



COUPEVILLE PLANNING COMMISSION
Island County Annex Building - Commissioners Hearing Room
(1 NE 6th Street, Coupeville)
May 6, 2025
6:00 pm

CALL TO ORDER

LAND ACKNOWLEDGEMENT

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

CHANGES AND APPROVAL OF AGENDA

APPROVAL OF MINUTES:

- April 1, 2025 Meeting

PUBLIC HEARING

- None

PUBLIC INPUT

DISCUSSION

- Periodic Update
 - Capital Facilities Element
 - Utilities Element

COMMISSIONER COMMENTS

ADJOURNMENT

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**TOWN OF COUPEVILLE
PLANNING COMMISSION
Regular Meeting Minutes
April 1, 2025
6:00pm**

PRESENT: Chair Michelle Cook, Commissioners Gary Armstrong, Evan Henrich, Von Summers, and Susan Upchurch

STAFF PRESENT: Community Planning Director Joshua Engelbrecht, and Assistant Planner Lisa Walsh

CALL TO ORDER

Chair Cook called the meeting to order at 6:00pm and read the land acknowledgement.

APPROVAL OF AGENDA

Action: A motion was made by Commissioner Summers, seconded by Commissioner Upchurch, to approve the agenda of the April 1, 2025 regular meeting as submitted. The motion passed unanimously.

APPROVAL OF MINUTES

Action: A motion was made by Commissioner Armstrong, seconded by Commissioner Henrich, to approve the minutes of the March 4, 2025 meeting as amended. The motion passed unanimously.

PUBLIC HEARING

Ordinance 801 – Middle Housing

At 6:08pm, Chair Cook opened the Public Hearing for Ordinance 801. Chair Cook asked the Commission if anyone had a conflict of interest. There being no conflict of interest, Community Planning Director Joshua Engelbrecht proceeded with the presentation. The Commission asked clarifying questions. Chair Cook opened the floor to public comment.

John Kulas spoke to the Commission about creating a mediation standard for conflict resolution to bring competition to the island for contractors. Says that contractors off-island view building in Coupeville as difficult.

Mark Bepler spoke to the Commission in support of the changes to the Middle Housing Code.

At 7:18pm, Chair Cook closed the Public Hearing.

NEW BUSINESS

Action: A motion was made by Commissioner Upchurch, seconded by Commissioner Summers, to recommend that the Coupeville Town Council adopt the proposed amendments as conveyed in the staff reports including:

- Striking portions of CTC 16.10.040.B.8 related to ADU size relative to principle building size, and

- Rewording portions of CTC 16.19.050.F to clarify unit lot subdivision must occur after the final plat is recorded, and
- Striking number 5 of CTC 16.10.090, and
- Globally changing the names of the RM9600, Historic/Limited Commercial (HLC), and RH to the updated names throughout chapter 16, and
- Changing table 16.12.040.A to add a column indicating the number of dwelling units allowed, and revise Town Commercial in that table to allow ADU's in conjunction with historic resources, and
- Add to Middle Housing definition under 16.04.060 to include Accessory Dwelling Unit, and
- Revising the use of the term "Single-Family" to "Single-Household" in the appropriate contexts.

The motion passed unanimously.

COMMISSIONER COMMENTS

Chair Cook would like to see a discussion added to a future meeting about how to facilitate more affordable housing.

ADJOURNMENT

Chair Cook adjourned the meeting at 7:29pm

Respectfully submitted,

Community Planning Director

Deputy Clerk Chris Jolly

Joshua Engelbrecht



STAFF REPORT

DATE: May 6, 2025

TO: Coupeville Planning Commission

FROM: Joshua Engelbrecht, Community Planning Director

RE: Discussion – Capital Facilities and Utilities Elements
Planning Commission,

This is our sixth meeting to review our existing elements of the Comprehensive Plan. This time around, we are looking at our both our Capital Facilities Element and our Utilities Element.

As part of this discussion and upcoming discussions, Staff will pose the following questions to the Commission about each goal and its associated policies:

1. What is missing from this goal and its policies?
2. Is there anything that should be removed?
3. What do you think this goal does well?
4. What do you think this goal doesn't do well?
5. Are these changes something that the Town should be directly involved in? or is partnership necessary?

We will start our discussion with these overarching prompts and then we can dive into more specific thoughts and recommendations.

The Capital Facilities Element is where our discussions about the services and the facilities that support our community are housed. Out of all the services within Coupeville, the Town is specifically in charge of streets, parks, water, stormwater, and sewer. Other services like law enforcement, schools, and public transit are operated by outside agencies and require partnership with those entities to ensure their growth and planning is aligned with ours. Overall, the Capital Facilities element includes 7 goals and 36 more specific policies that are primarily focused on efficient and effective service, and appropriate financial management. The Capital Facilities appendix contains the background information on the broad array of facilities, expected costs, and existing and potential revenue sources.

The Utilities Element is where our more specific needs, design considerations, and requirements for our utility lines and services exist, compared to the Capital Facilities element, which is more concerned with the broad funding, coordination, and high level needs of all our services. Overall, the Utilities Element includes 4 goals and 41 more specific policies. The Utilities Appendix gives a little bit more detail on the non-Town-managed utilities and their future needs.

Attachments:

1. Coupeville 2023 Comprehensive Plan Capital Facilities + Utilities Elements
2. Capital Facilities + Utilities Appendices

Capital Facilities Element

Introduction

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

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

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



Figure 54 - Coupeville Town Hall

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

What does GMA require?

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

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

The process of addressing these five requirements helps the Town make wise use of Town funds by organizing and prioritizing projects. The first four requirements are addressed in the *CFP Appendix* and summarized here. The fifth requirement is addressed in Policy CF-3.7.

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

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

Level of Service (LOS) and Meeting Future Growth

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

Existing Conditions Summary

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

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

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

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

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

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

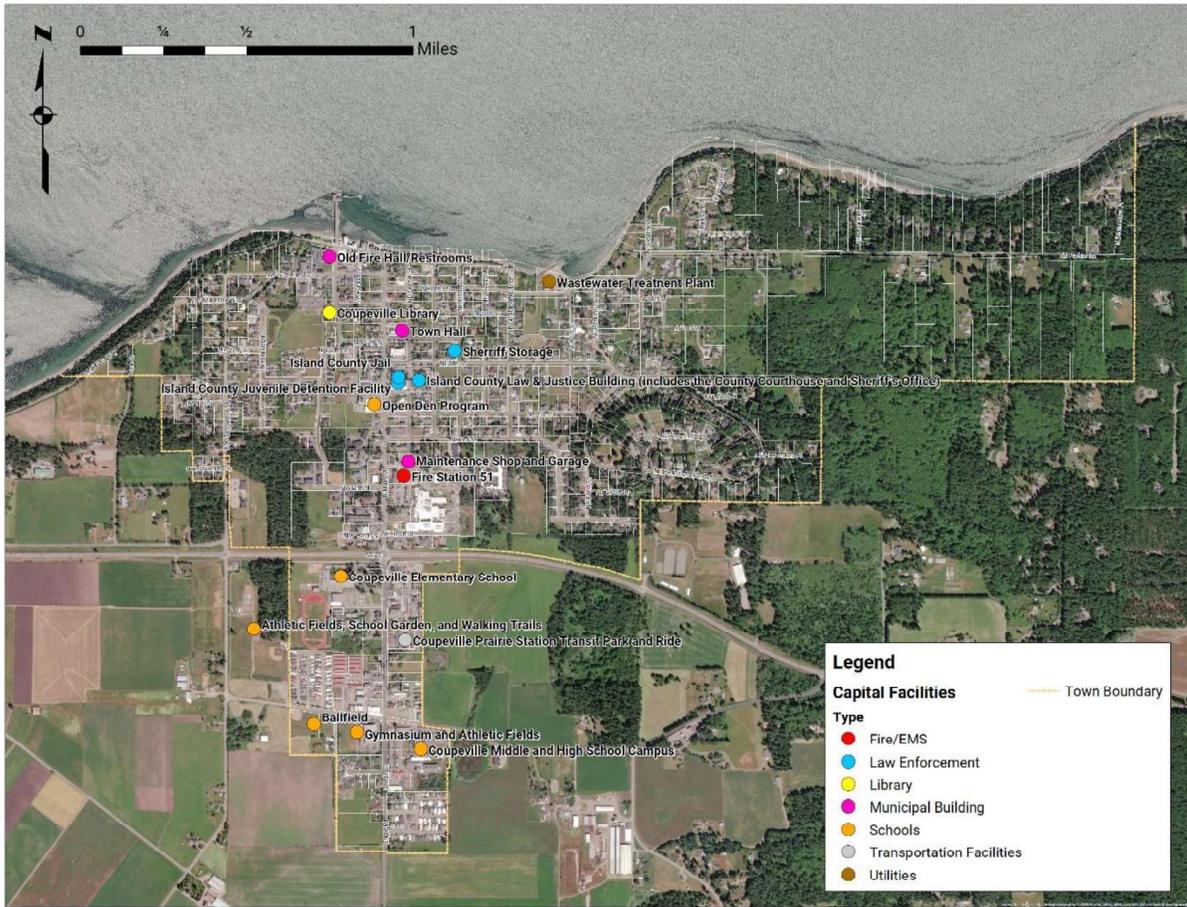


Figure 55 – Existing public facilities

Goals and Policies

Goal CF-1: Adequate facilities and services.

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

- CF-1.1 Plan capital facilities that have capacity and are located to serve existing development and future growth planned in the Land Use Element.
- CF-1.2 Adopt level of service (LOS) standards for individual services to measure performance and evaluate future facility needs as defined in Table CF-2.

Table CF-2 – Capital facility level of service standards

Facility Type	Level of Service
Town of Coupeville Municipal Buildings	Adequate to serve the town’s residents needs and administrative requirements.
Streets	See Transportation Element and <i>Appendix G – Transportation</i> .
Public Transit	See Transportation Element and <i>Appendix G – Transportation</i> .
Law Enforcement	<i>As established in the contract agreement between the Town of Coupeville and Island County Sheriff’s Office: Staffing: 24-hour staffing.</i>
Fire Response	<i>As established in the Central Whidbey Island Fire and Rescue Capital Projects Plan/Standard of Coverage Plan.</i>
Emergency Medical Services	<i>As established in the Central Whidbey Island Fire and Rescue Capital Projects Plan/Standard of Coverage Plan:</i> Note: Central Whidbey Island Fire and Rescue is currently updating their standards of coverage for fire and ambulance times. Coupeville plans to update their LOS to match when the standards are available. This will most likely occur during the next Comprehensive Plan update in 2025
Schools	<i>As established by the Coupeville School District Capital Facilities Plan:</i> K-5: 115 square feet per student. 6-8: 148 square feet per student. 9-12: 173 square feet per student.
Library	Open seven days per week.
Utilities Water Stormwater Sanitary Sewer Power Solid Waste	See Utilities Element, Goal 1.
Parks and Recreation	See Parks and Recreation Element, Goal 1.

- CF-1.3 Ensure new development meets Coupeville’s transportation LOS before development may be permitted. Mitigation may be required to meet the adopted LOS.
- CF-1.4 Maintain and use updated departmental functional plans (e.g., *Water System Plan, Comprehensive Sewer Plan, Integrated Stormwater Management Plan, Transportation Improvement Program, and Parks, Recreation and Open Space Plan*) to guide development of capital facilities and investment decisions within each functional area. Ensure functional plans are generally consistent with the adopted Comprehensive Plan.
- CF-1.5 Prioritize proposed capital improvement projects based on the following criteria:
- A. Whether the project is needed to meet federal, state or local requirements that protect public health, safety and welfare;
 - B. Whether the project is financially feasible, including costs associated with long-term maintenance and operations;
 - C. Whether the project is needed to correct existing deficiencies, replace needed facilities or extend the life of existing facilities;
 - D. Whether the project eliminates or diminishes public or environmental hazards; and
 - E. Whether the project is consistent with the adopted capital plans of other public service providers.

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

- CF-2.1 Prepare and adopt a 6-year Capital Facilities Plan (CFP) to finance capital facilities, assess funding capacities, and identify public and private financing to ensure adequate levels of service are maintained. Update a Capital Improvement Plan (CIP) concurrent with the budget to identify financing and implementation of facilities contained in the 6-year CFP. Ensure 20-year projected growth, level of service, and funding projections are also considered in the CFP.
- CF-2.2 Require development to carry a proportionate share of capital facility improvement costs to achieve and maintain the adopted LOS standards for essential capital facilities.
- CF-2.3 Use general fund revenues to fund capital improvements only if the project provides a broad public benefit.
- CF-2.4 Use long-term borrowing to fund projects when the proposed facility will provide benefits for 20 years or longer.

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

- CF-3.1 Maximize the use of existing facilities.
- CF-3.2 Pursue enhanced revenue (e.g., grants, low-interest loans, tax benefit districts and similar sources of funding) to finance capital improvements and maintain a sustainable tax base for the provision of public services.
- CF-3.3 Consider the use of impact fees as a funding mechanism to pay for capital facility improvements. Consider exempting certain land uses which have broad public purpose

See also Policy CF-2.2.

- (e.g., low-income housing) from paying impact fees.
- CF-3.4 Consider subsequent operating and maintenance costs when planning for capital facilities to ensure conformance with pertinent financial obligations.
 - CF-3.5 Design capital facilities that are adaptable, with flexibility to expand or be converted to other uses as the town’s needs change over time.
 - CF-3.6 Regularly review the Town’s land and facility holdings and, when public buildings or properties are no longer needed, consider offering them for lease or purchase by other public agencies if there is demonstrated public benefit before offering them for sale or lease to non-profit or private entities.
 - CF-3.7 Adjust the LOS, planned growth, and/or sources of revenue to maintain a balance between available revenue and needed capital facilities if projected funding is inadequate to finance capital facilities and services necessary to meet the Town’s adopted LOS.

Goal CF-4: Safe and efficient service. Locate capital facilities in such a way as to provide safe and efficient service to all residents. Plan, design, and site capital facilities in a fair and equitable manner.

- CF-4.1 Design capital improvements consistent with the small town and historic character of the community and Ebey’s Landing National Historical Reserve Design Guidelines.
-  CF-4.2 Provide capital facilities and services that protect and minimize their impact on the natural environment, particularly to critical areas.
-  CF-4.3 Consider future climate conditions during siting and design—including changes to temperature, precipitation, and sea level—to help ensure facilities can continue to exist and function as intended over their planned life cycle.



- CF-4.4 Incorporate consideration of physical health and well-being into decisions regarding the location, design, and operation of capital facilities.
- CF-4.5 Consider how capital facility decisions will impact different geographic areas and racial and socioeconomic groups.
- CF-4.6 Encourage public engagement and input into large public capital facility projects to identify community needs and benefits.

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

- CF-5.1 Seek creative partnerships to finance capital improvements.
- CF-5.2 Coordinate review of development proposals with other providers of public facilities and services—such as the Coupeville School District, Central Whidbey Fire and Rescue, Island Transit, and Island Disposal—to ensure adequate capacity to serve the proposal.
- CF-5.3 Work collaboratively with other providers of public facilities and service—such as Island County, Coupeville School District, Central Whidbey Island Fire and Rescue, WhidbeyHealth, the Island County Sheriff's Office, and Sno-Isle Libraries—to ensure efficient and effective delivery of public services.
- CF-5.4 Partner with Island County to extend water mains and service connections outside of Town limits in the Town's water service area.
- CF-5.5 Coordinate with other public agencies to ensure the efficient and equitable siting of essential public facilities, to ensure their impacts on adjacent uses at proposed or alternative locations have been anticipated,

and to mitigate disproportionate financial burdens to the Town.

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

- CF-6.1 Locate and develop essential public facilities to be compatible with adjoining land uses or designations to the greatest extent possible.
- CF-6.2 Locate essential public facilities in areas where they are best able to serve the individuals they are intended to serve.
- CF-6.3 Continue improving the review process for the siting or expansion of essential public facilities according to the requirements under Section 3.7 of the Island Countywide Planning Policies.
- CF-6.4 Ensure the Town’s zoning ordinance identifies the zoning districts within which various essential public facilities may be located, with or without a conditional use permit, ensuring that a given essential public facility is appropriate in a particular zoning district.
-  CF-6.5 Ensure the criteria for determining the location of essential public facilities is coordinated and consistent with other planning goal requirements, such as promoting economic stability and living wage jobs, protecting the environment, and supporting affordable housing.

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

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

- CF-7.1 Continue evaluating the adequacy of the Town’s public safety facilities and equipment, mutual aid agreements, personnel staffing, and

- programming for the present population and for changes in needs with anticipated growth.
- CF-7.2 Continue supporting community education programs on fire prevention, crime prevention, and community policing to increase the level of community awareness.
 - CF-7.3 Enhance public access to information relating to police activity, public safety, and security.
 - CF-7.4 Continue to support the Neighborhood Emergency Team (NET) and the partnership with the Island County Emergency Services Department in community neighborhood preparedness.

Utilities Element

Introduction

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

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

Existing Conditions Summary

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

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

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



Figure 56 - Coupeville Wastewater Treatment Plant (photo credit: Mary MacPherson)

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

Table U-1 – Utility service providers and functional plans

Facility Type	Provider(s)	Description	Applicable Plan(s)
<u>Town-managed</u>			
Water	Town of Coupeville Public Works and Utilities Department	Infrastructure for providing drinking water to the Town of Coupeville.	Adopted Water System Plan Island County Coordinated Water System Plan
Stormwater	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of stormwater within the town.	Adopted Integrated Stormwater Management Plan
Sanitary Sewer	Town of Coupeville Public Works and Utilities Department	Provides facilities used in collection, transmission, storage, and treatment or discharge of waterborne waste within the town.	Adopted Comprehensive Sewer Plan
<u>Non-Town-managed*</u>			
Power	Puget Sound Energy	Provides electric power to the Town of Coupeville.	PSE Integrated Resource Plan
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.	Island County Solid Waste and Moderate Risk Waste Management Plan Island County Capital Facilities Plan and Capital Improvement Program
Telecommunications	Various	Provide a range of services, including telephone, cable, personal wireless communication, and internet.	The Washington Utilities and Transportation Commission (WUTC) regulates the rates and services of telephone companies operating in Washington per 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.

Water and Sewer Service in Coupeville

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

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

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

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

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

Goals and Policies

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

- U-1.1 Coordinate utility providers’ planning with land use planning. Base the extension and sizing of system components on the land use plan of the area rather than allowing system capacity to determine land use, but allow utility providers to determine the implementation sequence of utility plan components.
- U-1.2 Adopt level of service (LOS) standards for individual services to measure performance and evaluate future facility needs as defined in Table U-2.

Table U-2 – Utility level of service standards

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

- U-1.3 Ensure new development meets Coupeville’s water and sanitary sewer LOS before development may be permitted. Mitigation may be required to meet the adopted LOS.
- U-1.4 Allow new development only when and where all available public utilities can adequately serve demand.
- U-1.5 Review new development applications for consistency with departmental functional plans (e.g., *Abbreviated Water System Plan*,

Comprehensive Sewer Plan, and Integrated Stormwater Management Plan).

- U-1.6 Process permits and approvals for utility facilities in a fair, predictable, and timely manner and in accordance with local, state, and federal regulations.
- U-1.7 Digitize the Town’s inventory of existing utilities—including water, sewer, and stormwater infrastructure – usage

Utility Specific

- U-1.8 Require connection to the Town water system for all new development within town limits unless otherwise allowed by State or County regulations. Encourage properties on existing private well systems to connect to Town water.
- U-1.9 Coordinate with Island County to require all new development and encourage existing properties on private well systems outside town limits but within the Coupeville water service area to connect to the Town water system.
-  U-1.10 Operate and maintain the stormwater system to protect surface and groundwater quality and preserve and enhance environmentally sensitive areas.
- U-1.11 Establish procedures for the elimination of inappropriate discharges into the stormwater system.
-  U-1.12 Design future stormwater facilities and upgrades to existing facilities to eliminate direct discharge of stormwater runoff to Penn Cove without proper treatment and to minimize the number of stormwater outfalls on Penn Cove.
- U-1.13 Require connection to the town sewer system for all new development within town limits where sewer service is available.
- U-1.14 Encourage conversion from on-site septic systems as sewer lines become available.



- U-1.15 Require conversion from on-site septic systems when on-site systems fail and sewer facilities are available.
- U-1.16 Require that installation of septic tanks or other alternative domestic waste systems meet Island County Department of Health standards for soil suitability and location.

Goal U-2: Quality, affordable utility service.
 Ensure safe, reliable, and quality utility services are available at reasonable and equitable rates throughout Coupeville.

- U-2.1 Provide timely, effective notice of new construction and road maintenance projects. Promote co-location of utility facilities in shared trenches where reasonably feasible and coordination of construction timing to minimize construction related disruptions and reduce the cost of utility delivery.
- U-2.2 Structure rates and fees for Town-operated utilities to recover all costs, including overhead and costs related to the extension, operation, and maintenance of those utilities.
- U-2.3 Assign costs for utility extensions and installations for new development and recently annexed areas to the developer or property owners.
- U-2.4 Explore reduced utility connection fees for low-income households and small infill housing.
-  U-2.5 Encourage conservation of resources to delay the need for additional facilities.
- U-2.6 Encourage system design practices that minimize the number and duration of interruptions to customer service.
- U-2.7 Promote public awareness of proper procedures for notification of utility providers prior to construction activities (e.g., Call Before You Dig, etc.).

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



Goal U-3: Sensitive and Sustainable Design.

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

- U-3.1 Ensure that utility facilities are sited, designed, and buffered to be compatible with surrounding areas. Update design regulations to minimize visual and noise impacts associated with the siting and design of utility infrastructure (e.g., light and glare, screening and landscaping, location of above-ground facilities, sound barriers).
- U-3.2 Consolidate utilities where feasible.
- U-3.3 Work with utility providers to inform the community about utility activities and to provide opportunities for public engagement in the planning processes.
- U-3.4 Monitor land uses within wellhead protection areas for potential contamination sources for the town water supply wells.
- U-3.5 Assure that utility facilities are sited, constructed, operated, and maintained consistent with environmental best management practices to minimize impacts on natural features, sensitive and/or critical areas, and water quality and quantity. For example, street lighting should be shielded and directed downward.



- U-3.6 Employ Low Impact Development (LID) practices where feasible through Town projects, incentive programs, and revised development standards and street regulations.
- U-3.7 Ensure exposure to human-made electromagnetic fields in Coupeville is consistent with State and Federal regulations and guidelines set by the International Commission on Non-Ionizing Radiation Protection.
- U-3.8 Encourage utility providers to minimize tree trimming and vegetation removal during routine maintenance. Require utility providers

- to notify the Town prior to maintenance or removal of vegetation in public right-of-way.
- U-3.9 Promote public education on choosing and maintaining vegetation with growth habits that will not interfere with nearby utilities.
 - U-3.10 Require underground installation of new utility services and, when economically feasible, encourage conversion of existing overhead systems to underground systems through local improvement districts, contract agreements between property owners and utility companies, and by other legal means. Prioritize undergrounding utilities in historic areas and non-residential districts.
 - U-3.11 Support the use of utility corridors for recreation and open space purposes, where appropriate.



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

- U-4.1 Facilitate conversion to cost effective and environmentally sensitive alternative technologies and renewable energy sources while incorporating the latest technologies available into the services provided.
- U-4.2 Encourage the use of energy conservation design strategies in building designs and land use.
- U-4.3 Encourage the use of solar energy for water and space heating and adopt standards to protect solar access.
- U-4.4 Require new multifamily and commercial development to provide on-site recycling services.
- U-4.5 Encourage and actively participate in a uniform regional approach to solid waste management that promotes education, recycling, and composting while maintaining a cost-effective and responsive collection system.

- U-4.6 Work with the Town’s solid waste hauler to include glass and yard waste in curbside recycling for residential and commercial customers.
- U-4.7 Investigate the establishment of a Town-led model recycling program and use recycled products for Town activities whenever possible.

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.

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 55 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 55** 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.	Island Transit 6-Year Transit Development Plan
Law Enforcement	Town of Coupeville via contract with Island County Sherriff’s Office	Provides facilities that support the provision of law enforcement services.	Island County Capital Facilities Plan and Capital Improvement Program
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	Central Whidbey Island Fire and Rescue Integrated Comprehensive Plan , including: <ul style="list-style-type: none"> • Strategic Plan (Vol. 2) • Standard of Coverage & CPR Plan (Vol. 3) • Long Term Financial Plan (Vol. 5) • Capital Projects Plan (Vol. 6) WhidbeyHealth Strategic Plan

		ambulance under contract with WhidbeyHealth.	
Schools	Coupeville School District (School District 204)	Provides facilities for instruction for the Town of Coupeville.	Coupeville School District Strategic Plan (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.	Sno-Isle Libraries Policies and Guidelines Sno-Isle Libraries Annual Budget
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.¹ Coupeville also considers major water treatment, transmission, and storage facilities as essential public facilities.²

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

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

² 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 56 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
Municipal Building	Town Hall	4 NE 7 th St	Town of Coupeville
Educational Facilities	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
Transportation Facilities	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
Regional Transit Authority Facilities	Coupeville Prairie Station Transit Park	201 S Main St	Island County Transit
Correctional Facilities	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 th St NE	Island County
In-Patient Facilities	WhidbeyHealth Medical Center	101 N Main St	WhidbeyHealth
	Regency Coupeville	311 NE 3 rd St	Regency Pacific
Mental Health Services	Compass Health	20 NW 1 st St	Compass Health
Homeless Services	Island County Human Services	105 NW 1 st St	Island County
Municipal Sewage Treatment Facilities	Wastewater Treatment Plant	600 NE 9 th St	Town of Coupeville
Other Utilities	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.³

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.⁴ 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.

³ 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.

⁴ 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.

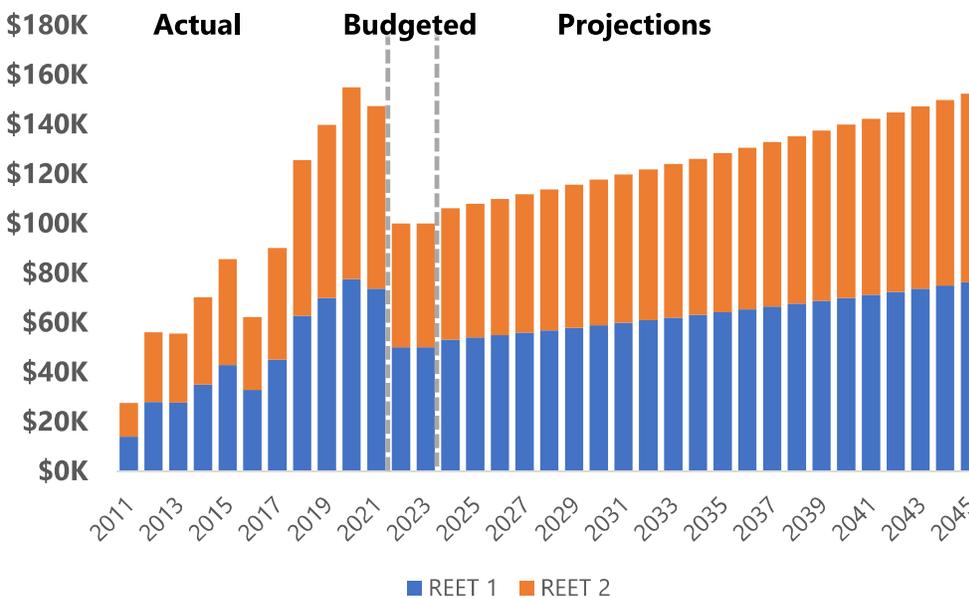
Coupeville is authorized by the state to impose two separate REET levies. REET 1 and REET 2 each allow for a levy of 0.25% on the property's selling price, for a total tax of 0.5% of total sale price. All proceeds must be used for capital spending, as defined in RCW 35.43.040. REET 2 is more restricted 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 57](#).

Exhibit 57. Actual, Budgeted, and Projected REET 1 & REET 2 Revenues (2011-2045), Year of Expenditure Dollars (YOE\$)



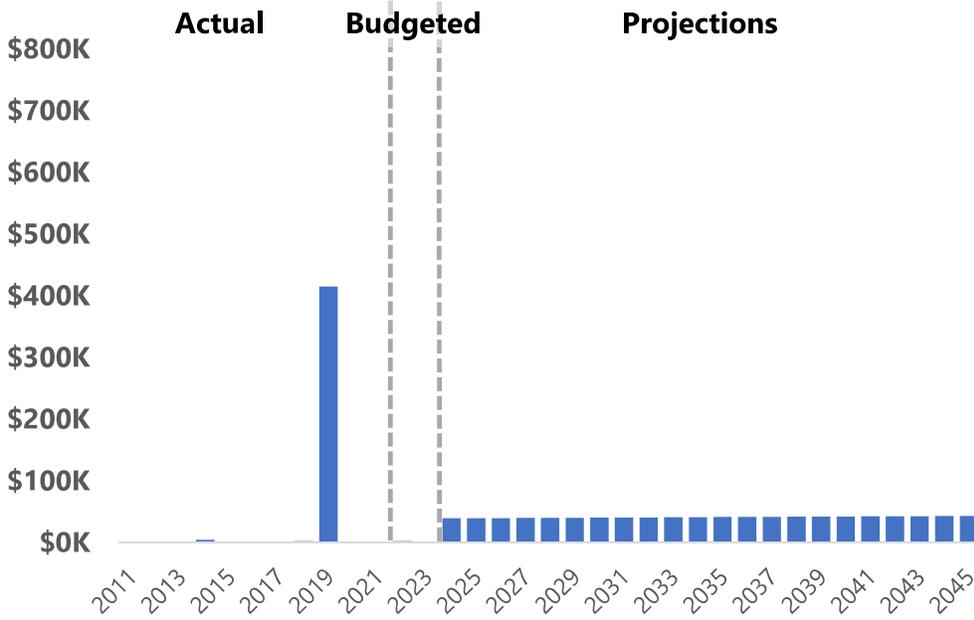
Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. Projections are rounded to the nearest \$10,000. Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence 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 58** 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. YOES = 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.

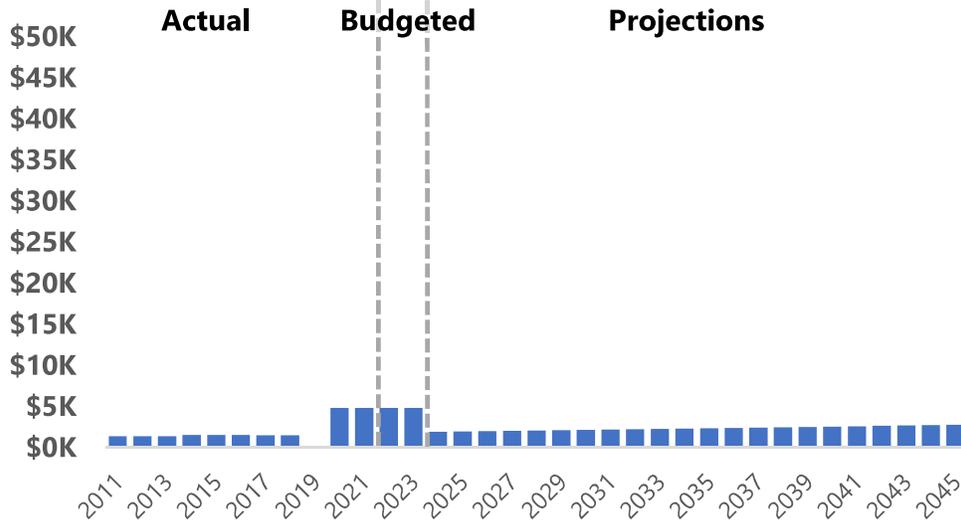
General Fund: General Revenues

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 59**.

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 60 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
REET 1	\$380,000	\$320,000	\$360,000	\$400,000	\$370,000	\$1,450,000
REET 2	\$380,000	\$320,000	\$360,000	\$400,000	\$370,000	\$1,450,000
Harbor Leases	\$20,000	\$10,000	\$10,000	\$10,000	\$10,000	\$40,000
Grants	\$400,000	\$220,000	\$290,000	\$340,000	\$310,000	\$1,160,000
Total	\$1,180,000	\$870,000	\$1,020,000	\$1,150,000	\$1,060,000	\$4,100,000
Total with Fund Balance		\$1,820,000				\$5,050,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.
Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2023.

Municipal Buildings; Parks and Recreation Facilities: Cost and Revenue Comparison

This six-year comparison looks at the total dedicated capital revenue sources for municipal buildings and parks and recreation facilities with planned project costs for the six-year planning horizon of 2023-2028 in order to understand the difference between future dedicated capital costs and potential future revenues. As of the end of 2022, Coupeville is projected to have a fund balance of around \$910,000 for the Capital Improvement Fund and a balance of \$40,000 for the Harbor Improvement Fund. These funds are also available to cover municipal buildings and parks and recreation facilities capital costs during the six-year time period.

As shown in Exhibit 61, 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
Estimated Capital Revenues	\$870,000
Estimated 2022 Fund Balance	\$950,000
Estimated Capital Costs	\$3,630,000
Estimated Capital Funding Surplus / (Deficit)	(\$1,810,000)

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.
Sources: Town of Coupeville, 2023; Washington State Auditor’s Office Financial Intelligence Tool, 2021, BERK, 2022.

Streets

The Town’s Street Fund (Fund 101) provides funding for the Town’s street operations and transportation capital projects. Funding sources for the Street Fund include state and federal grants; state distributions of Capron refunds, multimodal transportation funds, and motor vehicle fuel tax (MVFT) revenue; miscellaneous revenues; and operating transfers from the Town’s General Fund into the Street Fund.

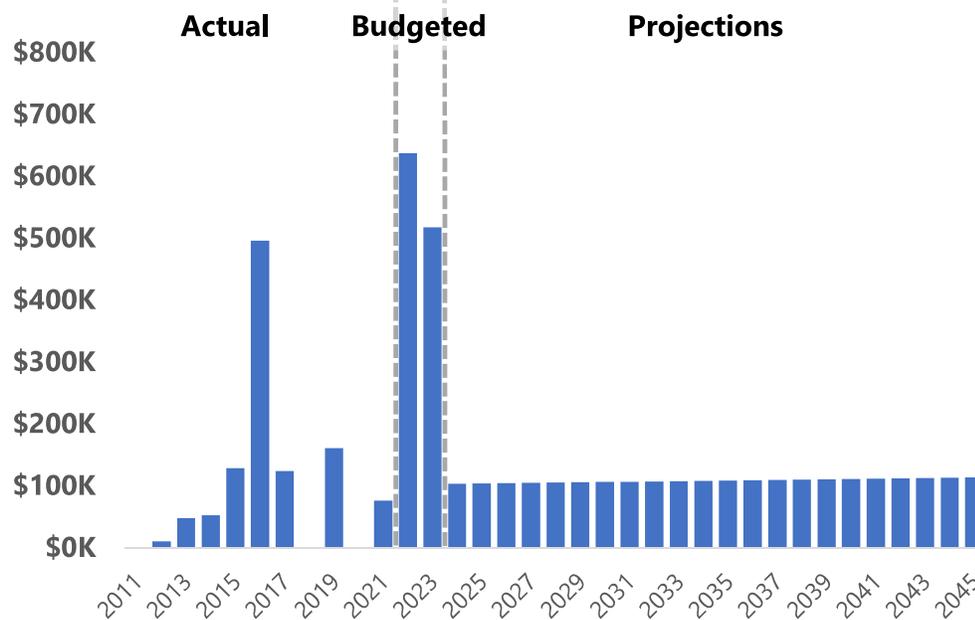
Street Fund: Operating Transfers

Since 2014, the Town has transferred at least \$18,000 per year into the Street Fund from the General Fund for capital projects. 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 62** 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 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 63 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
Operating Transfers	\$770,000	\$110,000	\$110,000	\$110,000	\$90,000	\$420,000
Grants	\$990,000	\$1,110,000	\$770,000	\$870,000	\$820,000	\$3,560,000
Total	\$1,760,000	\$1,210,000	\$880,000	\$980,000	\$910,000	\$3,980,000
Total with Fund Balance		\$1,210,000				\$3,980,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.
Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

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 64**, 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
Estimated Capital Revenues	\$1,210,000

Estimated 2022 Fund Balance Available for Capital Costs	\$0
Estimated Capital Costs	\$4,510,000
Estimated Capital Surplus / (Deficit)	(\$3,300,000)

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.
Sources: Town of Coupeville, 2023; Washington State Auditor’s Office Financial Intelligence Tool, 2021; BERK, 2022.

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](#)

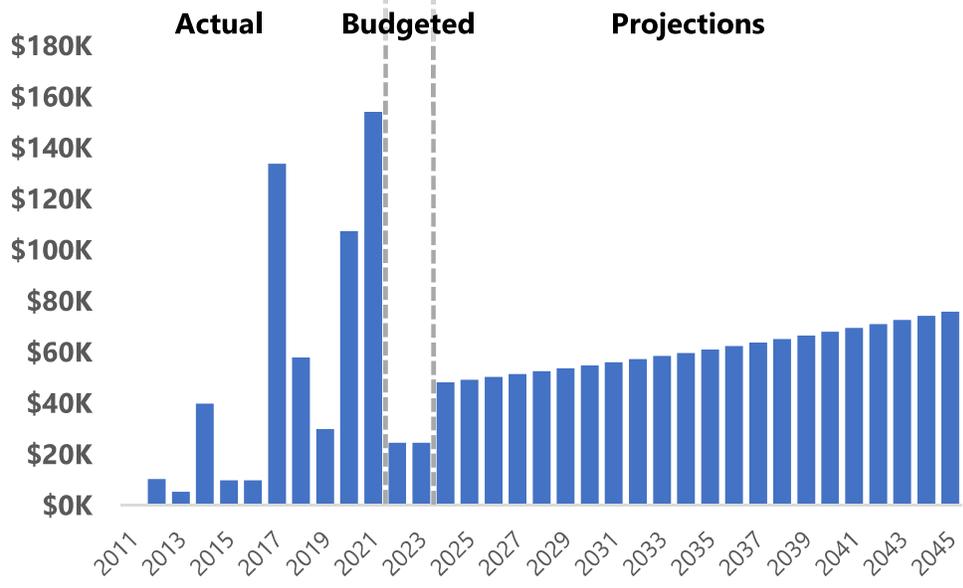
The Town of Coupeville funds capital projects for its water, sewer, and stormwater utility capital facilities out of its Water Utility (Fund 410), Sewer Utility (Fund 420), and Stormwater Utility (Fund 430) funds, respectively. Capital funding sources for the Water Utility Fund over the last 10 years 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 65** 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), YOE\$

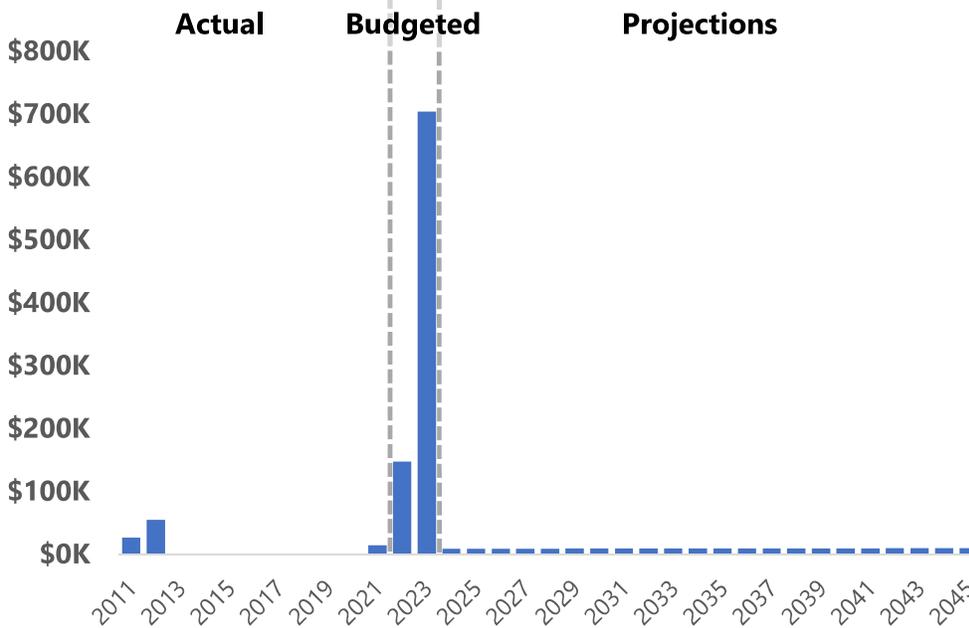


Note: Estimates are shown on an annual basis, but the purpose of this analysis is to establish planning-level estimates appropriate for the 2023-2045 plan period. YOE\$ = Year of Expenditure Dollars. Sources: Town of Coupeville, 2022; Washington State Auditor’s Office Financial Intelligence Tool, 2021; 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 66** 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 67 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
Water and Sewer Hook-up Fees	\$510,000	\$280,000	\$340,000	\$390,000	\$360,000	\$1,370,000
Grants	\$160,000	\$780,000	\$60,000	\$70,000	\$70,000	\$980,000
Total	\$670,000	\$1,060,000	\$400,000	\$460,000	\$430,000	\$2,350,000
Total with Fund Balance		\$1,390,000				\$2,680,000

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.
Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2022.

Water, Sewer, and Stormwater Utilities: Cost and Revenue Comparison

This six-year comparison looks at the total dedicated capital revenue sources for water, sewer, and stormwater facilities with planned project costs for the six-year planning horizon of 2023-2028 in order to understand the difference between future dedicated capital costs and potential future revenues. As of the end of 2022, Coupeville is projected to have an available combined fund balance of around \$330,000 across the capital utility funds. These funds are also available to cover utility capital costs within their respective funds during the six-year time period.

As shown in **Exhibit 68**, 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
Estimated Capital Fund Revenues	\$1,060,000
Estimated Available 2022 Fund Balance	\$330,000
Estimated Capital Improvement Costs	\$12,910,000
Estimated Capital Funding Surplus / (Deficit)	(\$11,520,000)

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 69 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
REET 1	\$380,000
REET 2	\$380,000
Harbor Leases	\$20,000
Operating Transfers	\$770,000
Awarded Grants	\$1,550,000
Water and Sewer Hook-up Fees	\$510,000
Total	\$3,610,000

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 70 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
REET 1	\$320,000	\$360,000	\$400,000	\$370,000	\$1,460,000
REET 2	\$320,000	\$360,000	\$400,000	\$370,000	\$1,460,000
Harbor Leases	\$10,000	\$10,000	\$10,000	\$10,000	\$40,000
Operating Transfers	\$110,000	\$110,000	\$110,000	\$90,000	\$420,000
Grants	\$2,100,000	\$1,120,000	\$1,280,000	\$1,200,000	\$5,700,000
Water & Sewer Hook-up Fees	\$280,000	\$340,000	\$390,000	\$360,000	\$1,370,000
Total	\$3,140,000	\$2,300,000	\$2,590,000	\$2,400,000	\$10,430,000
Total with Fund Balance	\$4,420,000				\$11,710,000

Note: Projections are rounded to the nearest \$10,000. YOES\$ = Year of Expenditure Dollars.
Sources: Town of Coupeville, 2022; Washington State Auditor's Office Financial Intelligence Tool, 2021; BERK, 2023.

Six-Year Cost and Revenue Comparison

This six-year comparison looks at the total dedicated revenue sources with the Town's planned project costs for the six-year planning horizon of 2023-2028 in order to

understand the difference between future dedicated capital costs and potential future revenues. This 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 70](#) for context in future capital planning periods.

Exhibit 71 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
Total Capital Revenues Available	\$4,420,000
Total Capital Costs	\$21,060,000
Estimated Total Dedicated Funding Surplus/(Deficit)	(\$16,640,000)

Note: Projections are rounded to the nearest \$10,000. YOES = Year of Expenditure Dollars.

Note: Estimated revenues available include projected 2022 year-end available fund balances.

Sources: Town of Coupeville, 2023; Washington State Auditor’s Office Financial Intelligence Tool, 2021, BERK, 2023.

Policy Options and Other Funding Sources

There are additional policy tools and sources available to the Town to fund capital projects. These policy tools and sources include:

- **Bonds.** The Town has used and can use bonds to support capital facilities funding. Bonds require another backing revenue source, such as utility service charges or property tax revenues, to pay the debt service on the bonds over time.
- **Impact Fees.** Impact fees are a financing tool allowed under state law that requires new development to pay a portion of the costs associated with infrastructure improvements that are related to the development. GMA allows agencies to implement transportation, parks, fire, and/or school impact fee programs to help fund some of the costs of capital facilities needed to accommodate growth. State law requires that impact fees be related to improvements that serve new development and not existing deficiencies, that they are assessed proportional to the impacts of new development, that they are allocated for improvements that reasonably benefit new development, and that they are spent on facilities identified in the Capital Facilities Plan. The Town of Coupeville previously collected park impact fees but stopped collecting them in 2018 after facing challenges in identifying

eligible parks and recreation capital projects that could be completed within the 10-year timeframe stipulated under state law.

- **Local Improvement Districts/Road Improvement Districts (LIDs/RIDs).** LIDs and RIDs are taxing districts that the Town has the statutory authority to create. A district could be used to levy additional property tax to cover debt service payments on the sale of bonds purchased to finance projects within the district. Revenues from the levy must be used for local, clearly defined areas where the land owners are being assessed the additional tax benefit. LIDs, by law, can be used for water, sewer, and stormwater projects. RIDs may be used for road funding and street improvements.
- **State Infrastructure Authorities.** The Town has options for creating specialized authorities to fund public infrastructure, such as public facility districts and public development authorities. These authorities each have specific purposes and formation requirements. In 2021, the Washington State Legislature authorized local jurisdictions to form tax increment financing (TIF) districts. Under this new authority, the Town can have up to two TIF districts at any one time. As authorized, TIF districts can collect property tax revenues on incremental increases in property values within a defined area to pay for public improvements.
- **Grants.** State, federal, and private grant programs can be pursued for competitive regional priorities for infrastructure investments. Pursuing grant opportunities requires resources, and success is not guaranteed.
- **Public-Private Partnerships.** Public-private partnerships are joint agreements between a governmental jurisdiction and private corporation (including 501(c)3s. Public-private partnerships have legal requirements and issues of control that must be considered on a case-by-case basis. Washington State’s constitutional restriction on public entities giving or lending funds and credit to private enterprises requires that public entities need to demonstrate that any partnership with a private entity will generate public good worth more than the value provided to the private entity.⁵
- **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.

⁵ 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 72 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 ²
Public Works Shop and Garage	205 N Main St	1,872 ft ² and 2,178 ft ²
Recreation Hall	901 NW Alexander St	2,800 ft ²

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 ft² 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 73 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+
Category I: Capacity Increasing Projects	\$600	\$600	\$0
Town Hall expansion	\$500	\$500	\$0
Town Shop pole barn	\$100	\$100	\$0
Category II: Capital Replacement, Maintenance & Operations	\$1,150	\$450	\$700
Technology upgrades	\$650	\$200	\$450
Building improvements	\$500	\$250	\$250
Total	\$1,750	\$1,050	\$700

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 74 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+
Category I: Capacity Increasing Projects	\$4,735.35	\$2,285.35	\$2,450
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
Category II: Capital Replacement, Maintenance & Operations	\$8,030	\$2,220	\$5,810
Roadway maintenance and operations	\$7,330	\$2,000	\$5,330
Sea level rise adaptation	\$260	\$100	\$160
Landscaping	\$440	\$120	\$320
Total	\$12,770	\$4,510	\$8,260

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 75** 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

Project Name	Anticipated Timeline	Occupy Year	Total Project Cost (2022 \$s)	Escalated Total (Midpoint)
Annex Renovation: Jail Expansion (with \$2M budget for upgrades)	2021-2024	2024	\$19,203,400	\$17,000,000
Expand Law & Justice Building*	2025-2028	TBD	\$6,642,800 – \$7,451,000	\$6,900,000 – \$7,700,000

Note: Costs are considered order-of-magnitude and are escalated to the midpoint of construction as indicated by the anticipated timeline. Total project costs reported in 2018 dollars in the County’s Facilities Master Plan are updated to 2022 dollars using the Mortenson construction cost index.

* Projected project costs depend on whether the District Court chooses to stay in Oak Harbor or co-locate with the Superior Court in Coupeville.

Sources: Island County Comprehensive Facilities Master Plan (Table 5.1 and Figure 5.13), 2019; Mortenson Construction Cost Index, 2022.

H.3.D - Fire and Emergency Medical Services

Overview

Fire and emergency medical services (EMS) in Coupeville are provided by Central Whidbey Island Fire and Rescue (CWIFR) and WhidbeyHealth.⁶ 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.⁷

CWIFR has budgeted for 13 full-time, 7 part-time, and 22 volunteer personnel in 2023.⁸ 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

⁶ Coupeville annexed to the CWIFR District in January 1997.

⁷ CWIFR Capital Projects Plan, 2018-2028 (Volume 6 of the Integrated Comprehensive Plan).

⁸ 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.⁹ 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 76**) – 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

⁹ 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 2023.¹⁰ 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.¹¹ **Exhibit 77** 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
Apparatus			
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
Equipment			
Replace/Upgrade AEDs	\$36,338	\$36,338	—
Stairmill (Fitness Equipment)	\$9,752	\$9,752	—
Fit Test Machine	\$14,859	\$14,859	—

¹⁰ CWIFR 2023 Adopted District Budget (page 58).

¹¹ 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
Technology Infrastructure			
Portable Radio Replacement (P25)	\$477,084	\$215,000	\$262,084
Server Replacement	\$13,612	\$13,612	—
Facilities			
Access, Fire & Security System Replacement	\$10,000	\$10,000	—
Station 54 Generator	\$48,631	—	\$48,631
Station 51 Capital Maintenance & Repair	Not available	Not scheduled	
Station 52 Capital Maintenance & Repair	Not available	Not scheduled	
Station 53 Capital Maintenance & Repair	Not available	Not scheduled	
Station 54 Capital Maintenance & Repair	Not available	Not scheduled	

Source: CWIFR 2023 Adopted Budget, (Table 35), 2023-2033.

H.3.E - Schools

Overview

The Coupeville School District stretches across Central Whidbey Island from San de Fuca in the north to Honeymoon Bay in the south and serves a population of a little under 11,000 people.¹² 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.¹³ 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.¹⁴ 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 78** by site. The total gross square footage for all District facilities is 194,609 ft².

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 ²
Middle and High School Campus 501 S Main St	District Office/Annex	12,000 ft ²
	Middle School	33,550 ft ²
	High School	47,355 ft ²
	Bus Barn	Covered Space: 7,176 ft ² Office: 420 ft ²
	Maintenance Building	3,240 ft ²
Gymnasium and Athletic Fields 501 S Main St	Gymnasium (High School and Middle School)	39,668 ft ²

Source: Coupeville School District, 2022.

¹² 10,713 people per the [Coupeville School District Profile](#) (2020 Decennial Census, Table P1).

¹³ [OSPI Report Card for Coupeville School District](#), 2022.

¹⁴ 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 ft² per student.
- **Grades 6-8:** 148 ft² per student.
- **Grades 9-12:** 173 ft² per student.

Based on the square footages in **Exhibit 78**, 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 79**.

Exhibit 79. Existing and Projected District Capital Facilities

Site	LOS	LOS Capacity	2021-22 Enrollment
Grades K-5	115 ft ² / student	445 students	430 students
Grades 6-8	148 ft ² / student	227 students	191 students
Grades 9-12	173 ft ² / 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 80** 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 st Priority	2 nd Priority	3 rd 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 st Priority	2 nd Priority	3 rd 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	—	—
Subtotal	\$2,975,000	\$1,170,000	\$1,635,000
3% Each Year Additional Cost		\$35,100	\$98,100
Total	\$2,975,000	\$1,205,100	\$1,733,100
Grand Total			\$5,163,200

Note: This is a draft list of future facility needs that would likely be part of a future levy. The final list of projects and anticipated costs may change prior to a final proposed levy or bond.
Source: Coupeville School District, 2022.

H.3.F - Library

Overview

The Coupeville Library is owned and operated by the Sno-Isle Regional Library District. The purpose-built home of the Coupeville Library was constructed in 1987 on land purchased from the Coupeville Festival Association. Sno-Isle Libraries assumed responsibility for managing the facility in 1997 and assumed ownership of the building in 2007. The library was also expanded in 2007. Prior to the expansion, the building was 20 years old and 2,660 ft² in size. The expansion consisted of a 3,200 ft² 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 81**). 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
Parks	Typically have high levels of recreation and/or facility development. Includes parks able to support a wide range of activities or with regionally important facilities, areas for more intense and varied recreational activities, and specialized facilities serving a single purpose, limited population, or specific group.	Varies according to location and size.	May be linked with specific neighborhoods or within close proximity to associated uses, within residential neighborhoods (primarily local access), or unlinked to specific neighborhoods (generally with good access/parking).
Open Space	Generally undeveloped with passive recreation or natural systems focus.	Varies according to location.	Highly diverse in character.
Trails / Walkways	Paved and un-paved routes (including sidewalks) connecting neighborhoods and other recreation facilities.	Varies according to location.	Connect neighborhoods or other facilities.

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 82**, **Exhibit 83**, and **Exhibit 84** 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
Total	21,831 ft	4.123 mi	

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 84.

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
Total	18,702 ft	3.542 mi

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 ft² 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.¹⁵ The 17,370 ft² 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 83**. Using a combination of grants, community contributions and Town labor, the trails initiative began in 1998 with a goal to create an

¹⁵ 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 84** 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.¹⁶ 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

¹⁶ 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 85 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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Parks	3.5 acres / 1,000 population	12.92 acres	6.63 acres	6.10 acres	5.94 acres	5.31 acres
Open Space	5.0 acres / 1,000 population	22.70 acres	11.64 acres	12.95 acres	12.74 acres	16.83 acres
Trails / Walkways	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 82](#), [Exhibit 83](#), and [Exhibit 84](#) (see also the definition of facility types in [Exhibit 81](#)). 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 86 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+
Category I: Capacity Increasing Projects	\$4,626	\$1,945	\$2,681
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
Category II: Capital Replacement, Maintenance & Operations	\$1,360	\$630	\$730
Repairs and maintenance	\$1,000	\$500	\$500
Sea level rise adaptation	\$260	\$100	\$160
Open space reforestation	\$100	\$30	\$70
Total	\$5,990	\$2,580	\$3,410

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 1-90.¹⁷ 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 87 and **Exhibit 88** 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)
In-town Wells			
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

¹⁷ 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)
Fort Casey Well Field			
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 89 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+
Category I: Capacity Increasing Projects	\$18,640 – \$20,340	\$5,388.5	\$8,700 – \$10,100
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
Category II: Capital Replacement, Maintenance & Operations	\$18,640 – \$20,340	\$2,978	\$1,570 – \$1,870
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
Total	\$18,640 – \$20,340	\$8,370	\$10,270 – \$11,970

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 90**). 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 91**. 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 rd 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
Total	5,175 feet	7,930 feet	4,305 feet	17,410 feet (3.3 miles)

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.¹⁸

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.

¹⁸ 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 92 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+
Category I: Capacity Increasing Projects	\$2,058	\$616	\$1,442
Outfall extensions and additions	\$1,150	\$350	\$800
Stormwater treatment improvements	\$908	\$266	\$642
Category II: Capital Replacement, Maintenance & Operations	\$306	\$104	\$202
Storm system engineering, surveying, and planning	\$191	\$69	\$122
Culvert and outfall replacement	\$115	\$35	\$80
Total	\$2,360	\$720	\$1,640

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 93**, **Exhibit 94**, and **Exhibit 95**.

Exhibit 93. Design Criteria for the Coupeville WWTP

Parameter	Design Quality
Maximum Month Design Flow (MMDF)	0.44 MGD
Peak Flow	1.56 MGD
BOD₅ Loading for Maximum Month	648 lbs/day
TSS Loading for Maximum Month	488 lbs/day

Note: BOD₅, = 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
BOD₅ (concentration)	30 mg/L	45 mg/L
BOD₅ (concentration)	In addition, the BOD ₅ effluent concentration must not exceed fifteen percent (15%) of the average influent concentration.	
TSS (concentration)	30 mg/L	45 mg/L
TSS (concentration)	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
Fecal Coliform	200 organisms/100 mL	400 organisms/100 mL

Parameter	Daily Minimum	Daily Maximum
pH	6.0 standard units	9.0 standard units

Parameter	Average Monthly	Maximum Daily
Total Residual Chlorine	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)
BOD₅ Monthly Average	30	110
BOD₅ Weekly Average	45	165
TSS Monthly Average	30	110
TSS Weekly Average	45	165

Source: NPDES Permit (Table 7), July 2019.

Exhibit 96 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).¹⁹ Per capita gpd and lbs/day assume the 2010 average daily flow, peak day flow, average BOD₅, and average TSS correlate with the 2010 residential population of 1,831. The 2045 estimated maximum month design flow, peak day flow, average BOD₅, 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
Maximum Month Design Flow (MMDF)	440,000 gpd (0.44 MGD)	3,891	207,000 gpd	113 gpd	245,890 gpd
Peak Flow	1,560,000 gpd (1.56 MGD)	6,996	410,000 gpd	224 gpd	487,029 gpd

¹⁹ 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
BOD₅ Loading for Maximum Month	648 lbs/day	2,446	485 lbs/day	0.265 lbs/day	576 lbs/day
TSS Loading for Maximum Month	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 BOD₅ 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.²⁰

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:²¹

- 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

²⁰ Per the Sewer Plan, food handling facilities such as restaurants, coffee shops, taverns, schools with cafeterias, and hospitals contribute a disproportionate higher amount of BOD₅ and TSS loadings than single-family residences.

²¹ 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 97 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+
Category I: Capacity Increasing Projects	\$8,800 – \$9,600	\$2,400	\$6,400 – \$7,200
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
Category II: Capital Replacement, Maintenance & Operations	\$5,086 – \$5,586	\$1,426	\$3,660 – \$4,160
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
Total	\$13,890 – \$15,190	\$3,830	\$10,060 – \$11,360

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 98 and **Exhibit 99** 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+
Municipal Buildings	\$1,750,000	\$1,050,000	\$700,000
Streets	\$12,770,000	\$4,510,000	\$8,260,000
Parks & Recreation	\$5,990,000	\$2,580,000	\$3,410,000
Water	\$18,640,000 – \$20,340,000	\$8,370,000	\$10,270,000 – \$11,970,000
Stormwater	\$2,360,000	\$720,000	\$1,640,000
Sanitary Sewer	\$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+
Law Enforcement	\$25,846,200 – \$26,654,400	\$19,203,400	\$6,642,800 – \$7,451,000	Not Available
Fire & Emergency Medical Services	\$2,821,697	\$922,320	\$122,682	\$1,776,695
Schools	\$5,163,200	Cost by Year Not Available		
Library	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)
Town-managed			
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
Non-Town-managed*			
Power	Puget Sound Energy	Provides electric power to the Town of Coupeville.	PSE Integrated Resource Plan
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.	Island County Solid Waste and Moderate Risk Waste Management Plan Island County Capital Facilities Plan and Capital Improvement Program
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.¹ 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.² 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:³

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

¹ PSE also provides natural gas service in other parts of it's service area.

² [U.S. Energy Information Administration \(EIA.gov\)](#), 2023.

³ 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.