FREELAND SUBAREA PLAN 2016

ISLAND COUNTY

ORD C-139-16 | December 13, 2016

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ACRONYMS

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BRT	Bus Rapid Transit
FSP	Freeland Subarea Plan
FPA	Future Planning Area
GIS	Geographic Information System
GMA	Growth Management Act
HOA	Home Owners Association
ICCP	Island County Comprehensive Plan
LID	Low Impact Development
NMUGA	Non-Municipal Urban Growth Area
RCD	Regional Center Development
RAID	Rural Area of Intense Development
TND	Traditional Neighborhood Development
TOD	Transit Oriented Development
UGA	Urban Growth Area
UGB	Urban Growth Boundary

DEFINITIONS

A-Grid | Cumulatively, those Thoroughfares that by virtue of their preexisting pedestrian-supportive qualities, or their future importance to pedestrian connectivity, are held to the highest standards prescribed by the Code. See B-Grid. (Syn: primary grid.)

Accessory Building | An Outbuilding with an Accessory Dwelling Unit.

Accessory Dwelling Unit | An Apartment sharing ownership and utility connections with a Principal Building; it may or may not be within an Outbuilding. (Syn: ancillary unit)

Affordable Housing | Dwellings consisting of rental or for-sale units that have a rent (including utilities) or mortgage payment typically no more than 30% of the income of families earning no more than 80% of median incomes by family size for the county.

Allee | A regularly spaced and aligned row of trees usually planted along a Thoroughfare or Path.

Amenity | A physical feature or element that adds value to the Public Realm.

Apartment | A Residential unit sharing a building and a Lot with other units and/or uses; may be for rent, or for sale as a condominium.

Arcade | A Private Frontage conventional for Retail use wherein the Facade is a colonnade supporting habitable space that overlaps the Sidewalk, while the Facade at Sidewalk level remains at the Frontage Line.

Attic | The interior part of a building contained within a pitched roof structure.

Auto-Oriented | A built environment that caters primarily to automobiles.

Auto-Scaled | Elements of the physical environment, such as buildings and signs, which are scaled to the experience of the motorist.

Avenue (AV) | A Thoroughfare of high vehicular capacity and low to moderate speed, acting as a short distance connector between urban centers, and usually equipped with a landscaped median.

B-Grid | Cumulatively, those Thoroughfares that by virtue of their use, location, or absence of preexisting pedestrian-supportive qualities, may meet a standard lower than that of the A-Grid. See A-Grid. (Syn: secondary grid.)

Backbuilding | A single-Story structure connecting a Principal Building to an Outbuilding.

Base Density | The number of dwelling units per acre before adjustment for other Functions. See Density and Net Density.

Bed and Breakfast | An owner-occupied Lodging type permitted to serve breakfast in the mornings to guests.

Bicycle Lane (BL) | A dedicated lane for cycling within a moderate-speed vehicular Thoroughfare, demarcated by striping.

Bicycle Route (BR) | A Thoroughfare suitable for the shared use of bicycles and automobiles moving at low speeds.

Bicycle Trail (BT) | A bicycle way running independently of a vehicular Thoroughfare.

Block | The aggregate of private Lots, Passages, Rear Alleys and Rear Lanes, circumscribed by Thoroughfares.

Block Face | The aggregate of all the building Facades on one side of a Block.

Boulevard (BV) | A Thoroughfare designed for high vehicular capacity and moderate speed, traversing an Urbanized area. Boulevards are usually equipped with Slip Roads buffering Sidewalks and buildings.

Brownfield | An area previously used primarily as an industrial site.

Build-to Line | The setback line at which the building Frontage must sit.

Build-to-Zone | The setback range in which the building Frontage must sit.

Bus Rapid Transit | A rubber tire system with its own right-of-way or dedicated lane along at least 70% of its route, providing transit service that is faster than a regular bus.

Clustered Land Development | A Community Unit type structured by a Standard Pedestrian Shed oriented toward a Common Destination such as a general store, Meeting Hall, schoolhouse, or church. (Syn: Hamlet, Conservation Land Development, cluster)

Civic | The term defining not-for-profit organizations dedicated to arts, culture, education, recreation, government, transit, and municipal parking.

Civic Building | A building operated by not-for-profit organizations dedicated to arts, culture, education, recreation, government, transit, and municipal parking, or for use approved by the legislative body.

Civic Parking Reserve | Parking Structure or parking lot within a quarter-mile of the site that it serves.

Civic Space | An outdoor area dedicated for public use. Civic Space types are defined by the combination of certain physical constants including the relationships among their intended use, their size, their landscaping and their Enfronting buildings.

Civic Zone | Designation for public sites dedicated for Civic Buildings and Civic Space.

Civil Support | Characterizing premises available for civil protection (such as fire and police stations), medical services, and other essential services provided to the general public.

Commercial | The term collectively defining workplace, Office, Retail, and Lodging Functions.

Common Destination | An area of focused community activity, usually defining the approximate center of a Pedestrian Shed. It may include without limitation one or more of the following: a Civic Space, a Civic Building, a Commercial center, or a transit station, and may act as the social center of a neighborhood.

Common Lawn | A planted Private Frontage wherein the Facade is set back from the Frontage line. It is visually continuous with adjacent yards.

Community Unit | A regulatory category defining the physical form, Density, and extent of a settlement.

Configuration | The form of a building, based on its massing, Private Frontage, and height.

Complete Street | Streets that are designed and operated to enable safe access for all users such as motorists, cyclists, and pedestrians.

Connectivity | The rate at which the Transportation Network weaves together the overall Urban Fabric.

CZC | Conventional Zoning Code.

Corridor | A lineal geographic system incorporating transportation and/or Greenway trajectories.

Cottage | An Edgeyard building type. A single-family dwelling, on a regular Lot, often shared with an Accessory Building in the back yard.

County | The County government of Island County. This term is used throughout this document to differentiate between the jurisdictional limits of the government of Island County and the geographic area encompassed by Island County.

Courtyard Building | A building that occupies the boundaries of its Lot while internally defining one or more private patios.

Critical Areas | Land that is not suitable for development because of its sensitive nature. Critical Areas include: wetlands, aquifer recharge areas, fish and wildlife conservation areas, frequently flooded areas, and geologically hazardous areas.

Curb | The edge of the vehicular pavement that may be raised or flush to a Swale. It usually incorporates the drainage system.

Density | The number of dwelling units within a standard measure of land area.

Design Speed | Is the velocity at which a Thoroughfare tends to be driven without the constraints of signage or enforcement. There are four ranges of speed: Very Low - (below 20 MPH); Low - (20-25 MPH); Moderate - (25-35 MPH); High - (above 35 MPH). Lane width is determined by desired Design Speed.

Developable Areas | Land available for development.

Disposition | The placement of a building on its Lot.

Dooryard | A Private Frontage type with a shallow Setback and front garden or patio, usually with a low wall at the Frontage Line. (Variant : Lightwell, light court.)

Drive | A Thoroughfare along the boundary between an Urbanized and a natural condition, usually along a waterfront, Park, or promontory. One side has the urban character of a Thoroughfare, with Sidewalk and building, while the other has the qualities of a Road or parkway, with naturalistic planting and rural details.

Driveway | A vehicular lane within a Lot, often leading to a garage.

Dwelling Unit | A single, legal residence.

Edgeyard Building | A building that occupies the interior of its Lot with Setbacks on all sides.

Effective Parking | The amount of parking required for Mixed Use after adjustment by the Shared Parking Factor.

Effective Turning Radius | The measurement of the inside Turning Radius taking parked cars into account.

Elevation | An exterior wall of a building not along a Frontage Line. (See : Facade.)

Encroach | To break the plane of a vertical or horizontal regulatory limit with a structural element, so that it extends into a Setback, into the Public Frontage, or above a height limit.

Encroachment | Any structural element that breaks the plane of a vertical or horizontal regulatory limit, extending into a Setback, into the Public Frontage, or above a height limit.

Enfront | To place an element along a Frontage, as in "porches enfront the street."

Expression Line | A line prescribed at a certain level of a building for the major part of the width of a Facade, expressed by a variation in material or by a limited projection such as a molding or balcony. (Syn: transition line.)

Extension Line | A line prescribed at a certain level of a building for the major part of the width of a Facade, regulating the maximum height for an Encroachment by an Arcade Frontage.

Facade | The exterior wall of a building that is set along a Frontage Line. (See Elevation.)

Floor to Area Ratio (F.A.R.) | The relationship between the amount of floor area in a building and the area of the lot which the building stands. It is calculated by dividing the gross floor area of a building by the total area of the lot.

Forecourt | A Private Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back.

Form-Based Code | A method of regulating development to achieve a specific urban form. Form-based codes are used to create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through County regulations.

Freeland Subarea Plan | Name given to the long-range plan for Freeland.

Frontage | The area between a building Facade and the vehicular lanes, inclusive of its built and planted components. Frontage is divided into Private Frontage and Public Frontage.

Frontage Line | A Lot line bordering a Public Frontage. Facades facing Frontage Lines define the Public Realm and are therefore more regulated than the Elevations facing other Lot Lines.

Function | The use or uses accommodated by a building and its Lot, categorized as Restricted, Limited, or Open, according to the intensity of the use.

Future Planning Area | With regards to Freeland, the FPA is the region surrounding the NMUGA into which the NMUGA boundary can expand.

Future Land Use Designations | Generalized land use categories contained within a comprehensive plan. They have associated sets of land use and management policies that are applied to respective geographical areas. (see Zoning)

Gallery | A Private Frontage conventional for Retail use wherein the Facade is aligned close to the Frontage Line with an attached cantilevered shed or lightweight colonnade overlapping the Sidewalk.

Geographic Information System (GIS) | A computerized program in widespread municipal use that organizes data on maps. The protocol for preparing a Regional Plan should be based on GIS information

Goal | An ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature. They are the "what" statement that provides the basis, or reasoning, behind policies and development regulations.

Green | A Civic Space type for unstructured recreation, spatially defined by landscaping rather than building Frontages.

Greenfield | An area that consists of open or wooded land or farmland that has not been previously developed.

Greenway | An Open Space Corridor in largely natural conditions which may include trails for bicycles and pedestrians.

Greyfield | An area previously used primarily as a parking lot. Shopping centers and shopping malls are typical Greyfield sites.

Hamlet | See CLD. (Syn: cluster, settlement.)

Highway | A rural and suburban Thoroughfare of high vehicular speed and capacity.

Home Occupation | A business activity or use of a small scale which is incidental to and secondary to the residential use and is conducted on the parcel or within the dwelling unit or accessory structure owned by the operator of the Home Occupation.

House | An Edgeyard building type, usually a single-family dwelling on a large Lot, often shared with an Accessory Building in the back yard. (Syn: single.)

Human Habitat | The built environment at the neighborhood and community wide scale.

Infill | Noun - new development on land that had been previously developed, including most Greyfield and Brownfield sites and cleared land within Urbanized areas. (Verb- to develop such areas)

Infill RCD | A Community Unit type within an Urbanized, Greyfield, or Brownfield area based on a Long or Linear Pedestrian Shed.

Infill TND | A Community Unit type within an Urbanized, Greyfield, or Brownfield area based on a Standard Pedestrian Shed.

Inn | A Lodging type, owner-occupied, offering 6 to 12 bedrooms, permitted to serve breakfast in the mornings to guests.

Island County Comprehensive Plan | The long-range plan for Island County.

Layer | A range of depth of a Lot within which certain elements are permitted.

Lightwell | A Private Frontage type that is a below-grade entrance or recess designed to allow light into basements. (Syn: light court.)

Linear Pedestrian Shed | A Pedestrian Shed that is elongated along an important Mixed Use Corridor such as a main street. A Linear Pedestrian Shed extends approximately 1/4 mile from each side of the Corridor for the length of its Mixed Use portion. The resulting area is shaped like a lozenge. It may be used to structure a TND, RCD, Infill TND, or Infill RCD. (Syn: elongated pedestrian shed.)

Liner Building | A building specifically designed to mask a parking lot or a Parking Structure from a Frontage.

Live-Work | A Mixed Use unit consisting of a Commercial and Residential Function. The Commercial Function may be anywhere in the unit. It is intended to be occupied by a business operator who lives in the same structure that contains the Commercial activity or industry. See Work-Live. (Syn: flexhouse.)

Lodging | Premises available for daily and weekly renting of bedrooms.

Long Pedestrian Shed | A Pedestrian Shed that is an average 1/2 mile radius or 2640 feet, used when a transit stop (bus or rail) is present or proposed as the Common Destination. A Long Pedestrian Shed represents approximately a ten-minute walk at a leisurely pace. It is applied to structure an RCD Community Unit type. See Pedestrian Shed.

Lot | A parcel of land accommodating a building or buildings of unified design. The size of a Lot is controlled by its width in order to determine the grain (i.e., fine grain or coarse grain) of the urban fabric.

Lot Line | The boundary that legally and geometrically demarcates a Lot.

Lot Width | The length of the Principal Frontage Line of a Lot.

Main Civic Space | The primary outdoor gathering place for a community. The Main Civic Space is often, but not always, associated with an important Civic Building.

Manufacturing | Premises available for the creation, assemblage and/or repair of artifacts, using table-mounted electrical machinery or artisanal equipment, and including their Retail sale.

Meeting Hall | A building available for gatherings, including conferences, that accommodates at least one room equivalent to a minimum of 10 square feet per projected dwelling unit within the Pedestrian Shed in which it is located.

Mixed Use | Multiple functions within the same building through superimposition or adjacency, or in multiple buildings by adjacency, or at a proximity. It may or may not include a residential component.

Net Density | The number of dwelling units per acre after adjustment for other Functions.

Net Site Area | All developable land within a site including Thoroughfares but excluding land allocated as Civic Zones.

Network Pedestrian Shed | A Pedestrian Shed adjusted for average walk times along Thoroughfares. This type may be used to structure Infill Community Plans.

Non-Municipal Urban Growth Area (NMUGA) | An area characterized by an extensive pattern of Urban Development which was established prior to the adoption of the GMA and which does not include an incorporated Municipality. In Island County, a Non-Municipal Urban Growth Area has been established around the unincorporated area of Freeland in recognition of an existing pattern of Urban Development. The Freeland Non-Municipal Urban Growth Area is subject to the Planning Goals and Policies set forth in the County's Comprehensive Plan and the Freeland Subarea Plan.

Office | Premises available for the transaction of general business but excluding Retail, artisanal and Manufacturing uses.

Open Space | Land intended to remain undeveloped; it may be used as Civic Space.

Outbuilding | An Accessory Building, usually located toward the rear of the same Lot as a Principal Building, and sometimes connected to the Principal Building by a Backbuilding.

Park | A Civic Space type that is a natural preserve available for unstructured recreation.

Parking Structure | A building containing one or more Stories of parking above grade.

Passage (PS) | A pedestrian connector, open or roofed, that passes between buildings to provide shortcuts through long Blocks and connect rear parking areas to Frontages.

Path (PT) | A pedestrian way traversing a Park or rural area, with landscape matching the contiguous Open Space, ideally connecting directly with the urban Sidewalk network.

Pedestrian Oriented | A built environment that caters to--and is designed around--the pedestrian experience.

Pedestrian Scaled | Elements of the physical environment, such as buildings and signs, which are scaled to the experience of the pedestrian. (Syn: Human Scaled)

Pedestrian Shed | An area that is centered on a Common Destination. Its size is related to average walking distances for the applicable Community Unit type. Pedestrian Sheds are applied to structure Communities. See Standard, Long, Linear or Network Pedestrian Shed. (Syn: walkshed, walkable catchment.)

Planter | The element of the Public Frontage which accommodates street trees, whether continuous or individual.

Plaza | A Civic Space type designed for Civic purposes and Commercial activities in the more urban areas, generally paved and spatially defined by building Frontages.

Policy | A deliberate plan of action to guide decisions and achieve rational outcome(s) based on the line of reasoning set forth by the planning goals. They are the "how" statements, and are meant to be measurable implementation techniques and actions.

Porch | A Private Frontage type elevated from ground level and attached to the front façade of a building to create usable, covered, outdoor space surrounding the building's Principle Entrance.

Portico | A Private Frontage type that pronounces the area immediately surrounding the principle entry of a building.

Principal Building | The main building on a Lot, usually located toward the Frontage.

Principal Entrance | The main point of access for pedestrians into a building.

Principal Frontage | On corner Lots, the Private Frontage designated to bear the address and Principal Entrance to the building, and the measure of minimum Lot width. Prescriptions for the parking Layers pertain only to the Principal Frontage. Prescriptions for the first Layer pertain to both Frontages of a corner Lot. See Frontage.

Private Frontage | The privately held Layer between the Frontage Line and the Principal Building Facade.

Public Frontage | The area between the Curb of the vehicular lanes and the Frontage Line.

Public Realm | Outdoor areas of the built environment intended to be accessible to, and used by, the general public.

Rear Alley (RA) | A vehicular way located to the rear of Lots providing access to service areas, parking, and Outbuildings and containing utility easements. Rear Alleys should be paved from building face to building face, with drainage by inverted crown at the center or with roll Curbs at the edges.

Rear Lane (RL) | A vehicular way located to the rear of Lots providing access to service areas, parking, and Outbuildings and containing utility easements. Rear Lanes may be paved lightly to Driveway standards. The streetscape consists of gravel or landscaped edges, has no raised Curb, and is drained by percolation.

Rearyard Building | A building that occupies the full Frontage Line, leaving the rear of the Lot as the sole yard. (Var: Rowhouse, Townhouse, Apartment House)

Recess Line | A line prescribed for the full width of a Facade, above which there is a Stepback of a minimum distance, such that the height to this line (not the overall building height) effectively defines the enclosure of the Enfronting public space. Var: Extension Line.

Regional Center | Regional Center Development or RCD.

Regional Center Development (RCD) | A Community Unit type structured by a Long Pedestrian Shed or Linear Pedestrian Shed, which may be adjoined without buffers by one or several Standard Pedestrian Sheds, each with the individual Transect Zone requirements of a TND. RCD takes the form of a high-Density Mixed Use center connected to other centers by transit. See Infill RCD, (Var: town center, downtown. Syn: Regional Center)

Regulating Plan | A Zoning Map or set of maps that shows the Transect Zones, Civic Zones, Special Districts if any, and Special Requirements if any, of areas subject to, or potentially subject to, regulation by the Code.

Residential | Characterizing premises available for long-term human dwelling.

Retail | Characterizing premises available for the sale of merchandise and food service.

Retail Frontage | Frontage designated on a Regulating Plan that requires or recommends the provision of a Shopfront, encouraging the ground level to be available for Retail use. See Special Requirements.

Road (RD) | A local, rural and suburban Thoroughfare of low-to-moderate vehicular speed and capacity.

Rowhouse | A single-family dwelling that shares a party wall with another of the same type and occupies the full Frontage Line. See Rearyard Building. (Syn: Townhouse)

Rural Character | Refers to patterns of land use and development established by the County in the Rural Element of the Island County Comprehensive Plan. For purposes of interpreting this document, the definition of Rural Character shall be the definition contained in the Island County Comprehensive Plan

Secondary Frontage | On corner Lots, the Private Frontage that is not the Principal Frontage. As it affects the Public Realm, its First Layer is regulated.

Sense of Place | Those unique elements of a community's physical character that make it a special place, distinct from anywhere else.

Services—Business, Financial & Professional | Characterizing premises available for non-urgent medical services, financial institutions, business support services and non-medical professional offices.

Services—General | Characterizing premises available for personal services (such as salons, childcare, assisted living, etc.) and minimal associated retail sales.

Setback | The area of a Lot measured from the Lot line to a building Facade or Elevation that is maintained clear of permanent structures, with the exception of Encroachments. (Var: build-to-line.)

Shared Parking Factor | An accounting for parking spaces that are available to more than one Function.

Self Sufficiency | Providing for oneself or household; not requiring outside aid for support. Also, being prepared for potential emergencies.

Shopfront | A Private Frontage conventional for Retail use, with substantial glazing and an awning, wherein the Facade is aligned close to the Frontage Line with the building entrance at Sidewalk grade.

Shopkeeper Unit | A Mixed Use unit consisting of a Commercial and Residential Function. It typically has a substantial Commercial component that may accommodate employees and walk-in trade. The unit is intended to function predominantly as work space with incidental Residential accommodations that meet basic habitability requirements.

Sidewalk | The paved section of the Public Frontage dedicated exclusively to pedestrian activity.

Sideyard Building | A building that occupies one side of the Lot with a Setback on the other side. This type can be a Single or Twin depending on whether it abuts the neighboring house.

Slip Road | An outer vehicular lane or lanes of a Thoroughfare, designed for slow speeds while inner lanes carry higher speed traffic, and separated from them by a planted median. (Syn: access lane, service lane)

Specialized Building | A building that is not subject to Residential, Commercial, or Lodging classification.

Special District (SD) | An area that, by its intrinsic Function, Disposition, or Configuration, cannot or should not conform to one or more of the normative Community Unit types or Transect Zones specified by the Code. Special Districts may be mapped and regulated at the regional scale or the community scale.

Special Flood Hazard Area | A designation by the Federal Emergency Management Agency (FEMA) that may include the V (Velocity) Zones and Coastal A Zones where building construction is forbidden, restricted, or contingent upon raising to the Base Flood Elevation.

Square | A Civic Space type designed for unstructured recreation and Civic purposes, spatially defined by building Frontages and consisting of Paths, lawns and trees, formally disposed.

Standard Pedestrian Shed | A Pedestrian Shed that is an average 1/4 mile radius or 1320 feet, about the distance of a five-minute walk at a leisurely pace. See Pedestrian Shed.

Stepback | A building Setback of a specified distance that occurs at a prescribed number of Stories above the ground.

Stoop | A Private Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk for privacy, with an exterior stair and landing at the entrance.

Story | A habitable level within a building, excluding an Attic or raised basement.

Street (ST) | A local urban Thoroughfare of low speed and capacity.

Streetscape | The visual elements of a street such as the road bed, sidewalks, landscaping, adjacent buildings, etc. that combines to form a street's character.

Streetscreen | A freestanding wall built along the Frontage Line, or coplanar with the Facade. It may mask a parking lot from the Thoroughfare, provide privacy to a side yard, and/or strengthen the spatial definition of the public realm. (Syn: streetwall.)

Subarea Plan | A Policy document that outlines the general goals, principles, and policies that guide the creation of subsequent development regulations specific to an established planning area. Subarea Plans are holistic in that they address land use, transportation, capital facilities, open and civic space, utilities, economic development, housing, etc. in context of the whole.

Substantial Modification | Alteration to a building that is valued at more than 50% of the replacement cost of the entire building, if new.

Sustainability | Meeting the resource needs of the present population without jeopardizing future generations from meeting their resource needs.

Swale | A low or slightly depressed natural area for drainage.

Terminated Vista | A location at the axial conclusion of a Thoroughfare. A building located at a Terminated Vista designated on a Regulating Plan is required or recommended to be designed in response to the axis.

Terrace | A Frontage wherein the Façade is set back from the Frontage line by an elevated plane.

Thoroughfare | A way for use by vehicular and pedestrian traffic and to provide access to Lots and Open Spaces, consisting of Vehicular Lanes and the Public Frontage.

Traditional Neighborhood Development | A Community Unit type structured by a Standard Pedestrian Shed oriented toward a Common Destination consisting of a Mixed Use center or Corridor, and in the form of a medium-sized settlement near a transportation route. (Syn: village; Var: Infill TND, neighborhood.)

Transit Oriented Development | TOD is created by an overlay on all or part of a TND or RCD, or by designation on a Regional Plan, permitting increased Density to support Transit.

Townhouse | See Rearyard Building. (Syn: Rowhouse)

Transect | A cross-section of the environment showing a range of different habitats. The rural-urban Transect of the human environment used in the Code template is divided into six Transect Zones. These zones describe the physical form and character of a place, according to the Density and intensity of its land use and Urbanism.

Transect Zone (T-zone) | One of several areas on a Zoning Map regulated by the Code. Transect Zones are administratively similar to the land use zones in conventional codes, except that in addition to the usual building use, Density, height, and Setback requirements, other elements of the intended habitat are integrated, including those of the private Lot and building and Public Frontage.

Transportation Network | The transportation system as a whole--inclusive of all roadways, trails, paths, etc. both in public and private ownership.

Turning Radius | The curved edge of a Thoroughfare at an intersection, measured at the inside edge of the vehicular tracking. The smaller the Turning Radius, the smaller the pedestrian crossing distance and the more slowly the vehicle is forced to make the turn.

Urban Development, Urban Growth | A pattern of growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. Additionally, the term Urban Development includes all forms of development that are inconsistent with the County's adopted definition of Rural Character.

Urban Growth Area | Areas within which urban growth is encouraged. In Island County, UGAs have been established around each municipality. In addition, a Non-Municipal UGA (NMUGA) has been established around Freeland in recognition of its existing pattern or urban development.

Urban Growth Boundary | The line separating Urban Growth Areas from surrounding Rural Areas. The UGB is intended to preserve Rural Character in Rural Areas and prevent low-density Sprawling development by focusing and encouraging Urban Growth in designated Urban Growth Areas.

Urban Fabric | The overall physical make-up (form) of the community.

Urbanism | Collective term for the condition of a compact, Mixed Use settlement, including the physical form of its development and its environmental, functional, economic, and sociocultural aspects.

Urbanized | Generally, developed. Specific to the Growth Management Act, an area of land that has an average density of at least 4 (four) dwelling units per acre.

Variance | A ruling that would permit a practice that is not consistent with either a specific provision or the Intent of this Code.

Warrant | A ruling that would permit a practice that is not consistent with a specific provision of this Code, but that is justified by its Intent.

Working Lands | Large tracts of land used for the production of resources.

Work-Live | See Shopkeeper Unit

Yield | Characterizing a Thoroughfare that has two-way traffic but only one effective travel lane because of parked cars, necessitating slow movement and driver negotiation. Also, characterizing parking on such a Thoroughfare.

Zoning | The demarcation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses within those zones and the location, bulk, height, shape, and coverage of structures within each zone (see Future Land Use Designations).

Zoning Map | The official map or maps that are part of the zoning ordinance and delineate the boundaries of individual zones and districts. See Regulating Plan.

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INTRODUCTION

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FREELAND

Nestled between the Olympic and Cascade mountain ranges in the midst of the Salish Sea, Freeland provides a refuge for those who have sought to escape the crowded, fast-paced lifestyle of the nearby mainland.

In an effort to provide local citizens with an opportunity to have more say in their community, Freeland was established as a planning area in 1998 and as a Non-Municipal Urban Growth Area (NMUGA) in 2007, covering 1,200± acres (or 2 square miles) of land. Under the Growth Management Act, Urban Growth Areas must be adequately sized to accommodate urban population and employment growth projected for the next twenty years, and cannot be larger than necessary to accommodate this population. For this reason the Freeland NMUGA boundaries were reduced in 2016 to 423± acres (or roughly two-thirds of a square mile), per Island County Wide Planning Policies 3.3.9 and 4.3.9 (See Chapter 1, Land Use, Section 1.2).

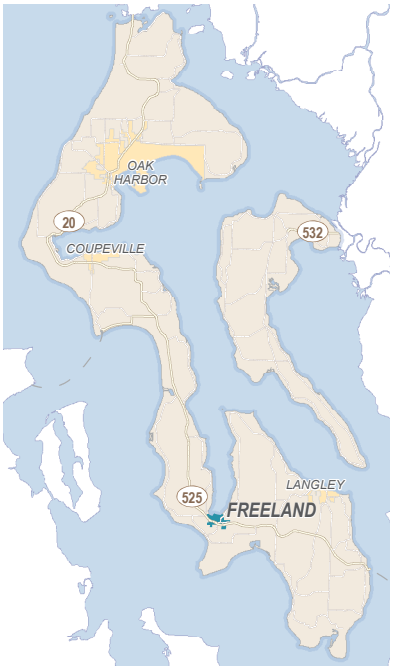

Figure A. Freeland is only 40 miles northwest of downtown Seattle, on the southern portion of Whidbey Island.

SUBAREA PLANNING AND THE GMA

The goals and policies contained in the Freeland Subarea Plan (FSP) must align with the goals and policies of the Washington State Growth Management Act (GMA). See Appendix A for a checklist of GMA requirements.

Subarea planning is permitted under the GMA, provided the resulting subarea plan is consistent with local comprehensive plans and county wide planning policies (RCW 36.70A.080 (2)). The County Wide Planning Policies (CWPPs) support the subarea planning process by recognizing Freeland's urban characteristics as an NMUGA (CWPP 1.3.23).

Within this framework, the goals and policies of the FSP should reflect the desires of the Freeland community; in addition, the goals and policies among the different elements of the FSP must be internally consistent.

ABOUT THE FREELAND SUBAREA PLAN

Subarea Plans allow for more detailed urban planning to occur within a defined geographical area. Freeland is a unique area of Island County and as such, deserves specific attention in terms of how development occurs.

2016 UPDATE SUMMARY

The 2016 FSP is built upon the 2007 and 2010 FSP and preserves their basic components and intentions. The 2016 update reorganizes earlier versions of the FSP to match the 2016 Island County Comprehensive Plan (ICCP) organizational structure and formatting (including Goal and Policy language and numbering standards), and condenses the text by removing repetitive materials and moving some background information to the appendices or replacing with a reference to the ICCP.

VISION STATEMENT

The Freeland Sub Area Planning Committee originally adopted a Vision Statement of consisting of 19 vision points (in Appendix C). The goals, principles and policies of the FSP are based on this vision.

Freeland in the year 2036 is a comfortable waterfront community that is known for its unique character and expansive views of the surrounding environment. Freeland is a vibrant and safe place where people love to visit, learn, work, and live.

Surrounding the NMUGA boundary are farms, open fields and forest land. Within the subarea, well thought out and consistently administered development regulations have influenced quality infill that is both regionally compatible and locally unique. Views have been preserved for all to enjoy, with parks and public areas sprinkled throughout offering a variety of recreational opportunities to Freeland residents. Residents are offered a multitude of affordable housing choices.

Freeland is a community where people live, work and shop. The central commercial core retains small town character, offering mixed-use living, a vibrant and healthy downtown, and a diverse array of retail, dining, employment, and cultural opportunities. Freeland residents encourage economic development by welcoming diverse economic growth that provides satisfying and stable jobs. Commercial development along Main Street has been incorporated in a tasteful fashion with appropriate landscaping, such as drought-resistant native plants, mature trees, street amenities, and public art; building design balances business opportunity

with security and aesthetic values. Outdoor lighting is respectful of neighbors and protects the regional view of the night sky.

School aged children and senior citizens share an appreciation for Freeland's history. Community groups work with property owners to document past and future generations.

Freeland has committed to reducing vehicular traffic, conserving resources and protecting regionally important environmental systems. Freeland's non- municipal urban growth area has sewer capacity to accommodate Island County's growth forecasts. The sewer system has been phased cost-effectively, minimizes potential harm to the environment, and provides higher water quality and infiltration instead of increased runoff. Improvements to Freeland's Main Street have been coordinated with both sewer and stormwater infrastructure upgrades. Water quality in Holmes Harbor ensures that conditions are suitable and safe for recreational shellfish harvest, swimming, and wading. Residents are well educated and committed to aquifer recharge, and protection of groundwater resources is a high priority.

Transportation alternatives exist, putting less reliance on automobiles. Infrastructure has been developed that balances the needs of motorized, non-motorized, and transit modes of transport, particularly along Main Street. Parking and transit locations are adequate and consolidated throughout the sub area.

Island County, Washington Department of Transportation, Island Transit, The Freeland Water & Sewer District, the Washington Department of Health, and all other agencies cooperate in developing creative and innovative solutions to required changes in capital facilities, future growth management, and environmental stewardship. In the past, and into the future, both available infrastructure and sense of community encourage attractive options for future growth in the sub area.

PLAN ELEMENTS

The FSP contain goals and policies for 8 major subject areas.

- **Chapter 1 - Land Use |** This chapter explains the existing and planned land use conditions. The appropriate form, distribution and location of planned land uses are discussed and defined.

- **Chapter 2 - Natural Resources |** This chapter focuses on the preservation and enhancement of the natural environment. The topics discussed include: wetlands, Critical Aquifer Recharge Areas, Fish and Wildlife Habitat Conservation Areas, frequently flooded areas, geologically hazardous areas, shorelines, Critical Drainage Areas, and archaeologically significant areas, as well as the identification, classification and inventorying of such areas.
- **Chapter 3 - Open and Civic Space |** This chapter addresses the types of open and civic spaces that exist and are planned for Freeland.
- **Chapter 4 - Capital Facilities |** The focus of this chapter is the planning and provision of needed public facilities and services. This chapter addresses capital costs, financing, levels of service methods and consequences, statutory requirements, and specific related goals and principles.
- **Chapter 5 - Utilities |** This chapter focuses on the provisions of public and private utilities, including electricity and telecommunications.
- **Chapter 6 - Transportation |** This chapter details the transportation goals, principles and implementation strategies which set forth the adopted Level of Service standards and other policy commitments. Multi-modal transportation networks are discussed.
- **Chapter 7 - Economic Development |** This chapter provides a summary of the strengths and weaknesses of local economy. It identifies goals and policies to foster economic growth and development.
- **Chapter 8 - Housing |** This chapter addresses the need for the Freeland NMUGA to accommodate the projected population. It also contains goals and policies that promote a diversity of housing opportunities at all income levels that can support job growth in the Freeland Subarea.

GOALS & POLICIES

Within each element of the FSP are goals and policies for the implementation of the vision for Freeland.

A **goal** is a direction-setter. It is an ideal future end, condition, or state related to the public health, safety, or general welfare toward which planning and implementation measures are directed. A goal is a general expression of community values and, therefore, is abstract in nature. They are the "what" statement that provides the basis, or reasoning, behind policies and development regulations.

A **policy** provides a more specific course of action that is based on the line of reasoning set forth by the planning goals. They are the "how" statements, and are meant to be measurable implementation techniques and actions.

IMPLEMENTATION

The Freeland Subarea Plan (FSP) establishes the policy framework for the Freeland Development Regulations.

The FSP and Development Regulations place emphasis on regulating the physical *form* of development in order to achieve a desired look and function over the conventional approach of focusing on regulating the more abstract *use* of land, but both approaches are used (a customized, hybrid code) in an effort to achieve the desired results of the Plan.

Freeland's Vision will be enacted through development regulations, the purpose of which is to divide the NMUGA into zoning districts with standards within each district. As a component of Island County Code, the development regulations will:

1. Implement the Freeland Subarea Plan.
2. Achieve better use of Freeland's land resources.
3. Provide for the orderly planned use of Freeland's land resources and contain urban growth within the NMUGA.
4. Ensure that the provision of public facilities and services to support allowed uses and densities is planned in an orderly and predictable manner.
5. Protect the public health, safety and general welfare of the residents of Freeland.
6. Protect the fundamental and inalienable right of the residents of Freeland to a healthy environment and the reasonable use of their property.
7. Provide a means for every resident of Freeland to participate fairly and equitably in the land use decision making process and contribute to the preservation and enhancement of the environment.
8. Provide for timely and predictable regulatory review processes which are proportional in scale, time and cost, to the scope and scale and costs of proposed development actions.
9. Provide predictability so that landowners can make appropriate and reasonable use of their land.

The Freeland NMUGA development regulations, above and beyond the Island County Code, will also:

10. Permit managed growth of Freeland as a small town, supporting higher density services; development of Freeland's vibrant, healthy, mixed-use commercial core; and diverse, affordable residential in-fill.
11. Codify Freeland's long-term Vision of reducing vehicular traffic by permitting development of a pedestrian-oriented downtown core surrounded by walkable residential neighborhoods served by a balance of transportation modes.
12. Promote agency cooperation to develop innovative solutions to required changes in capital facilities, future growth management, and environmental stewardship.

13. Permit development which will provide a desirable and stable economic environment consistent with Freeland's Vision of a vibrant and safe place to visit, learn, work, and live.
14. Permit flexibility that will encourage a more creative approach in the development of land, while ensuring the preservation of view corridors, the inclusion of well-distributed open space, the promotion of variety of recreational opportunities, and the reduction of light pollution within the Freeland NMUGA.
15. Encourage quality in-fill of residential and commercial lands within the NMUGA consistent with limits imposed by ecological constraints, zoning intents, and allowed building forms, and use charts.
16. Provide diverse, stable employment and affordable housing opportunities so that Freeland residents can both live and work in the community
17. Designate Freeland's NMUGA boundary to contain existing growth and encourage infrastructure-supported urban level densities and amenities.
18. Permit a broad range of development design opportunities with flexibility to encourage more creativity in balancing the needs of environmental protection with the accommodation of future growth, particularly through increased in-fill in residential areas and diverse commercial and mixed-use in core commercial areas.
19. Protect Freeland's environmental resources, including aquifer recharge and groundwater, and improve water quality in Holmes Harbor to allow shellfish harvest and recreational use.
20. Ensure that Freeland's history is preserved and valued and archaeological resources are protected as required by state statutes, the county's comprehensive plan, and the implementation of development regulations.

PLAN AMENDMENT PROCESS

Periodic updates under the GMA are required to demonstrate that UGA boundaries and densities are sufficient enough to accommodate urban growth projected to occur within the twenty year planning period. The update process for the Freeland Subarea Plan is the same process for the Island County Comprehensive Plan (ICCP), detailed in ICCP Section I.V .

The details of the buildable lands analysis for the 2016 Freeland update and the resulting NMUGA boundary revisions can be found in Chapter 1, Land Use.

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1.1 INTRODUCTION

Land use and development are the physical manifestation of a community's character, and has the power to influence how people perceive a given place. Long-range planning is crucial in ensuring that a community develops over time in accordance with local values and state statues—that all new development contributes to the community's unique character and Sense of Place. The goals and policies outlined in this element will serve as a framework for ensuring Freeland's physical development is an accurate reflection of the community's vision.

LAND USE GOALS

1. **Encourage efficient land use development within the Freeland NMUGA.**
2. **Land use is pedestrian oriented and mixed.**
3. **Encourage self-sufficient land use practices.**
4. **Encourage the physical development of an urban-to-rural hierarchy with regards to urban form.**
5. **Create within Freeland a distinguished physical character that preserves and maintains a small-town look and feel while accommodating growth.**
6. **Ensure the urban fabric is well connected.**
7. **Accommodate population growth in a manner that is consistent with the GMA.**

1.2 POPULATION GROWTH ANALYSIS & ACCOMMODATIONS

Urban Growth Areas (UGAs) can be with municipal or non-municipal, and are places within which urban growth shall be encouraged, and outside of which growth can occur only if it is not urban in nature. Under the Growth Management Act (GMA), UGAs must be adequately sized to accommodate urban population and employment growth projected for the next twenty years, and cannot be larger than necessary to accommodate this population.

1.2.1 POPULATION PROJECTIONS

The population projections for Freeland were revised during the 2016 FSP update per CWPP 4.3, based upon the Island County projected growth, Planning Area estimates, and allocations within the Planning Areas. The projected population was less than past estimates due to updated information and revised methodology (see Appendix B of the Island County Comprehensive Plan and the CWPPs).

As a designated UGA, Freeland is projected to grow by approximately 144 residents and 104 jobs by the year 2036. This growth will need to be accommodated within the existing urban growth boundaries. Keeping development human-scaled will help Freeland maintain a small-town look and feel while experiencing growth.

Table 1. Population Projections

Year	Population	Employment
2010	514	247
2036	658	351
GROWTH	**144**	**104**

It is important to note that market factors will ultimately determine how many people live in Freeland and how much new development actually occurs over the 20 year planning horizon. The purpose of establishing numerical population and development parameters with land-use designations and zoning designations is to ensure the NMUGA is capable of accommodating population projections and meeting GMA requirements.

1.2.2 BUILDABLE LANDS ANALYSIS

To analyze if UGA boundaries needed to be adjusted before the final adoption of the Comprehensive Plan, the County conducted a Buildable Lands Analysis for each of the County's UGAs (per the GMA), using methodology adopted in the County Wide Planning Policies (CWPP). Freeland was determined to be oversized and required a boundary reduction (see Tables 2 & 3). The results of the housing growth and capacity analysis are further discussed in the Housing Element.

Table 2. Future Land Capacity, before NMUGA Reduction

Unit	Capacity	Growth	Urban Reserve
Housing Units	850	62	**788**
Jobs	438	104	**334**

1.2.3 REVISIONS TO THE URBAN GROWTH BOUNDARY

In a series of public meetings, new Urban Growth Boundaries were identified that are adequately sized to balance the need for land to accommodate growth and effectively provide urban services. The new boundary for Freeland was based on public request

for the "smallest possible" and feedback from the Freeland Water & Sewer District and developed per the following criteria.

- Must contain enough land to accommodate the projected 20 years of growth, using existing zoning regulations.
- Must be appropriately sized for public services.
- Include identified patterns of existing development (both residential and commercial) and areas previously identified as commercial.
- Include public services facility locations (parks, fire, water, sewer, etc.).
- The UGA must be contiguous and not contain any holes.
- Include clusters of residential lots smaller than half an acre.
- Boundary lines follow street lines, when possible.
- Boundary lines are kept straight, simple and logical, when possible.
- Include parcels of contiguous ownership.
- Land not substantially constrained by Critical Area.

The County Wide Planning Policies (CWPPs) establish a process for revisions to the UGAs (Section 3.3), including the automatic review if needed, including if the population growth in the UGA exceeds fifty percent of the population growth allocated to the UGA at the start of the planning period. The analysis will also be revised with the next periodic update.

Table 3. Buildable Lands Analysis Summary, after NMUGA Reduction

Buildable Lands Analysis, Towns & Cities	Initial Result - Developable Acres		Subtract Critical Area1	Subtract Land for Public Purposes2	Population Growth Capacity3	Jobs
Residential	325	Dwelling Units	273	232	548	N/A
Commercial	37.2	Acres	31.2	26.6	N/A	451
Industrial	0.2	Acres	0.1	0.1	N/A	1

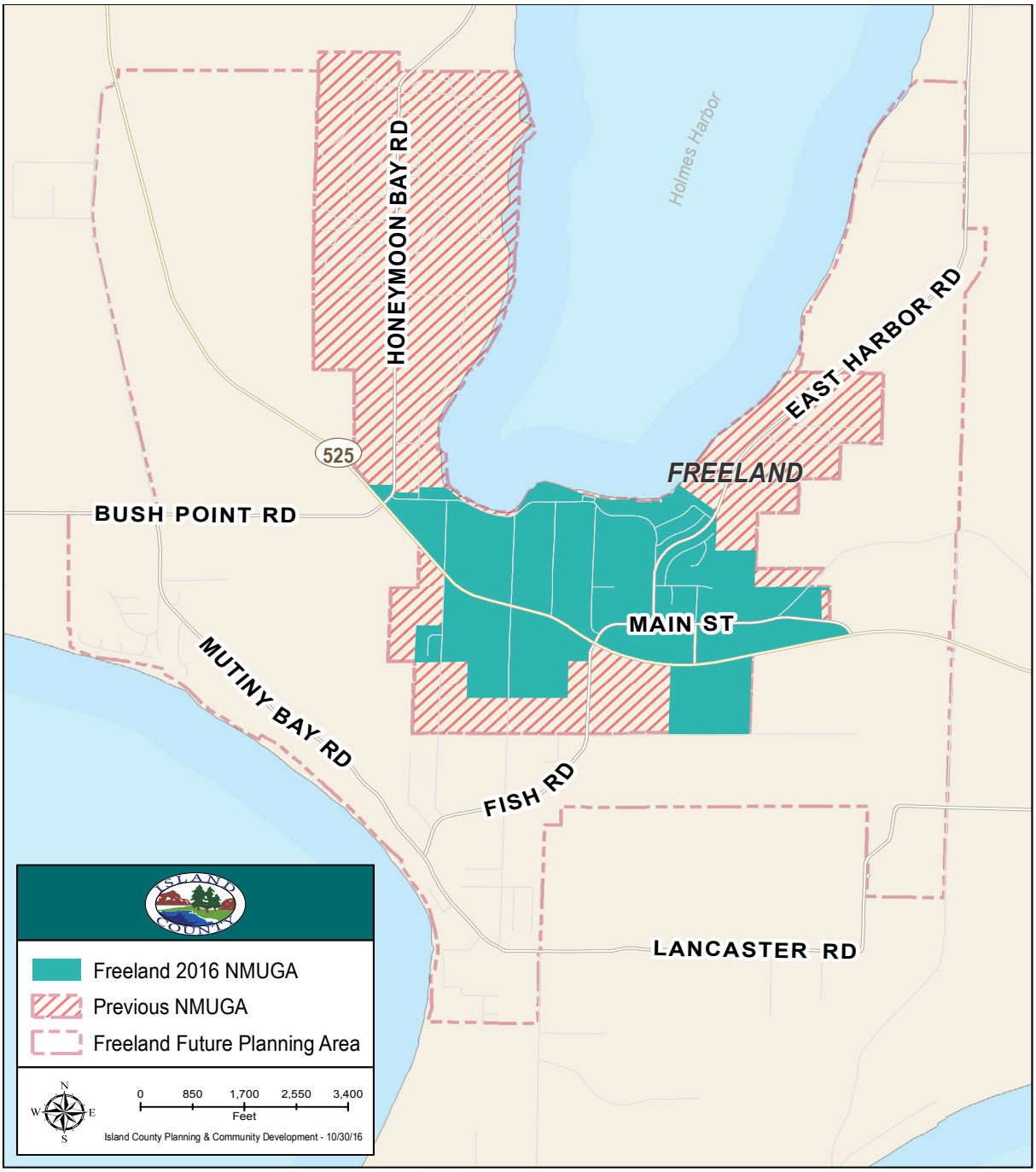
Housing		Employment	
Total Capacity	**232**	**Total Capacity**	**452**
Estimate 20-Year Need	**61**	**Estimated 20-Yr Need (Non-Military)**	**104**
Urban Residential Reserve	**171**	**Employment Reserve**	**349**

1. Determined based on the percentage of acres in critical areas (Langley 13%, Coupeville 39% & Oak Harbor 16%)

2. Assumption of 15%

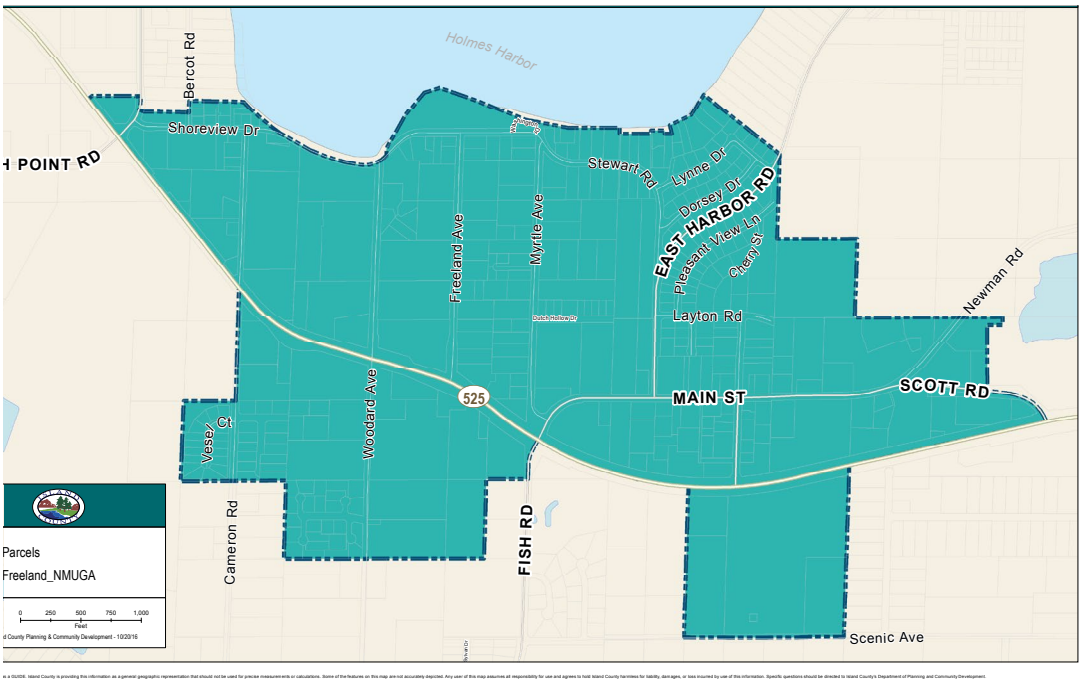
3. Island County averages 2.36 persons per housing unit

MAP A. 2016 Freeland NMUGA Boundary Reduction



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

MAP B. 2016 Freeland NMUGA Boundary



1.3 EXISTING CONDITIONS

1.3.1 LAND USE

1.3.1.1 TYPICAL USES

Freeland is surrounded by lands but it's central location on south Whidbey has gradually enabled it to emerge as a residential and commercial hub of local significance. Commercial land uses include a general variety of commercial retail and professional services as well as light manufacturing and storage facilities.

Years of unplanned organic growth have had serious implications for the community's look, feel, and function—resulting in suburban style development that threatens Freeland's small-town character. This has prompted citizens to voice concern over their community's future and evolving character.

1.3.1.2 FUTURE PLANNING AREA

A Future Planning Area (FPA) was established in the area surrounding the NMUGA, similar to a Joint Planning Area surrounding municipal UGAs. The general character and zoning is rural and residential, with higher clustering of homes along the shores of Mutiny Bay. Development in this area should remain rural until it is brought into Freeland's urban growth area. This will help prevent incompatible development from precluding urban level development if Freeland expands.

CWPP 3.2.3 established a process whereby the County may adopt a Future Planning Area around the NMUGA and assign overlay designations, similar to the Joint Planning Areas overlays, to establish locations and process for sequencing future growth of the NMUGA. The County will consider this option in the next periodic update cycle or future annual docket.

1.3.2 PHYSICAL CHARACTER

1.3.2.1 GENERAL CHARACTER

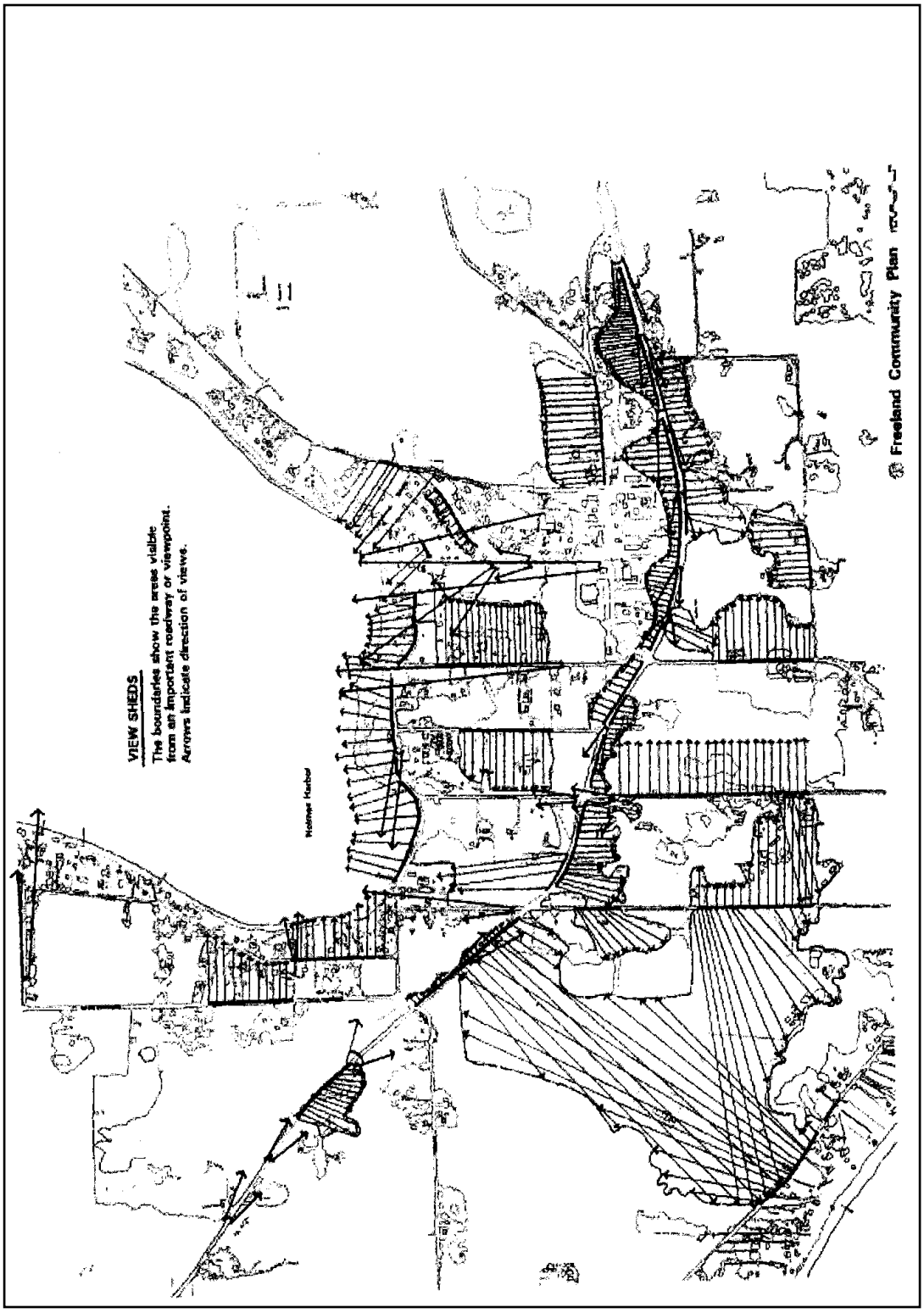
Freeland consists of several relatively dense nodes of activity separated by pockets of underdeveloped land. In the designated Business Village district of Freeland, the most compact development occurs around the intersection of Main Street and Harbor Avenue. Relatively dense residential areas include the Maple Ridge senior housing center and the newly constructed apartments south of S.R. 525.

Buildings generally don't exceed two stories and have relatively deep Setbacks. Architectural styles are predominately Modern—both post-war suburban and craftsman. Lot coverage is fairly low on a majority of parcels because of on-site sewage treatment (septic systems).

1.3.2.2 VIEWS

Freeland's hilly terrain provides numerous viewpoints that overlook Holmes Harbor. Streets such as Woodward Avenue, Myrtle Avenue, and Shore Drive also provide travelers with periodic views of the Harbor. A notable water view exists across private land between Woodward Avenue and Cameron Road, allowing travelers on State Route 525 to get a glimpse of Holmes Harbor.

MAP C. Freeland View Sheds



1.4 FUTURE LAND USE PLAN

1.4.1 URBAN FORM

1.4.1.1 PHYSICAL CHARACTER

Freeland's future growth should preserve the community's small town feel. An important part of maintaining a small-town atmosphere in Freeland is ensuring development is human-scaled; human-scaled development and architecture incorporate design elements that fit well with human senses. In a human-scaled environment, development caters primarily to the pedestrian experience instead of the automobile.

The architectural style of buildings should reflect local values and history, with each new development adding to Freeland's unique character. Strategically placed and designed buildings will activate the street and give spatial definition to the Public Realm. Advertising signs that are simple and appropriately scaled will also help preserve Freeland's small-town look and feel.

Freeland streets should be desirable destinations in and of themselves, consisting of bike-lanes, wide sidewalks, trees and other vegetation, furniture, art, uniquely designed street lamps, street vendors, and buried utility lines (see the Transportation and Utility chapters). A well connected road network in Freeland will link the community together, providing easy access between destinations and shortened trips.

Civic spaces such as parks and squares will provide the community with places and opportunities to interact.

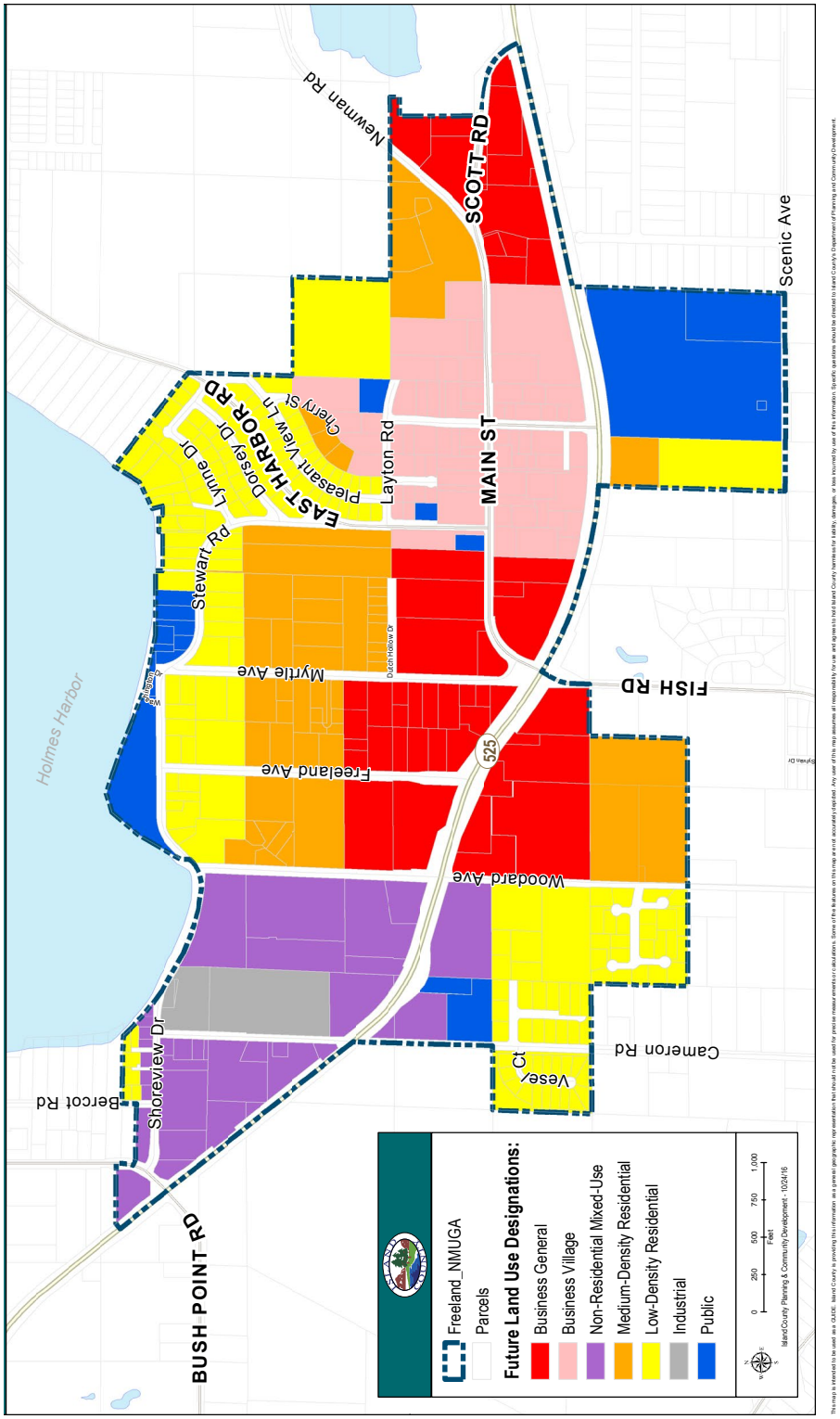
1.4.1.2 VIEWS

Views of Holmes Harbor add value and contribute to Freeland's unique Sense of Place. Consideration needs to be given to protecting and enhancing views of the harbor from both public and private realms.

1.4.2 ZONING AND FUTURE LAND USE DESIGNATIONS

A mix of land-uses should be encouraged in Freeland to ensure residents are within close proximity to commercial services and quality civic spaces helping to reduce auto dependency and facilitate alternate modes of transportation. It is important to note the future land-use designations and zoning are not the same. Future land-use designations provide a framework for implementing zoning and development regulations. Zoning names, boundaries, and colors may be different from land-use designations. At present, however, Freeland's zoning and future land-use designations have matching names, boundaries, and colors, and thus both are represented on the same map.

MAP D. Zoning and Future Land Use Designation Map



LD

1.4.2.1 LOW DENSITY RESIDENTIAL

Land Use Character & Intent

- 100% residential neighborhoods including both detached and attached housing types, with typically 2 - 4 dwelling units/acre.
- Transitional zone between rural and more urban zones
- Building setbacks are typically large and variable

Primary Land Uses:

- Single family detached homes on relatively large lots

Secondary Land Uses:

- Single family attached homes, guest cottages, civic & institutional uses, parks & open space

MD

1.4.2.2 MEDIUM DENSITY RESIDENTIAL

Land Use Character & Intent

- 100% residential neighborhoods with a diversity of housing unit types ranging from small lot single-family detached units to urban residential structures, with typically 5 - 12 dwelling units/acre.
- A mix of residential housing types supports abutting commercial areas and provides housing choices for people of various incomes and ages.
- Transitional zone between low density residential and areas of more intense development, within walking distance of the goods and services required for daily living.
- Build-to lines are used to maintain a pedestrian scale, except where setbacks are appropriate to maintain view corridors (see 2.3.2.2).

Primary Land Uses:

- Single family and multi-family dwellings

Secondary Land Uses:

- Civic & institutional uses, group quarters, parks & open space

BG

1.4.2.3 BUSINESS GENERAL

Land Use Character & Intent

- Employment and shopping destinations with a mix of office, retail, and restaurants. Developments will encourage active living with a network of walkable streets.
- Single or multi-tenant buildings, with setbacks that are zero to moderate, except where appropriate to maintain view corridors (see 2.3.2.2)

Primary Land Uses:

- A diverse mix of commercial buildings, mixed-use or flex buildings, civic & institutional uses

Secondary Land Uses:

- Restaurants, hotels, live/work units, multi-family dwellings, parks & open space, parking structures

BV

1.4.2.4 BUSINESS VILLAGE

Land Use Character & Intent

- The center of Freeland's economic, entertainment and community activity. Shopping, cultural, and entertainment destinations surrounded by mixed-use neighborhoods, providing a civic component where community can "come together".
- The Business Village is a pedestrian-oriented environment, where walkability is emphasized, with a traditional village atmosphere.
- Build-to lines are used to maintain a pedestrian scale, except where setbacks are appropriate to maintain view corridors (see 2.3.2.2)

Primary Land Uses:

- A diverse mix of commercial buildings, restaurants, mixed-use or flex buildings, civic & institutional uses

Secondary Land Uses:

- Hotels, live/work units, multi-family dwellings, parks & open space, parking structures

NM

1.4.2.5 NON-RESIDENTIAL MIXED-USE

Land Use Character & Intent

- Includes a diverse mix of commercial land uses including light manufacturing as a transitional zone between residential and industrial area. Building heights are lower to lessen the impact on adjacent residential areas.
- Building setbacks are moderate to deep, but designed to support the pedestrian experience.

Primary Land Uses:

- Light manufacturing, office, flex buildings, mixed-use

Secondary Land Uses:

- Retail, multi-family, civic & institutional uses

IND

1.4.2.6 LIGHT INDUSTRIAL

Land Use Character & Intent

- Light industrial land uses, screened from the right-of-way by vegetation and fencing.
- Building setbacks are moderate.

Primary Land Uses:

- Light manufacturing, marine manufacturing

Secondary Land Uses:

- Commercial, retail, multi-family, civic & institutional uses

PUB

1.4.2.7 PUBLIC

Land Use Character & Intent

- Public and capital facilities, including civic buildings, schools, libraries, police and fire stations, postal facilities, parks, and essential public facilities such as water and sewer treatment.

Primary Land Uses:

- Civic & Institutional uses, parks & open space

Secondary Land Uses:

- Essential public facilities

1.5 GOALS & POLICIES

LAND USE

Goal 1. Encourage efficient land use development within the Freeland NMUGA.

LU 1.1. Land should be used efficiently in order to prevent the inappropriate conversion of land into sprawling, low density single use land patterns.

LU 1.2. Infill and redevelopment are encouraged within the NMUGA boundary.

LU 1.2.1. Permitting process for redevelopment should be streamlined.

LU 1.3. Urban development will not be wasteful of land resources and will proceed in an orderly fashion.

LU 1.3.1. The most compact development should occur in the Business Village and the least compact development should occur in the Low Density Residential designation.

LU 1.4. Subdivision of land should be orderly and encourage good urban design.

LU 1.4.1. Newly created parcels should be rectangular in shape (except when certain topographical features warrant otherwise).

LU 1.4.2. The creation of "flag" lots should be avoided.

LU 1.4.3. New development, including subdivisions, short subdivisions, site plan approvals, and building permits for new homes and commercial buildings will be served by public sewer and water.

LU 1.5. Future Planning Areas (FPAs) should be planned for in advance.

LU 1.5.1. Planning done for Freeland should be done in the context of not only the NMUGA, but the planning area as a whole.

LU 1.5.2. UGA Expansions should only be considered within the FPA according to the criteria in CWPP 3.3.3.

LU 1.5.3. Prevent sprawl-type development from occurring within Freeland's Future Planning Area (FPA).

LU 1.5.4. Zoning and development regulations in Freeland's Future Planning Area (FPA) should not preclude future urban development.

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

LU 1.5.5. The County should continue to allow clustering of residential developments in order to preserve open space and the possibility of additional development at urban levels in the future.

LU 1.5.6. The County should consider requiring "shadow platting" to ensure development in the FPA doesn't preclude the possibility of future development at urban levels.

Goal 2. Land use is pedestrian oriented and mixed.

LU 2.1. Building frontages should activate the street.

LU 2.2. Compatible land-uses should be mixed throughout the community.

LU 2.3. The ordinary activities of daily living should occur within walking distance of most dwellings, reducing auto-dependency.

LU 2.3.1. Mixing of land uses should be encouraged (horizontal or vertical mix)

LU 2.3.2. Appropriate building densities and land uses should be provided within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.

LU 2.3.3. Schools should be sized and located to enable children to walk or bicycle to them.

LU 2.3.4. Development should encourage enhanced community access and promote healthy active lifestyles through:

a. An appropriate mix of land uses and intensities of land uses;
b. Well connected street grids;
c. Non-motorized access to transportation;
d. Appropriate pedestrian and bicycle facilities that allow for safe travel; and
e. Regionally connected trail systems

Goal 3. Encourage self-sufficient land use practices.

LU 3.1. Home Occupations are encouraged.

LU 3.1.1. Land-use regulations for Home Occupations should be simple, direct, and clear.

LU 3.1.2. Permits for Home Occupations should be simple, affordable and processed quickly.

LU 3.2. Residents should have access to healthy food choices.

LU 3.2.1. Consideration should be given to establishing land use patterns and development regulations that support such access

LU 3.2.2. Land use and development regulation amendments should consider the potential to remove existing barriers to healthy food choices, if they exist

LU 3.2.3. Home and community gardens within the NMUGA should be encouraged through design and permit processes.

PHYSICAL CHARACTERISTICS

Goal 4. Encourage the physical development of an urban-to-rural hierarchy with regards to urban form.

LU 4.1. That the community should have a traditional neighborhood structure with a discernible center and edge.

Goal 5. Create within Freeland a distinguished physical character that preserves and maintains a small-town look and feel while accommodating growth.

LU 5.1. Development should be human-scaled and not auto-scaled.

LU 5.2. The community's public realm should be of high quality design with streets becoming destinations in and of themselves.

LU 5.3. Architecture and landscape design should grow from local climate, topography, history, and building practice.

LU 5.4. Buildings and landscaping should contribute to the physical definition of Thoroughfares and civic spaces.

LU 5.5. Buildings should provide their inhabitants with a clear sense of geography and climate through energy efficient methods.

LU 5.6. The preservation and renewal of historic buildings should be facilitated, to affirm the continuity and evolution of society.

LU 5.7. The harmonious and orderly evolution of Freeland should be secured through use of form-based codes.

LU 5.8. Protect and enhance view corridors within the public and private realms.

LU 5.9. Reduce the visibility and size of on-site parking areas.

LU 5.10. Minimize the hydrological impact of paved surfaces.

LU 5.11. Prevent light pollution to the greatest extent possible.

LU 5.12. Ensure signage is consistent with “small town” character.

Goal 6. Ensure the urban fabric is well connected.

LU 6.1. New development should contribute to the connectivity of the transportation network.

LU 6.1.1. Block and subdivision standards should be developed to ensure connectivity.

LU 6.1.2. Alleys should be incorporated to provide rear access to lots.

LU 6.2. The design of streets and buildings should reinforce safe environments, but not at the expense of accessibility.

LU 6.2.1. Streetscapes and building entrances must be ADA compliant.

LU 6.3. Individual architectural projects should be compatible to their surroundings.

LU 6.3.1. Site specific development should relate to and provide reasonable connections to neighboring parcels.

POPULATION GROWTH

Goal 7. Accommodate population growth in a manner that is consistent with the GMA.

LU 7.1. The Freeland NMUGA should be able to accommodate the minimum projected population of 658 by the year 2036.

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2.1 INTRODUCTION

Freeland is situated amongst some of the most environmentally sensitive land on Whidbey Island. Freeland's natural landscape includes rolling terrain, steep slopes, shorelines, forests, wetlands, and agricultural fields—all of which provide habitat for a variety of species.

Minimizing the impacts of development on the natural environment will become more and more critical as Freeland continues to grow. This element addresses the protection, conservation, and restoration of Freeland's most sensitive natural areas.

NATURAL RESOURCES GOALS

1. **Encourage protection of the environment and enhancement of the area's quality of life while still permitting urban growth.**
2. **Critical areas and the natural environment should be maintained, protected and enhanced for the enjoyment of present and future generations.**

2.2 EXISTING CONDITIONS

Critical Areas are natural lands that limit development or that provide important public resources that require special considerations in the planning and development process. In Island County, development in or near Critical Areas are regulated by Island County Code Title XVII, Chapter 17.02B, and 17.05.

All of the Critical Area types (wetlands, aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, geologically hazardous areas, shorelines, and archaeologically significant areas) are present within the Freeland NMUGA. These areas have been identified and mapped in an effort to identify affected properties and ensure protection of these sensitive lands. It should be noted that field work, conducted by a qualified professional, will still need to be done whenever a development is proposed on a specific parcel to verify specific parcel conditions.

2.2.1 WETLANDS

Wetlands in Freeland (see Map E) occur in the transitional zone between the upland environment and Holmes Harbor. These wetlands perform transitional storage and purification processes associated with water quality. Water level, flow, and frequency have a direct impact on the quality of the ecological processes that these wetlands perform.

Run-off caused by impervious surfaces, altered landscapes, and simplified drainage conveyances diminishes ground infiltration and the subsequent natural purification processes that would normally occur. The individual and collective effects of upland development need to be considered in an effort to minimize contaminated run-off and provide healthy habitat for a wide array of plants and animals that depend on clean water.

Because of the limited development potential of parcels with significant wetlands, many municipal areas have incorporated critical areas into civic spaces. In situations where a public dedication is not a viable option, education can be a valuable tool for informing property owners of the options and benefits for protecting the critical area as well as alternatives for innovative development techniques to mitigate impacts to local or regional environmental systems. Both of these approaches are appropriate within the NMUGA

2.2.2 AQUIFER RECHARGE

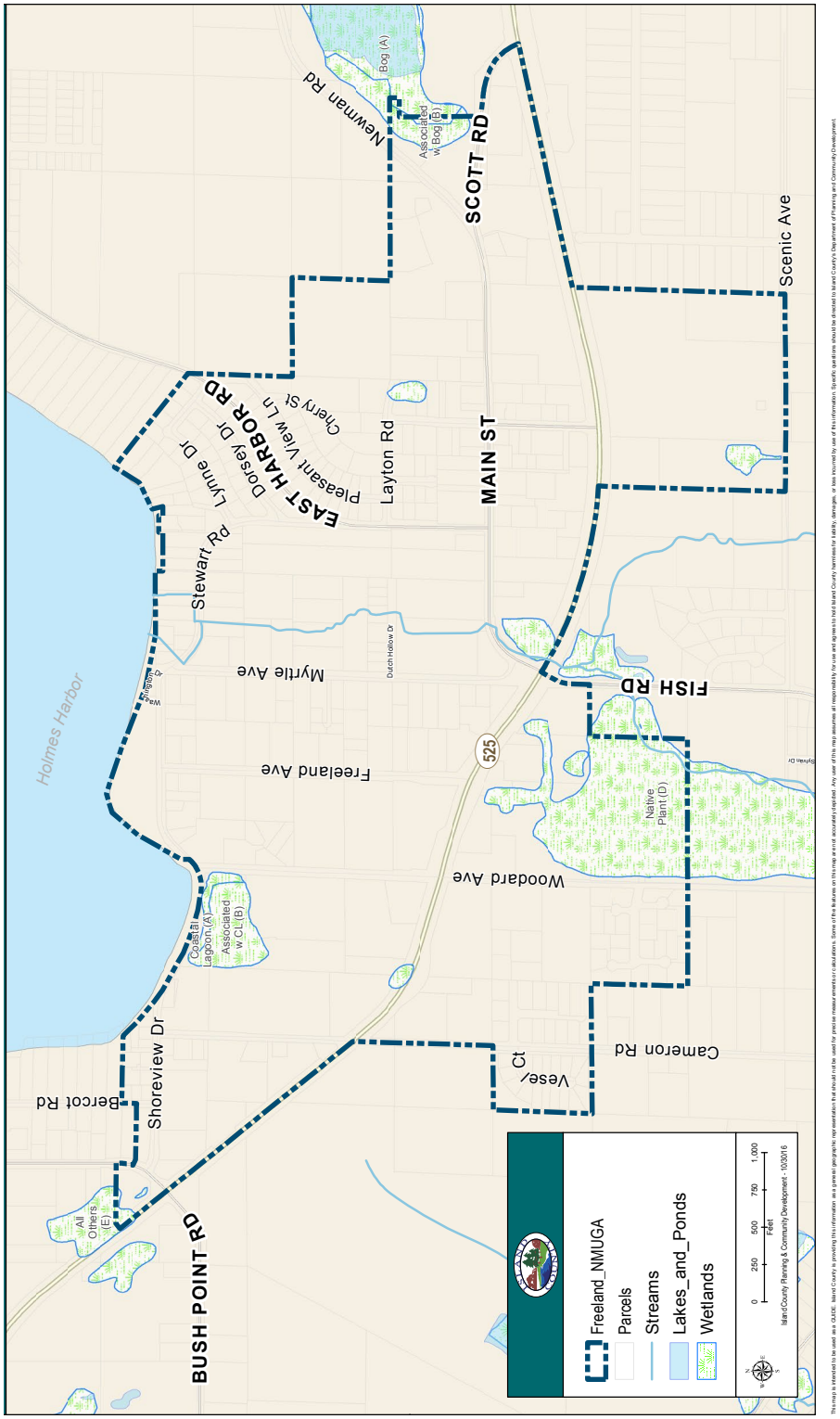
The U.S. Environmental Protection Agency (EPA) designated Whidbey Island as a sole source aquifer in 1982. All of Island County is a Critical Aquifer Recharge Area; the Island's aquifer depends entirely on rainfall for regeneration. Ample regeneration not only maintains a supply of fresh water but also excludes salt water from entering the aquifer. Map F shows the areas within the NMUGA which have high, medium, and low susceptibilities to aquifer contamination.

Groundwater conservation is a regional issue that cannot be contained within political boundaries. To address this issue, the county has developed and adopted the Water Resources Management Plan. This plan created a series of recommendations to ensure proper water resource management. The county continually works to fulfill the recommendations of the plan within Freeland and beyond.

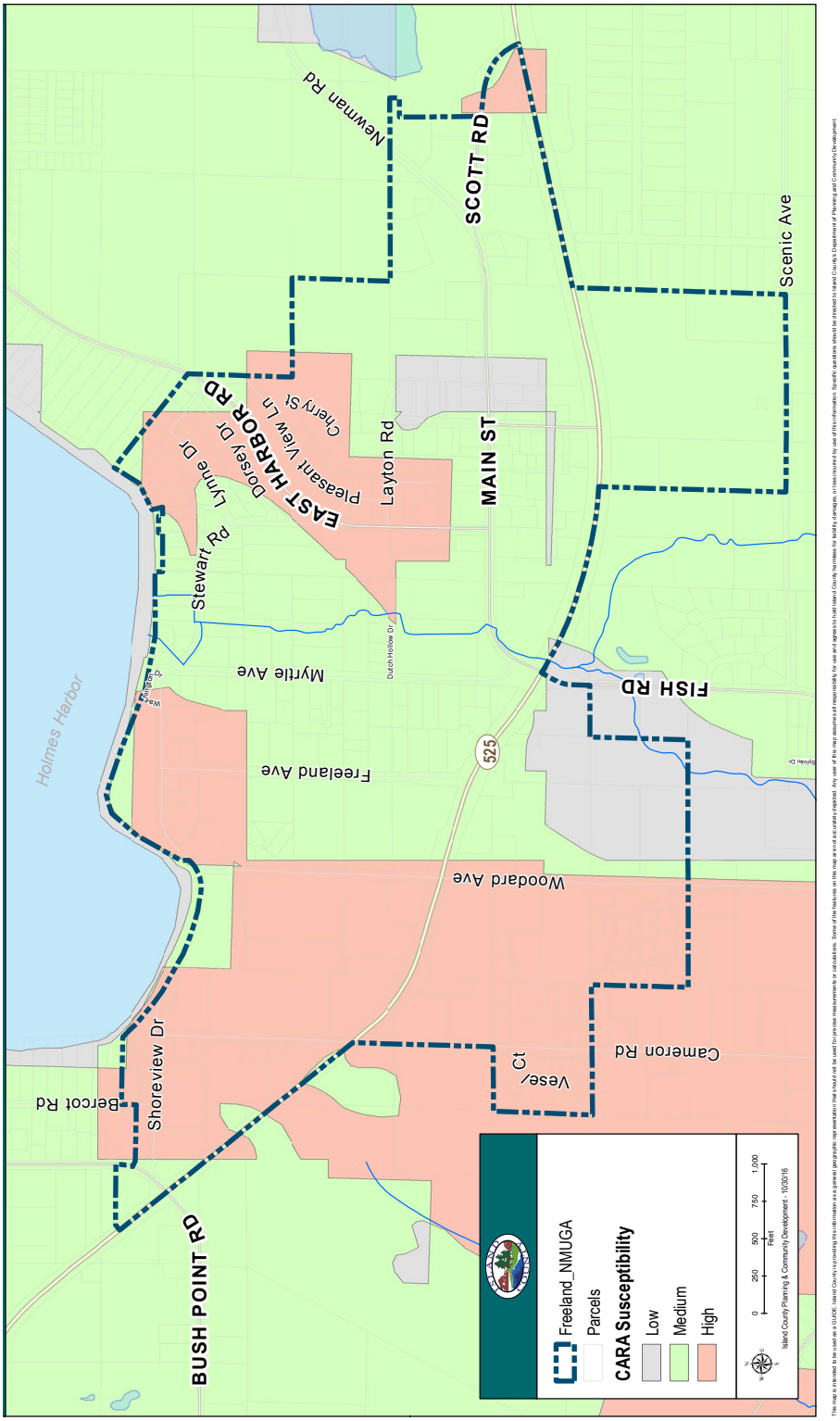
2.2.3 FISH & WILDLIFE HABITAT CONSERVATION AREAS

The proximity of Holmes Harbor to the highly productive Skagit, Stillaguamish, and Snohomish Rivers make the harbor a potential feeding station for out-migrating salmon smolts. Similarly, Mutiny Bay is situated along the narrow exit of Puget Sound into the Strait of Juan de Fuca and the Pacific Ocean. Ocean-bound salmon and returning adult spawners may utilize near shore resources in this area.

MAP E. Wetlands and Streams



MAP F. Aquifer Contamination Susceptibility



Salmon habitat, stormwater drainage and overall watershed management are issues that are dependent upon each other. Marine habitat areas have been delineated adjacent to the Freeland Sub Area in Holmes Harbor (Map G). These boundaries illustrate an area of known habitat which are regulated by ICC 17.02.050(C), Fish and Wildlife Habitat Conservations Areas, including streams, shellfish beds, kelp and eelgrass beds, herring and smelt spawning areas, natural preserves, and habitats of local importance. It is known that these environments are sensitive to pollution most commonly associated with urban development. **All development within Freeland will be required to comply with the regulations of ICC 17.02B, Critical Areas Ordinance.**

During a routine shoreline sanitary survey in 2006, the Washington State Department of Ecology discovered dangerously high levels of fecal coliform bacteria at the south end of Holmes Harbor. Consequently, shellfish harvesting was closed and the County created the South Holmes Harbor Shellfish Protection Program. The program's purpose is to improve the marine environment and public health by reducing and eliminating non-point and point sources of pollution from around the harbor. The closure has been lifted (see Map G).

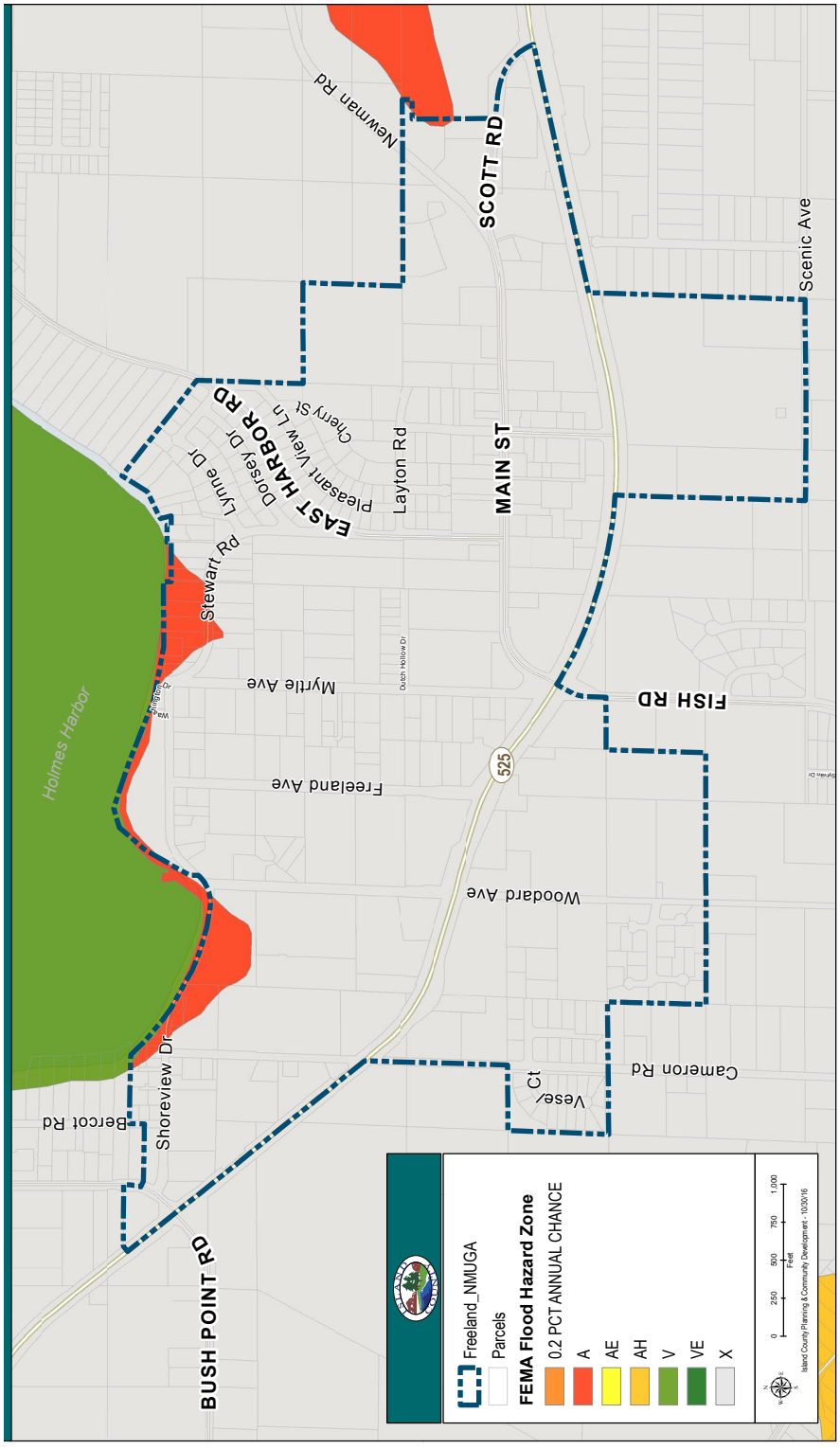
Non-point sources of pollution responsible for the high levels of fecal coliform have been difficult to identify but likely include pet and livestock feces as well as failing septic systems. The installation of a sewer system and treatment facility in Freeland should help diminish non-point source pollution and help keep the Harbor safe for shellfish harvesting and swimming.

2.2.4 FREQUENTLY FLOODED AREAS

Flooding can occur during intense storms or as a result of unusually high tides, large seas, and low barometric pressure around low-lying marine shoreline areas. The Federal Emergency Management Agency has designated flood hazard boundaries for high risk areas (Map H). Future development, channeling of surface water, loss of wetlands, and increases in impervious surfaces all increase the rate of runoff and the potential for future flooding. Local conditions require local solutions, but also the understanding that jurisdictional boundaries often are straddled by watersheds which must all be considered when mitigating flood hazards.

Freeland is currently categorized as a "Critical Drainage Area," which requires additional stormwater infrastructure for future development in an effort to infiltrate runoff on site, thus reducing cumulative development impacts and potential flooding. FEMA flood regulations are implemented in Chapter 14.02A ICC and primarily triggered at the time building permits are issued.

MAP G. Flood Zones



2.2.5 GEOLOGICALLY HAZARDOUS AREAS (STEEP SLOPES)

Steep slopes exist within the Freeland NMUGA, mainly along the western and eastern shores of Holmes Harbor (Refer to Map I). Requirements established in the Island County Code, Chapters 11.02, 17.02B, and 17.05, regulate development that occurs within Geologically Hazardous areas.

2.2.6 SHORELINES

Island County's Shoreline Master Program (SMP) is a policy plan and regulatory program designed to protect public resources and guide future development that occurs along the shorelines of waterways. Island County updated the SMP in 2015, with the new code effective January 2016. The SMP applies to development within 200 feet of lakes, streams, coastal areas, and associated wetlands of statewide significance.

Shoreline review is based on the regional goals and jurisdiction of the Island County SMP. The SMP accomplishes this by giving one of six designations to all shorelines. The shoreline environmental designations consist of: Aquatic, Conservancy, Natural, Rural, Shoreline Residential, and Urban (see Map J).

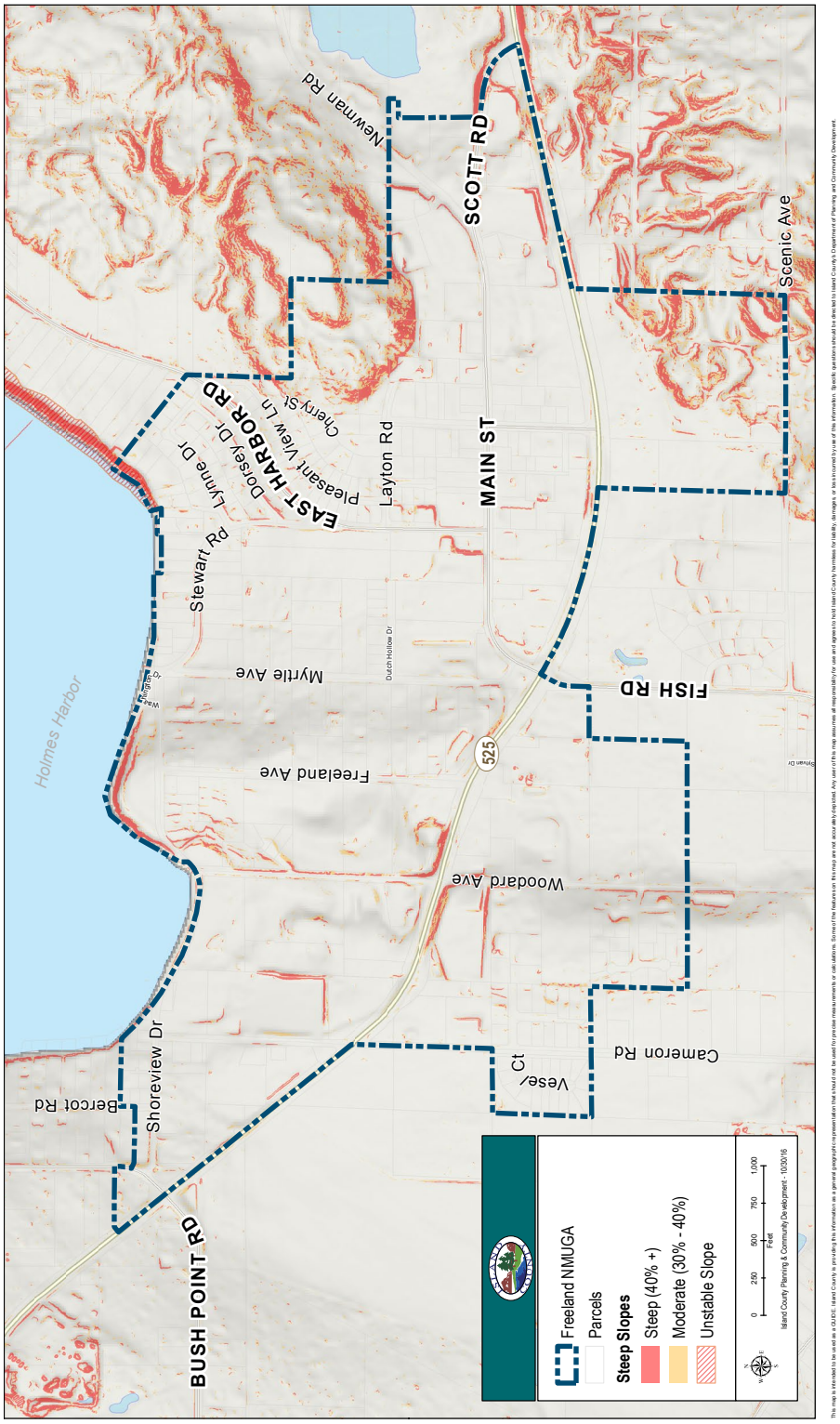
The intensity of development allowed on a particular shoreline depends on its shoreline designation. The Freeland NMUGA includes three of these shoreline designations along the shores of Holmes Harbor:

Table 4. Shoreline Environmental Designations (SED) in the Freeland NMUGA

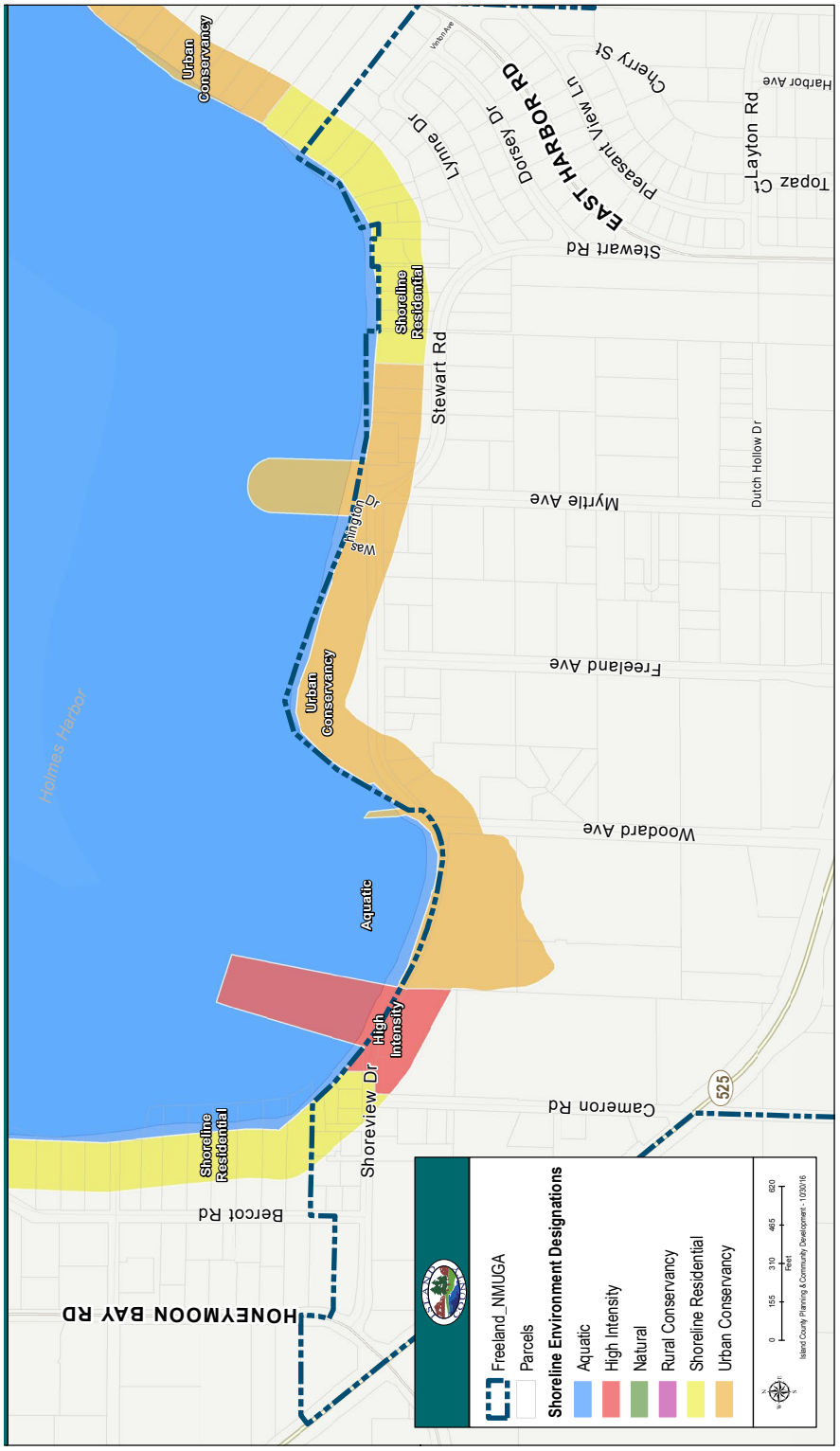
SED Type	Description	Extent within the NMUGA
Urban Environment	Generally an area of intensive development including but not limited to urban density residential, commercial, and industrial uses.	The shoreline in front of Nichols Brothers Boat Builders, Inc.
Conservancy Environment	Permits varying densities of human activity while retaining the aesthetic, cultural, ecological, historic, and recreational resources.	The shoreline near Freeland Hall, Freeland Park, and most of the Southern extent of Holmes Harbor.
Shoreline Residential Environment	An area that has been modified from its original natural state by residential unit construction. These areas have more development – or more development potential – than the Rural shoreline environment.	Both the east and west facing shorelines along Holmes Harbor within the proposed NMUGA designation.

The SMP contains seven Master Program Elements which provide the foundation for the plan's long-range goals: Economic Development, Recreation and Public Access, Transportation, Shoreline Use, Historical and / Cultural Conservation, and Restoration. Use regulations control "Use Activities" within each environment and for those in Shorelines of

MAP H. Geologically Hazardous Areas - Steep Slopes



MAP I. Shoreline Environmental Designations



Statewide Significance. The use regulations are intended to carry out the principles related to each of the 6 classifications and the principles for use activities. They also consider the varied impact of activities on different natural systems. The Shoreline Use regulations for Island County are codified in Chapters 16.21 and 17.05 of the ICC. See ICCP Chapter 3, Shoreline Management, for more information.

2.2.7 CRITICAL DRAINAGE AREAS

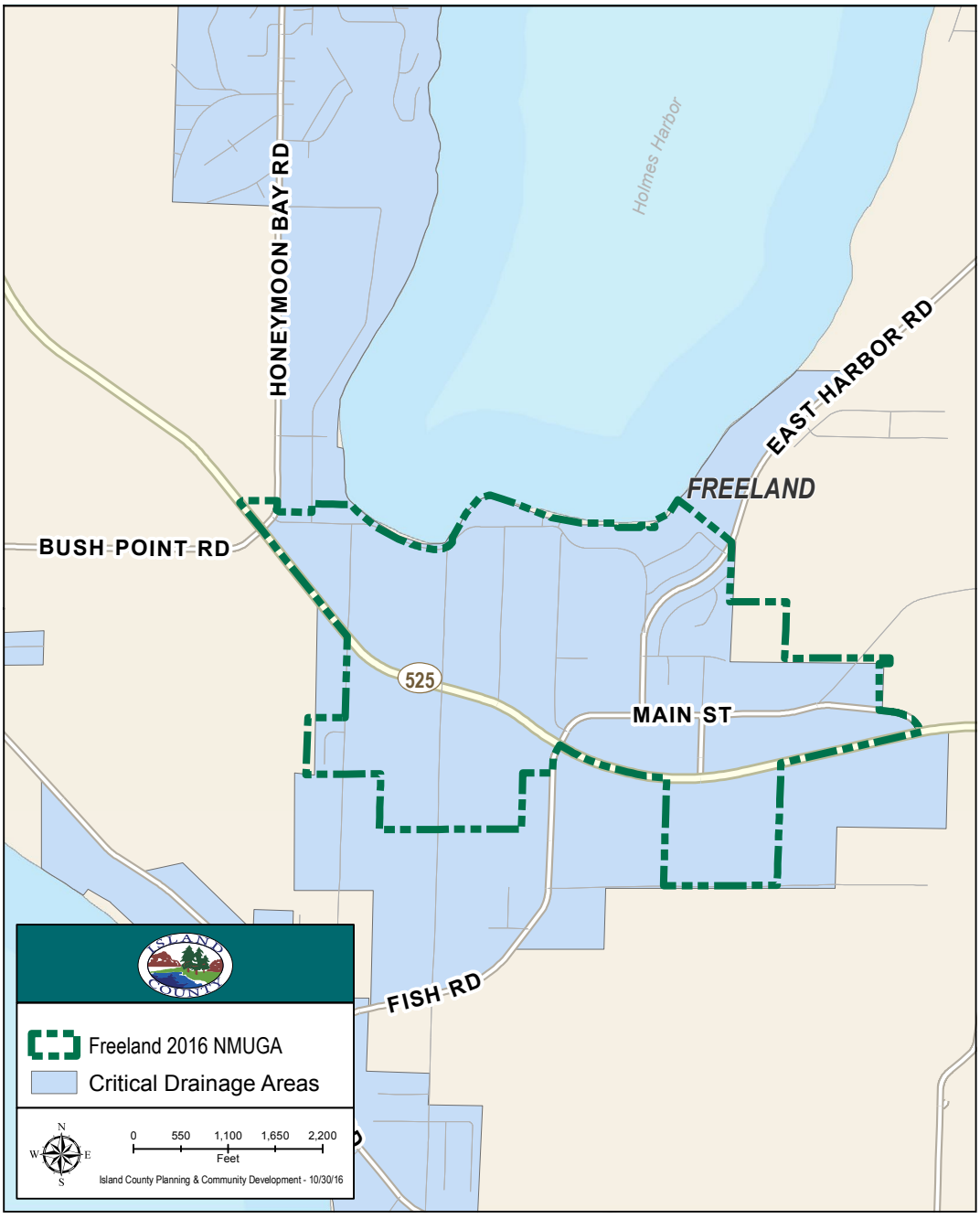
Currently, most of the land area within the Freeland NMUGA is designated as a Critical Drainage Area (see Map K). The Board of Island County Commissioners can designate a Critical Drainage Area if the land meets any one of the following three criteria.

- Areas which are sensitive to the effects of construction or development. These areas are identifiable because the cumulative impacts of development and urbanization have resulted in, or will result in severe flooding, drainage, or erosion and sedimentation conditions.
- Areas that drain to a body of water that has a documented water quality problem and has been designated a "water quality sensitive area."
- Areas where a basin plan, a watershed ranking process, or Growth Management Act planning has identified the need for additional stormwater control measures.

Chapter 11.03 of Island County Code, Stormwater and Surface Water, is administered by Public Works. This chapter includes number of additional requirements for development proposals related to or in Critical Drainage Areas; a summary of these additional requirements follows.

- In Critical Drainage Areas, small development activities (residential and non-residential) on lots which are larger than 2.5 acres do not qualify for exemptions from stormwater quantity control, source control of pollution, and stormwater treatment best management practices from Chapter 11.03.
- Drainage narratives for small residential developments have additional requirements.
- Small development activities (residential and non-residential) may be required to submit a preliminary drainage plan.
- Projects in Critical Drainage Areas need to mitigate drainage impacts resulting from changes in the volume of runoff, and additional mitigation shall also be required.
- The Drainage Manual has additional surface water quantity and quality controls and design parameters for major development activities in UGAs and RAIDs with Critical Drainage Areas.
- Retention and detention system requirements from the Drainage Manual might not be applicable if a downstream analysis demonstrates that there will be no negative impacts to Critical Drainage Areas.
- Redevelopments that are considered major developments might need to apply Chapter 11.03 requirements to the entire site and to adjoining parcels that are part

MAP J. Critical Drainage Areas



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

of the project (rather than applying requirements only to the portion of the site being redeveloped).

2.2.8 ARCHAEOLOGICALLY SIGNIFICANT AREAS

Archaeologically significant areas are present throughout Island County and are typically discovered along shorelines. While the shoreline in Freeland is somewhat developed, it would not be unusual to discover an archaeological resource during redevelopment of a site. Typical resources include shell middens and burial sites. Protection of these resources is required, and the County will continue its policy of including the Department of Archaeology and Historic Preservation and tribal agencies when development occurs within one of these areas. These resources are mapped, but in accordance with State law, are not available for public review in order to protect these resources.

2.3 GOALS & POLICIES

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

Goal 1. **Encourage protection of the environment and enhancement of the area's quality of life while still permitting urban growth.**

NR 1.1. Ensure compliance with Island County's Critical Areas regulations to allow urban growth while protecting the natural environment.

NR 1.2. Explore opportunities to create open space corridors which will benefit fish and wildlife habitat and the community.

NR 1.2.1. As unmapped natural lands and other protected areas are identified and delineated through the development review process, open space corridors consisting of wetlands and their vegetated buffers should be linked as open space and wildlife habitat corridors.

NR 1.2.2. Critical areas should be set aside as permanent open space, providing for a higher quality of life for the community while protecting resource for future generations.

NR 1.2.3. Development on steep slopes or other geologically hazardous areas is restricted, providing another opportunity to permanently protect open space corridors.

NR 1.3. Within residential areas, natural and native vegetation should be encouraged for open space areas to provide visual buffers, increase water quality and stormwater runoff control, and to maintain wildlife habitat.

Goal 2. Critical areas and the natural environment should be maintained, protected and enhanced for the enjoyment of present and future generations.

NR 2.1. Development in and near sensitive ecosystems shall be limited and carefully managed.

NR 2.2. Public education efforts regarding the function and value of sensitive areas should be encouraged.

NR 2.3. Habitat corridors should be protected and preserved within the NMUGA and FPA.

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3.1 INTRODUCTION

The condition of the public realm has a profound effect on a community's character, or Sense of Place. Well designed and located civic spaces such as parks, plazas, trails, and Thoroughfares (see Transportation) are needed to help create a place that elicits affection from both residents and visitors alike. But more importantly, the benefits of quality civic spaces—like increased civic pride, social interaction, and improved physical and mental health—can help strengthen and unify a community. The intent of this element is to lay the groundwork for improving Freeland's open spaces, civic spaces, and recreational opportunities.

OPEN & CIVIC SPACE GOALS

1. **Encourage the creation of additional Open Space within and outside of the NMUGA.**
2. **Provide for passive recreational opportunities where appropriate.**
3. **Diversify Freeland's existing Civic Space Types.**
4. **Maintain and enhance existing Civic Spaces and their facilities.**
5. **Ensure concurrency exists between new development and Civic Space.**
6. **Encourage public involvement.**
7. **Promote intergovernmental coordination.**

3.2 EXISTING CONDITIONS

3.2.1 OPEN SPACE

Open space is a broad term that includes all types of open space such as Critical Areas, civic spaces, water-ways, trails, forest lands and farms. More specifically, open space is land, or portions of land, that are intended to remain largely undeveloped. Open space is often privately owned and not available for public use except for civic spaces, which are usually (but not always) publicly owned. Freeland's open spaces consist mostly of Critical Areas and civic spaces. For detailed information on trails, see Chapter 7, Transportation.

3.2.2 CIVIC SPACE

3.2.2.1 LOCAL

Freeland Park is a scenic 7-acre waterfront park located on the south shore of Holmes Harbor serving Freeland and the surrounding community. Facilities include a dock and boat ramp, picnic tables, playground, and Freeland Hall (a historic structure that can accommodate 250 people, built in 1915).

3.2.2.2 REGIONAL

The Freeland community is surrounded by a number of state, County, and community parks that offer an incredibly diverse array of amenities. Parks and recreational facilities are owned and operated by several different agencies—Washington State, Island County, the South Whidbey Parks and Recreation District, and the Port of South Whidbey.

- Baby Island Heights
- Hunt Property
- Greenbank Farm
- Lagoon Park
- South Whidbey State Park
- Mutiny Bay Park
- Double Bluff Park & Beach Access
- Saratoga Woods
- Putney Woods
- Goss Lake
- Lone Lake Fishing Area
- Marguerite Brons Memorial Park
- Dave Mackie Park
- Deer Lake
- Dan Porter Park
- Possession Point State Park
- South Whidbey Community Park
- Trust Land Trails

3.3 VISION

3.3.1 OPEN SPACE

The need for open space preservation in Freeland will become more critical as development occurs. The GMA requires jurisdictions planning under the GMA to identify open space corridors within and between UGAs (see RCW 36.70A.160).

The Island County Comprehensive Plan identifies existing open space (Map K) and potential acquisition areas (priority areas, Map L). The existing open space map includes critical areas, shoreline buffers, park lands, etc., as identified in ICCP Section 6.4.3.4. Many of these areas are private property, and are not intended for public use, but are a part of wildlife corridors. Criteria for the designation of priority areas for parks acquisition are explained in detail in ICCP Section 7.4. These are areas where the County may consider future acquisition of property for public use if the property meets the needs & criteria outlined.

The Island County Non-Motorized Trails Plan was adopted in 2006. An update is currently planned for 2016. The plan focuses on facilitating walking, cycling, horseback riding, and boating. The Non-Motorized Trails Plan includes two facilities in Freeland - the "bridge-to-boat" multi-use trail, and the Main Street sidewalk project (see Chapter 7, Transportation, for more information and a map of trails in Freeland).

MAP K. Open Space

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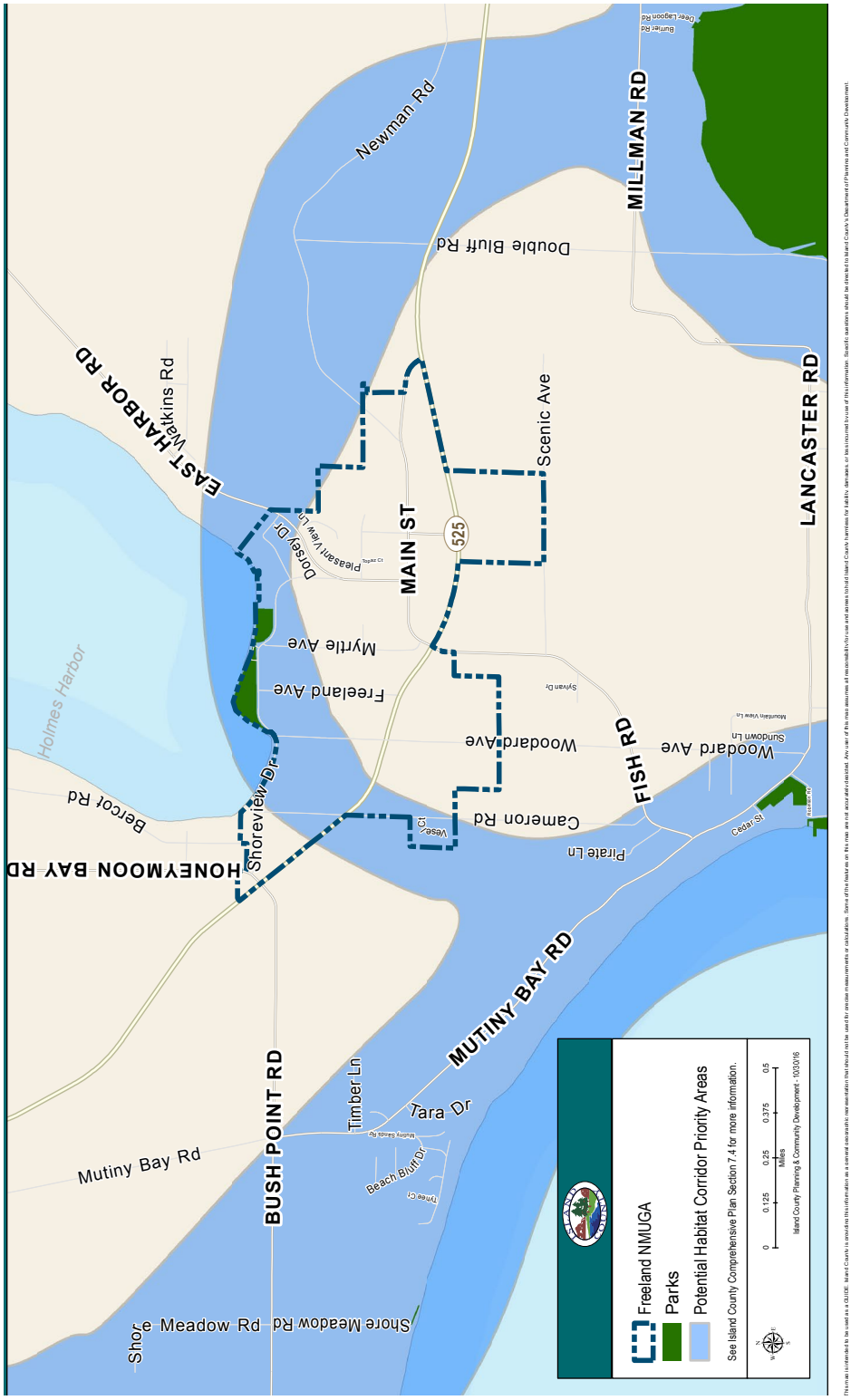
MAP L. Potential Habitat Conservation Priority Areas for Park Acquisition



3.3.1.1 *ASSOCIATED FACILITIES*

Since open space is intended to preserve sensitive lands, facilities should be limited to passive recreation such as meditation and relaxation, bird-watching, and educational opportunities. Residents have suggested creating a boardwalk through the marsh known as Freeland Bog.

3.3.2 CIVIC SPACES

The need for additional civic space will increase as Freeland continues to grow. The community has identified several civic space types and their associated facilities that they would like to have. Some of their suggestions include: a town square, trails, and recreational sports fields. More civic space types are identified and defined in the Freeland Development Regulations.

Since civic spaces can also be privately owned and maintained, it is important that development regulations for the Freeland Subarea allow for—and encourage—their creation. This is particularly important in the Business Village designation, where civic spaces provide areas for public assembly which adds vibrancy to the central business district.

3.3.2.1 *ASSOCIATED FACILITIES*

Facilities associated with each civic space type need to be identified and defined. Some amenities identified by Freeland residents include accommodations for skateboarding, sports, and boating.

3.3.3 COORDINATION

Many of the existing civic space facilities are owned and operated by different entities. As the number of residents grows, the demands on all entities will change. It is critical that South Whidbey Parks and Recreation, Port of South Whidbey, Island County Parks and Recreation, Washington State Department of Natural Resources, and Washington State Parks continue to coordinate efforts.

3.4 PROJECTED PARK & RECREATION DEMANDS

The ICCP Capital Facilities Element establishes a Level of Service (LOS) for community parks of 3.5 acres/1000 population. This LOS corresponds to roughly 5.25+/- acres of park by 2036, given the population projections. This is less than the current acreage (see Section 3.2 above), so no new facilities are required within the 20 year planning period. When counting only developed and hybrid parks, the current county-wide acreage per 1000 population is 6.05, also above the LOS standard; when natural resources area are taken also considered, that number jumps to 61.67 acres per 1000.

MAP M. Parks & Civic Spaces Serving the Freeland Community

The LOS standard for Trails is .5 miles per 1,000 population, or roughly one-third of a mile for the Freeland NMUGA (See Chapter6, Transportation).

3.4.1 FACILITIES & SERVICE NEEDS

As Freeland continues to grow, efforts should focus on expanding Freeland Park boundaries and the services available.

3.5 GOALS & POLICIES

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

OPEN SPACE

Goal 1. Encourage the creation of additional open space within and outside of the NMUGA.

OS 1.1. Adequate open space should exist to promote the health and welfare of citizens.

OS 1.2. Development regulations should encourage, through incentives, the creation of open space both in public and private ownership.

Goal 2. Provide for passive recreational opportunities where appropriate.

OS 2.1. Adequate access to public open space lands should be provided for passive enjoyment and educational purposes.

CIVIC SPACE

Goal 3. Diversify Freeland's existing civic space Types.

OS 3.1. A range of civic space types should be distributed throughout the community.

OS 3.1.1. Civic space types should be developed in the appropriate locations.

OS 3.1.2. Trails or pathways should link civic spaces within Freeland as well as connect Freeland to regional civic spaces.

OS 3.2. Civic spaces should be centrally located, highly visible, and easily accessible (see Chapter 1, Land Use).

OS 3.2.1. Where appropriate, building frontages should be oriented toward, as well as spatially define, civic spaces.

OS 3.2.2. Civic buildings should be distinctive and appropriate to a role more important than the other buildings that constitute the fabric of the community.

OS 3.2.3. Civic buildings and spaces should be provided as locations that reinforce community identity.

OS 3.3. Potential Open and civic spaces should be Identified.

Goal 4. Maintain and enhance existing civic spaces and their facilities.

OS 4.1. Civic spaces should provide residents with a variety of facilities to ensure local needs are met.

OS 4.2. Civic spaces should engender community pride.

OS 4.3. Citizens should be provided with adequate and accessible civic spaces.

OS 4.3.1. Level of Service (LOS) standards should be established to ensure adequate civic space (in terms of acreage to population).

OS 4.4. Civic spaces within Freeland should be accessible by non-motorized methods of transportation (see transportation element).

OS 4.5. The County should identify what facilities are desired by the Freeland community for civic spaces.

OS 4.6. Desired facilities should be assigned to appropriate civic space types.

Goal 5. Ensure concurrency exists between new development and civic space.

OS 5.1. That the amount of available civic space should increase with growth.

OS 5.1.1. Additional civic space should be provided concurrent with new development and/or mitigated for through payment of a fee-in-lieu

COORDINATION

Goal 6. Encourage public involvement.

OS 6.1. The public should be actively involved in civic space creation and maintenance.

OS 6.2. Significant decisions should be made visible and communicated to the public.

Goal 7. Promote intergovernmental coordination.

OS 7.1. All public agencies and jurisdictions should coordinate planning and maintenance efforts of civic spaces.

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4.1 INTRODUCTION

Capital facilities are all the "…facilities needed to support growth, such as: roads, bridges, sewer, water and storm-water facilities, public buildings, parks, and recreation facilities" (Washington State Department of Commerce). Some of these facilities, like roads, are addressed in other elements of the subarea plan. Many facilities are addressed in the Island County Capital Facilities Plan and Capital Improvement Plan.

Freeland's designation as an NMUGA requires densities and infrastructure consistent with urban levels. Capital facility improvements are needed in Freeland in order to support the projected growth.

CAPITAL FACILITIES GOALS

1. **Ensure capital facilities are available prior to or concurrently with new development.**
2. **Provide for the efficient and effective siting of essential public facilities listed in the Island County Comprehensive Plan.**
3. **Provide public sewer service to Freeland.**

4.1.1 OTHER RELATED PLANS

This capital facilities element is based on the capital facilities plans, master plans and studies prepared by facility and service providers operating in the UGA. The following planning documents were used:

1. Island County Draft Comprehensive Plan, August 2016
2. Island County Draft Capital Facilities Plan 2016
3. Island County Draft Capital Improvement Plan, 2016
4. Freeland Water & Sewer District Draft Comprehensive Sewer Plan and Engineering Report/Facility Plan, 2016
5. Freeland Water and Sewer District Water System Plan - Update, December 2015
6. Draft Freeland Comprehensive Drainage Plan, May 2005

4.2 EXISTING CONDITIONS

4.2.1 LEVELS OF SERVICE STANDARDS

The ICCP established Levels of Service (LOS) standards for capital facilities, which are found in the Capital Facilities Element of the Island County Comprehensive Plan (ICCP). For the purpose of the FSP these standards will apply as well.

4.2.2 COUNTY PROVIDED CAPITAL FACILITIES & SERVICES

4.2.2.1 COUNTY PARKS

Community parks and open space are discussed in Chapter 3, Open and Civic Space.

4.2.3 SOLID WASTE

4.2.3.1 SYSTEM DESCRIPTION

Two County solid waste facilities—Bayview Drop box and Island Recycling—are located near Freeland. The Bayview Drop Box Station accepts solid waste, limited recyclables, and household hazardous wastes while the Island Recycling facility accepts most recyclables.

Island Disposal provides solid waste and recycling pickup (though individual contracts) for residents and businesses in the Freeland NMUGA. Solid waste collected by Island Disposal is processed at the Island County Solid Waste Complex in Coupeville. This waste is long hauled by rail to the Roosevelt Regional Landfill in Klickitat County, Washington.

4.2.3.2 LEVEL OF SERVICE & CAPACITY

The LOS for solid waste is established in the Capital Facilities Element of the Island County Comprehensive Plan as 5.8 pounds per capita per day. According to the 2016 Island County Capital Facilities Plan, both the existing LOS and the 20-year LOS for solid waste facilities are above the standard 5.8 pounds per capita per day.

4.2.3.3 DEFICIENCIES & PROPOSED IMPROVEMENTS

The 2008 Island County Solid Waste and Moderate-Risk Waste Management Plan provides recommendations for continuation of the current LOS for solid waste. These recommendations are carried forward in this element of the FSP. The following are planned solid waste facility improvements relevant to Freeland.

- Increase capacity at the Bayview Drop Box Station
- Expand the Coupeville Transfer Station tipping bays

4.2.4 STORMWATER & DRAINAGE

4.2.4.1 SYSTEM DESCRIPTION

There are four main watersheds or "basins" within the Freeland area; three of which cover the majority of the Freeland NMUGA. These basins include the West, Central, and East Basins (see Map O).

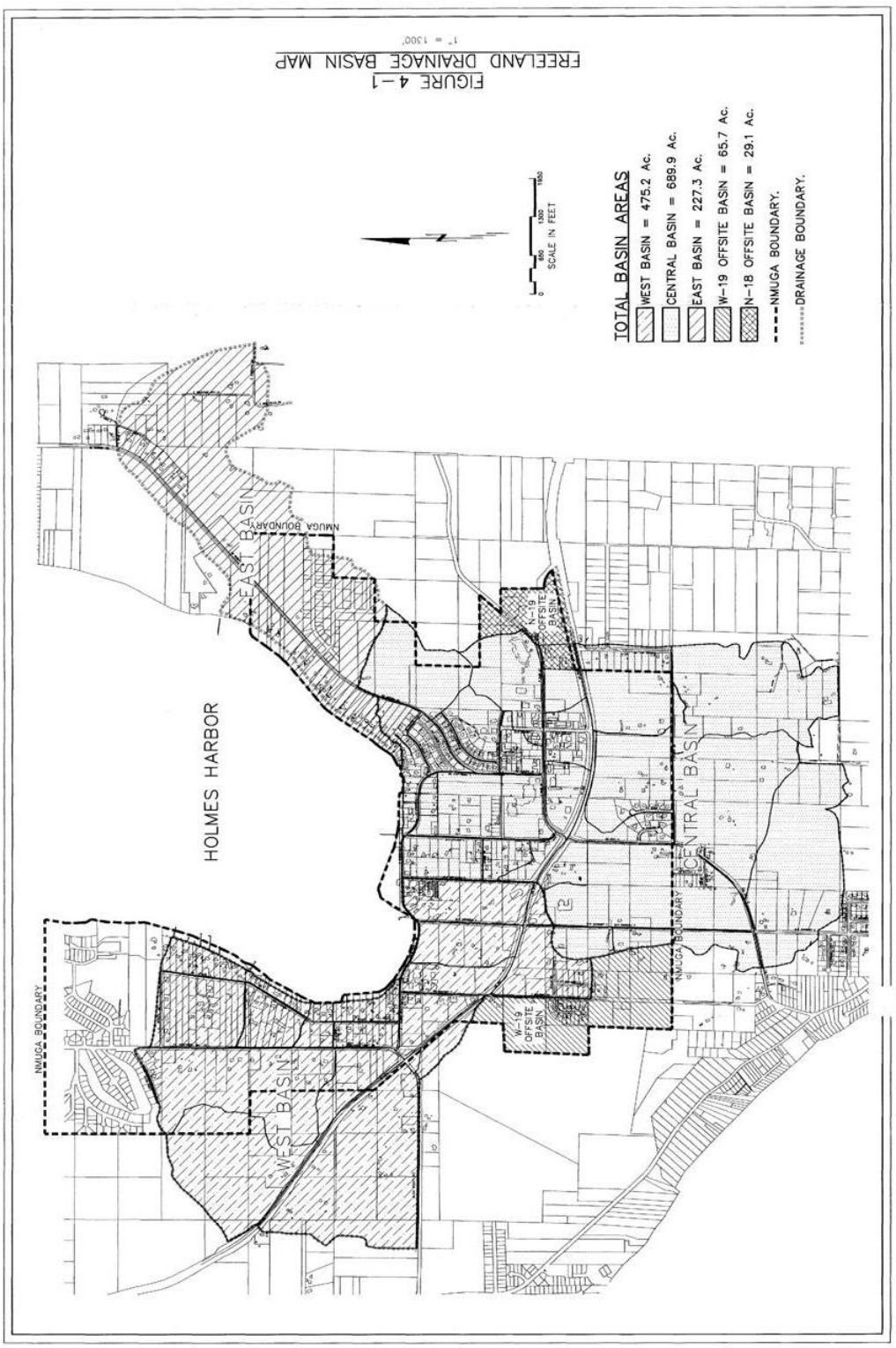
In 2000, the Holmes Harbor Drainage Study was completed, analyzing a portion of the West Basin. In 2005, the County completed the Freeland Comprehensive Drainage Plan, which provided an analysis of the existing drainage conditions and recommended improvements to the surface water systems of the three major basins. Since the Freeland NMUGA is under County jurisdiction, storm-water management issues are reviewed through the County's Stormwater and Surface Water Ordinance (ICC 11.03), the Island County Stormwater Design Manual, and the Island County Critical Areas Ordinance (ICC 17.02B).

The drainage network for these systems is comprised of open drainage ditches, sub-surface storm drains, culverts, sheet flow, and natural channelized systems in undeveloped areas. All but a small portion of the lowland area near Scott and Newman Roads, and a lowland area directly south and west of Cameron Road, ultimately drain into Holmes Harbor.

The West, Central, and East Basins cover 1,397 acres. The West Basin (475 acres) includes 18 sub-basins and extends from the south boundary of the Holmes Harbor Golf and Community Club to Woodard Road on the east. Zoning in this basin is comprised mostly of low and moderate residential density except along S.R. 525, where land is zoned Business General and Non-Residential Mixed Use. The basin is drained by two major outfalls, a 24-inch outfall at Ships Haven and a 24-inch outfall vault near the intersection of Cameron Road and Shoreview Avenue.

The Central Basin (695 acres) includes 17 sub basins north of S.R. 525 and includes the area roughly between Woodard Road and extending approximately one mile east of East Harbor Road. The area south of S.R. 525 is comprised of 12 sub basins (more than 400 acres) and is zoned for rural and low residential densities. The Central basin also encompasses the major commercial area of Freeland including the S.R. 525 corridor, as well as commercial properties along the Main Street corridor. This basin is drained by the 36-inch Freeland Park Outfall, which discharges to Holmes Harbor.

The East Basin (227 acres) includes 4 sub basins that lie to the north and south of East Harbor Drive. This area is zoned or designated for low and medium density housing. It is drained by a single 12-inch outfall on the southeast side of Holmes Harbor.



MAP N. Freeland Drainage Basins

4.2.4.2 LEVEL OF SERVICE & CAPACITY ANALYSIS

Existing LOS standards for residential and commercial development are established in the ICCP. They are designed for detention, treatment and conveyance of a 25 year storm. To apply the established LOS, Island County has enacted several ordinances which target stormwater runoff and surface water quality:

- ICC 11.02 Clearing and Grading Requirements
- ICC 11.03 Stormwater and Surface Water
- ICC 17.02 Critical Areas

In addition, Island County has adopted by reference the 1992 Department of Ecology Stormwater Management Manual for the Puget Sound Basin, Technical Manual, as well as, the Island County Surface Water Manual to provide standards and technical guidance to comply with ICC11.03.

Because of the existing urban development pattern, many stormwater systems already exist within the NMUGA. New development will continue to be required to follow stormwater and surface water requirements adopted by Island County.

In 2005 the Freeland Comprehensive Drainage Plan was completed. This analysis covered the existing drainage conditions as well as the forecasted condition under full UGA build out. The plan found that the existing stormwater regulations in effect for residential and commercial development are adequate for protecting downstream properties and guarding against the negative impacts of stormwater discharge.

4.2.4.3 DEFICIENCIES & PROPOSED IMPROVEMENTS

The Freeland Comprehensive Drainage Plan detailed thirteen problem areas when forecasting for full UGA build out. Table 6 shows the plans' solution to each. Low Impact Development strategies will also be encouraged in the NMUGA.

Table 5. Surface Water Drainage Improvements

	Project Description	Planning Window	Cost
1	Phase 2 Freeland Park Outfall	6 Year	$90,000
2	East Harbor Road – 630 LF of 18-inch Storm Drain	6 Year	$64,000
3	East Harbor Road – Upsize Culvert	6 Year	$6,000
4	East Harbor Road – Construct Bio-filtration Swale	6 Year	$11,200
5	Shoreview Avenue – Slipline Outfalls & Install Fish Passable Tide Gates	20 Year	$32,000
6	Woodard Avenue – Upsize Culvert	20 Year	$6,000
7	Main Street – Upsize Culvert	20 Year	$8,000
8	Bercot Road – Combine Existing Outfalls into Single 18-inch Outfall	20 Year	$35,700
9	Cameron Road – 140 LF of 18-inch Strom Drain	20 Year	$16,200
10	Ditch Improvements – S.R. 525 to Cameron Road	20 Year	$13,200
11	Pleasant View – Relocate and Upsize Culvert	20 Year	$11,800
12	Fish Road – Upsize Culvert	20 Year	$8,900
13	Fish Road – Construct Bio-filtration Swale	20 Year	$6,000
		TOTAL COST	**$138,400**

4.2.5 LAW ENFORCEMENT

4.2.5.1 SYSTEM DESCRIPTION

The Sheriff's office located in Coupeville is responsible for law enforcement within unincorporated Island County and operates dispatch facilities in Oak Harbor, Freeland, and Camano Island. The 2,772 square-foot Freeland Station is the newest dispatch facility and has sufficient space to house additional officers through the six-year capital facilities planning horizon.

4.2.5.2 LEVEL OF SERVICE & CAPACITY

The Capital Facilities Element of the ICCP states the LOS requirement for law enforcement is 120 square-feet of law-enforcement capital facility space per 1,000 population in unincorporated Island County. The County's present capacity meets the LOS requirement.

4.2.5.3 DEFICIENCIES & PROPOSED IMPROVEMENTS

The Freeland has additional capacity and will not need to be expanded within the planning period. As Freeland's population densifies, the required LOS may need to be adjusted to ensure adequate service.

4.3 OTHER CAPITAL FACILITIES & SERVICES

4.3.1 FIRE PROTECTION

4.3.1.1 SYSTEM DESCRIPTION

South Whidbey Fire/EMS, established in 1950 and staffed mostly by volunteers, serves 66 square miles of the southern portion of Whidbey Island. The district has stations in Freeland, Bayview, Saratoga, Langley, Clinton, and Maxwelton. Services are provided by 60 volunteers, 8 part-time, and 10 full-time personnel. Services provided by the district include fire suppression, emergency medical, marine and cliff rescue, fire and safety education, disaster preparation, and community risk reduction.

The Washington Surveying and Rating Bureau (WSRB) rates the Freeland area of the District at Fire Protection Class 7, which exceeds currently adopted Class 8 LOS for fire protection.

The Freeland station (#31), is located at 5535 Cameron Road. The station was built in 2002 and is approximately 7,000 sq. ft. Funding for this facility was provided by District Capital Improvement Funds. The station houses 1 engine, 1 tender, 1 quick attack, 1 rehab unit, 1 aid unit, and a rescue boat.

4.3.1.2 DEFICIENCIES & PROPOSED IMPROVEMENTS

Urban areas typically have higher fire protection class ratings. As population increases within the Freeland NMUGA, the current LOS standard may need to be adjusted to help ensure adequate service. Increased LOS typically requires increases in funding and staffing.

The spatial distribution of fire hydrants—in addition to volume and pressure levels—must be sufficient to provide needed coverage. This can be met through the adaption and enforcement of development standards that are tailored to future growth that is expected in Freeland.

4.3.2 WATER SYSTEMS

4.3.2.1 SYSTEM DESCRIPTION

The Freeland Water and Sewer District (FWSD) serves the greater Freeland community, although some single-family homes have private wells. The FWSD operates two water systems that operate independently; the Harbor Hills Water System (which serves a golf-course community), and the FWSD. The FWSD systems is capable of serving 629 equivalent residential units (ERUs).

4.3.2.2 WATER SUPPLY

FWSD obtains its water supply from three wells providing 180, 363, and 232 gallons per minute (GPM). FWSD has water rights not to exceed 350 gallons per minute.

4.3.2.3 TREATMENT AND STORAGE

Well #3, the District's newest well, has been found to have elevated levels of iron and manganese. As a result, the District is pursuing the installation of an iron & manganese treatment facility at the Well #3 site and is currently in the design phase for this project. In the short term, water produced from Well #3 is blended with water from Wells #1 and #2 to ensure that iron & manganese levels, below the State MCL, are discharged to the system. Since beginning the blending program there have been no serious complaints from any users regarding the quality of water provided by the Freeland Water District.

The existing reservoirs provide sufficient storage for the existing system demands and for future demands through the existing water right limits. Additional storage will be required for future demands to maximize the applied for water rights and to improve service in the northeast portion of the District.

4.3.2.4 TRANSMISSION AND DISTRIBUTION

The District is actively pursuing distribution system upgrades to improve system function and reliability and to reduce long term maintenance costs. In the short term this will include the replacement of aging/failing hydrants and the installation of isolation valves to improve system control. In addition, a yearly meter replacement program has been initiated to replace 20 meters per year.

There are minimal stagnant water complaints in the system dead end mains, however, the dead ends should ideally be looped with developer extensions or budget providing.

Detailed maps with existing infrastructure are available from the FWSD office.

4.3.2.5 LEVEL OF SERVICE & CAPACITY ANALYSIS

The FWSD is a "Class A" water systems, regulated by the State Department of Health. Operation of these systems is guided by the standards in the Washington Administrative Code, Island County Code, and the Island County Coordinated Water System Plan.

FWSD has capacity to serve 723 ERUs, based on a Maximum Day Demand (MDD) of 498 gpd/ERU. This available level of service exceeds the system demand by 280 ERUs with current system infrastructure.

4.3.2.6 DEFICIENCIES & PROPOSED IMPROVEMENTS

There are no immediate deficiencies identified, but improvements to systems have been identified as mandated by WAC 246-290-100.

- Current water rights are adequate for projected short term growth within the FWSD, however, construction of the Freeland sewer system has the potential to drive the system demand beyond capacity limitations imposed by current water rights. The FWSD is pursuing additional water rights through the Department of Ecology.
- Well #3 iron & manganese treatment facility is in the design phase.
- Several undersized and aging sections of distribution water main will require replacement. The District's 30-year Capital Improvements Plan has identified multiple improvement projects within the Medium Range and Budget Providing time frames.
- New mains are needed in areas of the District where there are no existing mains. The main extensions will typically be constructed by developer extensions.

4.3.3 WASTEWATER

4.3.3.1 SYSTEM DESCRIPTION

The majority of homes and businesses within the Freeland NMUGA treat their wastewater with on-site septic systems; the Main Street Sewer District currently serves Maple Ridge Assisted Living Community. The Freeland Comprehensive Sewer Plan and Engineering Report/Facility Plan was approved in 2005 (2005 Plan) and amended in 2010. In 2015, the Freeland Water and Sewer District (FWSD) rescinded the 2010 amendment in its entirety and contracted with Gray and Osborne, Inc., to prepare an amendment to the 2005 Plan.

The April 2016 FWSD Amendment No. 2 to the 2005 Comprehensive Sewer Plan and Engineering Report/Facilities Plan (2016 FWSD Plan) establishes a revised plan for a Phase 1A and 1B, removing septic tanks and effluent drainfields and allowing for additional development in the commercial core of the downtown area. It also provides detailed wastewater treatment (WWTF) design criteria and cost estimates in Table E-7, E-9, 9-5, 9-8, and 9-8 and is discussed in detail in the Financing section (see pages 9-40 thru 9-50).

The 2005 Plan Phases 2 - 5 (build-out) remains the same, with FWSD committed to providing sewer service to the entire NMUGA. The buildable lands analysis used in the 2016 FWSD Plan is consistent with the method used in the 2005 Plan. The land use, zoning, and NMUGA boundary are consistent with the Island County Comprehensive Plan adopted April 11, 2011 and the approved Freeland Subarea Plan adopted February 16, 2011. With the reduction in the size of the NMUGA, the FWSD will need to evaluate the

project planning for Phase 2 through build-out. The 2016 FWSD Plan assumes Phase1A will be implemented in 2016, and Phase 1B will be implemented in 2026 when the FWSD secures funding.

4.3.3.2 PROJECTED FLOWS AND LOADINGS AND COLLECTION SYSTEM RECOMMENDATIONS

The 2016 Plan recommends a collection system which consists of pressure force mains and individual grinder pump stations to serve all of the properties in the Phase 1A area.

4.3.3.3 DEFICIENCIES & PROPOSED IMPROVEMENTS

There are no immediate deficiencies identified.

Table 6. FWSD 6-Year Capital Improvement Program

CIP #	Capital Improvement	2016	2017	2018	2019	2020	2021
1	**Wastewater Facility Property Acquisition**	$800	$0	$0	$0	$0	$0
2	**Design and Permitting of WWTF & Collection System**	$600	$300	$0	$0	$0	$0
3	**Construction of WWTF & Collection System**	$0	$4,700	$4,650	$0	$0	$0
	TOTAL	**$1,400**	**$5,000**	**$4,650**	**$0**	**$0**	**$0**

Source: Table 9-10 of the Amendment No. 2 to the 2005 Comprehensive Sewer Plan and Engineering Report - Facility Plan, Freeland Water & Sewer District, June 2016 (page 9-50). Note: Property acquisition closed in February 2016. 2) values shown represent thousands

Table 7. WWTF Influent Design Criteria

Flow Value	2016 Phase 1A (Startup)	2026 Phase 1A	2036 Phase 1A	20-Year Phases 1A and 1B
Design Flow [1]				
Annual Average (AA) Base Wastewater Flow (gpd)	23,000	26,000	44,000	57,000
ERUs (@ 140 gal/ERU/d for AA base flow)	164	186	314	407

Source: Table 9-1 of the Amendment No. 2 to the 2005 Comprehensive Sewer Plan and Engineering Report - Facility Plan, Freeland Water & Sewer District, June 2016 (page 9-2).

Note: (1) Based on pressure collection system

MAP O. Freeland Water & Sewer Phasing Plan

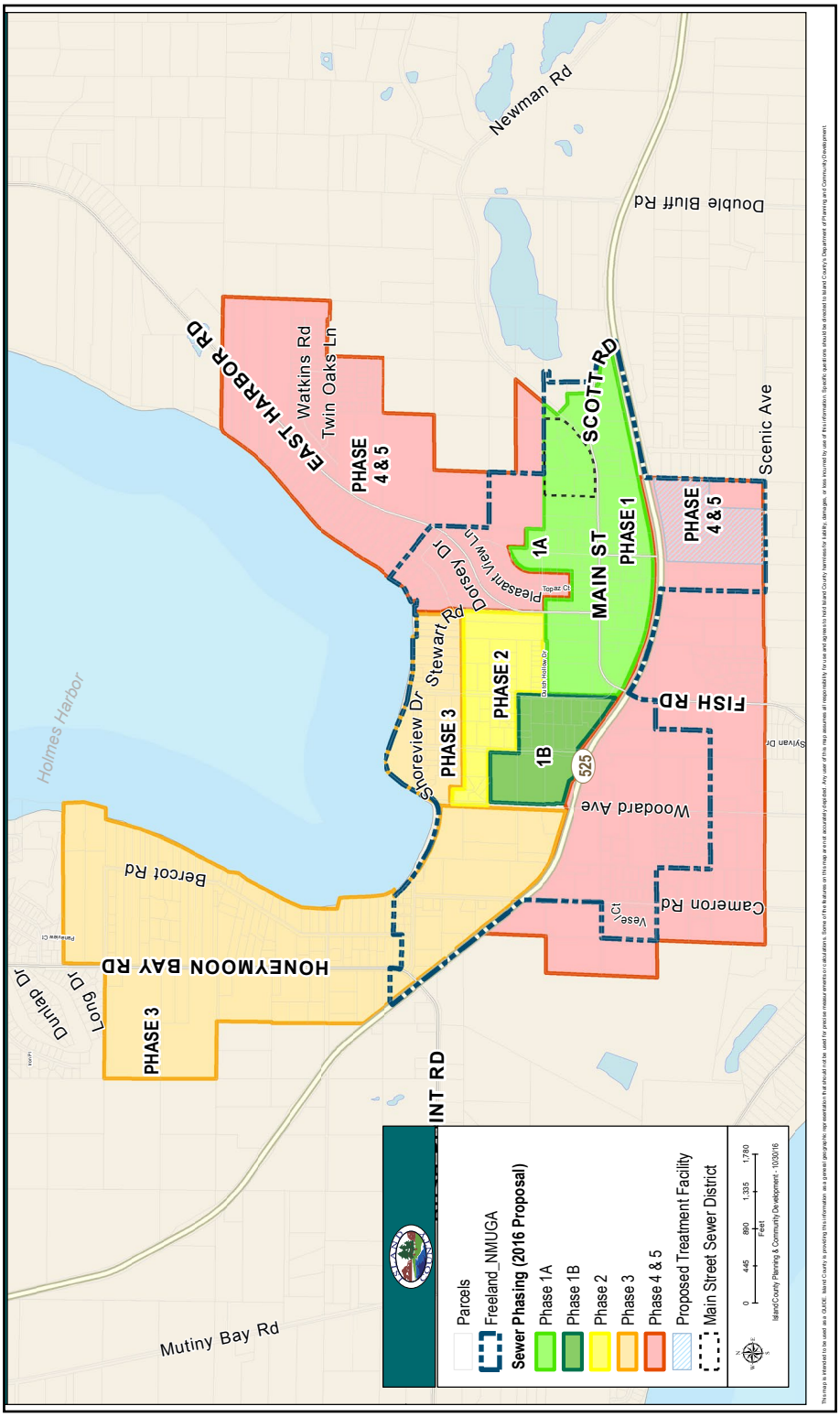


Table 7. WWTF Influent Design Criteria

Flow Value	2016 Phase 1A (Startup)	2026 Phase 1A	2036 Phase 1A	20-Year Phases 1A and 1B
Annual Average (AA) Wastewater Flow (gpd)	32,000	37,000	54,000	70,000
Maximum Month (MM) Wastewater Flow (gpd)	45,000	52,000	74,000	95,000
Peak Day (PD) Wastewater Flow (gpd)	61,000	71,000	96,000	124,000
Peak Hour (PH) Wastewater Flow (gpd)	119,000	138,000	197,000	254,000
Design Load				
Annual Average (AA) BOD_5 and TSS Load (lb/d)	77	87	147	190
Maximum Month (MM) BOD_5 and TSS Load (lb/d)	128	145	245	317
Annual Average (AA) TKN Load (lb/d)	14	16	26	34
Maximum Month (MM) TKN Load (lb/d)	23	26	44	57

Source: Table 9-1 of the Amendment No. 2 to the 2005 Comprehensive Sewer Plan and Engineering Report - Facility Plan, Freeland Water & Sewer District, June 2016 (page 9-2).

Note: (1) Based on pressure collection system

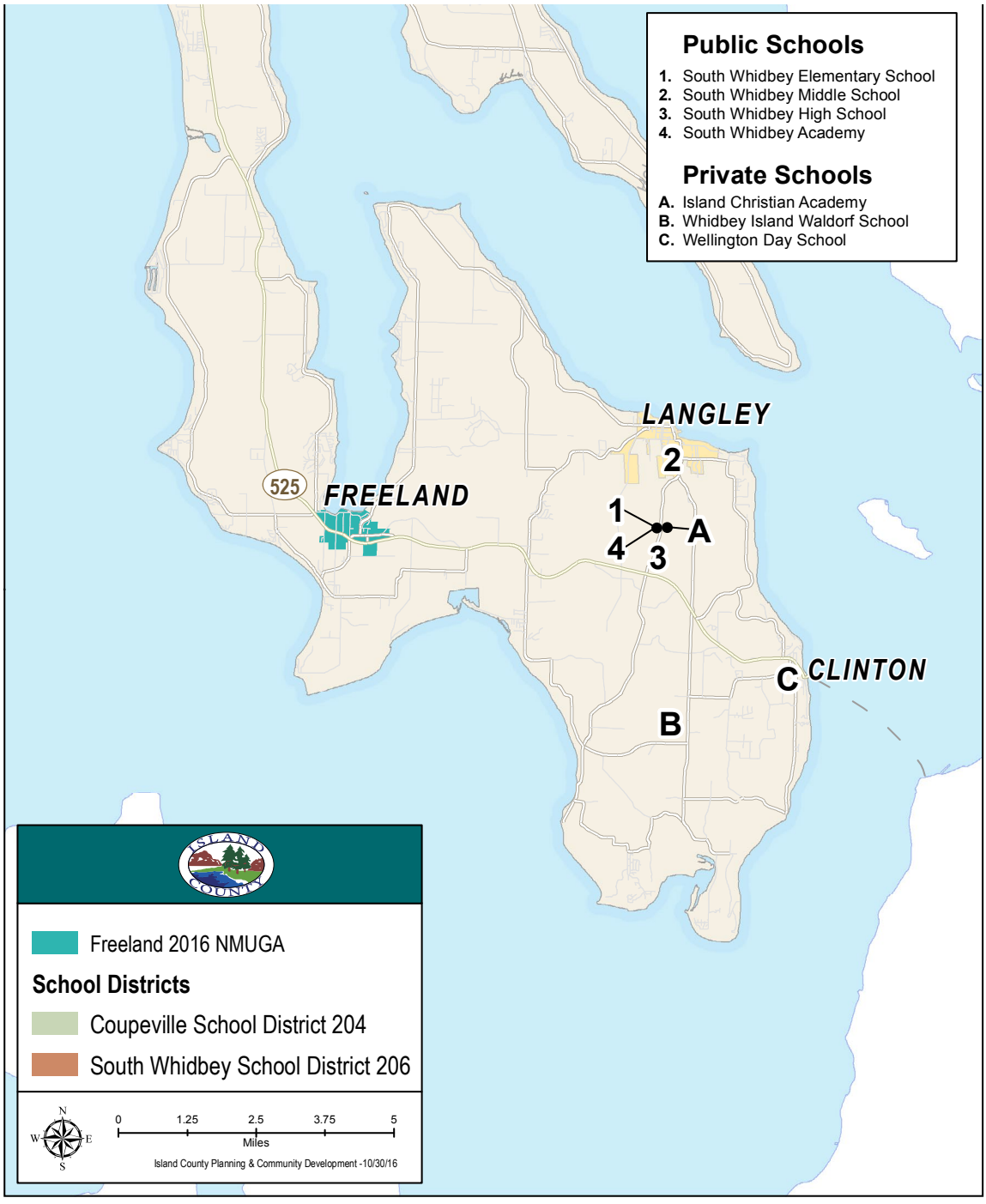
4.3.4 SCHOOLS

4.3.4.1 SYSTEM DESCRIPTION

Public education in Freeland is provided by the South Whidbey School District (SWSD). The district covers all of south Whidbey Island with three traditional and four alternative schools (see Map Q). The four public schools are: South Whidbey Elementary, Langley Middle, South Whidbey High, and South Whidbey Academy (K-12). The private schools are: Island Christian Academy (PreK-12), Whidbey Island Waldorf School (Prek-8), and the Wellington Day School (PreK-8).

The SWSD facilities exceed the current demand mainly due to declining enrollment. Consequently, the district is trying to consolidate services to achieve greater operational efficiency. Student enrollment has decreased from 2,263 (1999) to 1,473 (2015). The district's average full time equivalent (FTE) student count in 1999-2000 was 2,327. In 2015-16 it had dropped to 1,339 FTE, with future projections anticipating enrollment to stabilize around 1,000 FTE.

MAP P. South Whidbey School District



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

4.3.4.2 LEVEL OF SERVICE & CAPACITY ANALYSIS

South Whidbey School District's LOS standard is 25 students per classroom (1:25 ratio). Since 1998, this ratio has dropped from 27.7 to 23.22 students per class. This shift is the result of declining enrollment. A general student to teacher ratio of 17 to 1 exists in a program divided into grades K-2, 3-5, 6-8 and 9-12.

Interestingly, in the South Whidbey Planning Area population growth and district enrollment numbers have had an inverse relationship. The number of households with children has decreased while childless households have increased. The population of South Whidbey in 2000 was 14,007 and SWSD enrollment was at 2,263; by 2015, the population had increased to 15,390 (+9.8%) yet enrollment was down to 1,473 (-35%).

4.3.4.3 DEFICIENCIES & PROPOSED IMPROVEMENTS

The district began a community conversation in May 2016 to address the declining enrollment with respect to programs and facility use. This will continue into the 2016-17 school year resulting in a new plan for district facilities and programs in spring 2017.

With increased commercial and residential development in Freeland, there is potential for demographics to change, potentially resulting in more school aged children.

4.4 CAPITAL IMPROVEMENT PLAN

The Capital Improvement Plan prioritizes projects and predicts fiscal trends based on revenues and expenditures. This enables the governing body to maintain and improve public facilities and infrastructure to meet established standards. A summary of capital improvement projects is presented in ICCP Chapter 10B.

4.5 GOALS & POLICIES

CONCURRENCY

Goal 8. **Ensure capital facilities are available prior to or concurrently with new development.**

CF 8.1. New growth should pay for itself.

CF 8.1.1. Development regulations should ensure capital facility improvements take place at the time of development. Fee-in-lieu payments may be appropriate in some instances.

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

CF 8.1.2. The County should ensure any mitigation or in-lieu fees collected for development in Freeland are spent in Freeland.

CF 8.2. New development should add value to the community.

CF 8.3. Urban services and facilities shall not be provided or extended outside of the NMUGA.

ESSENTIAL PUBLIC FACILITIES

Goal 9. **Provide for the efficient and effective siting of essential public facilities listed in the Island County Comprehensive Plan.**

CF 9.1. Essential public facilities at the local and regional levels are identified and defined.

CF 9.2. Essential and adequate public facilities should be planned for and developed to meet the changing needs of the community.

Goal 10. Provide public sewer service to Freeland.

CF 10.1. Everyone within the NMUGA should have access to sewer services.

CF 10.1.1. Existing and new development should be required to hook-up to sewer lines as they become available.

CF 10.2. Sewer service is well planned to ensure coordination and predictability.

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5.1 INTRODUCTION

Utility services in Freeland are provided and maintained by private entities and special districts (see also Capital Facilities). These services give community residents a high standard of living and allow businesses to thrive. Continual expansion of these services will be needed to accommodate Freeland's projected growth.

Island County regulates placement of utility facilities within County rights-of-way in ICC 11.01, Land Development Standards. All utilities discussed in this plan are subject to these requirements when placing facilities within County rights-of-way. Utility placement on public and private property is subject to the County's development regulations.

UTILITIES GOALS

1. **Maintain coordination with utility providers to ensure they can plan for, and provide services to, new development.**
2. **Place utility transmission lines underground when feasible.**
3. **Ensure above ground transmission equipment is screened from view.**
4. **Ensure right-of-ways are appropriately lit.**
5. **Ensure street lamps contribute to Freeland's unique sense of place.**

5.2 EXISTING CONDITIONS

5.2.1 ELECTRICITY

Electricity within the Freeland NMUGA is provided by Puget Sound Energy (PSE). PSE also maintains a customer service center located in Freeland.

A new transmission/distribution station, recently built near Maxwelton Rd, increases reliability around the South Whidbey area. PSE has the following planned improvements which will benefit Freeland and greater south Whidbey.

- A potential third 115 kV transmission line to the island to improve day-to-day reliability as well as during storm events in addition to adding capacity to serve future growth.
- Continue increased vegetation management and key rights-of-way expansion along existing 115 kV transmission lines.

5.2.2 TELECOMMUNICATIONS

Telecommunication is the transmission of information (or data) by wire, radio, cable, electromagnetic waves, satellite, or other similar means. Telecommunication providers offer Freeland residents phone, internet, radio, television services, and marine communications services. Phone services are provided to Freeland residents by Whidbey Telecom and a variety of cellular service providers. Internet and television services are also provided by Whidbey Telecom as well as by Comcast. Radio transmissions are provided by a variety of stations based mainly out of Seattle.

Telecommunication providers expand services to meet market demands and are required to do so under RCW 80.36.090. Accordingly, telecommunication services are expected to expand to meet the needs of Freeland residents as the community experiences growth.

Additional discussion of Countywide cellular telephone service, internet, and cable television services are found in the ICCP Utilities element.

5.3 VISION

5.3.1 LOCATION

Placing existing and future transmission lines underground will help eliminate and prevent conflicts with the pedestrian realm as well as improve the look and feel of streets in Freeland. It will also enhance view corridors looking toward Holmes Harbor.

5.3.2 CHARACTER

Using stylish street-lamps to illuminate thoroughfares in Freeland would also contribute the street look and feel as well as add to the community's unique sense of place.

To preserve the night sky, street lamps, shielding, and illumination standards for outdoor lighting should minimize:

- height of fixtures
- light trespass (light falling where it is not intended, including across property lines),
- excess lighting
- glare, and
- clutter (bright, confusing, and excessive groupings of light sources).

5.4 GOALS & POLICIES

COORDINATION

Goal 1. Maintain coordination with utility providers to ensure they can plan for, and provide services to, new development.

UT 1.1. Open communication should exist between the County and private local utility providers to ensure coordination.

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

LOCATION & SCREENING

Goal 2. **Place utility transmission lines underground when feasible.**

UT 2.1. Utility transmission lines should be placed underground so as not to disrupt the public realm.

Goal 3. Ensure above ground transmission equipment is screened from view.

UT 3.1. Above ground utility equipment should be screened from view so as not to disrupt the Public Realm.

RIGHT-OF-WAY ILLUMINATION

Goal 4. Ensure right-of-ways are appropriately lit.

UT 4.1. Street lamps should adequately illuminate travel lanes and the Pedestrian Realm.

Goal 5. Ensure street lamps contribute to Freeland's unique sense of place.

UT 5.1. Street lamps should contribute to Freeland's unique Sense of Place by being unique in design.

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6.1 INTRODUCTION

Streets and their associated elements establish an important physical framework for creating healthy and vibrant places to live and work. Street design impacts a community's look, feel, and function; therefore, the need for well-designed streets in Freeland cannot be overlooked.

Transportation planning for Freeland must take into consideration the needs of the people using the streets (including pedestrians, cyclists, and motorists), proposed zoning designations, and topographical features among other things. Planning must also take into consideration the desired function(s) of specific street types—like Main Street, where accommodations for pedestrians are provided along some sections. The intent of this element of the Freeland Subarea Plan is to help ensure that a quality transportation network develops in Freeland.

6.1.1 OTHER RELATED PLANS

Several regional, County, and local transportation planning documents are also relevant to the Transportation section of the Freeland Subarea Plan. These include the:

- Island County Comprehensive Plan: Transportation Element, 2016
- Island County Six Year Transportation Improvement Plan (updated annually)
- Island County Comprehensive Plan: Parks and Recreation Element, 2011
- Island County Non-Motorized Transportation Plan, 2006 (scheduled for update in 2016)
- Skagit-Island Counties Metropolitan and Regional Transportation Plan, 2010
- Skagit-Island Counties Human Services Transportation Plan, 2014
- Whidbey Scenic Isle Way Corridor Management Plan, 2004

TRANSPORTATION GOALS

1. **Increase travel mode options for Freeland residents.**
2. **Support economic vitality.**
3. **Foster pedestrian and bicycle accessibility.**
4. **Ensure streetscapes contribute to Freeland's unique sense of place.**
5. **Preserve the rural character and scenic byway designation of SR 525.**
6. **Create a safe travel environment.**
7. **Provide for physical comfort.**

6.2 EXISTING CONDITIONS

6.2.1 GENERAL CIRCULATION & CONNECTIVITY

The street network within Freeland is predominately auto-oriented. Sidewalks, bike-lanes, and trails are minimal, although some footpaths and bike lanes do exist. Many roads in Freeland have unimproved shoulders with adjacent open swales that carry storm-water runoff. The spatial configuration of the existing street network forms long vertical blocks—resulting in only a few east-to-west connectors (inclusive of Shoreview Drive, Main Street, and SR 525). Intersections are controlled by stop signs except for the signalized intersection of Main Street and SR 525. Excluding the highway, speed limits range from 25-35mph. Street illumination is mostly absent except at certain intersections.

Due to historic development patterns and a lack of site development standards that considered circulation, Freeland's current street network could be better connected. Some possible new links that would improve circulation are shown in Figure 6.1. Improvements are desired to accommodate anticipated growth and provide additional mobility options for residents. This includes adding new streets and trails to the existing network and ensuring street right-of-ways accommodate all modes of transportation.

6.2.2 MOTOR VEHICLES

Freeland's central location on the south end of Whidbey Island has enabled it to emerge as a regional economic center. South Whidbey residents rely on motorized transportation to access commercial services and employment opportunities within Freeland. Automobiles have influenced land-use patterns in Freeland that have in turn resulted in a disincentive to use non- motorized modes of travel, however residents desire increased safety and convenience of all modes of transportation.

6.2.3 TRANSIT

Island Transit's mission is to increase mobility while decreasing traffic congestion, resulting in efficient travel throughout Island County. In pursuit of this goal, Freeland must have established transit routes that provide realistic alternatives to driving a car for all residents. The transit needs of Freeland residents can be divided into three types of services:

- Regional: Connecting Freeland to other municipalities on the Whidbey Island as well as other modes of transportation like the Washington State Ferry system.
- Local: Connecting the Freeland business core with outlying residential areas.
- In-town: Providing a convenient cross-town shuttle.

Island Transit provides nearly 13 routes on Whidbey and Camano Islands—3 of which provide service to Freeland, five days a week (no weekend service):

Route 1 Clinton / Oak Harbor - links Freeland to Oak Harbor in the north and the Clinton ferry terminal to the south. By taking Route 1 to Oak Harbor, riders can transfer to Route 411 which will take them to March's Point in Anacortes, which has transfers to Mount Vernon, Interstate 5, and other regional public transportation providers.

Route 58 South Whidbey Shuttle - provides service throughout South Whidbey including Freeland, Langley, and the Clinton Ferry Terminal.

Route 7 Langley Shuttle - provides a service similar to that provided by Route 1, connecting Freeland to the Clinton Ferry dock, but diverts from the state highway at Maxwelton Road and again at Langley Road, providing service to Langley.

Island Transit also maintains a Park & Ride lot in Freeland at the intersection of State Route 525 and Woodard Avenue. This facility was created as a joint use project between Trinity Lutheran Church and Island Transit. Paratransit and Vanpool services are also provided by Island Transit.

6.2.4 MARINE ACCESS

Island County Public Works, in collaboration with the Port of South Whidbey, own, operate and manage the boat ramp facilities at Freeland Park, Mutiny Bay Boat Launch and Dave Mackie Park. The Port of South Whidbey solely owns, operates and manages Bush Point, Possession Beach, and the South Whidbey Harbor, all of which provide marine access to the Freeland and South Whidbey Island Community.

6.2.5 ACTIVE TRANSPORTATION NETWORK

The non-motorized or "active" transportation network consists of facilities for residents and visitors to participate in active transportation and recreation activities. The following overview of existing active transportation facilities is intended to serve as the baseline for further expanding the non-motorized transportation network in accordance to GMA requirements and Sections 3.8 and 3.10 of the County-wide Planning Policies.

A combination of on-street facilities and off-street pathways provide the core network for walkers, cyclists, and other non-motorized users to travel. A comprehensive non-motorized network will provide "linkages between communities, access points, major parks and natural areas, points of interest, and other destinations." (Island County Non-Motorized Plan, 2006). The existing non-motorized system in Freeland is illustrated in Figure 6.2.

The Island County Non-Motorized Trails Plan was adopted in 2006. An update is currently planned for 2016. The plan focuses on facilitating non-motorized travel alternatives such as walking, cycling, horseback riding, and boating. The Non-Motorized Trails Plan includes

MAP Q. Non-Motorized Transportation System

two facilities in Freeland—the "bridge-to-boat" multi-use trail, and the Main Street sidewalk project.

6.2.5.1 PEDESTRIAN FACILITIES

Sidewalks are the most desirable type of pedestrian facility that can be found in Freeland. Along with off-street trails and paths, sidewalks provide pedestrians with space to travel along roadways outside of vehicle travel lanes and shoulders. Cyclists may also use sidewalks within Freeland, provided they yield right-of-way to pedestrians. The primary sidewalks in Freeland are located on sections of Main Street and Harbor Avenue. There is also a path on Myrtle Avenue between Shoreview Drive and Dutch Hollow Drive. This path is paved along the northern section and is gravel along the southern section.

The Main Street Corridor Concept project includes medium and high-standard sidewalks and paths in Freeland. This pedestrian network would connect Freeland's commercial center to Freeland Park, Freeland Marsh, and the surrounding residential and commercial areas. Assuming funds can be made available, the project should be constructed in conjunction with the proposed sewer system. In 2013, a gravel path was replaced with a new sidewalk constructed on Main Street between East Harbor Avenue (U. S. Post Office) and the driveway to the commercial center (Payless Foods).

6.2.5.2 WIDE SHOULDERS & BICYCLE LANES

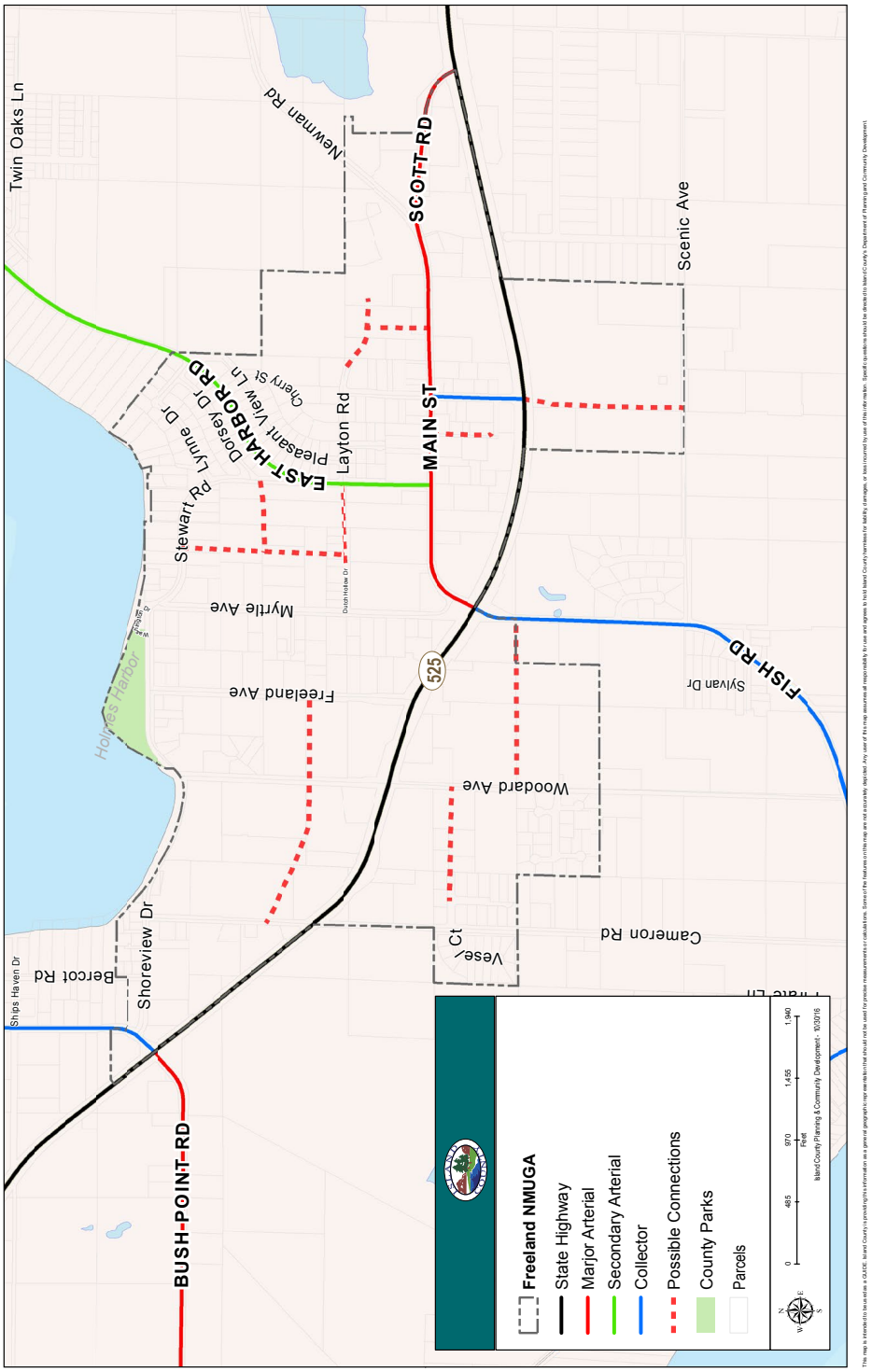
Wide shoulders are on the edge of the traveled way for vehicles. Wide shoulders are considered non-motorized facilities where there is a reasonable distance available for pedestrians and cyclists to travel. For the purposes of this plan and consistent with the County's Non-Motorized Plan, this facility type only includes roadways with striped shoulders equal to or greater than 4 feet wide. Striped shoulders with 4 feet or more of level, usable width are typically available for non-motorized use. This is also the minimum facility recommended for Bike Lanes in the WSDOT Design Manual for Bicycle Facilities (Chapter 1520).

Bicycle lanes are dedicated striped roadway space for cyclists that are typically in both directions on the edge of the traveled way. They are marked with a wide white stripe and parking is prohibited. Sections of Main Street and South Harbor Avenue are currently the only streets that have bike lanes in Freeland.

6.2.5.3 OFF-STREET TRAILS

Off-street non-motorized facilities consist of trails that are generally used for recreational purposes, but may also serve commuter and general travel in Freeland. The Island County Non-Motorized plan designates both high-standard, medium standard, and Wildland Trails. Standard trails are separated from the roadways, and vary in width from approximately 5 feet to 12 feet wide. ADA-compliant features are provided on many trails.

MAP R. Existing Roadway Network



The "bridge-to-boat" trail is a multi-use trail planned to run the length of Whidbey Island—from Deception Pass to the Clinton Ferry terminal. The trail is being built in phases, with the first segment already completed along SR 20 near Coupeville. Another segment along SR 525, connecting Freeland's Fish Road to Cameron Road, is included in the County's 2017-2022 Transportation Improvement Plan (TIP).

6.2.5.4 SHARED ROADWAYS

Shared roadways include roadways without striped shoulders and roadways with curbs without bike lanes. Roadways with shoulders less than 4 feet are also considered shared roadways as cyclists often partially ride in the travel lane. On shared roadways, non-motorized users share the travel lane with motor vehicles. By default, all streets that do not fit into one of the other categories are considered shared roadways for non-motorized travel.

6.2.6 ROADWAYS

6.2.6.1 STATE ROUTE 525

The Freeland community is bisected by State Route (SR) 525. SR 525 serves as the primary north-south corridor through south and central Whidbey Island. The highway is a two lane thoroughfare with wide shoulders. It provides access to several streets within Freeland. Some businesses are oriented toward SR 525 and have direct access from the highway.

In 2005, the Washington State Department of Transportation designated SR 525 as a scenic byway because of its rural character and access to scenic vistas, including views of Holmes Harbor and Mutiny Bay in the Freeland area. The Board of Island County Commissioners adopted the Whidbey Scenic Isle Way Corridor Management Plan in 2004. The plan establishes goals, makes recommendations, and provides a plan of action for the preservation and enhancement of the highway's character.

6.2.6.2 MAIN STREET

Freeland's Main Street runs east-to-west for 0.6 miles and varies between 2 and 3 lanes. Some sidewalks exist, along with a few segments where paved shoulders are shared by parked vehicles, pedestrians, and cyclists. Street lamps can be found at some of the intersections.

In 2006, Island County engaged the public to create streetscape standards for Main Street. This effort resulted in the Main Street Corridor Concept Study which was never formalized. The concepts created in this process should be revisited and integrated with concepts of Complete Streets prior to implementation, which should occur as part of the construction of the proposed future sewer system. A summary of the input gathered during the study is listed in the final section of this chapter.

6.2.6.3 OTHER COUNTY ROADS

The transportation network within Freeland is comprised of nearly 16 miles of roadway. Arterial and collector roads form a basic grid while local streets meander. East Harbor Road is a north-south arterial which provides access to Freeland from the Goss Lake and East Harbor regions and their residential communities. Scott Road branches off from SR 525 and merges into Main Street, providing un-signaled access to Freeland's commercial core. Fish Road approaches Freeland from the south, connecting the Double Bluff and Mutiny Heights neighborhoods with Freeland. Bush Point Road and Honeymoon Bay Road meet at SR 525, connecting the east and west Central Whidbey shoreline neighborhoods to Freeland.

6.2.6.4 ROADWAY CLASSIFICATION

The Freeland NMUGA roadway network is classified using two systems for comprehensive planning: the Federal Functional Classification System (FFCS) and the County system. The classification systems operate independently, but together allow for the effective management of the County's roadway system. The FFCS is used for statewide planning by WSDOT, and the County system is used to define street standards and cross-sections.

In each system the roadway is divided into classes according to the function of each roadway segment as defined by the respective classification system. Classification defines the major role of a road within the complete existing and future roadway network. The Federal Functional Classification System includes: Principal Arterial, Minor Arterial, Collector, and Local Access. The County's system uses the following classifications: State Highway, Major Arterial, Secondary Arterial, Collector, and Local Access Streets. Figure 6.1 shows the local functional classification of the existing roadways.

6.3 OTHER TRANSPORTATION PLANNING CONSIDERATIONS

6.3.1 LEVEL OF SERVICE STANDARDS

6.3.1.1 ISLAND COUNTY AND FREELAND LEVEL OF SERVICE STANDARDS

The 2016 Island County Transportation Element addresses Level of Service (LOS) and capacity levels within Island County, including Freeland. The Transportation Element includes countywide traffic modeling and forecasts for 2036 as required per RCW 36.70A.070.

Prior to the 2016 Transportation Element, Island County used an intersection-based LOS standard. For facilities located within designated urban areas, the standard was LOS D. For facilities located in outlying rural areas, the standard was LOS C. As part of the 2016 update, the County revised its LOS standard as part of a parallel update to the Concurrency Management Program. The urban standard is now LOS E. The rural standard is LOS D for

signalized intersections, roundabouts and all-way stop controlled intersections, and LOS E for two-way stop controlled intersections.

The County has adopted LOS standards for transportation facilities under its jurisdiction as required under the Growth Management Act (GMA). The GMA's concurrency section also requires that Island County address level of service standards on state highways and ferry routes serving the County. In 2016, Island County developed a Memorandum of Understanding (MOU) with WSDOT that formalized how the revised LOS standards will be measured and who is responsible for monitoring the performance of state facilities.

The County determined that two components were important to defining the adequacy of its transportation system for the purposes of concurrency. The first was the ability to maintain a reasonable travel speed for major corridors serving the County. Additionally, the County wants to ensure that intersections on arterials and collectors operate without extensive delays during peak travel periods. To accommodate these two objectives, the County established a travel time-based LOS standard for designated corridors along state highways and a second standard for county-owned intersections.

6.3.1.2 INTERSECTION LEVEL OF SERVICE STANDARDS

An analysis was conducted for both signalized and unsignalized intersections in Freeland according to the standard practices contained in the Highway Capacity Manual (Transportation Research Board, 2010). The results of the analysis are listed in Table 6.3.

Unsignalized intersections LOS criteria can be further reduced into two intersection types present within Island County: all-way stop control and two-way stop control. All-way stop control intersection LOS is expressed in terms of the weighted average control delay of the overall intersection or by approach. Two-way stop-controlled intersection LOS is defined in terms of the average control delay for each minor-street movement (or shared movement) as well as major-street left-turns.

The County established LOS standards based on the type of intersection, as described below.

- Traffic Signals, Roundabouts, and All-Way Stop Controlled Intersections – LOS D or better based on overall average delay per vehicle.
- Unsignalized Two-Way Stop Controlled Intersections – LOS E or better for worst traffic movement. On a case-by-case basis, the County may allow the level of service for traffic movements from the minor streets at two-way stop controlled intersections to operate below the adopted standard, if the County determines that no significant safety or operational issues will result.

MAP S. Access Control on SR 525 in Freeland

6.3.1.3 ACTIVE TRANSPORTATION LOS STANDARDS

Non-motorized transportation facilities can include trails that are part of a non-motorized network, as well as sidewalks and on-street facilities that promote active transportation in general. The LOS standard for trails in Island County is identified in the Capital Facilities Element as 0.5 miles of trail per 1000 inhabitants. The current population of Freeland is 539, which would result in a requirement of 0.27 miles of trail.

An inventory of the active transportation facilities in the Freeland NMUGA area is discussed in Section 6.2.5 and shown on Map Q. Trail LOS is not defined for a specific trail type, however the LOS standard is exceeded by both the on-street and off-street facilities within Freeland NMUGA.

Table 8. Trail Facilities

On-Street Facilities		Off-Street Facilities	
Bicycle Lanes	1.4 miles	Sidewalks	0.57 miles
Bikable Striped Shoulder	2.3 miles	Multi-Use Trails	0.53 miles (in progress)
		Gravel Paths	0.12 miles
		Other Paths	0.26 miles
Total	**3.7 miles**	**Total**	**1.48 miles**

6.3.1.4 ACCESS CONTROL ON SR 525

SR 525 is designated as Limited Access from milepost 17.28 to 18.15 (see Figure 6.3), meaning that deeded rights have been purchased by WSDOT to preserve safe and efficient flow of traffic by maintaining this section of the corridor for through traffic. No new commercial access will be allowed in this area, and will be limited to Class 2 in other sections of the highway (see Table 15 below).

Table 9. Access Control Standards

Type of Access	Standards
Managed Access RCW 47.50 - Class 2	• Accesses spaced 660' apart. • No direct access unless property has no other reasonable access. • No additional approaches for created parcels from property divisions. Permitted access goes away when alternate access available.
Limited Access RCW 47.52 - Partial Control	• At-grade intersections are allowed for selected public roads, and approaches for existing private driveways. • No commercial approaches allowed. • No direct access is alternate public road access is available.

6.3.2 TRAFFIC OPERATIONS FORECAST

The evaluation of traffic operations includes a technical analysis to help quantify how drivers experience traveling through the roadway system. The analysis is applied to both existing and forecast conditions. The results are compared to level of service (LOS) standards established by the County in order to understand if the system is going to need improvements to ensure that it operates within the LOS standards in the future.

Existing traffic operations were evaluated for several key intersections in Freeland where operational or safety concerns might exist. This allows the overall health of the roadway network to be assessed to help quantify how drivers experience traveling through the roadway system, and also provides an update on how the transportation system has changed over time.

The evaluation was based on the standards and practices contained in the Highway Capacity Manual (Transportation Research Board, 2010). Intersection levels-of-service (LOS) were evaluated using a traffic modeling software called Synchro (version 6.0) for the PM peak hour. The evening peak hour was selected due to the higher typical traffic volumes occurring during that time period for a single hour between 4 and 6 p.m. This model was based on the latest employment forecasts and land use assumptions developed for the 2016 Island County Transportation Element Update. The results of the traffic operations analysis are shown in Table 13 below.

Note: This analysis used intersection LOS as a basis of comparison. LOS for concurrency along SR 525 is based on travel speeds as described earlier under "Level of Service Standards."

Table 10. Existing and Future LOS (Weekday PM Peak Hour)

		2015 Existing			2036 Future		
Intersection	**Control**	**LOS[1]**	**Delay[2]**	**CM[3]**	**LOS[1]**	**Delay[2]**	**CM[3]**
SR 525 / Bush Point Road / Honeymoon Bay Road	Two-way Stop Control (TWSC)	D	30.1	WB	E	36.5	WB
SR 525 / Main Street	Signal	C	22.2	-	C	23.6	-
Main Street / East Harbor Road	All-way stop control (AWSC)	B	10.6	EB	B	11.1	EB
SR 525 / Harbor Avenue	TWSC	C	19.5	SB	C	20.5	SB
SR 525 / Scott Road	TWSC	C	23.5	SB	C	24.9	SB
Harbor Avenue / East Layton Road	TWSC	A	9	WB*	A	9.1	WB

1. Level of service, based on Highway Capacity Manual (2010) methodology.
2. Average delay in seconds per vehicle.
3. Critical movement reported for unsignalized intersections. * Intersection is stop-controlled at WB approach only

As shown in the table, all of the intersections operate at LOS D or better during the weekday PM peak hour under both 2015 Existing and 2036 Baseline conditions, with the exception of the SR 525 / Bush Point Road / Honeymoon Bay Road intersection. The westbound approach (minor leg) at this two-way stop-controlled intersection experiences the highest delays and causes operations to worsen from LOS D to LOS E under 2036 Baseline conditions. LOS E meets the standard for a two-way, stop controlled intersection.

Changes in traffic volume are dependent primarily on changes in population and employment, which in turn are dependent on growth in the housing market and regional industries.

The residential population and employment sectors of Freeland are anticipated to increase gradually over their current levels as documented in the 2016 Island County Comprehensive Plan. There will be an increase in travel to, from, and within the NMUGA.

New residential or commercial development within the Freeland NMUGA will be required to construct new access streets and operational and safety improvements as needed. Any new streets and improvements will need to be consistent with the streetscape standards established in the development regulations. Construction of roadway safety improvements occurs alongside new development as conditions of project approval per State Environmental Policy Act (SEPA) requirements. Operational improvements needed

by new developments will be implemented under the Concurrency MOU between WSDOT and the County.

6.3.2.1 PLANNED TRANSPORTATION IMPROVEMENTS

On top of any safety improvements required by SEPA or the concurrency mandate, other transportation improvements are desired in Freeland to enhance traveler safety and community feel. These include adding elements like walkways, bike lanes, park lanes, planter strips, street trees, street lamps and furniture. Adding these elements and others will help ensure existing right-of-ways accommodate the needs of all users. Streets that include these elements are often referred to as Complete Streets because they address the needs of both motorized and non-motorized methods of travel. In Freeland, the best opportunity to build these facilities will be in conjunction with the proposed new sewer system.

Local streetscape standards can help ensure consistency between improved and new streets in terms of cross-section design. These standards can also ensure that right-of-ways are multi-modal, that is, they are designed to accommodate the needs of all users. Traffic calming techniques may need to be implemented on streets where speeding and cut-through motor-vehicle traffic is a potential concern. In every case, pedestrian connectivity must be carefully considered.

While no improvements are needed in order to provide the adopted level of service, the County remains committed to providing its citizens with the best transportation system possible within funding capabilities.

6.3.3 FINANCE PLAN

Island County is required under GMA to prepare a plan for financing the transportation improvements included in its Transportation Elements. The County meets this obligation with the Island County Transportation Improvement Plan (TIP), which is a six-year plan that is updated annually. The TIP identifies transportation improvement projects, a schedule of program expenditures, and a summary of revenue sources (local, state, and federal) available to fund the identified costs for projects throughout the County, including Freeland. The current version of the TIP is available on the Island County Public Works/Roads/Planning/County homepage. There are three projects in Freeland included in the 2015-2021 TIP:

- A Turn lane is scheduled to be added to Honeymoon Bay Road at the intersection with SR 525;
- A "Complete Streets" project on Harbor Avenue, and;
- A right turn lane on Harbor Avenue @ SR 525 (minor safety improvements)

6.4 GOALS & POLICIES

Note: these goals, principles and policies were initially developed in conjunction with the input received during 2006 Freeland Main Street Study. A summary of the public input is included in the Appendix of this document.

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

CIRCULATION

Goal 1. Increase travel mode options for Freeland residents.

TR 1.1. The transportation network should include a framework of transportation alternatives. Transit, pedestrian, and bicycle systems should maximize access and mobility throughout the community to reduce auto dependency.

TR 1.1.1. Streetscape design standards specific to Freeland should be developed and incorporate Complete Street design concepts.

TR 1.1.2. Streetscape design standards for Freeland should address the following:

a. Roadway type (classification)
b. Right-of-way width
c. Estimated pedestrian crossing time
d. Curb-face to curb-face width
e. Number of traffic lanes
f. Speed limit
g. Bicycle lanes (for roads with speeds > 25mph)
h. Parking lanes (for on-street parking)
i. Curb type
j. Planter-strip type
k. Landscaping
l. Sidewalk width
m. Curb radius
n. Intersection spacing

TR 1.1.3. As transportation improvements are constructed, coordination with public transportation providers should occur.

TR 1.2. The interconnected networks of thoroughfares should be designed to disperse traffic and reduce the length and number of automobile trips. High connectivity can also improve emergency response times.

TR 1.2.1. Development regulations should include block standards.

TR 1.2.2. Private roads should be discouraged because they disrupt the connectivity of urban transportation networks.

TR 1.2.3. Culs-de-sac should be discouraged because they disrupt the connectivity of urban transportation networks.

TR 1.2.4. Gated communities should be discouraged because they disrupt the connectivity of urban transportation networks.

TR 1.2.5. Level of Service standards should be expanded to address the multi-modal transportation network.

TR 1.3. The local transportation network should be well connected to the regional network.

Goal 2. Support economic vitality.

TR 2.1. Transportation corridors should be planned for and reserved in coordination with land use.

TR 2.1.1. A transportation gridline map should be developed to serve as a guideline for placement of future roads.

TR 2.1.2. Frontage improvements in compliance with the transportation plan should be required of applicants proposing new or redevelopment projects.

TR 2.2. Wayfinding signs should be used to direct travelers toward commercial services.

TR 2.2.1. Wayfinding signs should be consolidated.

TR 2.3. Sidewalks in commercial areas should be wide enough to create an active pedestrian environment and allow for business activity to —spill out onto the sidewalk.

TR 2.4. Street naming/numbering schemes should properly orient travelers.

TR 2.4.1. Scott Road should be re-named to Main Street to help orient highway travelers into Freeland.

TR 2.4.2. A local road and address numbering system should be considered for Freeland.

STREETSCAPE

Goal 3. Foster pedestrian and bicycle accessibility.

TR 3.1. The Pedestrian Realm should be designed to accommodate the needs of a broad range of users, including older pedestrians, people with disabilities (ADA compliant) and children.

TR 3.2. Bicycle facilities should be provided for cyclists in conjunction with land uses.

TR 3.3. Building entrances in commercial areas should be oriented toward the street to facilitate walkability and pedestrian access to businesses and transit services.

Goal 4. Ensure streetscapes contribute to Freeland's unique sense of place.

TR 4.1. Streetscapes should incorporate unique design elements to help establish a unique identity within the community.

TR 4.2. Streets should be destinations in and of themselves.

TR 4.2.1. Main Street should be pedestrian-oriented.

Goal 5. Preserve the rural character and scenic byway designation of SR 525.

TR 5.1. State Route 525 should retain its rural character and Scenic Isle Way designation.

TR 5.1.1. Development adjacent to highway 525 should be screened from view by natural vegetation.

TR 5.1.2. Development adjacent to the highway should be oriented toward local roads.

TR 5.1.3. Parcels adjacent to the highway should not have direct access to SR 525.

Goal 6. Create a safe travel environment.

TR 6.1. The overall width and design of the right-of-way (ROW) should take into consideration the needs of the pedestrian, cyclist, and motorist (motor- vehicle travel lanes should not be wider than necessary).

TR 6.2. Lines, pavement materials, etc. clearly denote designated travel lanes for various users.

TR 6.3. The desire to achieve high(er) LOS for motor vehicles should not jeopardize the safety or feasibility of non-motorized travel modes.

TR 6.4. Street lamps should adequately illuminate travel lanes and the Pedestrian Realm (see Utilities).

TR 6.5. Traffic calming devices/techniques should be used where appropriate.

TR 6.6. The number of vehicular —curb-cuts through the pedestrian realm should be minimized by introducing alleys, combining access drives, etc.

Goal 7. Provide for physical comfort.

TR 7.1. Streetscape designs and related development standards should take into consideration the physical comfort of all ROW users, particularly pedestrians and cyclists, in order to facilitate alternate modes of travel.

TR 7.2. Travel corridors for non-motorized modes of travel should be continuous and serve the same destinations motorized travel lanes.

TR 7.3. Sidewalk width should be scaled to the intensity of adjacent land use to ensure functionality.

TR 7.4. Street furniture such as bus shelters, benches, and refuse bins should be provided where appropriate to accommodate pedestrians.

TR 7.5. Landscaped planter-strips should be used where appropriate to provide a buffer between sidewalks/trails and travel lanes and shade for pedestrians.

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7.1 INTRODUCTION

Freeland's central location on south Whidbey Island and position along State Route 525 have enabled the community to become a regional center for economic activity. Over 170 businesses—inclusive of retail, professional services, manufacturing, and agricultural operations—exist in Freeland. A long-range economic development plan will help ensure continued economic vitality in the community.

ECONOMIC DEVELOPMENT GOALS

1. **Help Freeland thrive economically.**
2. **Support rural landscape and uses in Freeland's Future Planning Area (FPA).**

7.2 EXISTING CONDITIONS

7.2.1 ESTABLISHMENTS & EMPLOYEES

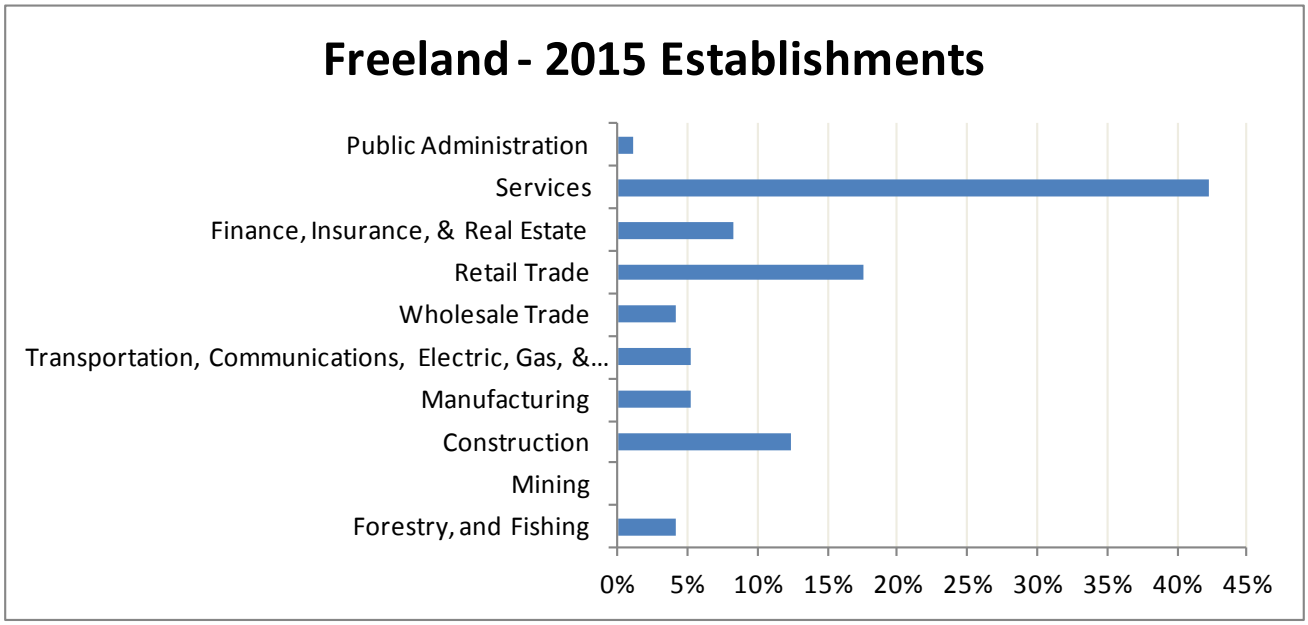
Freeland's central location enabled a variety of businesses to thrive in the community—from small scale "mom and pop" shops and restaurants to larger scale grocery and hardware stores.

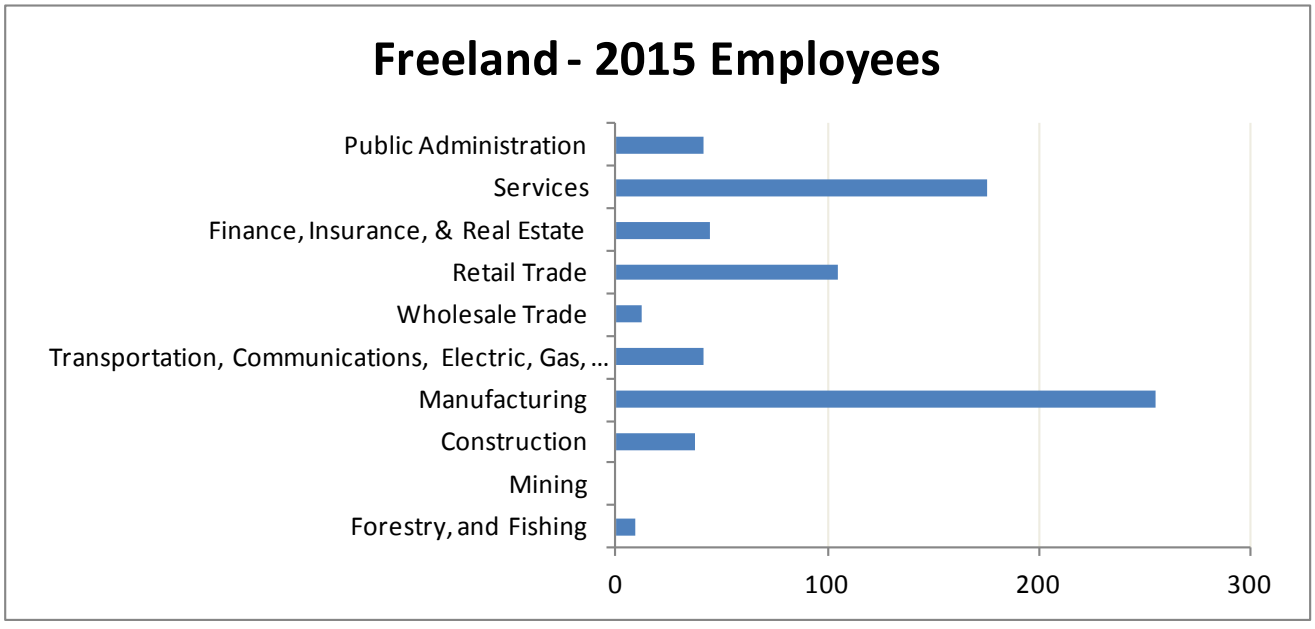
In 2015, there were 97 establishments within the Freeland Census Defined Place (CDP), with roughly 720 employees. 42.3% of the establishments were in Services (Health Service, Business Services, Amusement & Recreation, Membership Organizations, Engineering, Accounting, Research, etc.), with 17.5% in Retail and 12.4% in Construction. The largest employment category was in manufacturing at 35.4%, with Nichols Brothers the primary employer with approximately 240 employees. Services employed 24.4% and Retail 14.6% (see Figure B).

7.2.2 AVAILABLE LANDS

A number of vacant and underdeveloped lots in Freeland provide plenty of room for future economic growth.

Figure B. Freeland Businesses & Employees





Source: Experian | Alteryx 1Q2015 report for Freeland and the Island County Economic Development Council. Report does not include cottage industries (those operating out of a residence).

Table 11. Developable Area Estimate

Land Use Designation	Est. Total Acreage	Est. Developable Acreage
Low Density Residential	40.6	20.3 (50%)
Medium Density Residential	93.3	19.6 (21%)
Business Village	47.9	9.4 (19%)
Business General	77.3	14.8 (19%)
Non-Residential Mixed Use	47.3	10.8 (23%)
Industrial	10.8	0.15 (1%)
Other (Public, ROW, etc.)	104.0	-
Total:	**423.0**	**30%**

Source: This number was determined by the Buildable Land Analysis, using vacant and re-developable parcels (parcels that are not built at maximum capacity, etc.) and includes a market factor for redevelopment (not all properties will redevelop), per methodology adopted in CWPP Appendix A.

7.2.3 PHYSICAL CHARACTERISTICS

7.2.3.1 RURAL CHARACTER

The County's rural character is a direct economic asset. It is a major factor behind the tourism industry and a major attraction for retirees and new businesses that want to provide a higher quality of life for their employees. View corridors, small businesses, agriculture and timber all contribute to rural character. This should be a factor in development of businesses in Freeland.

7.2.3.2 PARKING

Parking lots in Freeland are typically situated between buildings and the right-of-way (which makes pedestrian activity less feasible) and in some instances don't connect to neighboring parking lots (greatly hindering internal block circulation). On-street parking does occur in some locations but the lack of defined spaces has created conflicts between pedestrians, cyclists and motorists using the roadway. Most parking lots are paved. Vegetated islands within parking lots are rare. New development should continue recent the recent pattern of locating parking areas to the sides and rear of buildings. This will help activate Freeland's streets and encourage pedestrian activity.

A parking survey performed in July of 2000 showed that the Freeland business core had approximately 250 parking spaces beyond that required by Island County development regulations. An over-supply of parking contributes to land-use patterns that make a place less conducive to walking and further encourages vehicular use and dependency. Freeland's over-supply of parking can be fixed by adjusting parking requirements and implementing innovative techniques that allow for shared use of parking stalls and lots.

7.2.3.3 EXTERNAL ON-SITE ILLUMINATION

Most structures have attached lighting on the periphery of the building. This lighting is generally directed downward, but some is directed outward. Sizable parking lots are illuminated - some by standard utility poles and others by stylish lamps. Special efforts should be made to ensure that external on-site illumination doesn't cause glare on neighboring properties or the night sky.

7.2.3.4 ADVERTISING SIGNAGE

Most advertising signs in Freeland are simple and externally illuminated. Generally, only buildings that have deep setbacks have stand-alone signs (i.e., signs not attached to the building). A-framed signs are common and can be found clustered at intersections. Businesses in buildings that have poor visibility from the right-of-way depend on A-frame signs to direct potential customers.

Freeland residents have voiced concern over suburban style signage typically found along highways and commercial strips. Instead, residents would like to see quality small scaled singage that doesn't degrade the visual landscape.

7.3 OPPORTUNITIES FOR ECONOMIC DEVELOPMENT

7.3.1 OPPORTUNITIES AND CHALLENGES

As an NMUGA, a larger portion of future population growth in the County will be absorbed by Freeland than in the surrounding rural areas, increasing the community's population and opportunity for economic growth. The Buildable Lands Analysis (see Chapter 1, Land Use) concluded that the commercial properties have capacity to add another 425 jobs, an excess of 322 over the need for Freeland residents, to become an employment center serving the South Whidbey area as a whole and not just the local employment needs.

Significant population and economic growth in Freeland depend on the installation of a sewer system. Having sewer in place will stimulate economic growth by allowing for more intensive and diversified land uses—particularly in Freeland's commercial core. Currently, plans have been adopted and funding is being sought to build a sewer treatment facility (see Chapter 5, Capital Facilities). An Urban Holding overlay will prohibit development at urban densities until such time as there is a plan and funding for sewer to reach the

property. Developing at urban densities before sewer is available will be limited and subject to review, including:

- septic capacity; and
- review to ensure that the proposed development would not limit future plans (planned transportation and utility infrastructure and densities) and densities; and
- an agreement to connect to sewer when it does become an available (by signing a No Contest Agreement).

The Business Recruitment and Retention Plan (October 1997) and the Economic Development Strategy report (February 2016) by the Island County Economic Development Council serve as a starting point for developing implementation strategies for assisting businesses and encouraging appropriate new businesses in Freeland.

Island County will review and determine any revisions/additions are needed to the Economic Development goals and policies for the Freeland Subarea plan during the creation of the Economic Development chapter of the Island County Comprehensive Plan (anticipated to occur through the annual docket process within the next few years).

7.4 GOALS & POLICIES

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

Goal 1. Help Freeland thrive economically.

ED 1.1. The assets of existing communities assets should be taken care of.

ED 1.1.1. Public and private funds for development as well as infrastructure and facility improvements should be invested in already existing places like Freeland (i.e., new growth should be directed toward the NMUGA).

ED 1.1.2. Streetscape improvements should be made to help make commercial and residential areas within Freeland more appealing and functional for alternate modes of travel (see Transportation element). This in turn can help encourage private sector investment in Freeland.

ED 1.1.3. The County, in partnership with the Freeland community, should develop a business recognition program to reward businesses that add architectural and economic value to the community.

ED 1.1.4. The County should seek the assistance of the Island County Economic Development Council to establish a strategy for attracting businesses to Freeland that are clean, environmentally friendly, and provide living wage jobs.

ED 1.1.5. The County should help ensure that the infrastructure needed to support more intense development in Freeland is planned for and provided.

ED 1.2. The future economic vitality of Freeland should be guided by economic development planning efforts based on the following:

ED 1.2.1. Goods, services, and employment requirements of existing and projected populations.

ED 1.2.2. Identified land use, infrastructure, transportation, and labor market requirements of businesses which have the highest probability of economic success in Island County and the least negative impact on the quality of life.

ED 1.2.3. Areas suitable for retail, commercial, and industrial use based on citizen input, existing land use patterns, and local capacity (geographic, environmental, and other considerations).

ED 1.2.4. Encouraged expansion of the tax base to support the infrastructure and services required to support a growing or changing population.

Goal 2. Continue to support rural landscape and uses in the Freeland Future Planning Area (FPA).

ED 2.1. The viability of commercial agricultural lands in the Freeland FPA should be protected from intense development pressures.

ED 2.1.1. The County should continue its current use valuation programs to encourage the viability of agricultural lands surrounding Freeland.

ED 2.1.2. The County should consider developing “right to farm” policies to protect farmers adjacent to the NMUGA from nuisance lawsuits.

ED 2.1.3. Renewable energy projects should be allowed and encouraged on agricultural lands around Freeland to provide land owners with additional sources of income and Freeland residents with possibility of obtaining locally generated power.

ED 2.1.4. The County should allow value-added farm and forest products processing to take place on agricultural lands to allow local land owners the opportunity to make products that can then be sold in local markets like Freeland.

ED 2.1.5. Farmers markets should be allowed and encouraged in Freeland to provide opportunities for local farmers and artisans to sell their products directly to the local market.

ED 2.1.6. The County should support a “buy local” campaign.

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8.1 INTRODUCTION

Housing in Island County varies greatly in terms of type, size, location, and price. Vibrant and healthy communities often have a variety of housing options within close proximity. This variety not only provides residents with options, but allows people to "age in place"; that is, people can easily move within a neighborhood as their housing needs change over time. This element establishes the goals and policies needed to encourage not only a mix of housing types, but affordable housing within Freeland.

HOUSING GOALS

1. **Diversify Freeland's housing stock.**
2. **Ensure variety in Building Form.**
3. **Ensure quality design.**
4. **Ensure zoning regulations enable affordable housing.**

8.2 EXISTING CONDITIONS

8.2.1 HOUSING INVENTORY

This existing conditions data is from the US Census Bureau, both the 2010 Census and the 2010-2014 American Community Survey 5-Year Estimates. Freeland is a Census designated place (CDP), the statistical counterpart of incorporated places that are designated to provide data for unincorporated areas of population concentration. CDPs are delineated cooperatively by state and local officials and the Census Bureau, and follow Census guidelines. The Freeland CDP does not align with the revised NMUGA boundary, but use of this data is appropriate for this analysis. Island County also uses a third party data analytics tool called My Sidewalk which has been utilized to aggregate Census data.

8.2.1.1 TOTAL HOUSING UNITS

Housing units refer to the structures in which people live, while households are groups or individuals that live in the occupied housing units (different household types include families, unrelated individuals, persons living alone, etc.).

The current housing stock in Freeland estimates 305.6 housing units, virtually unchanged from 305 units in 2010, and up 15% from 263 units in 2000. There are 266 households within the Freeland NMUGA.

8.2.1.2 TENURE

Currently, 63% of the housing stock is owner-occupied (191 units), and 17% is renter-occupied (51 units).

8.2.1.3 VACANCY RATES

The vacancy rate is the proportion of the housing unit inventory that is vacant. It is calculated as vacant housing units divided by the total occupied housing units; then multiplied by 100. The vacancy rate is inclusive of owned and rental units.

Current vacancy rate is 20.6%, or 63 of the existing 305 units. For the Freeland CDP the rental vacancy rate was 0.0% (no vacancies).

8.2.2 BUILDING FORM

8.2.2.1 HOUSING UNIT TYPES

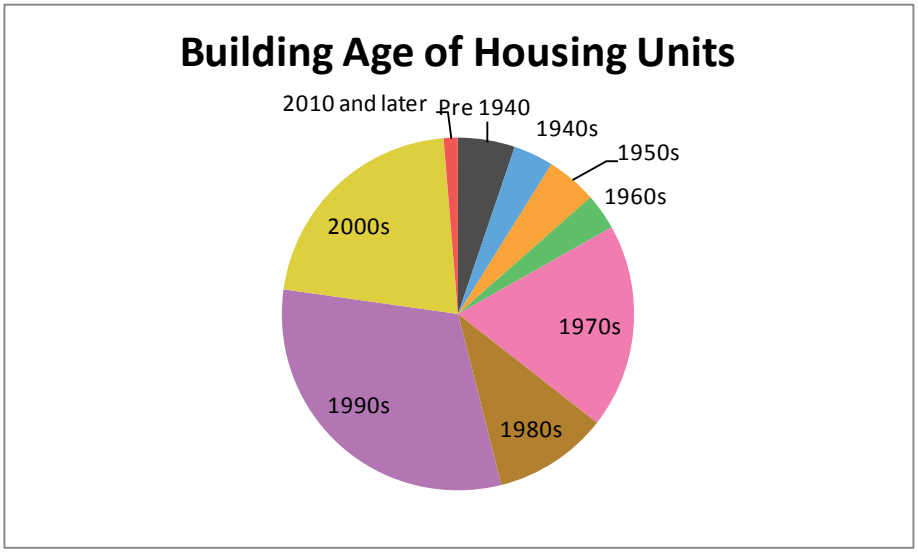
Current housing options in Freeland are limited primarily to detached, single-family residences because sewer systems, which are needed to support denser housing types, are limited. Single-family homes in Freeland have relatively deep front and rear setbacks, even on smaller lots. Septic system requirements have, for the most part, determined the building placement on individual parcels. Garages typically protrude from, or are aligned with, the front façade, taking direct access from the street. Most homes are 1 or 2 stories in height and have a Modern architectural style (both Post-war suburban and Northwest Craftsman).

Freeland's housing stock needs to be diversified to allow for more housing type options and price ranges. Opportunities for more housing types to be built in Freeland will be made possible when the planned sewer system is installed (see Utilities Element).

8.2.2.2 HOUSING AGE

Although Freeland was settled in the late 1800s, significant tracts of housing did not exist until the 1970s, and new residential developments since have generally coincided with regional building trends, with over half the current housing stock built since 1990.

Figure C. Building Age Distribution



8.2.3 HOUSING COSTS AND AFFORDABILITY

8.2.3.1 MEDIAN VALUE

The median home value in the Freeland NMUGA is $360,769, and median home rent is $1,040.

8.2.3.2 HOUSING COSTS & HOUSING BURDEN

Of owner-occupied housing units in the NMUGA, 33% are without a mortgage; for those with a mortgage, the median monthly cost is $1,667. Median rent in the NMUGA is $1,040.

The U.S. Department of Housing and Urban Development defines affordable housing as any housing that costs the owner or renter no more than 30% of gross household income. The cost of housing should include utilities and/or monthly ownership costs. 55% of Freeland's owner-occupied housing stock is affordable, and 44% of the rental housing stock is affordable. The typical Freeland household spends 53% of their income on housing and transportation costs.

8.2.4 RESOURCES AVAILABLE

There are a number of resources available for low income individuals and families. Some of these resources include the Island County Housing Authority, Saratoga Community Housing, and Whidbey Island Share a Home.

8.3 HOUSING NEEDS ANALYSIS

8.3.1 POPULATION & DEMOGRAPHICS

Current population statistic within the resized NMUGA boundary are as follows:

Table 12. Demographic Summary

Total Population	539	Male	44.1%
Total Households	266	Female	55.8%
Population Under 5	11 (2%)	Median Age	55
Population Under 18	79 (14.7%)		
Population 65 & Over	145 (26.9%)		

Source: MySidewalk | US Census Bureau American Community Survey, 5-Yr ACS 2010 - 2014

Table 13. Households

Total Households	266	Population in Households	96.1%
Family Households	69.0%	Non-Family Households	31.0%
		Householder Living Alone	24.5%
Households with Children	20.6%	Households with One or More Persons 65 years or Over	44.8%
Average Household Size	2.04	Average Family Size	2.34

Source: Freeland Census Defined Place US Census Bureau American Community Survey, 5-Yr ACS 2010 - 2014

8.3.1.1 TARGETS & CAPACITY

The total minimum number of housing units needed (62) to accommodate growth was established through the Buildable Lands Analysis (see Section 1.2.2). In addition to the housing units needed to accommodate growth, Island County is implementing a Rural-to-Urban shift for the Freeland NMUGA. With a goal of shifting 20% of the population growth projected for the South Whidbey Planning Area, the Freeland population would grow by 295 (compared to the 144 without a shift). This increases the minimum need for housing units from 62 to 128. (See also Island County Comprehensive Plan, Section B-6.3)

Table 14. Minimum Expected Demand for Dwelling Units, with 20% Shift

Scenario	Capacity	Growth	Surplus
Baseline	175	62	113
With 20% Shift	175	128	47

8.3.1.2 JOBS-TO-HOUSING RATIO

There are ±247 employed people within the Freeland NMUGA, and approximately 25 unemployed. Based on housing units and employment estimates, the jobs-to-housing ratio is 0.8:1. For every housing unit there are .8 employed individuals. However, this is not reflective of the number of people living and working within the Freeland NMUGA.

8.3.2 BUILDING FORM

New buildings should activate and give spatial definition to the street. This will not only contribute to Freeland's sense of place, but will enliven the public realm—giving the community a lively and welcoming feel. Buildings that are situated toward the lot interior and surrounded by parking lots, contribute to sprawl type development that runs counter the desire of Freeland residents.

8.3.3 AFFORDABLE HOUSING

More affordable housing options are needed in Freeland (both low-income and workforce housing options). Development regulations should be carefully written to avoid unintentional obstacles to affordable housing.

- Development regulations need to take into account the financial implications of requiring "minimums" (e.g. parking, unit sizes) as well as other potential limitations to affordability.
- Density levels and units sizes should vary so as to provide a range of housing types and settings that can accommodate variable market demands.
- Incentives, flexibility, variety, and innovative design techniques can help make affordable housing a reality in Freeland.

Affordable Housing options in Freeland need to be distributed throughout the community. Dispersal of Affordable Housing provides financially limited members of the community more opportunities to be integrated into, rather than isolated from, everyone else. Ensuring easy access to commercial, employment, and transit services will help provide opportunities for personal financial growth.

8.3.3.1 INCOME

24% of the Households within the Freeland NMUGA have an annual household income of $100,000 or greater, and 18.7% of households earn less than $25,000 annually.

50% of the population is in the labor force; the unemployment rate is 4.68%. Just over 12% of the population is in poverty, with 9.54% in "severe" poverty, according to the income to poverty ratio. An additional 1.7% are considered "near poverty."

Figure D. Household Income

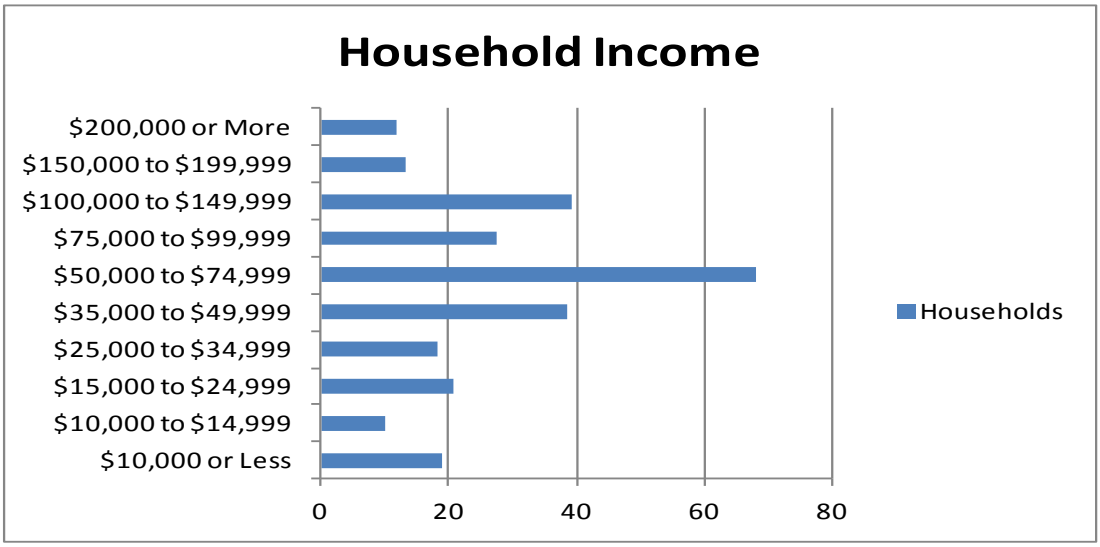


Table 15. Household Income

Median Household Income	$45,938	Households with Social Security	48.5%
Mean Household Income	$62,254	Households with Retirement Income	28.8%
Median Family Income	$57,500	Households with Food Stamp/SNAP benefits	12.6%

Source: Freeland Census Defined Place (larger than the Freeland NMUGA) US Census Bureau American Community Survey, 5-Yr ACS 2010 - 2014

Table 16. Poverty

Persons in Poverty	12.0%	Families in Poverty	8.3%
Under 18	14.6%		
65 years and over	10.6^		

Source: Freeland Census Defined Place (larger than the Freeland NMUGA) US Census Bureau American Community Survey, 5-Yr ACS 2010 - 2014

8.4 GOALS & POLICIES

2016 UPDATES

NEW **New goals and policies are indicated with *red italicized* numbering**

REVISED **Goals and policies that have been revised (more than minor text edits) are indicated with *blue italicized numbering***

HOUSING STOCK

Goal 1. Diversify Freeland's housing stock.

HU 1.1. A range of housing types and price levels should be provided to accommodate diverse ages and incomes.

HU 1.1.1. Development regulations should specify a variety of desired and allowed building types appropriate to each zone.

HU 1.1.2. Encourage the building of Accessory Dwelling Units (ADUs) with single-family residences.

HU 1.1.3. Ensure variety in residential densities.

BUILDING FORM

Goal 2. Ensure variety in Building Form.

HU 2.1. Provide meaningful choices in living arrangements as manifested by distinct physical environments.

HU 2.1.1. Allow "clustering" of home sites in residential plats to preserve critical areas.

HU 2.1.2. Development regulations should allow and define spatial arrangement options for housing (i.e. building homes around green courts, linear courts, and other civic spaces).

HU 2.1.3. Residential plats consisting of single-family homes should provide a variety of floor plans evenly mixed throughout the development.

Goal 3. Ensure quality design.

HU 3.1. Architectural design should grow from local climate, topography, history, and building practice.

HU 3.1.1. Development regulations should incorporate architectural standards.

HU 3.1.2. Development regulations should ensure water and territorial views of residences are utilized and protected.

AFFORDABLE HOUSING

Goal 4. Ensure zoning regulations enable affordable housing.

HU 4.1. Affordable Housing should be distributed throughout the community to match job opportunities, be within access to public transit, and to avoid concentrations of poverty.

HU 4.1.1. Affordable housing policies and strategies should be developed for Freeland.

HU 4.1.2. Manufactured housing should not be regulated differently than site built housing.

HU 4.2. Development regulations provide a variety of options for encouraging the creation of affordable housing.

HU 4.2.1. The County should provide regulatory incentives/options for encouraging affordable housing. Examples include:

a. Allowing accessory dwelling units (ADUs)
b. Awarding Density bonuses
c. Creating an efficient development review process for projects that incorporate affordable housing units.
d. Developing flexible rehabilitation codes
e. Creating “permit ready” house plans.
f. Allowing modest minimum lot sizes
g. Encouraging a diverse mix of housing types and sizes (including manufactured homes and Single-Room Occupancy Buildings)

HU 4.2.2. The County should provide financial incentives/options to encourage affordable housing. Examples include:

a. Waiving or reducing permit fees
b. Establishing a Housing Trust Fund
c. Providing infill incentives
d. Establishing linkage fees.
e. Creating a Live Near Your Work program

APPENDIX: GMA CONSISTENCY MATRIX A

A APPENDIX: GMA CONSISTENCY MATRIX

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COMPREHENSIVE PLAN ELEMENTS AND COMPONENTS

A. GENERAL REQUIREMENTS

CONSISTENCY

Consistency with County Wide Planning Policies (CWPPS) All plan elements must be consistent with relevant county-wide planning policies (CWPPs) and, where applicable, Multicounty Planning Policies (MPPs), and the GMA. (See: RCW 36.70A.100, RCW 36.70A.210, WAC 365-196-400(2)(c), WAC 365-196-305, and WAC 365-196-520)	☑	Throughout. 2016 updates include several sections, primarily in the Land Use and Capital Facilities.
Consistency Between Elements All plan Elements must be consistent with each other. (See: RCW 36.70A.070 and WAC 365-197-400(2)(f))	☑	Elements have been updated to reflect the new CWPPs and updated population and employment projections.
Consistency with Other Jurisdictions The plan must be coordinated with the plans of adjacent jurisdictions. (See: RCW 36.70A.100 and WAC 365-196-520)	☑	Significant joint planning efforts occurred in the development of the new CWPPs and the related Plan updates. Land Use, Sections 1.3, 1.5.1.1, 1.5.1.2, and Goals 5 & 6.

Public Participation

Ensure public participation in the comprehensive planning process A process for early and continuous public participation in the development regulation development and amendment process. The process should address annual amendments (if the jurisdiction allows for them), emergency amendments, and may include a specialized periodic update process. Plan amendment processes may be coordinated among cities within a county and should be well publicized. (See: RCW 36.70A.020(11), RCW 36.70A.035, RCW 36.70A.130, RCW 36.70A.140, WAC 365-196-600(3), RCW 36.70A.130(2), RCW 36.70A.130(2)(b), and RCW 36.70A.130(2)(a))	☑	See Appendix C Natural Resource Management, Section 6.4.7 - calls for continued public involvement and education

PLAN AMENDMENTS

The plan describes the process for making amendments. Plan provides that amendments are to be considered no more often than once a year, not including the exceptions described in RCW 36.70A.130(2). (See: WAC 365-196-640)	☑	Located in the Preface

B. LAND USE

Future Land Use Map

A future land use map showing the city limits and urban growth area (UGA) boundaries. (See: RCW 36.70A.070(1), RCW 36.70A.110(6), WAC 365-196-400(2)(d), and WAC 365-196-405(2)(i)(ii))	☑	Land Use, Map A & B - Freeland NMUGA & Future Planning Area Land Use, Map D - Zoning & Future Land Use Designation Map

PHYSICAL ACTIVITY

Consideration of urban planning approaches that increase physical activity. (See: RCW 36.70A.070(1) and WAC 365-196-405 (2)(j))	☑	Preface, Section IV, Vision Land Use, Goal 2 & Policies - Promotion of Physical Activity via pedestrian oriented development Transportation, Section 6.2.5 - Active Transportation Network Map Q - Non-Motorized Transportation System Transportation Goal 1, Policy 1.1, and Goals 3, 4, 6 & 7 and their sub-policies

Designating Natural Resource Lands

Criteria for designating natural resource lands consistent with minimum guidelines to classify agricultural, forest, mineral lands and critical areas. (See: RCW 36.70A.050, WAC 365-190, and WAC 365-195, see 900-925)	☑	No agricultural, forest, or mineral lands designated within the Freeland NMUGA Chapter 2, Natural Resources - designation of critical areas See also the Island County Comprehensive Plan

Uses on Agricultural Land

Policies for agriculturally designated lands limiting non-agricultural uses to lands with poor soils or otherwise not suitable for agricultural purposes, and policies limiting the allowable range of accessory uses to those allowed by statute. (See: RCW 36.70A.177(3))	☑	N/A - none within the NMUGA

Designation of Mineral Lands

Review of designated mineral resource lands taking into consideration new information, including data available from the Department of Natural Resources, relating to mineral resource deposits when reviewing mineral resource land designations. Minerals include sand, gravel and valuable metallic substances. (See: RCW 36.70A.131, RCW 36.70A.030(11), and WAC 365-190-070)	☑	N/A - none within the NMUGA

Major Industrial Development or Master Planned Locations		
If the county is eligible and has designated a major industrial development or master planned location outside of the UGA, is the area consistent with the criteria in the GMA? (See: RCW 36.70A.365, RCW 36.70A.367, WAC 365-196-465, and WAC 365-196-470)	☑	N/A
Master Planned Resorts		
If the county has permitted a master planned resort, meet all requirements. (See: RCW 36.70A.360, RCW 36.70A.362, and WAC 365-196-460)	☑	N/A
Rural Element		
A rural element that establishes patterns of rural densities and uses considering local circumstances. (See: RCW 36.70A.030(15), RCW 36.70A.030(16), RCW 36.70A.030(17), RCW 36.70A.070(5), and WAC 365-196-425)	☑	N/A - no rural land uses within the NMUGA
Limited Urban Services		
Policies that limit urban services in rural areas. (See: RCW 36.70A.110(4), RCW 36.70A.070(5)(b), and WAC 365-196-425(4))	☑	N/A

C. SHORELINE ELEMENT

Shorelines of the state		
Plan acknowledges that for shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 are added as one of the goals of this chapter as set forth in RCW 36.70A.020 w/o creating an order of priority among the fourteen goals. (See: RCW 36.70A.480 and WAC 365-196-580)	☑	Natural Resources, Section 2.2.6 - Shorelines Map J - Shoreline Environmental Designations The Shoreline Management Element (SME) of the Island County Comprehensive Plan applies, which is the goals and policies approved in accordance with RCW 90.58.

D. HOUSING

Goals, Policies, and Objectives		
Goals, policies, and objectives for the preservation, improvement, and development of housing. (See: RCW 36.70A.070(2)(b) and WAC 365-196-410(2)(a)	☑	Chapter 8, Housing, Section 4.5 goals and policies
Inventory and Analysis		
An inventory and analysis of existing and projected housing needs over the planning period. (See: RCW 36.70A.070(2)(a), WAC 365-196-410(2)(b) and WAC 365-196-410(2)(c))	☑	Housing, Policy H 4.2 - Housing Inventory Housing, Policy H 4.3 - Needs Analysis
Sufficient Land for Housing		
Identification of sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and foster care facilities. (See: RCW 36.70A.070(2)(c))	☑	Housing, Policy H 4.3.5 Housing, Table 4-10 Housing, Policy H 4.9 - addresses surplus land transfer Housing, Policy H 4.12 - addresses annexation set aside
Adequate Provisions		
Adequate provisions for existing and projected housing needs for all economic segments of the community. (See: RCW 36.70A.070(2)(d) and WAC 365-196-410)	☑	Housing, Goal 1 - Promote fair and equal access to housing for all persons (H 1.1; H 1.3; H 1.7; H 1.8; H 1.9) Housing, Goal 2- addresses the promotion of a variety of residential densities and types (H 2.1; H 2.2; H 2.3) Housing, Goal 4- addresses Implementation in accordance with state law (H 4.1 - H 4.17)
Affordable Housing Program		
Program under RCW 36.70A.540, identification of land use designations. (See: RCW 36.70A.540 and WAC 365-196-870)	☑	N/A
Manufactured Housing		
Policies so that manufactured housing is not regulated differently than site built housing. (See: RCW 35.21.684, RCW 35.63.160, RCW 35A.21.312, and RCW 36.01.225)	☑	Housing, Section 4.2.1 - Manufactured housing is considered a single family housing type in Island County

Accessory Dwelling Units		
If the county has a population of over 125,000: provisions for accessory dwelling units (ADUs) to be allowed in single family residential areas. (See: RCW 36.70A.400 and RCW 43.63A.215(3))	☑	Not required in Island County, but provided below: Housing, Goal 3 - encourages the preservation of existing housing stock Housing, Policy H 3.1 - addresses streamline permitting for accessory dwelling units

E. NATURAL RESOURCES

Public Water Supplies		
Provisions for protection of the quality and quantity of groundwater used for public water supplies. (See: RCW 36.70A.070(1))	☑	Natural Resources, Section 2.2 - Aquifer Recharge, Critical Drainage Areas
Public Lands		
Identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses. (See: RCW 36.70A.150 and WAC 365-196-340)	☑	Chapter 4, Capital Facilities - identifies locations for new facilities Chapter 5, Utilities Chapter 6, Transportation
Open Space Corridors		
Identification of open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails, and connection of critical areas. (See: RCW 36.70A.160 and WAC 365-196-335)	☑	Chapter 3, Open & Civic Space Map L - Open Space Map M - Potential Conservation Priority Areas for Park Acquisition
Discharges into waters of the state		
Where applicable, a review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state. (See: RCW 36.70A.070(1), WAC 365-196-405(1)(e), and RCW 90.56.010(26))	☑	Island County Comprehensive Plan, Natural Resources, Policy 5.5 - identifies the Surface Water Quality Monitoring Program as the program responsible

Critical Areas		
Policies to designate and protect critical areas including wetlands, fish and wildlife habitat protection areas, frequently flooded areas, critical aquifer recharge areas, and geologically hazardous areas. In developing these policies, the county must have included the best available science (BAS) to protect the functions and values of critical areas, and give "special consideration" to conservation or protection measures necessary to preserve or enhance anadromous fisheries. (See: RCW 36.70A.030(5), RCW 36.70A.172, WAC 365-195-900, WAC 365-195-905, WAC 365-195-910, WAC 365-195-915, WAC 365-195-900, and WAC 365-195-925)	☑	Chapter 2, Natural Resources
Forest and Agricultural Land Inside UGAs		
If forest or agricultural lands of long-term commercial significance are designated inside an urban growth area, there must be a program authorizing Transfer (or Purchase) of Development Rights. (See: RCW 36.70A.060(4))	☑	N/A - none within the NMUGA
Conserving Forest and Agricultural Lands		
Policies encouraging the conservation of productive forest and agricultural lands and discouraging incompatible uses. (See: RCW 36.70A.020(8), WAC 365-190-050, and WAC 365-196-815)	☑	N/A - none within the NMUGA

F. TRANSPORTATION ELEMENT

Inventory		
An inventory of air, water, and ground transportation facilities and services, including transit alignments, state-owned transportation facilities, and general aviation airports. (See: RCW 36.70A.070(6)(a)(iii)(A) and WAC 365-196-430(2)(c))	☑	Chapter 6, Transportation See also Island County Comprehensive Plan, Chapter 8
Level of Service (LOS) Standards		
Adopted levels of service (LOS) standards for all arterials, transit routes and highways. (See: RCW 36.70A.070(6)(a)(iii)(B) and WAC 365-196-430)	☑	Chapter 6, Transportation, Section 6.3.1 - Level of Service Standards

Locally-Owned Transportation Facilities		
Identification of specific actions to bring locally-owned transportation facilities and services to established LOS. (See: RCW 36.70A.070(6)(a)(iii)(D) and WAC 365-196-430)	☑	N/A - none required
Traffic Forecast		
A forecast of traffic for at least 10 years, including land use assumptions used in estimating travel. (See: RCW 36.70A.070(6)(a)(i), RCW 36.70A.070(6)(a)(iii)(E), and WAC 365-196-430(2)(f))	☑	Transportation, Section 6.3 See also Island County Comprehensive Plan, Chapter 8
A projection of state and local system needs to meet current and future demand. (See: RCW 36.70A.070(6)(a)(iii)(F) and WAC 365-196-430(2)(f))	☑	Transportation, Section 6.3 See also Island County Comprehensive Plan, Chapter 8
Pedestrian and Bicycle Component		
A pedestrian and bicycle component. (See: RCW 36.70A.070(6)(a)(vii) and WAC 365-196-430(2)(j))	☑	Transportation, Section 6.2.5 Map Q - Non-Motorized Transportation System
Transportation Demand Management		
A description of any existing and planned transportation demand management (TDM) strategies, such as HOV lanes or subsidy programs, parking policies, etc. (See: RCW 36.70A.070(6)(a)(vi) and WAC 365-196-430(2)(i))	☑	Island County Comprehensive Plan applies, see Chapter 8, Transportation
Future Funding		
An analysis of future funding capability to judge needs against probable funding resources. (See: RCW 36.70A.070(6)(a)(iv)(A) and WAC 365.196-430(2)(k)(iv))	☑	Transportation, Section 5 - Transportation Funding Situation Provides discussion about anticipated shortfall and methods of dealing with this short fall. pp.64-75
Multiyear Financing Plan		
A multi-year financing plan based on needs identified in the comprehensive plan, the appropriate parts of which serve as the basis for the 6-year street, road or transit program. (See: RCW 36.70A.070(6)(a)(iv)(B), RCW 35.77.010, and WAC 365-196-430(2)(k)(ii))	☑	Transportation, Section 6.3.3 - Financing Plan

Funding Shortfalls		
If probable funding falls short of meeting identified needs: a discussion of how additional funds will be raised, or how land use assumptions will be reassessed to ensure that LOS standards will be met. (See: RCW 36.70A.070(6)(a)(iv)(C) and WAC 365-196-430(2)(l)(ii))	☑	Island County Comprehensive Plan applies. See Capital Facilities, Policy CF 5.4, Transportation, Page 71 - Funding Shortfall, and Transportation, Section 5.3 - Methods to Meet Transportation Funding Needs
Intergovernmental Coordination		
A description of intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions and how it is consistent with the regional transportation plan. (See: RCW 36.70A.070(6)(a)(v) and WAC 365-196-430(2)(a)(iv))	☑	Island County Comprehensive Plan applies. See Capital Facilities, Goal 4 - addresses implementation of CFE in coordination with plans and policies of other agencies and jurisdictions & Transportation, Goal 5 - addresses cooperative planning with local and regional agencies (5.1 - 5.7)

G. UTILITIES FORECAST

Location and Capacity		
The general location, proposed location and capacity of all existing and proposed utilities. (See: RCW 36.70A.070(4) and WAC 365-195-420)	☑	Island County Comprehensive Plan applies. See Utilities, Section 9.3 - Inventory and Analysis & Utilities, Section 9.4 - Water Resources

H. CAPITAL FACILITIES ELEMENT

Policies or Procedures		
Policies or procedures to ensure capital budget decisions are in conformity with the comprehensive plan. (See: RCW 36.70A.120)	☑	Island County Comprehensive Plan applies. See Capital Facilities, Section 10.1 - provides language requiring fiscal policies be consistent with the Comprehensive Land Use Element & Goal 4 - Requires the Capital Facilities Element to be consistent with the Comprehensive Plan

Inventory		
An inventory of existing capital facilities owned by public entities. (See: RCW 36.70A.070(3)(a) and WAC 365-196-415(2)(a))	☑	Chapter 4, Capital Facilities
Forecast of Needed Capital Facilities		
The forecast of future need should be based on projected population and adopted levels of service (LOS) over the planning period. (See: RCW 36.70A.070(3)(b) and WAC 365-196-415(2)(b))	☑	Chapter 4, Capital Facilities
Proposed locations and capacities of expanded or new capital facilities. (See: RCW 36.70A.070(3)(c) and WAC 365-196-415 (3)(c))	☑	Chapter 4, Capital Facilities
A six-year plan (at least) identifying sources of public money to finance planned capital facilities. (See: RCW 36.70A.070(3)(d), RCW 36.70A.120 and WAC 365-196-415(2)(c))	☑	Chapter 4, Capital Facilities
Reassessing the Land Use Element		
A policy or procedure to reassess the Land Use Element if probable funding falls short of meeting existing needs. (See: RCW 36.70A.070(3)(e) and WAC 365-196-415(2)(d))	☑	Island County Comprehensive Plan applies. See Capital Facilities, Section 10.1.3.1 & Capital Facilities, Policy CF 2.6
Impact Fees		
If impact fees are collected: identification of public facilities on which money is to be spent. (See: RCW 82.02.050(4) and WAC 365-196-850)	☑	N/A - Not collected in Island County

Siting Essential Public Facilities		
Provisions for siting essential public facilities (EPFs), consistent with CWPPs and RCW 36.70A.200. This section can be included in the Capital Facilities Element, Land Use Element, or in its own element. Sometimes the identification and siting process for EPFs is part of the CWPPs. Jurisdictions should consider OFM's list of EPFs that are required or likely to be built within the next six years. Regional Transit Authority facilities are included in the list of essential public facilities. (See: WAC 365-196-340, WAC 365-196-345, WAC 365-196-400, WAC 365-196-405, WAC 365-196-410, WAC 365-196-415, WAC 365-196-420, WAC 365-196-425, WAC 365-196-430, WAC 365-196-435, WAC 365-196-440, WAC 365-196-445, WAC 365-196-550, RCW 71.09.020(14), RCW 36.70A.200(1), and WAC 365-196-550(d))	☑	Island County Comprehensive Plan applies. See Capital Facilities, Goal 6 - Provide for the siting of essential public facilities & Policies CF 6.1 - CF 6.6 - address the provisions for siting essential public facilities
Not Precluding the Siting of Essential Public Facilities Policies or procedures that ensure the comprehensive plan does not preclude the siting of EPFs. If the EPF siting process is in the CWPPs, this policy may be contained in the comprehensive plan as well. (See: RCW 36.70A.200(5) and WAC 365-196-550(3))	☑	Island County Comprehensive Plan applies. See Capital Facilities Element, Policy CF 6.1 – Provisions shall be made in the comp plan and development regulations for siting essential public facilities

FUTURE POPULATION GROWTH ANALYSIS & ACCOMMODATION

I. URBAN GROWTH AREAS (UGAS)		
UGA Review		
Review and update, if needed, UGA boundaries. Based on population projection made for the County by OFM, the county and each city must include areas and densities sufficient to permit the urban growth projected to occur in the county or city for the succeeding twenty year period, except UGAs completely within a national historic reserve. (See: RCW 36.70A.110(2), RCW 36.70A.110(6), RCW 36.70A.130, and WAC 365-196-310)	☑	Land Use, Section 1.2 - Population Growth Analysis & Accommodations Land Use Section 1.2.3 - Revisions to the Urban Growth Boundary

UGA Expansion – 100-Year Floodplain If there is an urban growth area (UGA) expansion into the 100-year floodplain of a river segment that is located west of the Cascade crest and when the river has a mean annual flow of 1,000 or more cubic feet per second, it meets the statutory exceptions to the general ban on such UGA expansions. (See: RCW 36.70A.110(8))	☑	N/A - No urban growth area expansions are proposed at this time.
Population Projections		
A consistent population projection throughout the plan which should be consistent with the Office of Financial Management forecast for the county or the county's sub-county allocation of that forecast. (See: RCW 43.62.035 and WAC 365-196-405(2)(f))	☑	Land Use, Section 1.2 - the Buildable Lands Analysis and conclusions were the basis for the remainder of the 2016 Plan updates
Population Densities and Building Intensities		
Estimates of population densities and building intensities based on future land uses. (See: RCW 36.70A.070(1) and WAC 365-196-405(2)(c)(i))	☑	Land Use, Section 1.2

A APPENDIX: GMA CONSISTENCY MATRIX

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INTRODUCTION

The 2016 update of the Freeland Subarea Plan is a part of the 2016 GMA Periodic Update for the Island County Comprehensive Plan. Public outreach efforts for the Freeland update were conducted included 5 community events specifically tailored to the Freeland Subarea Plan and/or regulations, attended by ±140 participants (additional public engagement efforts related to the finalizing of the draft continued through to adoption). The County also received a number of comments through email or submitted through the IslandCounty2036.org website.

EVENT SUMMARY

The County conducted the following public events in Freeland.

July 21, 2015 – Freeland Development Regulations Open House (Kick Off Meeting)

- Presentation and small group discussion regarding the goals for the update and a survey for community priorities and direction.
- Attendees Signed In: 42

March 31, 2016 –Open House

- Discussion of the NMUGA boundary criteria and draft map and the option of creating overlay districts in the Future Planning Area similar to the Joint Planning Area overlays.
- Attendees Signed In: 64

June 15, 2016 – Freeland Subarea Plan Review & Draft Development Regulations Open House

- Island County Staff presented boards summarizing proposed changes to the Freeland Subarea Plan, the Transportation element, received requests for revisions to the NMUGA, and draft concepts for Freeland Development Regulations
- Attendees Signed In: 7

July 14, 2016 – Freeland Subarea Plan & Development RegulationsDrop-In Day

- Island County Staff answered questions for attendees who stopped in throughout the day. Draft copies of the Freeland Subarea Plan and draft concepts of the Freeland Development Regulations were on hand for discussion.
- Attendees Signed In: 14

July 25, 2016 – Freeland Development Regulations Review Open House

- • Island County Staff presented boards summarizing Freeland Development Regulations, and attendees were invited to complete exercises regarding density in Low- and Medium- Density Residential Zones and parking, building frontage, and lot configurations in Business Village and Business General Zones.
- Attendees Signed In: 11

PUBLIC COMMENTS - OVERVIEW

Between January 2015 and August 2016, Island County received 180 comments from over 100 respondents relating to the Freeland Subarea Plan & development regulations (via email, phone calls, drop-in day discussions, and open house comment cards and activities). This report focuses on discussion items; all comments received during this time have been recorded in the attached matrix (Attachment A).

Table B-1. Comments by Topic

TOPIC	COMMENTS				Number of Respondents	Respondents per Topic
	Email	Event	Other	TOTAL		
Regulations	13	61	4	**78**	**65**	**73**
NMUGA Boundary	33	2		**44**	**22**	**29**
Transportation	3	1	2	**15**	**11**	**13**
Land Use	6	4	1	**13**	**10**	**13**
Public Engagement	4	1	3	**8**	**4**	**3**
Urban Holding		2	1	**4**	**4**	**4**
Sewer	4			**4**	**2**	**2**
General Comment	3	1		**4**	**4**	**4**
Local Control	3			**3**	**1**	**3**
Economic Development	1	2		**3**	**1**	**2**
Capital Facilities	1			**1**	**1**	**1**
TOTAL	**71**	**95**	**11**	**177**	**125**	**147**

NOTES:

1 - Respondents per subtopic = 1 per respondent per sub-topic per topic

2 - One email with multiple topics in the email were separated out so that each subtopic can be address separately. Anonymous comments counted separately since we don't know if they were one or more person (potential over-count of respondents).

3 - It is important to note that some letters/comments were signed by multiple parties and some conversations at events that included multiple people - e.g. one request to exclude parcels from the NMUGA has several property owner signatures, several conversations that took place at the drop-in day were with 2 or 3 individuals (potential under-count of respondents).

Between January and August 2016, the County received 78 comments from ±65 respondents regarding the boundary of Freeland's Non- Municipal Urban Growth Area (NMUGA), with 72 respondents per subtopic. This indicates that there is strong community interest and a large number of unique comments.

Parking and building types generated the most comments, but this is reflective of the types of questions and feedback mechanisms that were used at the July 25th open house (those were primary areas of focus, and easy feedback forms were utilized). 25 of the 27 parking items were responses to specific questions on the handouts and all 27 of the building types comments were handout responses.

Many additional comments were received that related to the Island County Comprehensive Plan and Island County Code, which are not counted here but are accounted for in the Island County Comprehensive Plan summary.

Comments received were reviewed by the Planning Commission and the Board in public meetings during September and October of 2016, and revisions (additions and edits) were incorporated where appropriate.

DEPARTMENT OF COMMERCE REVIEW

A copy of the draft Freeland Subarea Plan, tables of proposed changes, and track changes verion of the document were provided to the Washington State Department of Commerce on August 30, 2016 (Commerce Material ID # 22780). After review of the changes proposed, Commerce had no comments on the 2016 update revisions.

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FREELAND MISSION AND VISION STATEMENTS

MISSION

Freeland's MISSION is creating a healthy, vibrant, and safe place where people love to visit, learn, walk, bike, work, and live.

SMALL TOWN CHARACTER AND COMMUNITY IDENTITY

We see Freeland as a distinct urban enclave, bordered in several directions by farms, open fields, and woodlands. As we approach the Freeland outskirts, we note the dramatic change in character from the rural countryside to the urban streetscape (landscaped central median, overarching street trees, attractive streetlights) of Freeland. We appreciate the architecture that is unique to Freeland, free of the plastic, fast food franchise architecture prevalent in so many other communities.

GETTING AROUND

We see a community with "full-service streets" in which cars and pedestrians, bicyclists and buses are equally at home. We see streets with ample sidewalks and paths, large trees reaching over the street, and attractive pedestrian-scaled streetlights. We see well-planned neighborhoods, designed to encourage walking from home to work, from home to the corner store, from home to the transit stop, and from home to parks.

ENVIRONMENTAL QUALITY

We see a community with clean air, made possible by less dependence upon the automobile, and the recruitment of environmentally compatible industry. Compared to other communities, we see more people walking and biking or taking public transportation. Our community is designed to cause less traffic congestion and require shorter commutes. We have less storm water runoff and pollution in our streams due to our smaller, landscaped parking areas and compact two and three story commercial areas.

COMMUNITY APPEARANCE

We see a community of clean, tree-lined streets, subtle commercial signage, with residential and commercial buildings of architectural distinction nestled amidst well cared for landscaping. We see adequate and consolidated parking areas with cars tucked behind landscaped walls and hedges or parked to the rear of buildings. Main Street has been transformed into a grand, landscaped boulevard from the SR 525 intersection to the downtown. Scott Avenue has been developed in similar grand fashion. Businesses and

homeowners have installed lighting which respects their neighbors and protects the view of the night sky.

HISTORIC PRESERVATION

We see the entire community, from school-aged children to senior citizens, with a keen appreciation for Freeland's rich history. There is constant attention and energy being poured into the Freeland's historic buildings and other natural historic resources.

DOWNTOWN FREELAND

We see a healthy, vibrant downtown with attractive streets and well-maintained sidewalks filled with people and activity. We see a diverse array of shopping, dining, working, and cultural amenities. We see a downtown which is the social and cultural center of the community, and a place where we want to take visitors. At night, we see the lights on in upper story residential windows throughout the downtown area.

NEIGHBORHOODS

We see safe, secure, peaceful, and well cared for neighborhoods in every part of Freeland, with streets free of litter, and attractive landscaping. We see well tended homes with neighbors greeting neighbors on sidewalks and front porch swings. We see families pushing baby carriages to nearby parks. We see children riding their bikes to the neighborhood corner store for a loaf of bread or a Saturday afternoon ice cream.

PUBLIC SAFETY

We see a community of neighbors and business owners committed to community based policing. We see police officers on the beat, getting to know the neighborhood kids, and their parents. We see a sheriff's department which is committed to supporting, rather than replacing, the collective will and determination of the people to have a community free of drugs, violence and crime.

HOUSING

We see a wide range of housing choices and prices, single family homes, some with accessory/garden cottages, condominiums and townhouses, apartments and dwelling units over downtown shops. We see neighborhoods with several different housing types where the elderly, young families, singles and others share experiences and help one another.

ECONOMIC OPPORTUNITY

We see a community of workers with satisfying occupations, and a diverse local economy with employment in services, retail, manufacturing, professional, home/cottage industries, technology and agriculture, among others. We see workers with pride in their work and the prospect of advancement as they go on to develop their skills and value.

FISCAL RESPONSIBILITY AND BETTER SERVICES

We see a more compact "town" development pattern resulting in considerable cost savings to the taxpayer when compared to a sprawling development pattern. These savings have been realized through fewer miles in paved streets, shorter water and sewer lines, more efficient trash collection over shorter routes, more efficient law enforcement, as well as many other government services.

PARKS, RECREATION AND OPEN SPACE

We see large community parks, smaller neighborhood parks, and tiny pocket parks well distributed throughout the community. Larger community parks have clusters of playing fields for organized athletic leagues. Smaller neighborhood parks have multi-purpose fields for informal athletic events as well as areas for unstructured play. We see parks convenient to neighborhoods as well as to office workers during their lunch hour.

GREEN WAYS

We see a system of interconnected green ways adjoining area streams, intermingled with the urban fabric of Freeland and stretching into the countryside. We see a system of short and long loops, designed for walking, running, hiking, skating and biking, which connect an array of schools, parks, nature preserves, and neighborhoods.

WATER AND SEWER SERVICES

We see well maintained, financially self-supporting water supply and waste water treatment facilities and service areas, designed and strategically placed to both accommodate and lead the planned, compact growth of our community.

SCHOOLS

We see schools which are, at their foundations, under girded by community involvement and parental support. We see schools that are located in proximity to neighborhoods so as to be natural gathering places for people to come together to solve community problems.

THE ARTS, ENTERTAINMENT, SPORTS AND CULTURE

We see an appreciation for the arts which begins with Freeland's historic seaside roots, but extends to many other traditional and contemporary art forms and cultural events. We see Freeland as host for a variety of cultural events, including the arts, entertainment, and sports competitions. We see gathering places for young and old people alike to develop their skills and share their talents with others.

CULTURE DIVERSITY AND ACCEPTANCE

We see a community which embraces and appreciates the strengths and interests of a diverse population made greater by the common objectives of quality education, economic opportunity, public safety, and civic purpose.

INTER-GOVERNMENTAL COOPERATION AND REGIONALISM

We see Freeland as an integral part of a much greater region. As such, we see our Freeland area residents working constructively with nearby towns and counties on a collective regional vision. In particular, we see a need for cooperation on issues such as water quality, air quality, transportation, and growth management

HUMAN NATURE

Freeland is a community where children, teenagers, young adults, adults and senior citizens are nurtured and encouraged in learning and applying successful living principles based on the wisdom of validated historical truth, continually being discovered, rediscovered, and remembered.

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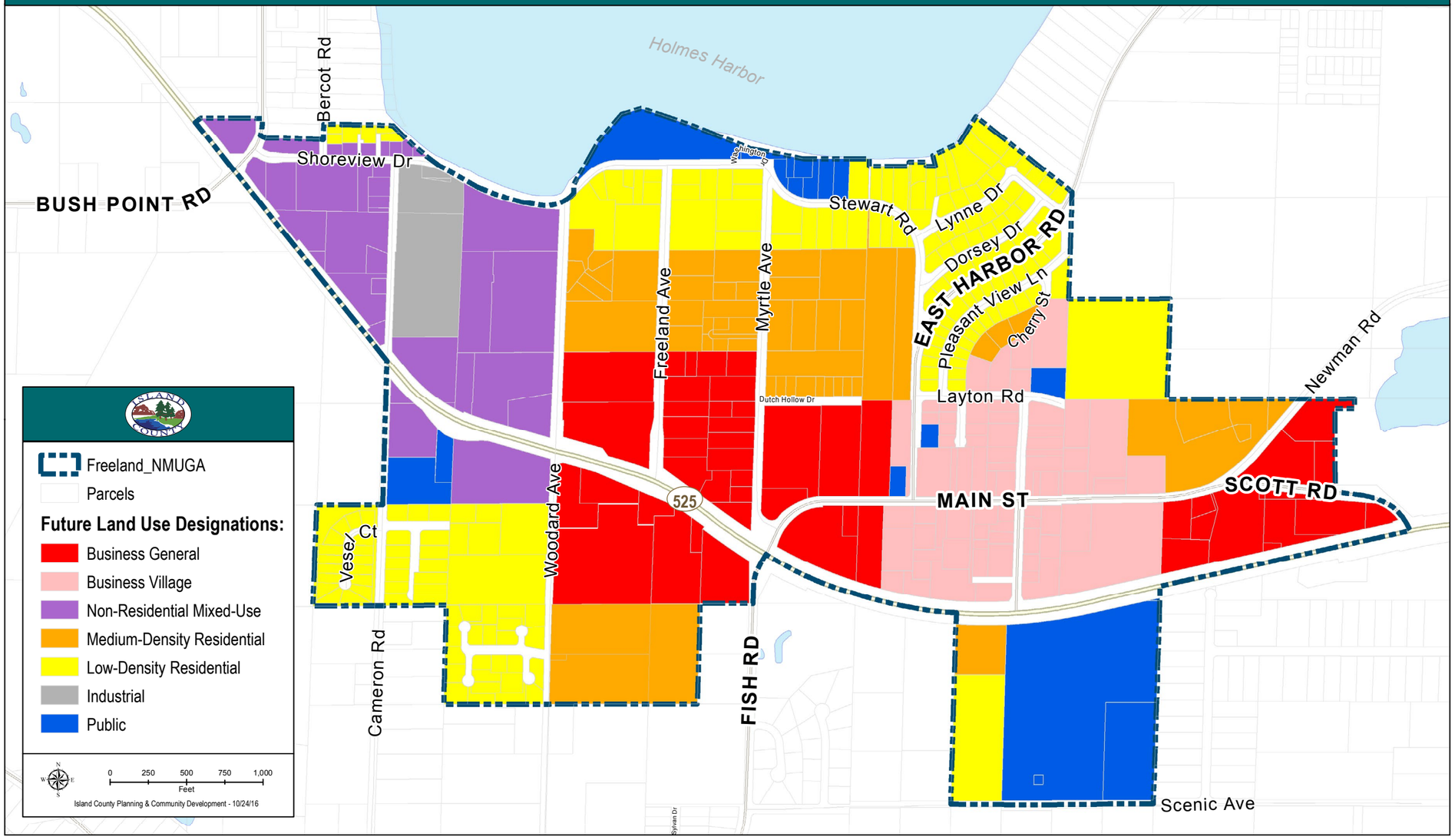
Freeland Non-Municipal Urban Growth Area (NMUGA), Future Land Use Designations

Freeland Subarea Plan - 2016 Update



D APPENDIX: LARGE FORMAT MAPS

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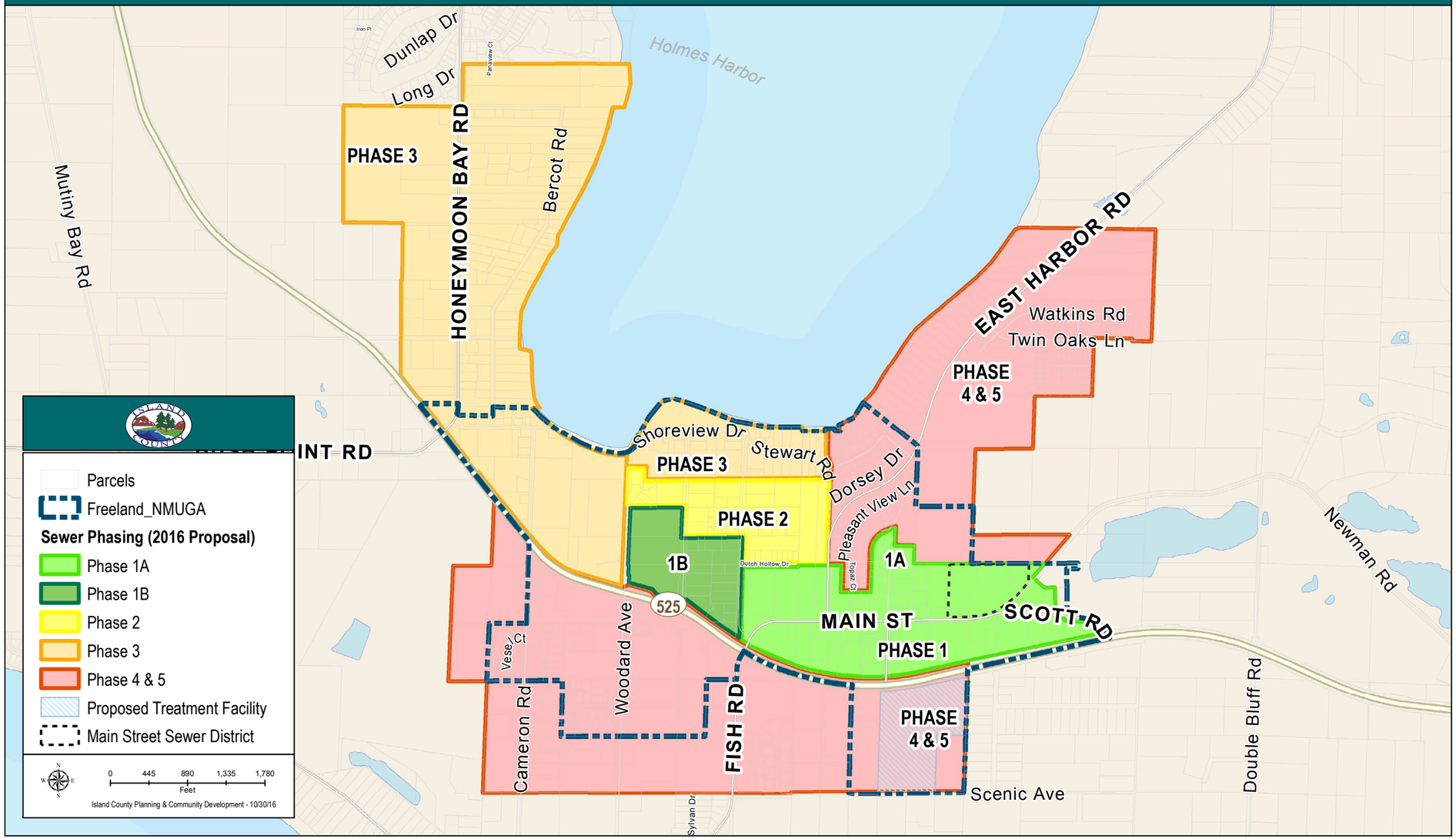
Freeland Water & Sewer Disctrict Sewer Phasing Plan (2016 Proposal)

Freeland Subarea Plan - 2016 Update



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

D APPENDIX: LARGE FORMAT MAPS

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