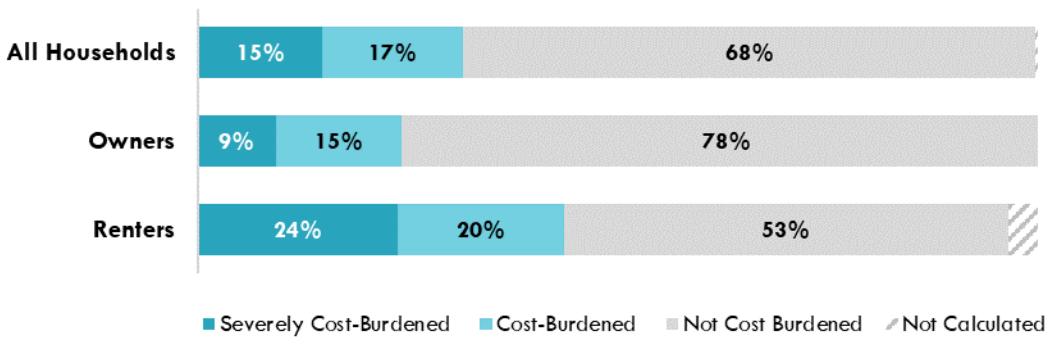
Exhibit 26. Cost Burden Status by Income Level, Coupeville Households, 2019



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 27. Household Cost Burden by Tenure in Coupeville, 2019

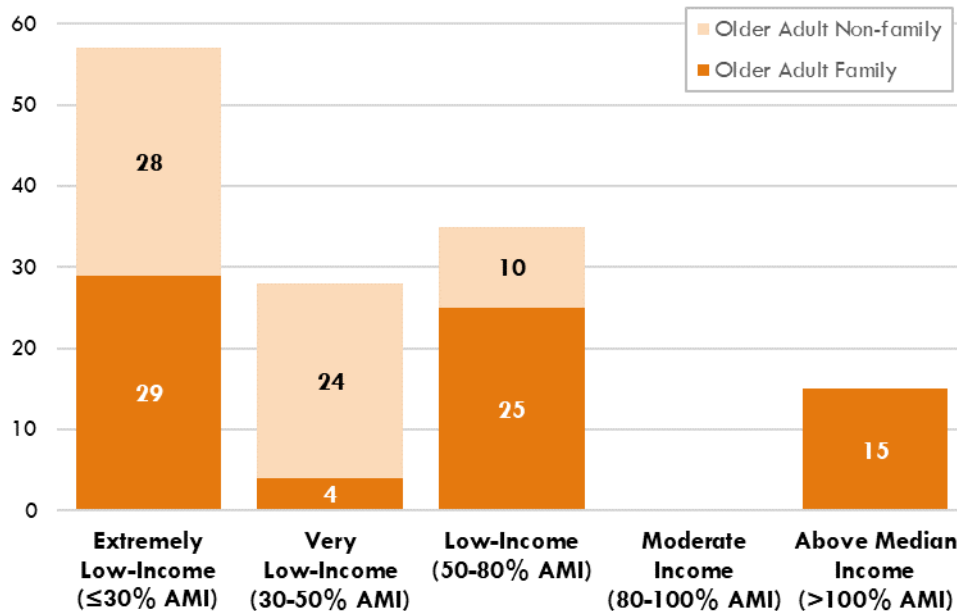


Note: Income categories (Extremely Low, Very Low, etc.) are based on Island County 2019 HAMFI of \$73,900. Households include only those in the Town of Coupeville. Sources: HUD CHAS (based on ACS 5-Yr Estimates, 2015-2019); BERK, 2022.

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 28. 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

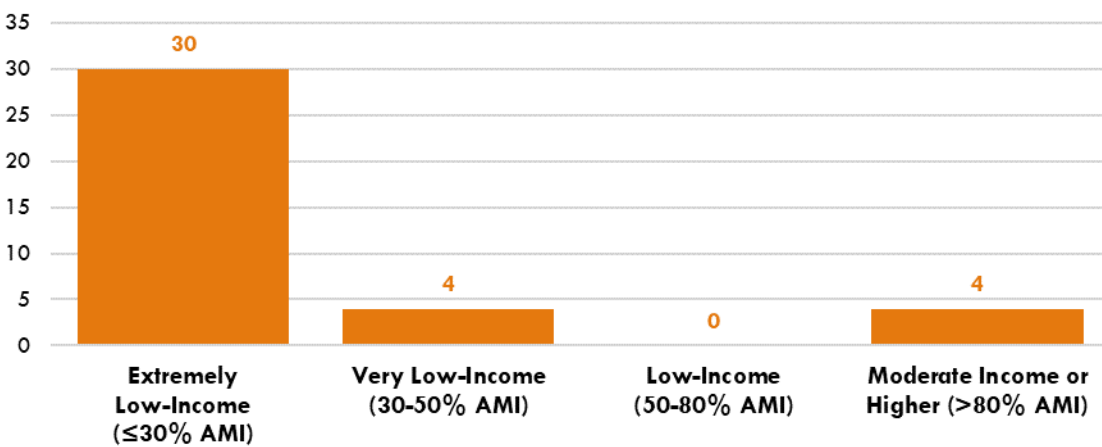
<sup>22</sup> ACS 5-Yr Estimates, 2006-2010 and 2017-2021 (Table S0101).

<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 29. 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.

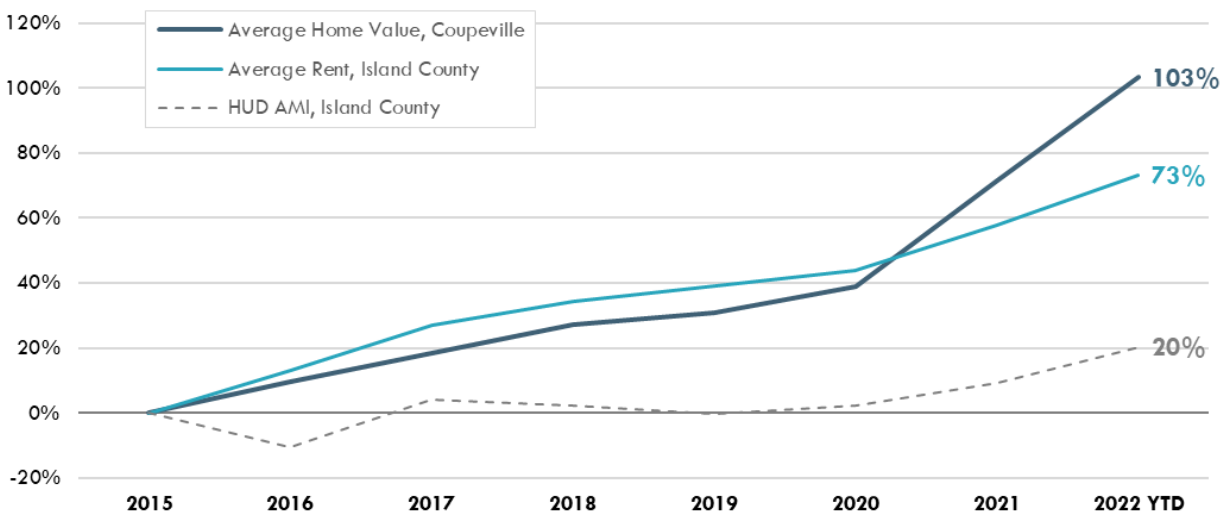
### Home Ownership

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.

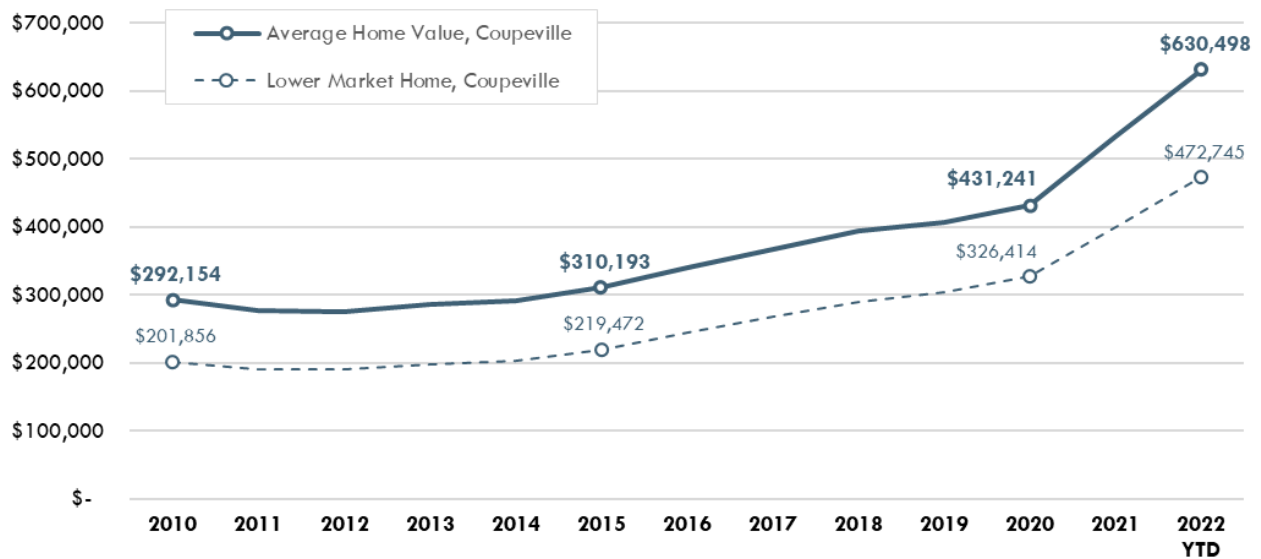
*Exhibit 30. Percent Change Since 2015 in Average Home Value, HAMFI, and Average Rental Rates*



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 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 31. 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 32. 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 33. 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 34. 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

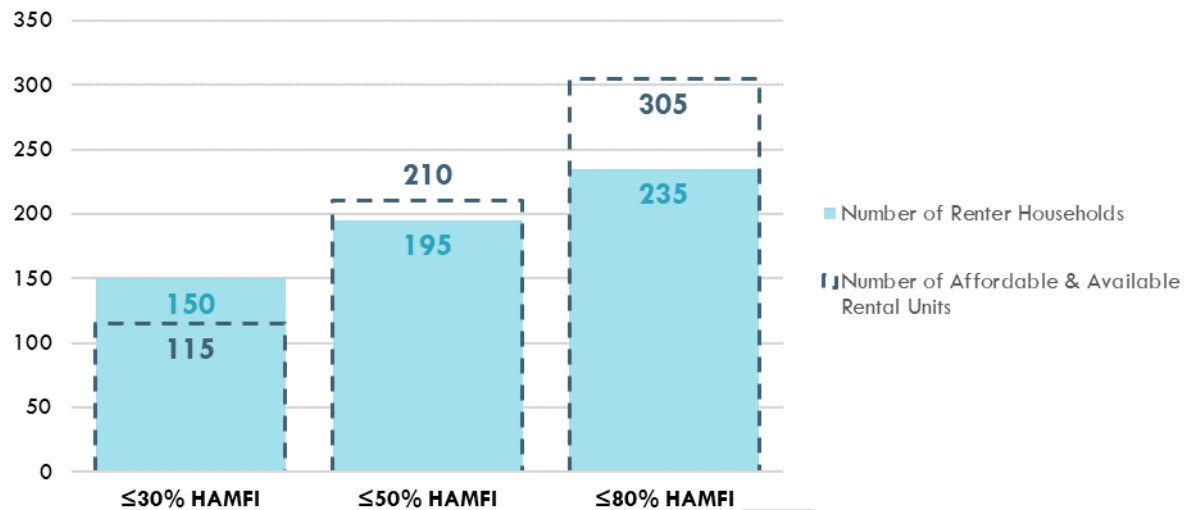
<sup>29</sup> ACS 5-Yr Estimates, 2017-2021 (Table B25009).

<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.

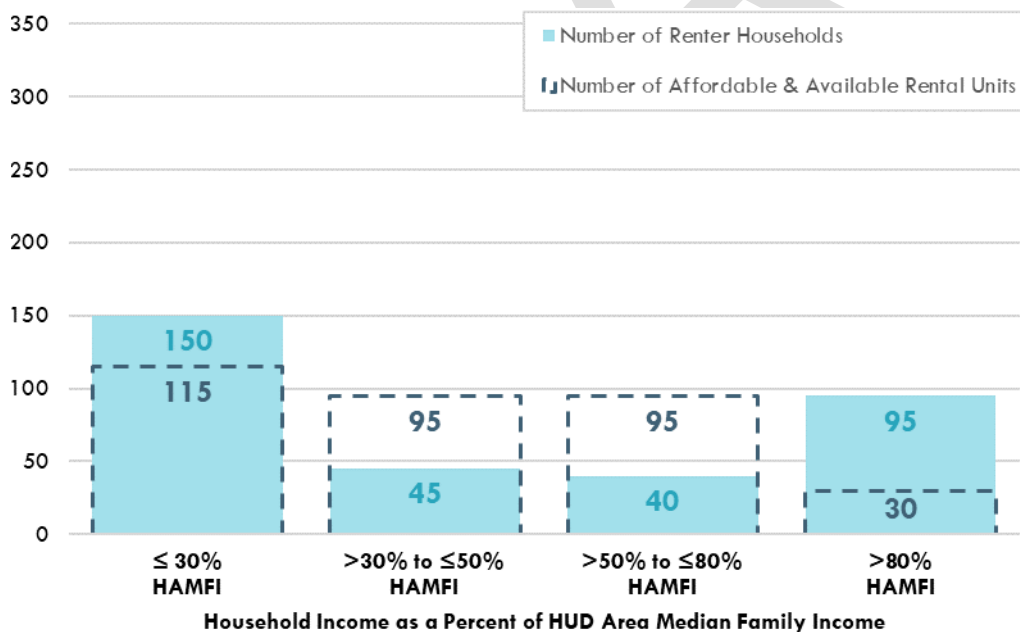
*Exhibit 35. Cumulative Rental Households by Income Compared to Rental Supply by Affordability, 2019*



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 36. 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

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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>).

Housing Choice Vouchers (HCV) program provides the Island County Housing 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 37. 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>.

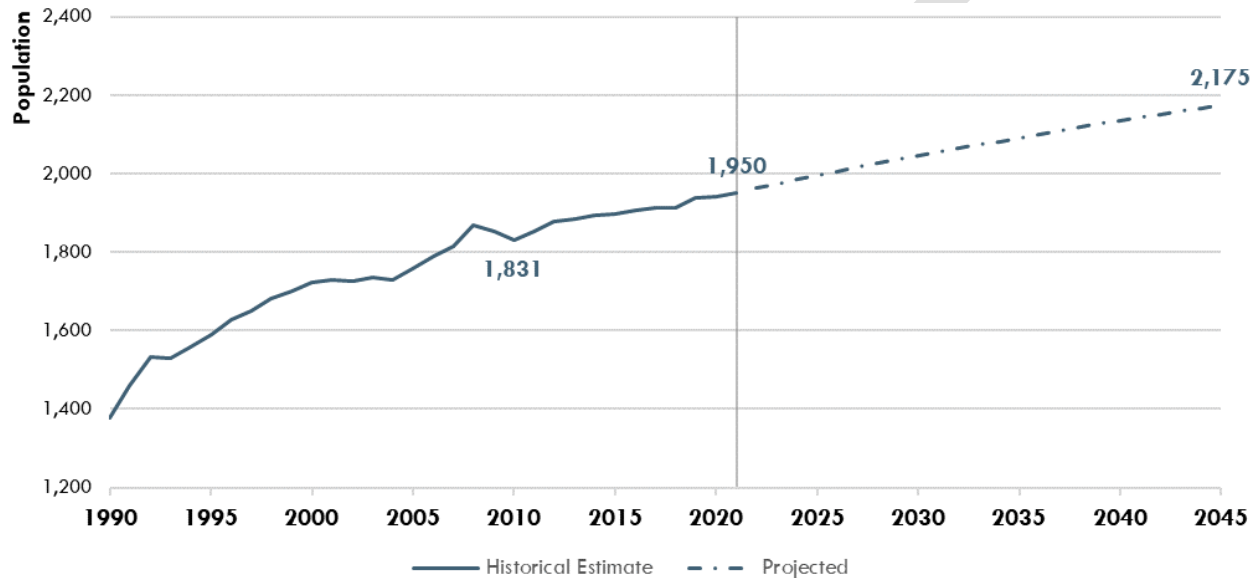
<sup>33</sup> Per HUDs most recent Voucher Management System report as summarized by [Affordable Housing Online](#).

## 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 38. 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 39. 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 40. 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 41. 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.

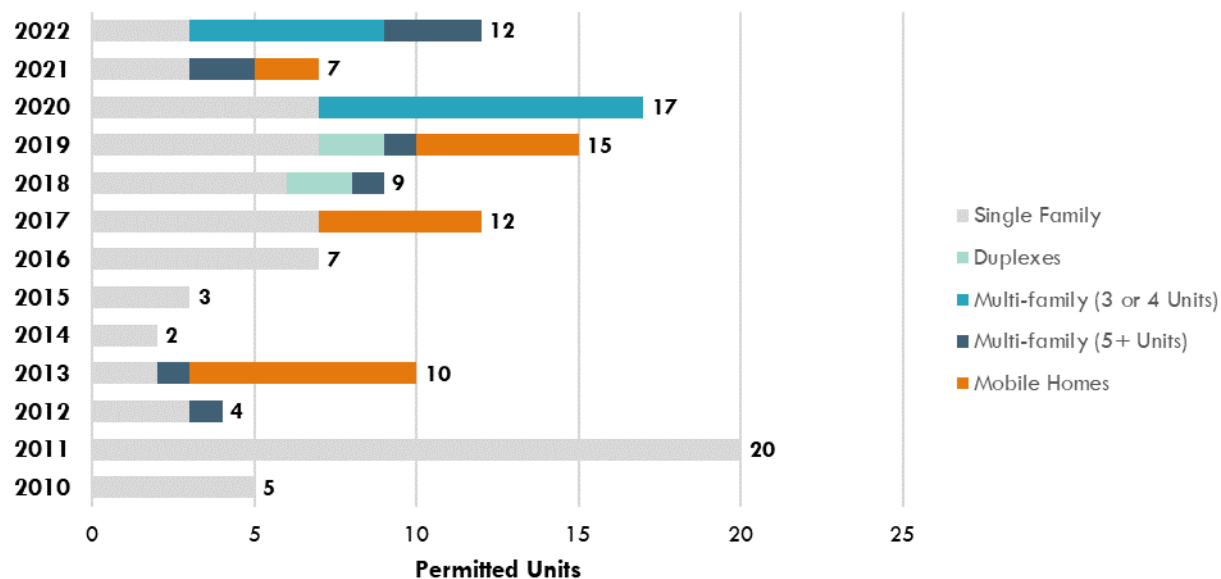
### Housing Production

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



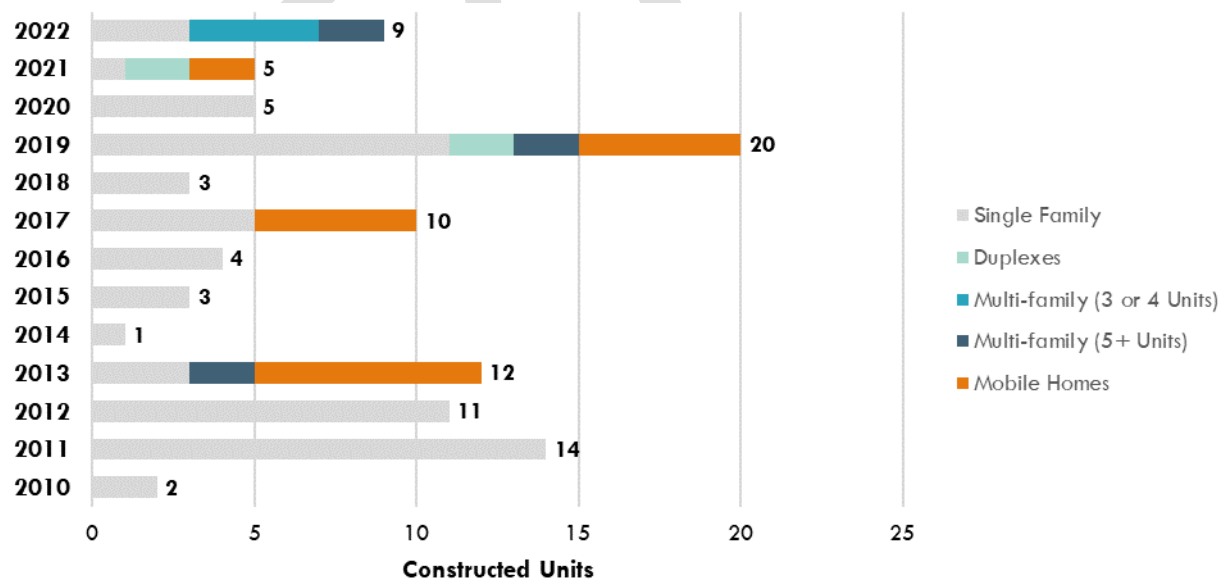
household growth by 2045). Production in recent years has shown a slight diversification of housing types with a handful of duplexes, multifamily units, and mobile homes coming to market. A total of 12 units have been permitted and 9 units have been constructed in Coupeville this year as of September 2022, slightly higher than the average rates over the last decade. See [Exhibit 29](#) and [Exhibit 30](#).

Exhibit 42. Permitted Units in Coupeville, 2010-2022 YTD



Note: Permitted units for 2022 are current through September 2022.  
Sources: OFM, September 2022; BERK, 2022.

Exhibit 43. Constructed Units in Coupeville, 2010-2022 YTD



Note: Constructed units for 2022 are current through September 2022.  
Sources: OFM, September 2022; BERK, 2022.

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## 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.

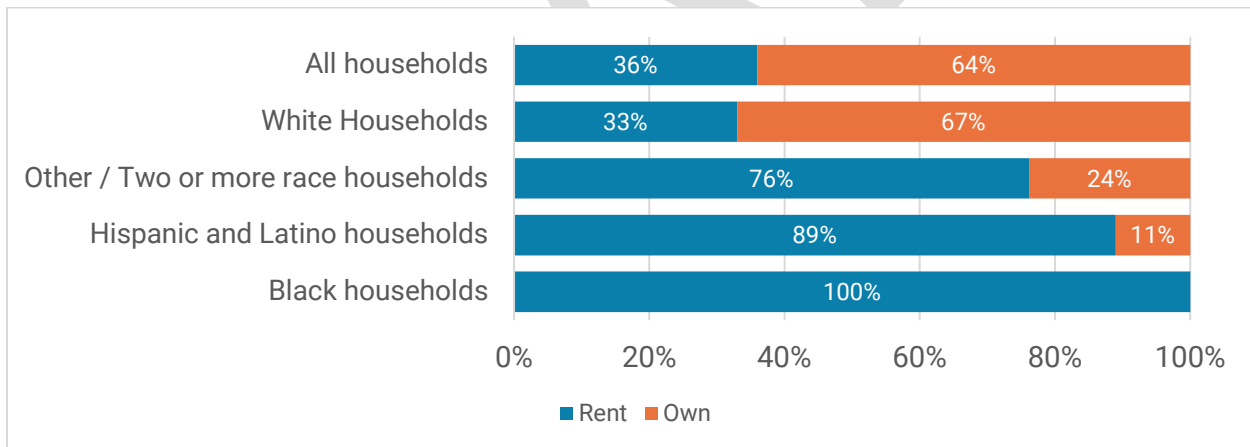


Figure 1. Household tenure by race (2020 ACS 5-Year Estimates, Table B25003 series)

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 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.

**HUD Area Median Income (AMI)**

This is another term used for HUD Area Median Family Income (HAMFI), typically used in metropolitan areas.

**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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# 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 and is located entirely within Ebey's Landing National Historical Reserve. The Reserve 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 *Appendix B – Historic Preservation & Community Design* 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.



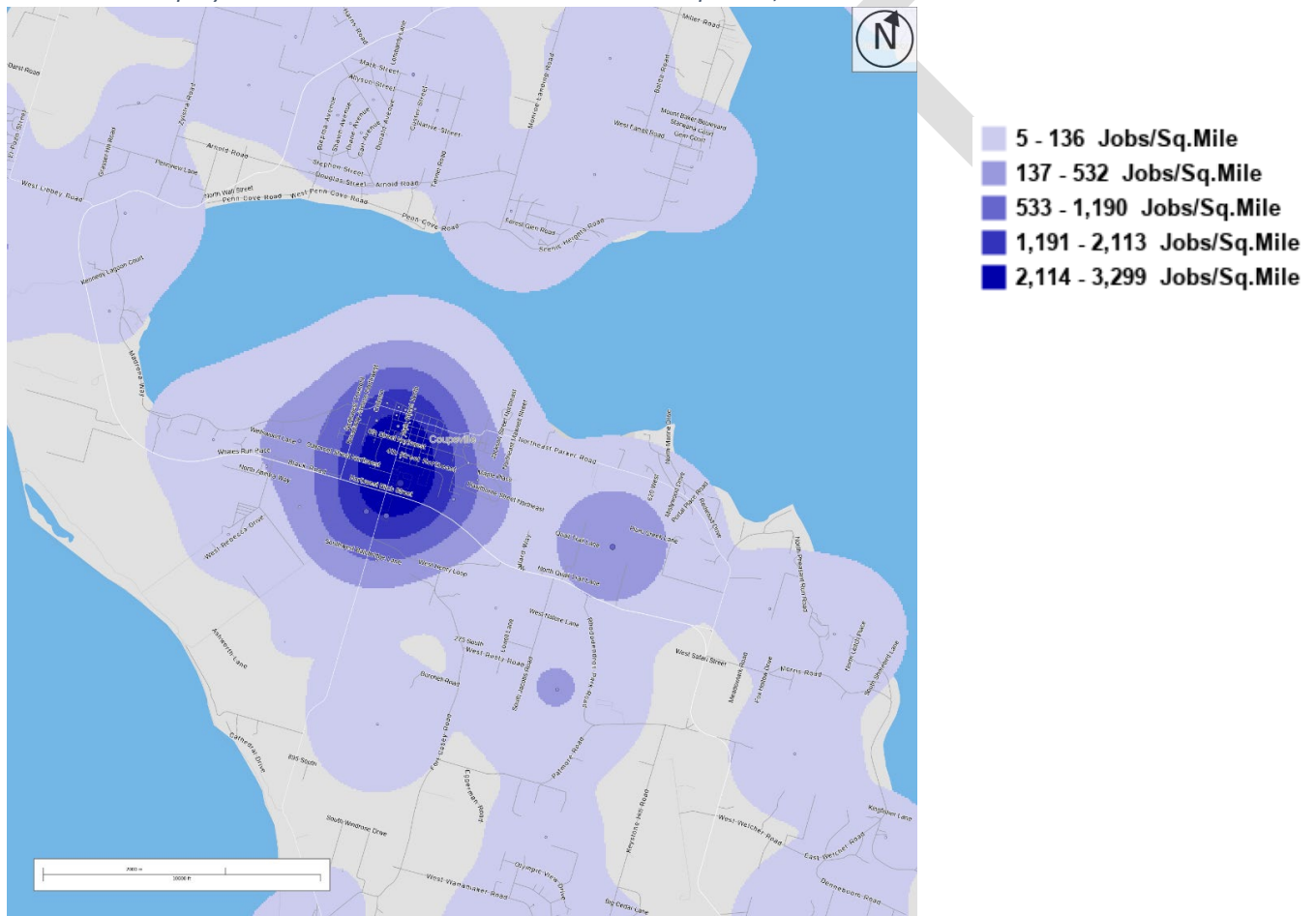
Left: Storefronts on Front Street in historic Downtown Coupeville. Right: The prairie, farm, and forest environment surrounding Coupeville (photo credit: Allison Gubata)

# 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 44. 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 45. 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%

Note: 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, 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 46. Major Employers in Coupeville, 2019

Company	# Employees	Industry	Jurisdiction
WhidbeyHealth	750	Healthcare	Coupeville
Island County	465	County Government	Coupeville
Coupeville School District <sup>1</sup>	100	Education	Coupeville
Regency Coupeville	97	Healthcare	Coupeville

Note: Based on 2019 data - the latest available. List of employers verified by Town staff.

<sup>1</sup> Does not include substitute teachers.

Source: Island County Major Employers, 2022; BERK, 2023.

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

<sup>3</sup> [Coupeville Chamber of Commerce Data & Statistics](#) as of Q3 2021 (provided by Gale Business DemographicsNow and last updated January 11, 2022).

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](#).

*Exhibit 47. 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.

<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).



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**)

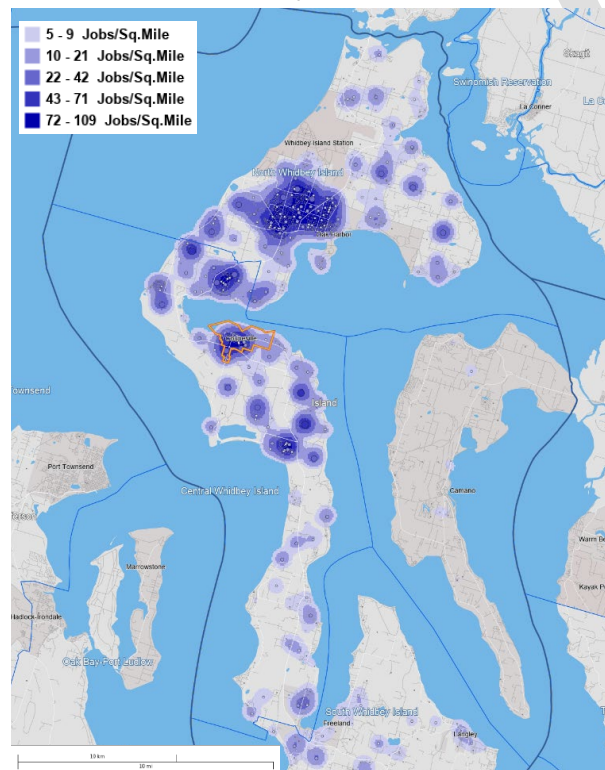
*Exhibit 48. Place of Residence for Coupeville Workers, 2019*

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%

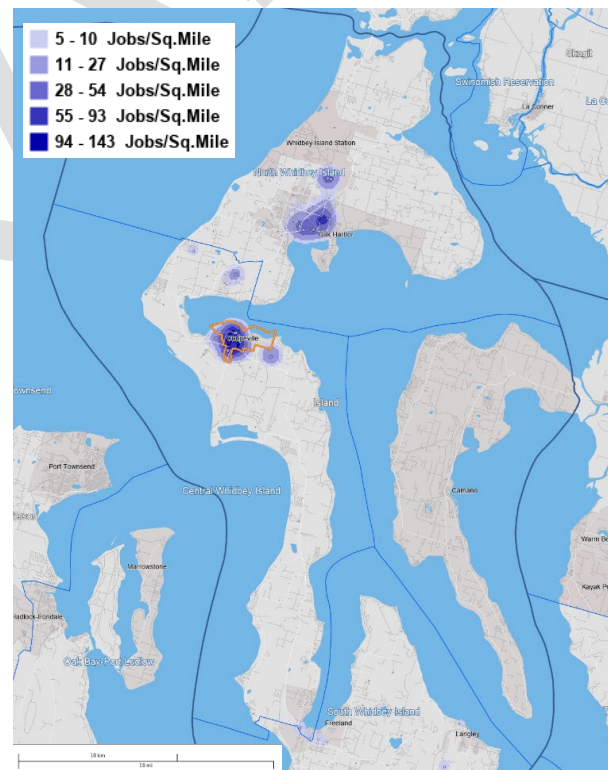
Sources: U.S. Census Bureau, Center for Economic Studies, 2019; BERK, 2023.

*Exhibit 49. 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 50. 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 2021 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.

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

Exhibit 51. 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%

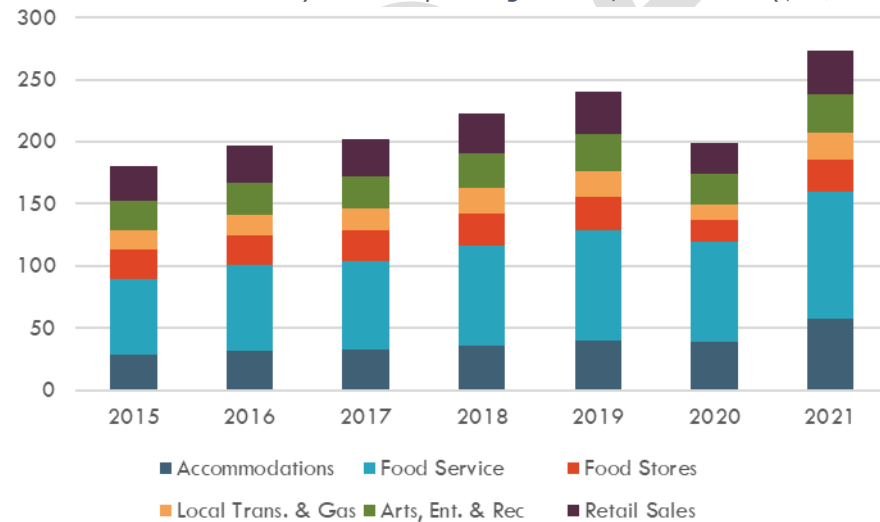
Note: Direct economic impacts include only the spending by travelers and the employment generated by that spending. Secondary effects related to source materials purchased by tourism businesses and the induced spending of their employees are not included.

<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 52. 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 53. 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 54. 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 one of the lowest of the incorporated jurisdictions in Island County. With daily tourism

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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.

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.

## **Shoreline**

### **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.<sup>1</sup>

*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 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.

## Natural Open Space Areas

There are several natural open space areas in the Town of Coupeville which are not formal parks but provide natural areas for wildlife and other natural systems.

### 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 systems benefits.

- **NPS Property—Hwy 20:** 9.78-acres north of SR 20 and south of Lauren Street

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<sup>1</sup> 2023 Coupeville Sea Level Rise Vulnerability Assessment: <https://townofcoupeville.org/comprehensive-plan-update/sea-level-rise-vulnerability-assessment/>

- **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

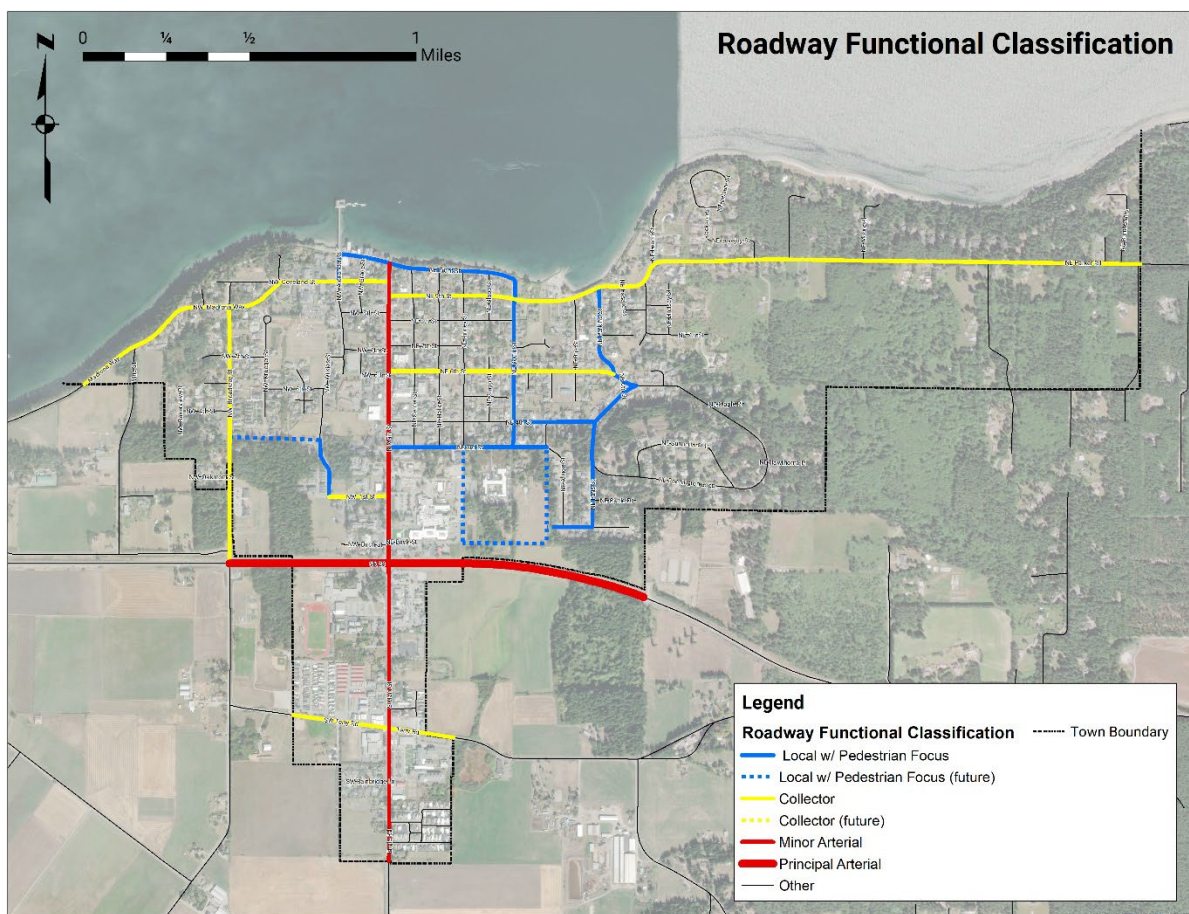
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# Appendix G - Transportation

## 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 – Roadway Functional Classification

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

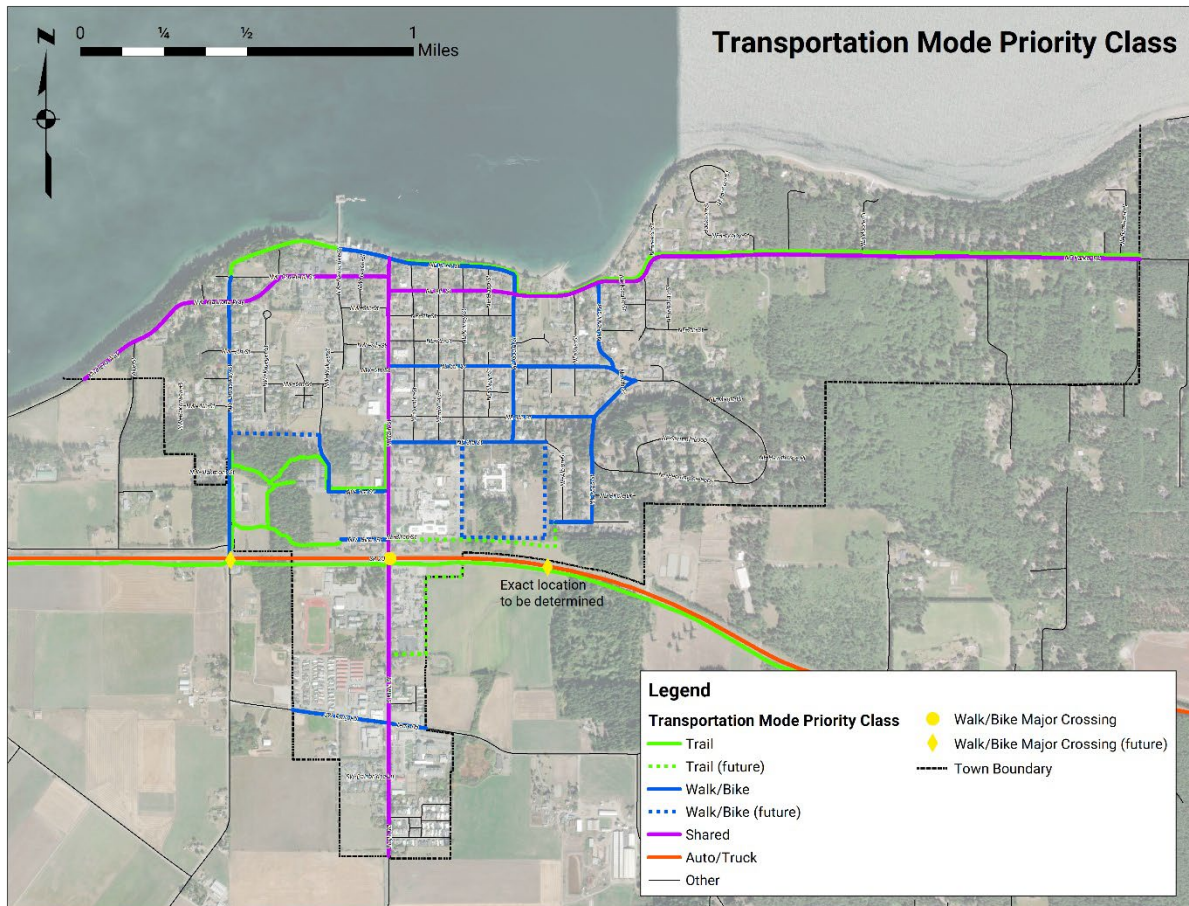
The Transportation System Plan provides the blueprint for the future Coupeville multimodal transportation system, and then the projects and tools to implement the plan.

### 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 – Transportation Mode Priority Class

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.

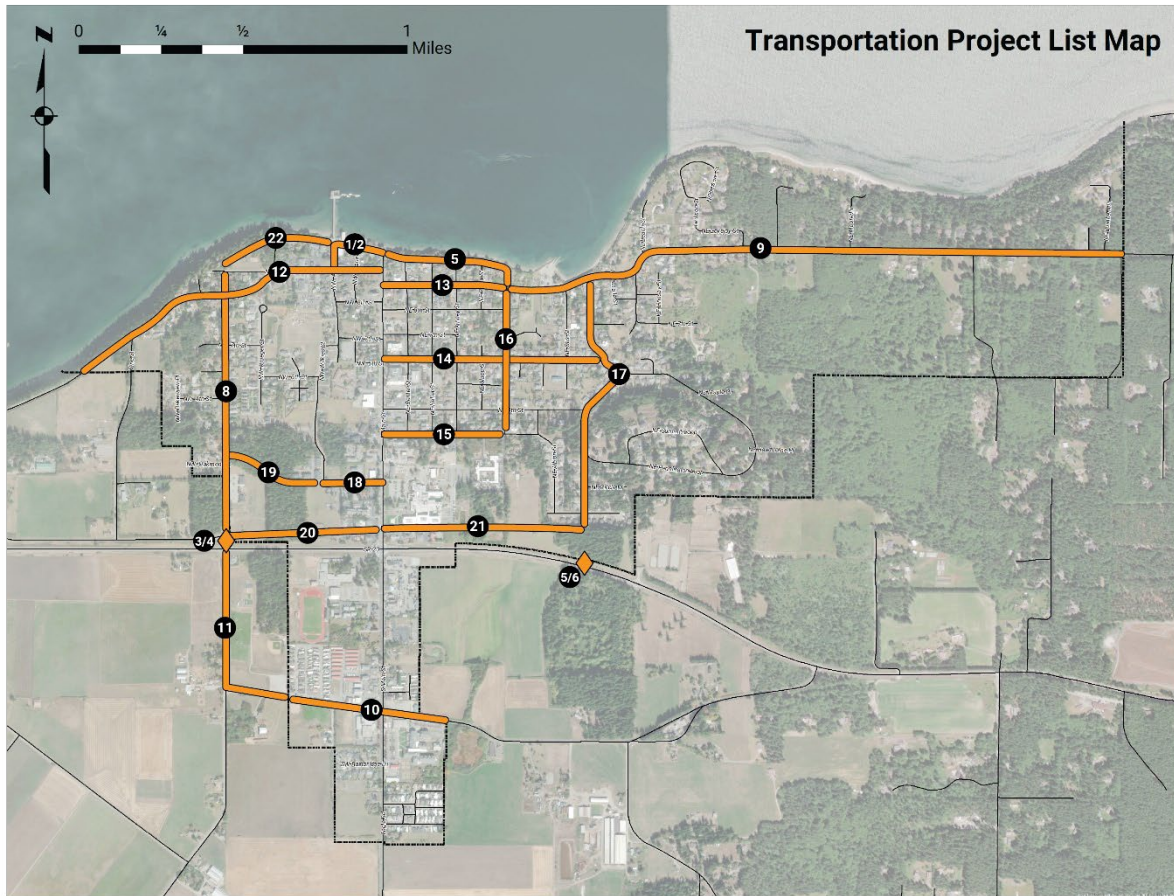
**New Street Connection** projects include constructing new multimodal street connections.

**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.

**Map 3** and **Table 1** identify each of the projects and their locations. **Table 1** provides a brief description of each project including the project limits.



Map 3 – Transportation Project List Map

Table 1 – 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 Improvement	Intersection	Implement recommendations from Phase 1

#	Project	Extents	Description
5	Phase 1: Easterly US 20 Walk/Bike Crossing Study	South of Lauren St and east of Main St	Identify improvements for a pedestrian/bike crossing in this vicinity.
6	Phase 2: Easterly US 20 Walk/Bike Crossing Study	South of Lauren St and east of Main St	
7	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).
8	NW Broadway St Multimodal Improvements	US 20 to NW Coveland St	Improve street and trail per updated multimodal street standard (Ped/Bike Priority Collector).
9	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).
10	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).
11	S Ebeby St Trail Connection	US 20 to SE Terry Rd/West City Limits	Upgrade trail connection between US 2 and Terry Rd
12	NW Madrona Way Multimodal Improvements	West City Limits Main St	Improve street per updated multimodal street standard (Shared Priority Collector).
13	NE 9th St Multimodal Improvements	Main St to Gould St NE	Improve street per updated multimodal street standard (Shared Priority Collector).
14	NE 6th St Multimodal Improvements	Main St to Faris St NE	Improve street per updated multimodal street standard (Ped/Bike Priority Collector).
15	NE 3rd St Multimodal Improvements	Main St to Gould St NE	Improve street per updated multimodal street standard (Ped/Bike Priority Local Street).
16	Gould St NE Multimodal Improvements	NE 9th St to 3rd St NE	Improve street per updated multimodal street standard (Ped/Bike Priority Local Street).
17	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).
18	NW 1st St Multimodal Improvements	Main St to Wilkes St NW	Improve street per updated multimodal street standard (Ped/Bike Priority Collector).
19	NW 1st St Extension	Wilkes St NW to NW Broadway St	New multimodal street connection (Ped/Bike Priority Collector).
20	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)
21	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

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#	Project	Extents	Description
22	Northwest Trail Connection	NW Coveland St to Alexander St	Upgrade trail connection consistent with new street/trail standards
23	Active Transportation Plan	Citywide	Create Active Transportation Plan

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# 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, capital facilities, and utilities elements. 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 (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 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 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.

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### 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 55. 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 as of 2023)
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.	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 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 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

<sup>1</sup> See “Facility of Statewide or Countywide Significance” under Section 1.3 Definitions in the CWPPs and [ICC 17.03.040](#).

<sup>2</sup> The County does not consider throughput transmission facilities, major utilities, or communication towers as essential public facilities ([ICC 17.03.040](#)).

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 56. 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
<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 were based on a 2022 Land Capacity Analysis (see *Appendix A.5 – Land Capacity Analysis*), which projects Coupeville's population to 2045 based on the method used in Island County's 2016 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.

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<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.

<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.

## 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 has one dedicated capital revenue source – harbor lease revenues, which must be used for harbor improvement capital projects.
- **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 designated certain revenues for capital improvements, such as water and sewer connection fees, which are earmarked for capital utility purposes. In 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 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):

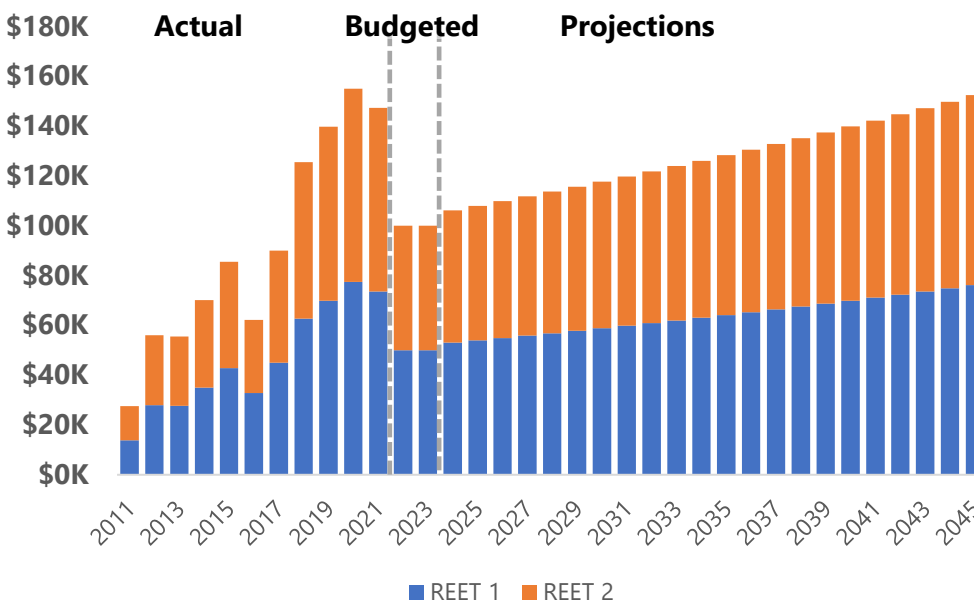


*Public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, streets and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer 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 57. 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.

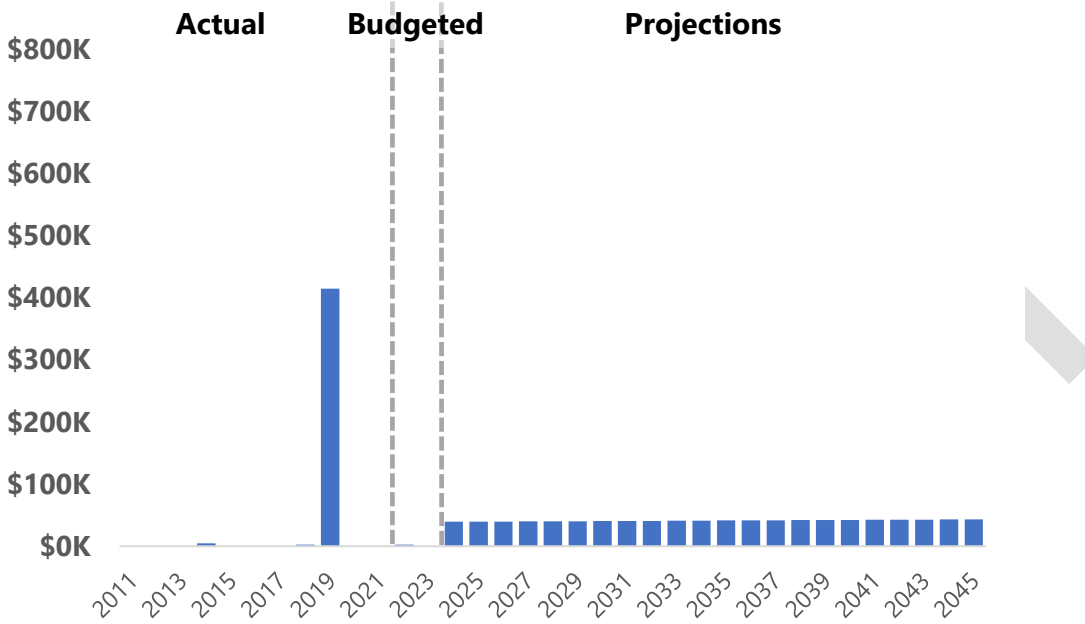
### Capital Improvement Fund: Grants

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 58. 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. 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.

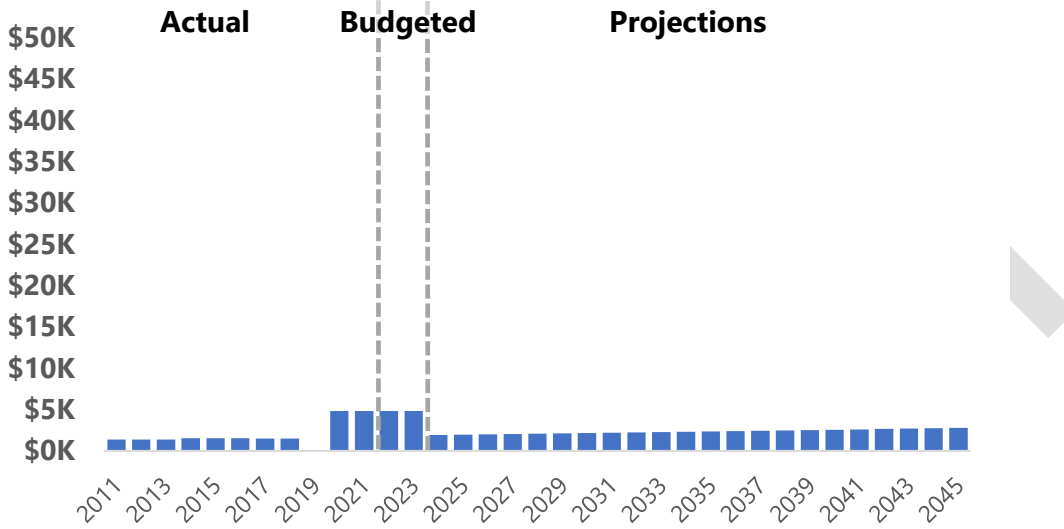
**General Fund: General Revenues**

The Town has historically funded some municipal buildings and parks and recreation capital projects out of its General Fund. This includes 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 the use of general revenues for capital projects is not a predictable, reliable source of dedicated revenue for capital projects, these revenues are not projected here. The Town budgets 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 59. 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 60. 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
<b>REET 1</b>	\$380,000	\$320,000	\$360,000	\$400,000	\$370,000	\$1,450,000
<b>REET 2</b>	\$380,000	\$320,000	\$360,000	\$400,000	\$370,000	\$1,450,000
<b>Harbor Leases</b>	\$20,000	\$10,000	\$10,000	\$10,000	\$10,000	\$40,000
<b>Grants</b>	\$400,000	\$220,000	\$290,000	\$340,000	\$310,000	\$1,160,000
<b>Total</b>	\$1,180,000	\$870,000	\$1,020,000	\$1,150,000	\$1,060,000	\$4,100,000
<b>Total with Fund Balance</b>		<b>\$1,820,000</b>				<b>\$5,050,000</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, 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 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 61. Projected Municipal Buildings and Parks and Recreation Facilities Revenues and Costs (2023-2028), (YOES\$)

Municipal Buildings and Parks and Recreation Facilities	Revenues and Costs
<b>Estimated Capital Revenues</b>	\$870,000
<b>Estimated 2022 Fund Balance</b>	\$950,000
<b>Estimated Capital Costs</b>	\$3,630,000
<b>Estimated Capital Funding Surplus / (Deficit)</b>	<b>(\$1,810,000)</b>

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.

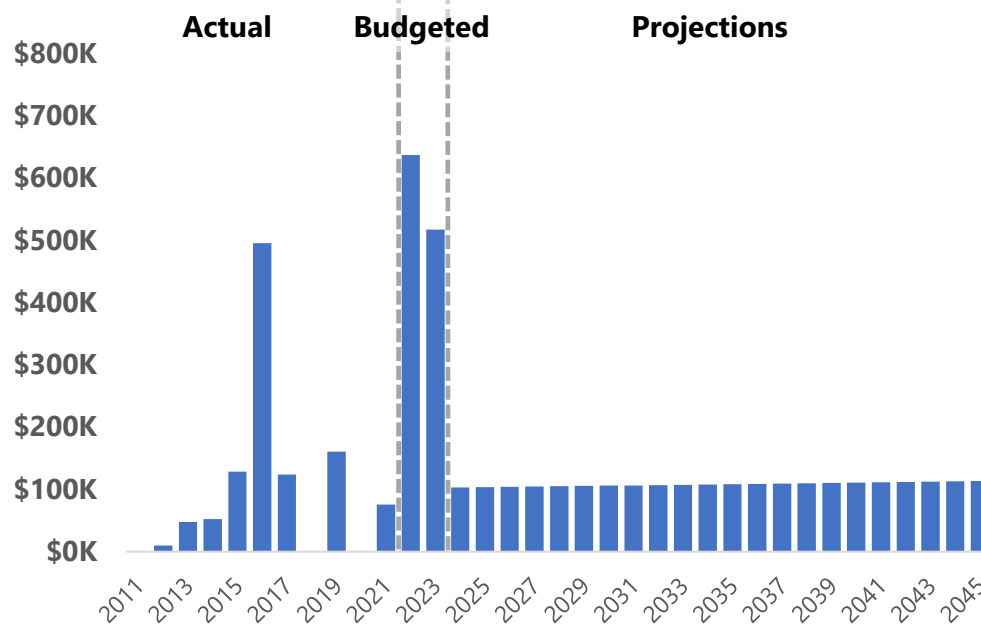
### Street Fund: Operating Transfers

Since 2014, the Town has transferred at least \$18,000 per year into the Street Fund from the General Fund for capital projects. This analysis includes \$18,000 per year (as a transfer from the General Fund) 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 receive grant funds, they are likely to be greater than the average.

Exhibit 62. 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.

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 Street Fund.

*Exhibit 63. Historical and Projected Capital Street Fund Revenues (2017-2045), YOES*

Revenue Sources	2017-2022 Actual	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>Grants</b>	\$990,000	\$1,110,000	\$770,000	\$870,000	\$820,000	\$3,560,000
<b>Total</b>	\$1,760,000	\$1,210,000	\$880,000	\$980,000	\$910,000	\$3,980,000
<b>Total with Fund Balance</b>		<b>\$1,210,000</b>				<b>\$3,980,000</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.

### 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 Street Fund revenues are not expected to be adequate to cover estimated capital costs for streets without identifying additional grant or other funding resources.

*Exhibit 64. Projected Capital Streets Revenues and Costs (2023-2028), YOES*

Streets	Revenues and Costs
<b>Estimated Capital Revenues</b>	\$1,210,000

<b>Estimated 2022 Fund Balance Available for Capital Costs</b>	\$0
<b>Estimated Capital Costs</b>	\$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, 2023; 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

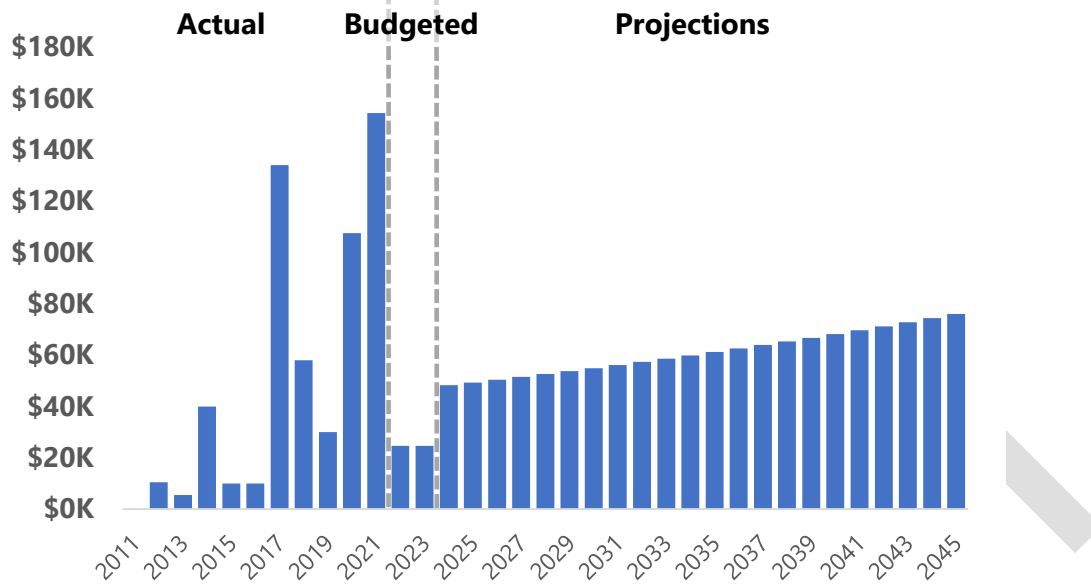
The Town of Coupeville funds capital projects for its water, sewer, and stormwater utility capital facilities out of its Water Utility (Fund 410), Sewer Utility (Fund 420), and Stormwater Utility (Fund 430) funds, respectively. Capital funding sources for the Water Utility Fund over the last 10 years 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 65. Actual, Budgeted, and Projected Water & Sewer Hook-up Fee Revenues (2011-2045), YOES\$



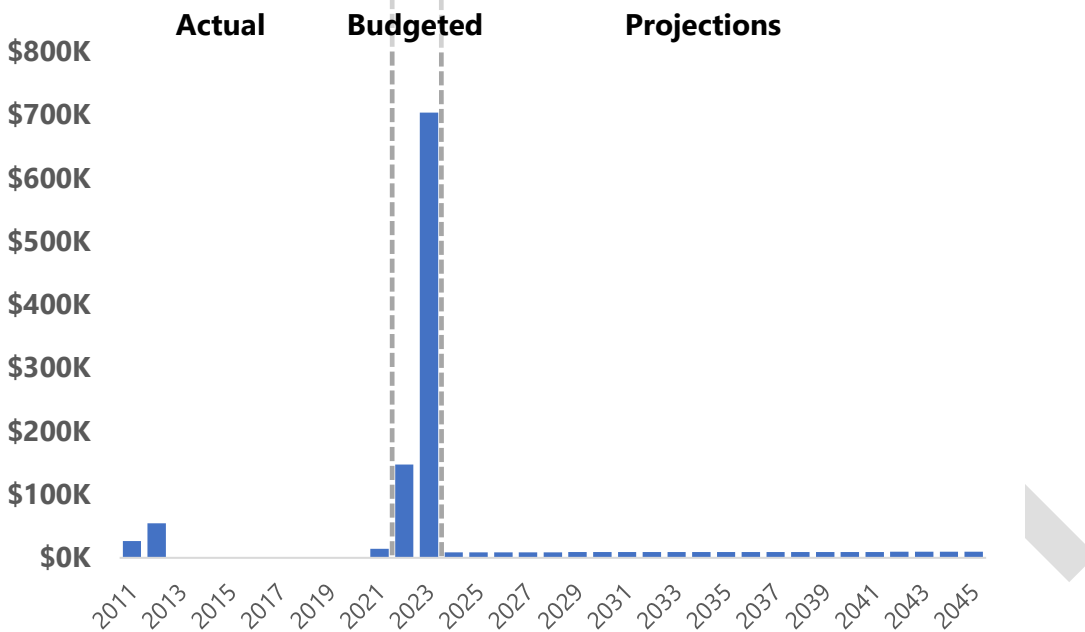
Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. YOES\$ = Year of Expenditure Dollars. Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

**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. 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 66. 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.

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 67. Historical and Projected Utility Funds Capital Revenues (2017-2045), 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	\$280,000	\$340,000	\$390,000	\$360,000	\$1,370,000
<b>Grants</b>	\$160,000	\$780,000	\$60,000	\$70,000	\$70,000	\$980,000
<b>Total</b>	\$670,000	\$1,060,000	\$400,000	\$460,000	\$430,000	\$2,350,000
<b>Total with Fund Balance</b>		<b>\$1,390,000</b>				<b>\$2,680,000</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.

### 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 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 68. Projected Water, Sewer, and Stormwater Facilities Revenues and Costs (2023-2028), YOES*

Water, Sewer, and Stormwater Facilities	Revenues and Costs
<b>Estimated Capital Fund Revenues</b>	\$1,060,000
<b>Estimated Available 2022 Fund Balance</b>	\$330,000
<b>Estimated Capital Improvement Costs</b>	\$12,910,000
<b>Estimated Capital Funding Surplus / (Deficit)</b>	<b>(\$11,520,000)</b>

Note: Projections are rounded to the nearest \$10,000.  
Sources: Town of Coupeville, 2023; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2023.

## 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 69. Historical Total Capital Revenues (2017-2022), YOES\$*

Revenue Sources	2017-2022 Actual
<b>REET 1</b>	\$380,000
<b>REET 2</b>	\$380,000
<b>Harbor Leases</b>	\$20,000
<b>Operating Transfers</b>	\$770,000
<b>Awarded Grants</b>	\$1,550,000
<b>Water and Sewer Hook-up Fees</b>	\$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.

**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.

*Exhibit 70. Projected Total Capital Revenues (2023-2045), YOES\$*

Revenue Sources	2023-2028 Estimated	2029-2034 Estimated	2035-2040 Estimated	2041-2045 Estimated	TOTAL 2023-2045
<b>REET 1</b>	\$320,000	\$360,000	\$400,000	\$370,000	\$1,460,000
<b>REET 2</b>	\$320,000	\$360,000	\$400,000	\$370,000	\$1,460,000
<b>Harbor Leases</b>	\$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>Grants</b>	\$2,100,000	\$1,120,000	\$1,280,000	\$1,200,000	\$5,700,000
<b>Water &amp; Sewer Hook-up Fees</b>	\$280,000	\$340,000	\$390,000	\$360,000	\$1,370,000
<b>Total</b>	\$3,140,000	\$2,300,000	\$2,590,000	\$2,400,000	\$10,430,000
<b>Total with Fund Balance</b>	<b>\$4,420,000</b>				<b>\$11,710,000</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, 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 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 71. 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	\$1,820,000
Estimated Streets Capital Revenues Available	\$1,210,000
Estimated Water, Sewer, and Stormwater Utility Capital Revenues Available	\$1,390,000
<b>Total Capital Revenues Available</b>	<b>\$4,420,000</b>
<b>Total Capital Costs</b>	<b>\$21,060,000</b>
<b>Estimated Total Dedicated Funding Surplus/(Deficit)</b>	<b>(\$16,640,000)</b>

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 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 72. Town-owned Municipal Buildings*

Facility Name	Location	Square Footage
Town Hall	4 NE Seventh St	1,980 ft <sup>2</sup>
Public Works Shop and Garage	205 N Main St	1,872 ft <sup>2</sup> and 2,178 ft <sup>2</sup>
Recreation Hall	901 NW Alexander St	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 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.

### Public Works Shop and Garage

The 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.

### 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.

### LOS Standards

Coupeville's Comprehensive Plan establishes an LOS standard for municipal buildings adequate to serve the town's residents' needs and administrative requirements. The Town 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.

### 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 73. 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>

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 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 74. 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>

Note: Total estimated project costs are rounded to the nearest \$10,000. All costs are for planning purposes only.  
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 resident inquiries—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. One Town Marshal and one Deputy Sheriff are assigned to Coupeville.

### Inventory

The Town Marshal and Deputy Sheriff assigned to Coupeville operate out of an office in the Town Hall. They are supported by the Sheriff's Office in 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 75. Law Enforcement Capital Project List*

<b>Project Name</b>	<b>Anticipated Timeline</b>	<b>Occupy Year</b>	<b>Total Project Cost (2022 \$s)</b>	<b>Escalated Total (Midpoint)</b>
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.

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### **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 construction of new facilities for Station 53, staff are operating from Station 51 and

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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.

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 76. Current Fleet at Station 51*

Vehicle	Year	Description
Engine 51	1994	Rosenbauer type 1 engine with a 1,500 gallon per minute (gpm) pump and 750-gallon water tank manufactured by Rosenbauer America.
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 (recently decommissioned)	1994	Light rescue truck on a Chevrolet 3500 chassis. Rescue 51 was recently decommissioned. The station is currently being served with a 2020 type 5 wildland brush truck while apparatus replacement commences.
Engine 512	1996	Spartan type 1 engine with a 1,250 gpm pump and 700-gallon water tank manufactured by Spartan Fire Apparatus. 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 adopts by reference the LOS standards for fire and EMS as established in CWIFR’s Standard of Coverage Plan.

CWIFR’s current average fire and EMS response time district-wide is 8 minutes and in Coupeville is 5 minutes, 45 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. 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

<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.

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 77. 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	—
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	—

<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).

Project	Total Cost	2023-2028	2029-2033
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.

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## 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 78. 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 79. 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 capital improvement projects identified by the District that would likely be part of a future levy.

*Exhibit 80. 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	—
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
<b>Total</b>	<b>\$2,975,000</b>	<b>\$1,205,100</b>	<b>\$1,733,100</b>
<b>Grand Total</b>			<b>\$5,163,200</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.

DRAFT

## 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 81. 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 12.2 acres, 22.7 acres of open space, and a growing network of approximately 7.7 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. See **Exhibit 69**, **Exhibit 70**, and **Exhibit 71** for more detail.

*Exhibit 82. 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	4.83	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	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
Five Acre Woods*	Open Space	5.00	Town of Coupeville
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
Town Hall Lots	Other—Parking Overflow	0.53	Town of Coupeville
NE Ninth 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 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 is 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 83. 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 Sixth 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, Ninth 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 Seventh St 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 Sixth Street to NW First 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
<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.

Source: Town of Coupeville, 2022.

Exhibit 84. Existing Sidewalks

Site Name	Length (ft)	Length (mi)
901 NE Ninth 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 Third: Church to N Main South	138	0.026
NE Seventh: N Main to Kinney South	750	0.142
NW First: Wilkes to N Main South	570	0.108
NW First: Wilkes to N Main North	570	0.108
NW Sixth: Grace to N Main North	226	0.043
NW Seventh: Grace to N Main South	228	0.043
NW Birch: Open Space to N Main North	394	0.075
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>18,702 ft</b>	<b>3.542 mi</b>

Source: Town of Coupeville, 2022.

## Parks

### Captain Coupe Park & Boat Launch

- Location: 602 NE 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. Planned changes include a sea kayak transient storage facility, complete Americans with Disabilities Act (ADA) compliance, 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: 4.83 acres

Purchased in early 2000, this 4.83-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 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

- Location: NE 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 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: NW Broadway St and Black Road
- 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.

##### 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

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 Fourth Street NE and Sixth Street NE
- Size: 0.69 acres

Provides public access and an informal trail.

##### Peaceful Valley Open Space Strip

- Location: NW 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.

#### Other Facilities

##### Parking Overflow Facilities

The **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 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.

### 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

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<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.

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 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, 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. The National Park Service directly owns and manages approximately 400 acres within the 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). Developed facilities encompass trails, benches, interpretive signs, parking, and bicycle racks. In addition to fee simple ownership, the agency also 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

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<sup>16</sup> Island County Parks & Recreation Element, 2016.

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 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 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 6.6 acres of parks per 1,000 people for its current population and would have an estimated 6.1 acres per 1,000 people in 2045, far exceeding the LOS standard of 3.5 acres per 1,000 people.
- The Town currently has 11.6 acres of open space per 1,000 people (excluding Five Acre Woods) and would have an estimated 12.7 acres per 1,000 people in 2045 (a surplus of over 16 acres including Five Acre Woods).
- The Town currently has 20,786 feet of trails/walkways per 1,000 people and would have an estimated 18,636 feet per 1,000 people in 2045 (a surplus of 29,049 feet).

*Exhibit 85. 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
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<b>Parks</b>	3.5 acres / 1,000 population	12.92 acres	6.63 acres	6.10 acres	5.94 acres	5.31 acres
<b>Open Space</b>	5.0 acres / 1,000 population	22.70 acres	11.64 acres	12.95 acres	12.74 acres	16.83 acres
<b>Trails / Walkways</b>	5,280 feet / 1,000 population	40,533 feet	20,786 feet	30,237 feet	18,636 feet	29,049 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 5-acre Five Acre Woods outside of Town limits is excluded from the 2021 and including in the 2045 open space LOS calculation. Other facilities (including parking overflow and schools) are excluded 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 86. 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>

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.



## 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>17</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. 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 87. 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
Well 6	Emergency	1994	200
Well 7	Operating, summer peak demand	2000	210

<sup>17</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)
<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 88. 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 89. 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>
System expansion	\$6,255 – \$6,855	\$3,855	\$2,400 – \$3,000
Major water line replacements	\$6,178.5 – \$6,478.5	\$1,378.5	\$4,800 – \$5,100
Water quality improvements	\$1,655 – \$2,155	\$155	\$1,500 – \$2,000
<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>
System repair and maintenance	\$3,648 – \$3,948	\$2,748	\$900 – \$1,200
System monitoring and mapping	\$220	\$60	\$160
Administrative/technology	\$680	\$170	\$510
<b>Total</b>	<b>\$18,640 – \$20,340</b>	<b>\$8,370</b>	<b>\$10,270 – \$11,970</b>

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 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 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 90. 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 91. 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>18</sup>

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. 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 erosion, bank/bluff resloping and revegetation, and hard armor like bulkheads or seawalls.

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<sup>18</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.



## 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 92. 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>
Outfall extensions and additions	\$1,150	\$350	\$800
Stormwater treatment improvements	\$908	\$266	\$642
<b>Category II: Capital Replacement, Maintenance &amp; Operations</b>	<b>\$306</b>	<b>\$104</b>	<b>\$202</b>
Storm system engineering, surveying, and planning	\$191	\$69	\$122
Culvert and outfall replacement	\$115	\$35	\$80
<b>Total</b>	<b>\$2,360</b>	<b>\$720</b>	<b>\$1,640</b>

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 93. 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 94. 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 95. 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>19</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 96. 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

<sup>19</sup> Assumes an average household size of 2.04 per the US Census 2016-2020 American Community Survey (Table S1101).

Parameter	Design Criteria (Permit Limit)	Design Criteria Population Capacity	2010 Average	2010 Average Per Capita	2045 Estimate
<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>20</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.

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>21</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

<sup>20</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.

<sup>21</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.

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 97. Sanitary Sewer Enforcement 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>\$8,800 – \$9,600</b>	<b>\$2,400</b>	<b>\$6,400 – \$7,200</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>\$5,086 – \$5,586</b>	<b>\$1,426</b>	<b>\$3,660 – \$4,160</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>\$13,890 – \$15,190</b>	<b>\$3,830</b>	<b>\$10,060 – \$11,360</b>

Note: Total estimated project costs are rounded to the nearest \$10,000. All costs are for planning purposes only. Source: Town of Coupeville, 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 98. 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 99. 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>	\$5,163,200	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 and services of telephone

communication, and internet.

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.

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

<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).



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.

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