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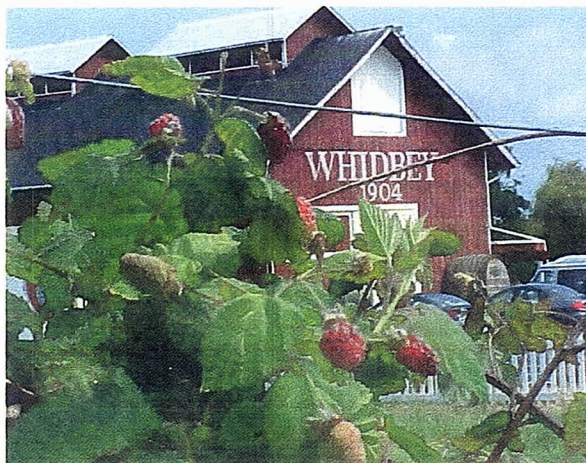


# PORT OF COUPEVILLE

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Comprehensive Plan  
2007-2026

**Edition 2010**





# **PORT OF COUPEVILLE**

**ISLAND COUNTY, WASHINGTON**

## **RESOLUTION NO. 158**

**A RESOLUTION of the Board of Commissioners of the Port of Coupeville, Island County, Washington, approving changes to *Comprehensive Plan 2007-2026***

**WHEREAS, the Port of Coupeville is a special purpose Port District established under the Revised Code of Washington (RCW), and**

**WHEREAS, Title 53 of the RCW requires that the Boards of Commissioners of Port Districts cause to be developed comprehensive plans to guide the expenditures of public funds, and**

**WHEREAS, the Board of Commissioners of the Port of Coupeville adopted *Comprehensive Plan 2007-2026* on May 9, 2007, and**

**WHEREAS, the *Comprehensive Plan 2007-2026* includes the requirement that it be reviewed every three years by a Community Advisory Committee appointed for that purpose by the Board of Commissioners, and**

**WHEREAS, the Board of Commissioners has accepted the report of a Community Advisory Committee for the first tri-annual review and has obtained public input on the comments and recommendations of the committee, and has carefully considered those comments and recommendations in light of public input at a special public meeting for that purpose,**

**NOW THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Port of Coupeville that the following changes be made to the *Comprehensive Plan 2007-2026*:**

- Delete references to the development of a Marine Education Center at the Coupeville Wharf (page 41 and page 48) because doing so proved infeasible.
- In lieu of the Marine Education Center insert an initiative to establish a volunteer auxiliary, designated "Friends of the Coupeville Wharf," to be led by a coordinator appointed by the Board of Commissioners and to include a focus group to guide future programs and improvements to the Wharf.
- Delete references to the preparation of a Master Site Plan for the Greenbank Farm (pages 43-45 and page 50) because that plan has been completed and adopted and implementation has begun.
- In lieu of the Master Site Plan insert an initiative to develop the Greenbank Farm economically with a goal of reducing the drawdown of Port revenues so as to provide funding for new projects and initiatives.
- Delete references to the Keystone Harbor of Refuge (page 47 and page 53) because the future of the Keystone ferry terminal has been determined.

**ADOPTED by the Board of Commissioners of the Port of Coupeville at the regular public meeting thereof held this 14<sup>th</sup> day of April, 2010 and duly authenticated in open session by the signatures of the Commissioners being present and voting.**

  
Marshall W. Bronson

  
Benye L. Weber

  
Ann McDonald

Attest: This 14<sup>th</sup> day of April, 2010

  
James M. Patton, Executive Director

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# INTRODUCTION

# INTRODUCTORY REMARKS

BY THE BOARD OF COMMISSIONERS  
OF THE PORT DISTRICT OF COUPEVILLE,  
ISLAND COUNTY, WASHINGTON  
TO THE RESIDENTS OF THE PORT DISTRICT

The laws of Washington State (Revised Code of Washington, Title 53) require that the Commissions of Port Districts develop schemes and plans for the expenditure of public funds in the execution of the powers vested in the Commissions. The laws further require that the Commissions communicate with the general public residing within their districts regarding such schemes and plans.

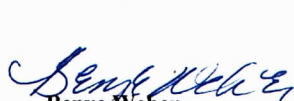
Port districts historically comply with the law through the adoption of a comprehensive plan prior to implementing projects and initiatives and they use the planning process itself to accomplish the required communications with the general public.


The Board of Commissioners of the Port District of Coupeville wish to express grateful appreciation to those eight residents of the district that availed the Port of their special knowledge and experience for more than a year during the preparation of the *Comprehensive Plan 2007-2026* which the Board takes pleasure in adopting today. The vision, goals, mission and objectives of the Port district for the next twenty years are their inspiration and the project and initiatives listed in the plan are the products of their imaginations and careful deliberations.


The Board extends its gratitude and appreciation to the many other residents of the Port District who attended briefings on the plan and responded to requests for comments, suggestions and criticisms. Their expressions of interest and their input provided the crucial test of public acceptability, without which the plan would have no value.

No plan of this scope can be developed without the painstaking attention of an able Editor-in Chief and the Port District was most fortunate to enlist the services of Ms. Laura Blankenship. Ms. Blankenship brought to the planning process not only her excellent organizational and communications skills but also a detailed knowledge of the Port District. The Board of Commissioners owes Ms. Blankenship very special thanks.

The Board of Commissioners hereby respectfully presents this *Comprehensive Plan 2007-2026* to the residents of the Port District.

  
**Benye Weber**  
President  
Board of Commissioners  
Commissioner District 2

  
**Bruce Bryson**  
Vice President  
Board of Commissioners  
Commissioner District 1

  
**Ann McDonald**  
Secretary  
Board of Commissioners  
Commissioner District 3

*The Port of Coupeville will be guided by this comprehensive plan, and properly approved future amendments, through the year 2026. This comprehensive plan is primarily an authorization vehicle, not an "official control" or regulatory ordinance. It does not mandate any action or commit the Port to pursue any action. It does not constitute any final decision or action regarding the implementation of any project or initiative contained herein.*



# STRATEGIC STATEMENTS

## MISSION

The mission of the Port of Coupeville is to exercise the powers authorized by Washington State law to sustain and enhance the economic and environmental health of the Port District through activities consistent with its values.

## VALUES

The essential values of the Port of Coupeville are as follows.

**Stewardship** - A commitment to protect and enhance Central Whidbey Island's natural environment, marine resources, historic, rural and agricultural character.

**Opportunity** - A commitment to create sustainable economic infrastructure which supports a diverse and healthy entrepreneurial business climate within the Port district.

**Community** - A commitment to promote public awareness and involvement in all its aspects of the Port's activities.

**Integrity** - A commitment to open and honest public disclosure; the prudent and responsible management of Port resources; the ethical and conscientious exercise of its legal authority.

## VISION

Consistent with its mission and values, the vision for the future of the Port of Coupeville is three-fold.

1. To be a collaborative organization, which maximizes the impact of its economic development activities by seeking community partnerships and public/private sector funding opportunities.
2. To be a good steward of properties under its ownership before undertaking new development.
3. To actively seek economic development opportunities that are compatible with the Central Whidbey Island culture.

# STRATEGIC DIRECTIONS

The following are the strategic directions the Port of Coupeville has identified for its 2007-2026 Comprehensive Plan. See Section III and Section IV for complete project and initiative descriptions and implementation. The decision to move forward with a project or initiative will be driven by organizational and staff resources, and funding availability.

## COUPEVILLE MARINE FACILITY

1. Establish a volunteer auxiliary designated “Friends of Coupeville Wharf”
2. Increase the awareness of boaters in the region of the Coupeville marine facility, its amenities, and nearby shops, restaurants, accommodations and attractions.
3. Establish the wharf as a link in a viable marine passenger transportation system.
4. Re-establish waterfront facilities in the Town of Coupeville to serve as a freight link for local marine-based businesses, independently or in partnership with others.
5. Increase use of the marine facility wharf and mooring sites by recreational and tour vessels.
6. Maintain and enhance the attractiveness, accessibility and sustainability of the Front Street entrance to the facility.

## GREENBANK FARM FACILITY

1. Complete the establishment of a conservation easement on portions of the Port Tract at the Greenbank Farm identified by the Port.
2. Manage and pursue development of the Port Tract in accordance with a Master Site Plan that is compatible with Port District values.
3. Increase awareness among locals and visitors of Farm shops, café and other amenities.
4. Support Island County’s development of hand-craft boat launch site(s) to Holmes Harbor.
5. Explore the feasibility of re-establishing a marine transportation link to Holmes Harbor for passengers and products in the Greenbank area.
6. Initiate an evaluation process in 2012 to consider the Port’s options for the management and operations of the Port Tract after termination of contracts in 2014.

## NEW DIRECTIONS

1. Stabilize and invigorate the agricultural economy by identifying and implementing innovative projects, independently or in partnership with others.
2. Establish a publicly owned general aviation air transportation facility, independently or in partnership with others.
3. Develop a light industrial facility that is compatible with Port District values.
4. Support alternative, sustainable energy generation projects in partnership with others.
5. Utilize reasonable energy conservation practices in its activities.



# PROJECT and INITIATIVE SELECTION GUIDELINES

To further its mission and fulfill its values, the Board of Commissioners of the Port of Coupeville will evaluate each project or initiative, prioritizing projects and initiatives that best achieve the following economic, and stewardship criteria. The degree to which a project or initiative meets each criteria shall be integral to establishing its priority for selection. The implementation of any project or initiative shall be guided by the preceding Strategic Statements and the following criteria.

## ECONOMIC

- ☒ Prudent use of Port District resources.
- ☒ Sustains or enhances the economic health and stability of the Port district.
- ☒ Contributes to the diversity of economic activity in the Port district.
- ☒ Capacity to achieve and sustain positive short- and long-term financial outcomes.
- ☒ Feasibility of funding opportunities from public or private sector sources.
- ☒ Compatibility with existing or planned economic activities/development efforts of private industry or other public entities.

## STEWARDSHIP

- ☒ Exemplifies good stewardship of the land and marine environments and resources.
- ☒ Appropriate scale for Central Whidbey and the specific location of the project or activity.
- ☒ Sustains and/or enhances Central Whidbey (all or some of the following criteria).
  - ☐ Rural character
  - ☐ Historic sites or structures
  - ☐ Natural environment
  - ☐ Agricultural activity
  - ☐ Public access to the water

For final selection, all projects or initiatives must be determined by the Board of Commissioners of the Port of Coupeville to meet all or some of the following criteria.

## COMMUNITY

- ☐ In the best interests of the Central Whidbey community and the Port District.
- ☐ Public awareness and involvement in the planning.
- ☐ Public support.
- ☐ Inclusion of viable public or private partners committed to value-added participation.

To be selected, all projects or initiatives must be within the legal authority of the Port of Coupeville to execute.

## LEGAL AUTHORITY

- ☒ Within the limits and authorization of Washington State laws pertaining to Port districts
- ☒ Compliant with all federal, state and local laws and regulations.

## REVIEW/UPDATE PROCEDURES

The 2007-2026 Comprehensive Plan is intended to guide the Port's development activities for twenty (20) years. The plan will be reviewed by a community advisory committee appointed by the Port of Coupeville Board of Commissioners for that purpose, every three years (2009, 2012, 2015, 2018, and 2021). The Board of Commissioners will seek public input on the advisory committee's proposed updates to the comprehensive plan, make appropriate revisions and approve the revised plan no later than their regularly scheduled public meeting in March of the following year (2010, 2013, 2016, 2019, and 2022).

Copies of the revised plan shall be available for the public at the Port office no later than the Port's regularly scheduled public meeting in April of the year it was approved by the Board of Commissioners.

The Board of Commissioners of the Port of Coupeville will consider the commencement or continued implementation of projects or initiatives annually as a part of their budget adoption process. The decision to move forward or continue with the implementation of a project or initiative will be driven by organizational and staff resources, and funding availability. The implementation of major capital building projects or property acquisition initiatives will require the development of a specific, individualized Project Master Plan. The Project Master Plan shall include, but not be limited to: scope of the project, a financial plan for acquisition or improvement of a property or facility and its ongoing operation, identification of allowed property uses, a conceptual site plan, building design concept, general development and landscaping guidelines, environmental factors, utility requirements, and a review of its compliance with this comprehensive plan.

# **SECTION I**

# **PORT OPERATIONS**

# FORMATION, BOUNDARIES and ELECTIONS

## FORMATION OF PORT DISTRICT

The Washington State Port Act of 1911 authorized the formation of Port Districts and outlined their powers. Port districts are able to engage in a wide range of activities including the acquisition of property and the operation of facilities. Generally, these fall into following categories.

- Economic development
- Promote tourism development
- Marine terminals and marinas
- Airports
- Industrial development
- Park and recreational facilities if necessary to more fully utilize other development

The Port District known as the Port of Coupeville was formed under the authority of the 1911 Act, pursuant to a favorable 63% majority vote of the Port District voters in a special election held November 8, 1966. The formation of the Port District was instigated by the assumption at the time that the United States Navy was ready to release their real estate holdings at the Coupeville Outlying Field and Lake Hancock. Although this assumption later proved to be invalid, the Port District was formed and adopted its first comprehensive plan the following March, 1967, based on that assumption.

## DISTRICT BOUNDARIES

The geographical area of the Port District consists of what is generally known as Central Whidbey Island, and is coincident with the boundaries of the Coupeville School District. Currently, the Port's three electoral districts coincide with the following voting precincts of Island County.

**Commissioner District 1:** Coupeville #1, Coupeville #2 and Central

**Commissioner District 2:** Coveland, San de Fuca and Prairie

**Commissioner District 3:** Admiralty 1 & 2, Greenbank, Lagoon Point and North Bluff

*(See map, Appendix A)*

## ELECTION OF BOARD OF COMMISSIONERS

The Port District is divided into three Commissioner Districts, each of which has one representative on the Board of Commissioners. Commissioners are elected for a six (6) year term. A new commissioner is elected every two (2) years in a public election by all District voters. Terms begin in January of the first year and end in December of the sixth year. Current terms are as follows.

**District 1: January 1, 2010 - December 31, 2015**

**District 2: January 1, 2008 - December 31, 2013**

**District 3: January 1, 2006 - December 31, 2011**

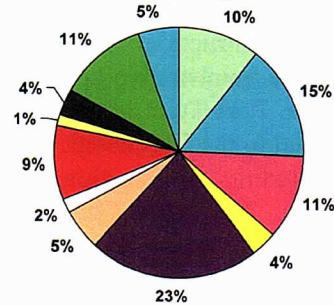


# FINANCIAL CAPACITY

The Port of Coupeville is one of two port districts on Whidbey Island. By geographic area and budget it is the smaller port. The 2010 budget adopted by the Board of Commissioners is a balanced budget represented in these charts.

## PORT OF COUPEVILLE FINANCES

2010 Budget

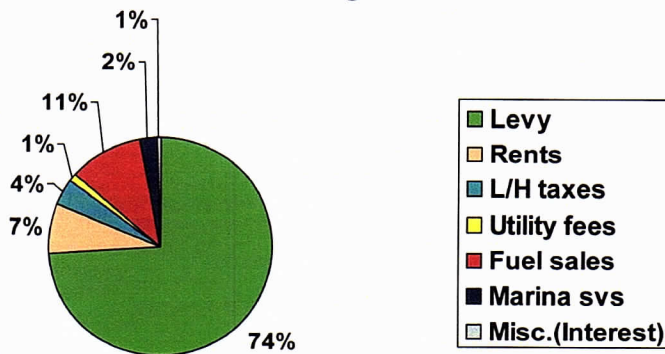


Compensation	Service fees	GFMG Fee
Utilities	Bond Payment	Taxes
Security & Donations	Fuel Purchases	Supplies & Materials
Insurance	Const/repair&maint.	Misc/Plans/Advertise

Expenses (\$472,443)

## FINANCES

2010 Budget



Revenues (\$472,443)

## SOURCES OF OPERATING REVENUE

The Port of Coupeville has four significant sources of operating revenue: funds from a levy on real property within the port district, rents from commercial leases, profit from fuel sales, and fees for boating services.

**Levy:** Under Washington State statutes, a port district can levy property taxes, not to exceed \$0.45 cents per thousand of the assessed value of taxable property in the district. Currently the Port taxation level is \$0.15 cents per thousand of the total assessed value of the district (\$2,277,093,000). Washington State statute limits the Port from increasing the levy request more than 1% annually, excluding a portion of taxes from new construction. The Port's 2010 levy request to Island County government was \$349,000. This includes an administrative bond reserve of \$102,642 to secure the payments to Island County for the Greenbank Farm Port Tract acquisition in 1997. The remaining \$246,358, less \$49,950 management services fees paid to the Greenbank Farm Management Group, leaves only \$196,408 available for general operations, including construction, repair and maintenance at both the Coupeville Wharf and the Greenbank Farm. The Island County Treasurer disburses the levy funds monthly, although the property tax collection is in the spring and fall. The largest disbursements to the Port occur at these times.

### **PORT OF COUPEVILLE BUDGET REVENUE CALCULATION FOR YEAR 2010 The Levy**

Levy collected in 2009	\$338,183.00
Add 1% annual Increase:	\$3,381.83
<b>Sub total:</b>	<b>\$341,564.83</b>
Add Taxes from estimated new construction and improvements and increased value of state assessed property, \$47,633,003 multiplied by the Port's levy rate, \$0.152 (RCW 84.55.070)	\$7,240.22
<b>Total Estimated levy for 2010:</b>	<b>\$348,805.05</b>
Budget Resolution Request (rounded)	\$349,000.00
Total estimated levy available in 2010:	\$349,000.00
Less administrative Bond service	\$102,642.00
<b>Total levy available to the General Operating Fund:</b>	<b>\$246,358.00</b>

**Leases:** The Port has five commercial leases. Four are retail spaces at the Coupeville Marine Facility (See Appendix B-2, *Coupeville Marine Facility Tenants/Terms*). An annual rent increase is levied based on the Consumer Price Index (CPI). The fifth commercial lease is with the Greenbank Farm Management Group (GFMG) for the Commercial Area (Parcel # R23008-445-4890) at the Port Tract of the Greenbank Farm. The Port receives no rent from this lease through 2014. (See Appendix D-2, *Summary of Key Terms and Responsibilities Lease and Management Services Agreement*)



**Fueling and Boating Services:** This revenue projection is subject to the vagaries of the marketplace and the national economy. The Port's dependence on recreational boaters is decreasing slightly as a result of active marketing to tour boats and other commercial vessels. Under agreements with the State Department of Natural Resources, however, the Port must conclude lease agreements with these for-profit concessionaires. With scheduled sailings and fuel sales to the *Mystic Sea* and the *Island Spirit* tour vessels, and ongoing fuel sales to Penn Cove Shellfish vessels, the 2010 budget adopted a higher revenue goal. The anticipated volume of sales should provide a marginal profit from this source of revenue after deducting for fuel purchases, maintenance, insurance, summer dock help, and compliance with state laws (e.g., fuel tank inspections and pump calibrations).

**Other Revenue:** The only remaining revenue items are interest on accounts and leasehold taxes paid by Port lessee's which are a direct pass-through to the Washington State Department of Revenue.

**Revenue Projections:** Revenue projections for the life of the 2007-2026 Comprehensive Plan can only incorporate known revenue sources. Given this, it is reasonable to expect that the Port budget might be \$750,000 - \$1,000,000 by 2026. This assumes an average increase of 4% (1% plus 3% new construction) in the levy and 3% from commercial rents. The intention to maintain the existing mooring capacity of the Coupeville Marine Facility limits fuel and marine services revenue increases. There are, however, two significant dates which will dramatically affect the Port's operations budget.

2014 – Greenbank Farm Management Group lease and management services contracts end.

2017 – Greenbank Farm Port Tract mortgage will be paid off.

## **FUNDING OPPORTUNITIES**

The Port District has four additional funding opportunities: revenue bonds, establishment of local improvement (LID) or industrial development (IDD) districts, general obligation bonds, and State/Federal grant financing.

**Revenue Bonds:** Revenue bonds are payable solely from Port operating revenues. Revenue bonds and warrants can be issued without voter authorization as long as they comply with statutory limits and the capacity of a Port to manage the debt service from operational revenue streams. With the Port of Coupeville's limited revenue streams it is unlikely revenue bonds are a viable source of funding for capital projects.

**LID/IDD:** Ports have the statutory authority to establish local improvement districts or industrial development districts within their Port District and levy special assessments on the benefited property to pay for improvements. These are payable in annual payments for up to 20 years. LID/IDDs are generally used for massive capital improvement projects that benefit numerous large tenants and/or private property owners. The scale of projects contemplated by the Port of Coupeville is not suitable for such financing.

**General Obligation Bonds:** The Port can issue general obligation bonds (GO Bonds) which are backed by the assessed value of property within the district. Washington State law sets two caps on such taxation without voter approval. First, Ports are limited to levying no more than 106% of the total levy of the previous year AND each property may not be taxed more than 1% of the total assessed value of their property. GO bonds can be issued without voter approval in an aggregate amount not to exceed ¼ of one (1) percent (.003%) of the total assessed value of taxable property within the Port District. Exceeding the statutory caps requires voter approval. GO bonds represent a viable opportunity for capital improvement financing for the Port of Coupeville for a project that has widespread community support.

**Bank Loans:** Such loans would require levy revenue restrictions as collateral. Given the Port of Coupeville's limited operating revenues, bank loans would only be viable for smaller budget improvements that promise rapid return on the investment.

**Grant Financing:** Grants offer the greatest potential for the capital improvement projects and initiatives the Port of Coupeville is considering. The Port can leverage local dollars as a match for this type of financing. The following are grant programs for which the Port of Coupeville may be competitive. The Port will actively pursue grant opportunities appropriate to its projects.

1. Island County administers grant programs, including but not limited to the following.
  - Rural County Economic Development funding is a competitive grant program open to Island County, Coupeville, Langley, Oak Harbor and Island County Port Districts for economic development projects.
  - 2% Sales Tax funding is a competitive grant program to increase tourism in the October through May "shoulder season".
  - Conservation Futures maintenance funding available for maintenance of property purchased with Conservation Futures dollars.
2. Washington State Inter-Agency Committee for Outdoor Recreation (IAC) administers both State and Federal programs, including but not limited to the following.
  - Referendum 215 funds for improvements to motorized boating facilities.
  - Aquatic Lands Enhancement Account which provides public access to the water.
  - Washington Wildlife and Recreation Program (WWRP) funds a broad range of land acquisition, protection, park development, preservation/conservation and outdoor recreation activities.
  - Land and Water Conservation Fund (LWCF) if re-funded by the federal government.
3. Washington State Community, Trade and Economic Development Department (CTED) which administers State ongoing and biennial programs, including but not limited to the following.
  - Public Works Trust Fund and Community Economic Revitalization Board (PWTF) has funding for water projects, but request must come from a city or county.
  - Community Economic Revitalization Board (CERB) offers grant and loan programs for job creation projects.
4. Washington State Department of Transportation and local Regional Transportation Planning Committee funding for such projects as passenger ferries and trails.
5. US Army Corps of Engineers (USCOE) has two programs that may be useful depending on the type of project: Section 103 (Small Beach Protection Projects) and Section 107 (Small Navigation Projects).
6. Farmer's Home Administration (FmHA) programs may be sought for non-recreational public improvements.



# CONTRACTUAL and OTHER RELATIONSHIPS

The Port of Coupeville has a variety of contractual and other relationships within the Port District, Island County and Washington State. In general these fall into five categories: interagency liaison, memberships, event sponsorship, community involvement, and contracts.

## INTERAGENCY LIAISON

The Port of Coupeville maintains regular communication with public and private agencies that have direct impact on the economic health of the Port District. The following are the current areas of active participation. The Board of Commissioners may initiate other formal or informal relationships as they become available.

**Council of Governments (COG):** This is a non-regulatory body whose membership includes representatives of Island County port commissions, cities and the County. The mission of this Council is to facilitate cooperation, collaboration and communication between local governments. A commissioner from the Port of Coupeville has participated from the Council's inception. The Port's representative is chosen annually by the Board of Commissioners. The selected commissioner is tasked with attending the meetings, making a monthly report to the Board at its regularly scheduled meeting and seeking direction from the Board on any decisions that may come before the Council.

**Regional Transportation Planning Organization (RTPO):** The RTPO is a state agency with planning groups in every County. The Island County group's task is to review and plan for improvements to the transportation systems in Island County. Membership includes the three Island County commissioners, the mayors from the three incorporated cities and a Port commissioner. The Port representation alternates between South Whidbey and Coupeville. Currently, a commissioner from the Port of Coupeville is the representative to the RTPO. It is the responsibility of the attending representative to report to both commissions regarding the discussion and any actions of the RTPO.

**Island County:** The Port has a long history of collaboration with Island County government. Both entities seek the participation and cooperation of the other in the areas of overlapping responsibility and jurisdictions. The Port views the County as a partner in its pursuit of opportunities that can enhance the economic health of the Port District. There is ongoing communication with various Island County departments in the course of the Port's daily activities. The majority of the Port district is in unincorporated Island County, thus subject to Island County planning and zoning. The office of the Island County Treasurer processes the Port's revenue and disbursements.

**Town of Coupeville:** The Town of Coupeville is the only incorporated urban area in the District. The Port maintains an open and ongoing dialogue with the Town through regular communication between the Executive Director and the Mayor. The Port has historically been invited to participate in Town planning processes. The most recent was the Coupeville Shoreline Management Plan process, on which a Port commissioner served as a member of the planning committee.

**Ebey's Landing National Historical Reserve (NHR):** The NHR is wholly inside the boundaries of the Port District. (See map, Appendix E-6) The presence of the Reserve within the District is seen as placing a unique responsibility upon the Port of Coupeville. The Port maintains cooperative relationships with the local Trust Board, the local Reserve Manager and National Park Service staff to ensure its economic development activities are compatible with the historic rural and agricultural character of the district.

## MEMBERSHIPS

The Port of Coupeville has maintained active memberships and participation in the following local organizations that directly affect its mission. The Board of Commissioners may identify other organizations over time in which Port membership is appropriate.

**Washington Public Ports Association (WPPA):** The Port is a member of this state-wide Association to stay current with issues affecting ports districts and their activities. Commissioners regularly attend the small port seminars sponsored by WPPA. Over time, commissioners have participated in various Association committees. Currently, a commissioner attends the WPPA Legislative Committee meetings and reports on the discussion at the Port's regularly scheduled public meetings.

**Economic Development Council (EDC):** The Port has historically placed a high priority on membership in the Island County EDC. Both entities share a primary mission focus of economic development which makes them natural collaborators. A commissioner is appointed annually to attend the monthly EDC meetings, and reports back at the Port's regularly scheduled public meetings.

**Marine Resources Committee (MRC):** As an island Port District, the marine environment has extraordinary significance. Membership in the MRC allows the Port to be an informed and active partner in community efforts to preserve and enhance the marine habitat. A commissioner is appointed annually to attend the twice monthly MRC meetings, and reports back at the Port's regularly scheduled public meetings.

**Central Whidbey Chamber of Commerce:** This chamber represents businesses located in the Port District. The Port is a long standing member recognizing shared economic development goals.

## EVENT SPONSORSHIP

The Board of Commissioners is approached regularly regarding sponsorship of community events. Currently, the Port of Coupeville is a funding sponsor of two community events. They were chosen because of their direct connection to the Port's mission. The Board will continue to review requests and evaluate each based on the impact the event will have on its economic development goals.

**Uniquely Whidbey Trade Fair:** This annual business trade fair is held the second weekend in October. It is a highly productive marketing venue for Whidbey Island businesses. The Port has been a funding sponsor since its inception.

**Penn Cove Water Festival:** This festival honors the historic connection between Coupeville, local Native American tribes and water travel. The annual weekend event began in 1992. It is held every May, scheduled around the tides and international canoe race dates. It was a community project of the WSU Beach Watchers until 2004, when a community festival group was formed. In modern times the festival includes canoe races, educational exhibits and Native American art & craft booths. It is the tradition of the festival to welcome the Native Americans with offerings of home baked bread. The Port has been a funding sponsor of this event since the beginning, and provides permanent display space for each year's framed poster in the foyer of the wharf building. A Port commissioner is a member of the festival's Board of Directors.

## COMMUNITY INVOLVEMENT

The Port of Coupeville gratefully acknowledges the following organizations for their contributions to Port facilities.

**Greenbank Garden Club:** Since 1997, the club has maintained the Barn A entryway gardens at the Greenbank Farm. These stunning gardens create a beautiful welcome to the facility, with year-round



color and interest. The Club periodically re-plants the gardens to enhance the design, and members regularly have work parties to weed and prune. The generous commitment of volunteer time in the entryway gardens is matched by the Garden Club's financial support for the upkeep of the gardens from their bi-annual plant sales.

**Coupeville Garden Club:** Since 2008, the club has generously provided planters and hanging baskets to brighten the appearance of the Front Street entrance park to the Coupeville Wharf, the causeway and the wharf itself and has changed the plantings according to the season. The club has also provided labor to arrange the Christmas lighting on the Port's Coupeville properties.

**Central Whidbey Lions Club:** This volunteer service organization has a 'hands-on' reputation that has benefited the Greenbank Farm. In 2004, the Club undertook the purchase and installation of a commercial swing set, the first element of a children's playground. The Club sold a lot of hotdogs to raise money for the playground set, and members gave generously of their time to install it. In 2005, the Central Whidbey Lions Club again pitched in at the Farm, as the construction partner of the Whidbey Island Audubon Society to build a bird viewing platform.

**Whidbey Island Audubon Society:** This local group recognized the educational opportunity presented by the marshland at the Greenbank Farm. They funded an observation platform on a site east of the pond with an unobstructed view of the marshlands and its diverse community of birds, and with easy accessibility for the public. Society members generously volunteered their time to design the platform, to obtain permits and work with the Central Whidbey Lions Club to build it.

## CONTRACTS

The Port of Coupeville has four general categories of contractual commitment: inter-agency agreements, tenant leases, management contracts, and mortgages.

## INTER-AGENCY AGREEMENTS:

**Island County:** The Port has a 21-year interlocal cooperation contract with Island County regarding the Greenbank Farm, signed in 1997. This agreement articulates the common goals for the development of the property, restrictions on use and assignment of property. The agreement documents the personal property, water systems, water rights and water system easements conveyed to the Port. It also documents the easements and property retained by Island County. (*See Section I Existing Facilities: Greenbank Farm, Easements and Water Rights and Appendix C-5, Parcel Map of Port and Island County Tracts*) The full text of the interlocal cooperation agreement is available upon request from Island County or the Port of Coupeville.

**Department of Natural Resources (DNR):** The Port has two agreements with DNR. The first is an agreement for use of aquatic lands for transient moorage on wharf floats and outlying buoys. It is a 30 year agreement ending in 2037. The second is a management agreement with DNR for the tidelands that abut the Port property in Coupeville and upon which the Coupeville wharf sits. (*See diagram, Appendix B-1*) It is a 30-year lease, ending 2026. The annual fee is established by a formula driven by the Port's use of the property. Uses defined as "water-dependent" require no lease payment.

**Washington State University (WSU):** The Port has approved an agreement through 2016 between GFMG and WSU that dedicates areas contiguous to the pond at the Greenbank Farm as the official site for the **Master Gardeners Association's** (MGA) Island County Educational Garden. (*See map, Appendix C-8*) In the first three years, MGA volunteers rehabilitated a dilapidated shed into a focal point for information and equipment, and created seven separate gardens. (*See map, Appendix C-8*) A steering committee oversees seven garden committees (Pergola, Pond, Rose, Cottage, Shade, Herb and Native Plants), working directly with the Greenbank Farm Management Group to ensure on-site cooperation. The Port also has an agreement with WSU that affords the **Beach Watchers** the use of the breezeway at



the Coupeville Wharf for interpretive and educational displays regarding the marine mammals that inhabit the waters around Whidbey Island.

### TENANT LEASES:

**Coupeville Marine Facility:** The Port has four commercial rental units at, or adjacent to, the Coupeville Marine Facility. On the wharf itself there are three units, each currently under lease to different tenants for a restaurant, a gift shop and a coffee shop that features local products and limited marine supplies. The fourth rental unit is the space adjacent to the wharf entrance, which is leased to a retail clothing store. (See Appendix B-2: *Coupeville Marine Facility Tenants and Terms*)

**National Park Service (NPS):** The Port leases the western perimeter of the entrance to the Coupeville wharf to NPS for a kiosk with information regarding Ebey's Landing National Historical Reserve. (See map, Appendix H) It is a 50-year lease, ending in 2032. In exchange for the use of the property NPS built a 3-sided kiosk at the entrance to the wharf, which disguises the Port underground fuel tank vents and provides a vehicle for posting information regarding Port operations and other activities related to the Port such as the Greenbank Farm.

**Greenbank Farm Management Group (GFMG):** The Port has worked collaboratively with GFMG since purchasing the Port Tract at the Greenbank Farm in 1997, establishing a unique public/private cooperation that has undergone several contractual changes, but continues today. GFMG is a 501(c)3 non-profit organization whose mission, values and strategic directions are consistent with the Port's strategic statements and were approved by the Port in 2005. (See Appendix D-1: *GFMG Strategic Statements*) The Port is leasing the Commercial Area property in the Port Tract and all the buildings within the "Leased Area" (See map, Exhibit D-3) to GFMG through March 31, 2014. GFMG's role and responsibilities are defined by a lease document. (See Appendix D-2: *Summary of the Key Terms and Responsibilities Lease and Management Services Agreement*) GFMG pays no lease payment and subleases portions of the commercial buildings to permanent tenants with prior approval of the Port. GFMG also rents portions of the buildings and grounds approved by the Port for short-term events. GFMG uses building space for its wine shop, administrative offices, caretaker residence, and facility maintenance operations. Currently the Port has approved thirteen GFMG long-term building subleases. (See Appendix D-4: *GFMG Subtenants and Terms*) To facilitate the lease approval process, the Port approved a template sublease document and established a procedure for securing its approval of subtenants and lease terms in 2004. (Copies of the sublease template and the approval process are available upon request from the Port of Coupeville.)

**Community Supported Agriculture (CSA) Project:** The Port began association with the Northwest Agricultural Business Center (NABC) in 2008 which led to the installation of the CSA Project at Greenbank Farm. The purpose of the project is to train farmers. After a one year trial which was very successful the Port leased 10 acres to the NABC for a period of five years

### MANAGEMENT CONTRACTS:

**Executive Director:** The Port contracts with a private individual for management services as their Executive Director. The contract is renewable on a biennial basis. The term of the present contract is through August, 2012.

**Greenbank Farm Management Group (GFMG):** In 2004, the Port initiated a Management Services Agreement with GFMG to manage, operate and maintain the "Managed Area" of the Port Tract. (See map, Exhibit D-3) GFMG was initially paid a fee of \$45,000 annually under this agreement. The fee was adjusted in 2008 to \$49,950. No adjustment was necessary in 2010. GFMG's role and responsibilities are defined by the Management Services Agreement, including Exhibit B: Scope of Work/Responsibilities of Manager. (See Appendix D-2: *Summary of the Key Terms and Responsibilities Lease and Management*



*Services Agreement*) The agreement runs concurrently with the Lease (see above) through March 31, 2014.

**Native Plan Stewards (NPS):** The Port approved a five year contract between GFMG and NPS in 2004. The management contract allowed the introduction of biological control agents (beetles) to the eastern marshlands in the Port Tract for the purpose of controlling Purple Loosestrife. The agreement established NPS responsibilities and protocols for access and actions. The contract was renewed in 2009.

### MORTGAGES:

The Port has an interlocal agreement and twenty-year conditional purchase and sales agreement with Island County for the acquisition of the property known as the Port Tract of Greenbank Farm. Island County utilized non-voting administrative bonds for the purchase. Island County government purchased the entire 522-acre Greenbank Farm property in 1997 as part of a bond sale for a wide variety of public projects. The Port's purchase and sale agreement for 151 acres and buildings includes significant limitations on its use, and any property transfers, due to the underlying bonds. The annual mortgage payment averages about \$104,000.00. Port district taxpayers see this obligation twice yearly on their property tax assessment statement as a separate levy item. The Port will own the property outright in 2017. The full text of the purchase and sales agreement is available upon request from Island County government or the Port of Coupeville.

# INVENTORY OF EXISTING PORT FACILITIES

## COUPEVILLE MARINE FACILITY

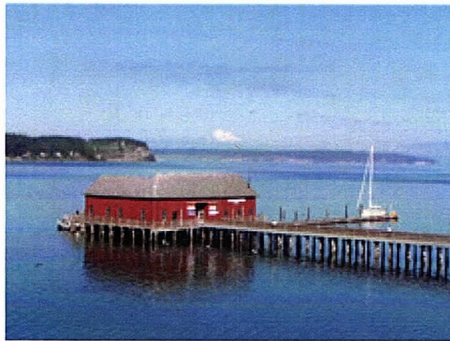
The Coupeville Marine Facility came under Port ownership in 1969. The facility is composed of the wharf causeway, the wharf building, and an upland tract of property with a small building on the eastern perimeter. (See diagram, Appendix B-1)



View of the Wharf from the South

Extensive capital projects in the 1970s and 1980s rehabilitated the causeway, improved the wharf building, and shoreline bulkhead. These projects were funded through general obligation bonds supplemented by funds from the Port operating budget. The Port continued to improve the wharf, moorage, buildings and property from their operating budget for the next two decades. Today, the marine amenities include a fuel dock, mooring floats and buoys. The 4,275 square foot wharf building houses the Harbormaster's office, public restrooms, a shower facility, three tenant spaces, and an expansive public lobby (breezeway).

Currently, the wharf building is fully tenanted. (See Appendix B-2: *Coupeville Marine Facility Tenants/Terms*) The building lobby houses educational displays owned and maintained by community organizations. (Washington State University Beach Watchers' marine mammal and science displays, and Coupeville Water Festival's gallery of framed posters from 1992 to present.) Outdoors, visitors can enjoy



View from the west



Kayak rentals, Harbormaster office /showers and fuel shack

panoramic views of Penn Cove from picnic tables or from the water, courtesy of a kayak rental business. The foot of the wharf begins on the .08 acre upland tract owned by the Port, on Front Street in the Town of Coupeville. The entrance to the causeway is a landscaped area of gravel and gardens with a Port information kiosk and a carved Native American wind wheel. Approximately one quarter of the upland tract entrance is leased to the National Park Service for an interpretive display about Ebey's Landing National Historical Reserve. The eastern portion of the upland tract is unimproved basement storage space, and a tenant space leased for a small retail store.



The marine facility's 426' causeway extends seaward over 70 chains of tidelands (4,620') owned by the Port onto tidelands leased from the Department of Natural Resources (DNR). The Port leases other aquatic lands from DNR to provide transient moorage and fueling services. There are two fuel floats, 8½' wide and 40' long. Access is only on one side, thus providing 80' of mooring space.



Port office from the north

A three thousand gallon underground fuel tank, partitioned for gasoline and diesel, is located next to the Port office. The fuel tank vents are disguised

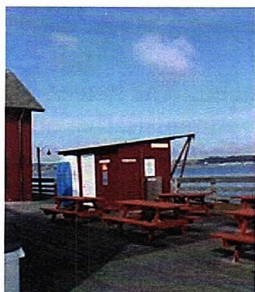


View of wharf entrance from Front Street



Marine facility mooring floats from the east

by the entryway information kiosk.



Fuel shack on north side

There are seven mooring floats: one, 20' wide by 56' long, and six others that are 10' wide and 24' long. There is mooring access on both sides, creating a total of 400' mooring capacity. The facility sells 35,000-40,000 gallons of fuel annually to recreational boaters, Penn Cove Shellfish vessels, seasonal tour operators and other commercial vessels. The historic wharf attracts 10,000-12,000 visitors each year

The wharf restrooms, showers and businesses, as well as the Port office building are served by a sanitary sewer system connected to the Town of Coupeville sewer system. Sewer pipes run from a 100 gallon stainless steel tank under the wharf building, alongside other utility services on the eastside of the causeway to the street.

## GREENBANK FARM FACILITY

The Port purchased 151 acres of open farmlands, new growth forest and marshlands from Island County in 1997. The Port's mortgage will be paid off in 2017. The community goal for "saving the farm" was to ensure the preservation of the pastoral farmland, historic buildings and scenic heights.



The Port became involved because of the economic development potential for the barns and the residences. The Port began a public-private partnership in 1997 with a non-profit organization, Greenbank Farm Management Group, to preserve the rural and agricultural character of the open space, as well as to pursue the development of a center for community events, a marketplace for local entrepreneurs, and a unique destination for visitors and locals. This partnership continues today.

The Port purchased 151 acres of open farmlands, barns, infrastructure, new growth forest and marshlands from Island County in 1997. The Port's mortgage will be paid off in 2017. The community goal for "saving the farm" was to ensure the preservation of the pastoral farmland, historic buildings and scenic heights.



View from the northwest corner of the Port Tract at the Greenbank Farm

The Port Tract is included in a Growth Management Act zoning designation called a Special Review District (SRD). A zoning package specifically for the Port Tract of the Greenbank Farm was approved by the Board of Commissioners of the Port of Coupeville and adopted by Island County, becoming effective on December 16, 2002. (ICC 17.03.062) (See map, Appendix C-2)

The SRD zoning identifies approximately 15 acres for commercial business activity and buildings, 90 acres for agriculture, 30 acres for passive recreational activity, and 16 acres of protected environmentally sensitive marshlands. The Commercial Area is the site of 3 barns, 2 houses, a fire and irrigation pump house and a



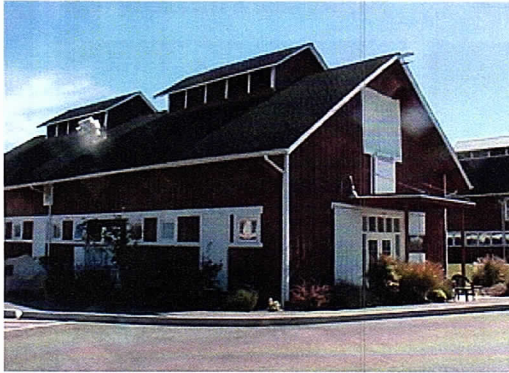
Barn A: indoor event venue & Whidbey Pies Café. Pond: scenic and useful as fire suppression & irrigation systems' water storage

well house. Three barns house eleven private businesses and an indoor event venue. The houses serve as a residence for an on-site caretaker, and for use as a community meeting space, administrative office and art studio. A fourth barn in the Agriculture Area is used for a maintenance shop and storage for farm equipment and event supplies.

The Port's Greenbank Farm facility underwent a nearly two million dollar capital improvement project in 2004-2005. This was funded through a Washington State Capital Budget grant, Port operations funds and a contribution from Island County. The project included construction of two new barns and renovation of two others. The Washington State "Group A" gravity-fed potable water system was upgraded with a new 23,500 gallon storage tank and well pump house. (See diagram, Exhibit C-7) The former farm manager's home, the Jim Davis House, was added to the facility's septic system. (See diagram, Exhibit C-6) A fire suppression system was installed to meet Island County code requirements. A pump for agricultural irrigation was integrated into the fire system in the same pump house. Electrical utilities were upgraded. Roads and parking lots were upgraded and expanded to accommodate the increased visitor traffic. Landscaping and gardens completed the project, enhancing the grounds and the existing gardens of the WSU Island County Master Gardeners Association and the Greenbank Garden Club.



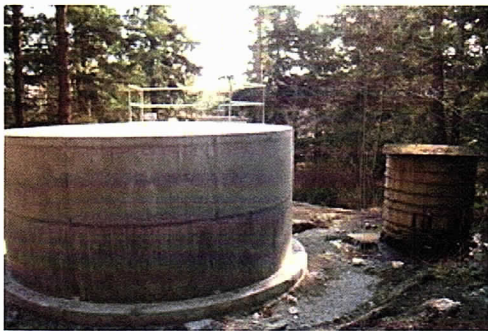
The capital project more than tripled the number of businesses operating at the facility. Currently, retail storefronts on ground level include a wine shop specializing in regional wines, a cheese specialty shop, and three art galleries. The second floor of the new barn hosts a therapist, a photographer and the Whidbey Camano Land Trust organization. Two kitchens, serving the café and a wholesale bakery, were also added in the 2004-2005 capital project. The facility hosts a busy year round event schedule of community and private events, festivals and local producer markets in the indoor Barn A venue and in the outdoor festival area.



Renovated Gary Ando Barn B. Baking kitchen in rear.



New Barn C: 3 retail storefronts and 3 upstairs offices



New & old potable water storage tanks



Old well house



New well house



New fire and irrigation pumphouse

The land in the Agriculture Area has Organic Certification under Washington State Department of Agriculture regulations. All agricultural activity at the Farm is required to comply with the National Organic Standards. Currently, 10 acres are leased to the Northwest Agriculture Center (NABC) for the Community Supported Agriculture (CSA) project which trains annual classes of farmers in techniques appropriate to the difficult soils found on Whidbey Island. The Port of Coupeville is proud to host this project and to provide the leased land rent-free as well as the surface water necessary for irrigation. As a public entity, however, the Port is required to derive a leasehold tax from this land, payable to the State of Washington. The Port and the NABC have, therefore, agreed to calculate an “imputed” rent upon which a leasehold tax can be computed, collected and paid to the state.





New John Matthias Tractor Barn D



Caretaker Cottage



Jim Davis House & seed company fields



ac east



Barn A from Loganberry Patch



Alpaca in west fields



Community pea patches



Walkers on the trails

The new utility barn is home for the farm tractors and equipment that work to maintain the non-leased fields, an historic loganberry patch and community pea patch gardens.

The facility's Recreation Area abuts approximately 200 acres of forest owned by Island County. A trail system through the farmland connects trails in the County's property and a Washington State view spot of Lake Hancock. The trails give magnificent views to the east of the Cascade Mountains and Saratoga Passage, to the west the Olympic Mountains and Admiralty Inlet and to the south the farm and marshlands. The Port dedicated the upper fields as an off-leash area in

to

2005. The trails are extremely popular with locals and visitors, with and without their dogs. (See map, Exhibit C-4)



Indoor Barn A event venue



Sunday Farmers Market



Barn B baking kitchen



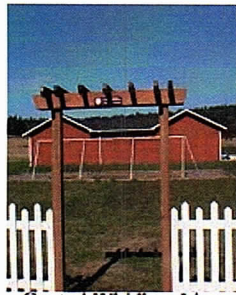
Café kitchen



East of the Commercial Area is a 23 acre freshwater wetland that abounds with bird and animal life.



Greenbank Garden Club  
gardens



Central Whidbey Lions  
Club swings



Master Gardener Association  
Educational Gardens



Audubon Society bird viewing  
platform west of marshlands

Approximately two-thirds of the wetland is owned by the Port of Coupeville. There is a small boomerang-shaped piece owned by the State Department of Transportation, purchased for a wetland mitigation project. The remainder of the wetland is owned by the Holmes Harbor Estates' Greenbank Beach and Boat Club.



1) <u>Jim Davis House (Building F):</u>	<u>1,603</u>	1) <u>Gary Ando Barn (Barn B):</u>	<u>5,505</u>
a. 1 <sup>st</sup> Floor: 1,183		a. 1 <sup>st</sup> Floor: 2,754	
b. 2 <sup>nd</sup> Floor: 420		b. 2 <sup>nd</sup> Floor: <i>unfinished</i> 2,751	
2) <u>JDH Shed (Building E):</u>	<u>144</u>	2) <u>Barn A:</u>	<u>10,560</u>
a. Studio: 60		a. 1 <sup>st</sup> Floor: 6,510	
b. Woodshed: <i>unfinished</i> 84		b. Barn Lofts: <i>unfinished</i> 3,250	
3) <u>Barn C:</u>	<u>7,200</u>	c. 2 <sup>nd</sup> Floor Office: 800	
a. 1 <sup>st</sup> Floor: 3,600		3) <u>Fire/Irrigation Pumphouse (Building G):</u>	<u>144</u>
b. 2 <sup>nd</sup> Floor: 3,600		4) <u>Well House:</u> <i>not in use</i>	<u>80</u>
4) <u>John Matthias Tractor Barn (Barn D):</u>	<u>1,725</u>	5) <u>Caretaker Cottage:</u>	<u>875</u>
a. Shop Unit: 576		6) <u>Cottage Shed:</u>	<u>144</u>
b. Tractor Bays: 576			
c. Storage Unit: 576			

**Greenbank Farm Structures (location and size by square foot)** The Greenbank Farm has inspired community participation since it came into public ownership. Volunteers maintain the walking trails and help with summer mowing. The Greenbank Garden Club designed the Barn A entryway gardens and maintains them year-round. The WSU Island County Master Gardener Association is creating their official Educational Gardens around the pond. The Central Whidbey Lions Club funded and installed the initial equipment for the children's playground. They also collaborated with the Whidbey Island Audubon Society to build a bird viewing platform to provide visitors with an accessible vantage point to observe the marshland wildlife habitat.



## GREENBANK FARM EASEMENTS AND WATER RIGHTS

The purchase of the Port Tract at the Greenbank Farm included the transfer from Island County of certain easements, water rights and the ownership of a potable water system serving the site. It also included easements retained by Island County. (*See Section I Contractual and Other Relationships: Interlocal Agreements*) The full text of the interlocal cooperation contract is available upon request from Island County or the Port of Coupeville. A parcel map is included in this comprehensive plan document. (*See map, Appendix C-5*) The following summarizes the key contract rights and uses.

**Island County:** Island County transferred ownership of the potable water and non-potable irrigation water rights to the Port of Coupeville upon purchase of the Port Tract at the Greenbank Farm. At the same time both systems were conveyed to the Port.

The Port has two utility easements on the Island County-owned property at the Greenbank Farm. The first is to the north of the Greenbank Farm Port Tract (Parcel 14) for the potable water system's well, storage tank and water lines. The second is on Island County property west of State Highway 525 (Parcel 21) for the spring, its cistern and distribution lines. Island County transferred the water rights associated with both properties to the Port at the time of sale.

Island County retained three easements over the Port Tract of the Greenbank Farm: a 20' wide easement from Wonn Road to the Island County forest trailhead (over Parcels 1, 2, 3, 4, 6, 16, 17, 18, & 19), a 20' X 100' parking area for trail users (on Parcel 5 & 6), and a 20' easement along the north fence line (Parcels 2, 3 & 16) between the Port Tract and the Island County property.

**Washington State:** The Port has two water rights recorded with the Department of Ecology related to the Greenbank Farm. (*See diagram, Appendix C-7*) The first is for a spring located west of State Route 525 on property owned by Island County. The Port has a surface water right (#S1-24872C) for the spring for non-potable purposes only. The Port is allowed a maximum of 129.5 acre feet per year and 21 gallons per minute to irrigate a maximum of 125 acres. There is an existing, non-operating pump across the entrance drive from the pond that was used to pump the incoming spring water to the fields. The spring water reaches the Farm pond via a combination of historic and modern underground pipes. The second water right is for the potable water system (#G1-28216). The Port is allowed a maximum of 4 acre feet per year and 28 gallons per minute. It is to be used for residential and commercial supply. By agreement with the State Department of Ecology, the Port has projected the right would be maximized by 2015, at which time an accounting of use must be submitted to the State.

## GREENBANK FARM REGULATORY USE RESTRICTIONS

The Port has adopted various covenants consistent with the Port's commitment to the public to preserve the rural, agricultural and historic character of the Greenbank Farm, the community's access and use of the property, and the Port's economic development mission.

**Greenbank Farm Special Review District:** Following Island County's purchase of the 522-acre Greenbank Farm, the entire property was designated as a Special Review District (SRD) to meet planning requirements of the Growth Management Act. A SRD allows properties owned by a single owner of at least 500 acres to draft their own zoning code. The Port approved a draft of a protective zoning ordinance for the Port Tract in 2004. It became the regulatory authority which guides the development in the Port's

Greenbank Farm property at the end of 2004 when Island County adopted the ordinance. (ICC 17.03.062 Greenbank Farm Port Tract Special Review District.)

The Port Tract was divided into four areas or “subzones”: Agriculture, Recreation, Commercial and Environmentally Sensitive. Each area has specific standards for development, and permitted, conditional and prohibited uses, consistent with the vision for each area, which are generally described by each area’s name. The ordinance defines the number, size and uses for structures within each area, as well as the general property uses. **However, the subzones were never surveyed and, therefore, their legal descriptions have yet to be established!** A summary of the zoning regulations is included in this comprehensive plan document. (*See Appendix C-1: Summary of Special Review District Zoning*) The full legal document, including the Master Plan, is available upon request from the Port or the Island County Planning Department.

The regulations codify the development and specific uses that were identified in the Greenbank Farm Master Plan. All permitted and conditional uses must comply with Land Use Standards (ICC 17.03.180) unless otherwise directed in this section or the Master Plan. If there is conflict between standards of this section or with standards in other sections, the Master Plan shall prevail. For those uses that are not specifically listed as permitted or conditional and are not specifically identified in the Master Plan, the Island County Planning Director shall have the authority to make Code Interpretations (ICC 17.03.190). All development must adhere to the Critical Areas Regulations (ICC 17.02), the Land Development Standards of Title 11 and other applicable regulations.

**Greenbank Farm Sign Policy:** Consistent with the Port’s commitment to the community to preserve the rural, agricultural and historic character of the Port Tract of the Greenbank Farm, it approved a protective sign policy in 2005. This sign policy was adopted by Island County as the regulatory authority for signage within the Port Tract. The development of the sign policy was guided by six principles: 1) to protect the unique natural beauty and rural character; 2) to use effectively signs for public communication; 3) to prevent sign over-concentration, improper placement and excessive size; 4) to maintain or enhance the aesthetic environment, to promote creativity and to invite economic development activity; 5) to minimize adverse effects on nearby public/private property; 6) to acknowledge the property borders a Washington State Scenic Byway. (*See Exhibit C-3: Greenbank Farm Special Review District Sign Policy*)

**Greenbank Farm Off Leash Area:** The Port supported the development of the trail system through the upper fields of the Recreation and Agriculture Areas at the Greenbank Farm, as a natural connector to the Island County trails in the northern forest. Since 1997, these trails have become an extremely popular site for locals, as well as Island visitors, to walk their unleashed dogs. In response to public requests, the upper fields were officially designated by the Port as an off leash area in 2005. (*See map, Exhibit C-4*) Dog owners are expected to monitor their animals to avoid infringing on the safety and enjoyment of others, and to remove their dog’s excrement from the trails.



# **SECTION II**

## **BACKGROUND ISSUES**

## CULTURAL CHARACTER

Central Whidbey Island is rich in agricultural and maritime history. There are dozens of identified archaeological sites of early Native inhabitants in the District. A fundamental community priority within Central Whidbey is the preservation of land and structures of historic significance. The Port of Coupeville has embraced the community's conservation principles since its inception. It has acquired properties which could achieve historic preservation goals, while providing economic development opportunities. The renovations and improvements to Port property have always respected the historic character of the property. Site preservation directly translates into cultural preservation in this community. The historic rural, agricultural and maritime character of the area is zealously guarded. This instinct for preservation has resulted in a two-fold return: a beautiful and interesting place to live and the foundation for an immensely important economic driver, tourism. In the current comprehensive planning process the Port's commitment to continue to evaluate opportunities by this dual standard is re-affirmed.

### SIGNIFICANT HISTORIC ELEMENTS

**Early settlement:** The marine setting dominated the early cultural development of Central Whidbey Island. Central Whidbey was the seasonal meeting ground for Native tribes from the mainland and the Olympic peninsula, long before white settlers arrived. The focus of early white settlement was in the vicinity of Penn Cove, in what is now the northern part of the Port District. The recorded history of the area dates from the 1792 expedition of Captain George Vancouver, who named the island to honor Joseph Whidbey, whose discovery of Deception Pass established the existence of the island. French-Catholic missionaries arrived in 1840, but the Native Americans remained the only inhabitants until after the Treaty of 1846, which established the 49th parallel as the international boundary between the United States and Canada. In 1850, Colonel Isaac Ebey established a claim, and settled on the prairie northwest of Crockett Lake.

**Military Presence:** The threat of "Indian uprisings" caused a number of blockhouses to be built in the area. Several of these are now preserved as historic structures and tourist attractions. The military presence in Central Whidbey increased dramatically in the late 1890's. Fort Casey was constructed at Admiralty Head as a part of a three-fort defense system guarding the entrance to Puget Sound. It remained an active post through World War II. Today the remaining battlements are part of a Washington State Park. The barracks and officer's quarters are in private ownership, the bulk of which are operated by Seattle Pacific University as a sports and retreat complex.

During World War II, Fort Ebey and the Whidbey Naval Air Station (NAS Whidbey) were constructed. NAS Whidbey's Outlying Field (OLF) was constructed on the prairie south of the Town of Coupeville at that time. These military posts dramatically affected the economy and land use patterns in Central Whidbey. Defense and related support activities became a mainstay of the economy and indirectly stimulated tourism, improved transportation systems and the accelerated interest in Central Whidbey as a retirement community.

**Town of Coupeville:** In 1852 Captain Thomas Coupe claimed 320 acres on the south shore of Penn Cove, and founded the Town of Coupeville in 1853. The oldest and most densely developed area is the original Town plat recorded in 1883. Early residential development occurred in the central portion of town on small lots established by early plats.

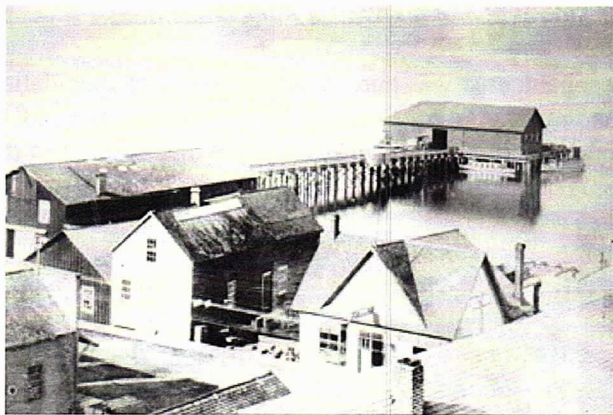
The current Town boundaries incorporate 721 acres of the Port District, including commercial, residential and public uses. The Town is the primary commercial business center in the Port District, with three banks, a grocery store, hardware and lumber store, restaurants, retail shops, service businesses and a diverse assortment of lodging accommodations. Buildings housing public and community services



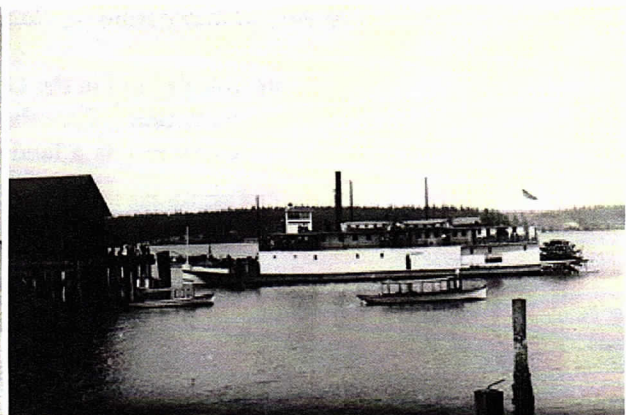
impact the small town feel of the Town. The Island County courthouse, jail, juvenile detention facility and administrative offices are sited within the Town boundaries. Whidbey General Hospital, the only primary care and emergency medical facility, is also located in the Town. The Coupeville School District administrative offices, schools (elementary, middle and high), gym and sports fields are located within the Town.

The Town of Coupeville was designated as a National Historic District in 1973. The Town has 52 historic structures within the Town limits. In Port Commissioner District 2, surrounding the Town there are 40 structures which are designated as National Historic Landmarks.

**Coupeville Wharf:** During the early years, lumbering was the principal industry of the island, followed closely by agriculture. Products were moved to market by sea, and Penn Cove provided a convenient and secure anchorage. The Coupeville wharf was constructed about 1905 from funds raised by a local corporation of farmers and merchants. Through the early 1900's the "mosquito fleet," an assortment of privately owned steamships, provided regularly scheduled service for passengers and materials between Central Whidbey, other Island County landfalls in Saratoga Passage and the mainland. By 1919 they



Coupeville wharf prior to 1930



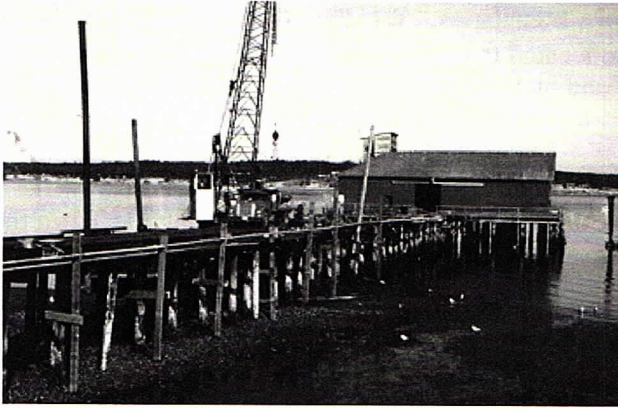
Steamer at the Coupeville wharf

commenced ferrying automobiles. The Coupeville wharf may be the only remaining pier in Central Whidbey of this marine transportation system.

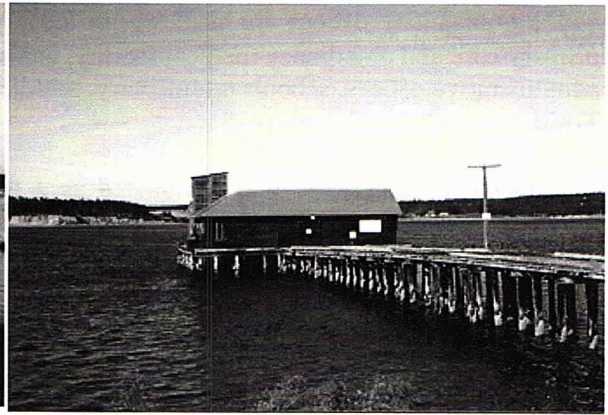
The Port purchased the wharf, the wharf building and the 60' X 100' upland tract of the wharf entrance area in February 1969 for \$29,344 from Richard Hansen. The adjacent property to the west and the building on it were acquired separately from Lorine Kippen in September 1969. The Port owns both properties outright today.

The first major repairs to the causeway were done in 1970. A rock bulkhead was installed at the head of the causeway in 1983. The causeway substructure was completely refurbished in 1984. The wharf building underwent two major renovations in 1985 and 1997, which created a public lobby, a Harbormaster's office, commercial spaces for rent and a sanitary sewer system. The grain towers were removed in 1985. Over the years, the marine facility has been upgraded to provide a fuel dock, additional mooring floats, sanitary service and mooring buoys.





Causeway repairs in 1984



Coupeville wharf before removal of grain towers in 1985

*\*\*Key historical facts drawn from "The Coupeville Wharf" by Roger Sherman.  
 \*\*Pictures courtesy of Mary Hansen, Roger Sherman and the Wallie Funk collections.*

**Greenbank Farm:** In the late 1800's land in the Greenbank area was purchased as a result of speculation related to potential railroad construction. Greenbank settler, Calvin Philips, purchased 10,000 acres of excess railroad lands on Whidbey Island as a land sales venture. On the 1,500 acres that he held in the



Early dairy herd in front of early Barn B and Barn A with silo



Original farm pond south of Barn A



Loganberry fields at the old Greenbank Farm



Early sign at the corner of Hwy 535 and North Bluff Road

Greenbank area, he established a dairy farm, hotel, and a commercial wharf. Philips sold his Greenbank holdings in the early 1940's. The U.S. Navy purchased 372 acres including Lake Hancock. John Molz purchased the farm and planted the first loganberries. By 1950, the



Greenbank Farm was reported to be the largest loganberry farm in the United States. Berries were shipped to the Molz-owned American Wine Company in Seattle where Chateau St. Michelle wines were produced. In 1971 the Greenbank Farm, sans the beachfront property and the area now known as Holmes Harbor Estates, was sold to Seattle investors, and within three years sold to the U.S. Tobacco Company along with the wine company.

In 1995, the remaining 522 acres of the Greenbank Farm was offered for sale. Island County purchased all but approximately 50 acres of saltwater marsh (purchased separately by Nature Conservancy) as part of a large bond issue. The entire area was designated as a “Special Review District” in Island County zoning code. The Port of Coupeville purchased 151 acres from Island County in 1997 under a mortgage contract which will be paid off in 2017. The Port’s purchase included the open farmland, approximately one half of the marsh, three barns and two residences.

The Port has worked collaboratively in a unique public/private partnership with a community non-profit organization, Greenbank Farm Management Group (GFMG), since the purchase to further a shared mission of economic development and preservation. The Port has maintained lease and/or management services agreement with GFMG from 1997 to present. Both the current lease and management services agreement end in 2014.

Since 1997, the loganberry fields have been replaced with other agricultural activities, a public trail system and outdoor event activities. A zoning package for the Port Tract was adopted by the Port and approved by Island County in 2002. A 2002-2004 capital building project, financed with Port operating funds, Washington State Capital Budget funding and an Island County funding contribution, replaced or remodeled the barns for commercial tenancy, improved infrastructure services and completed site improvements. Today, the Greenbank Farm is a thriving local marketplace, event venue and scenic tourist attraction.

**Ebey’s Landing National Historical Reserve:** The Central Whidbey prairies, once vast open grass lands, constitute some of the richest farmland in the State of Washington. In the 1970’s there was increasing pressure upon these prairies for commercial development. The Central Whidbey community organized a political drive to preserve the prairies and their historic structures. The Washington State Legislature appropriated funds in 1977 to purchase a corridor across the beachfront of the Smith Farm. In 1978 federal legislation incorporated the Central Whidbey Historic District into a unit of the National Park Service, and created Ebey’s Landing National Historical Reserve (NHR). The NHR is a successful cooperative effort of the National Park Service, Washington State Parks & Recreation Commission, Island County and the Town of Coupeville. The NHR is managed by a Trust Board whose mission is to preserve and protect into perpetuity, the historic, natural, cultural, scenic, recreational and community resources which are vital to the Reserve. There are 91 historic structures within the Reserve’s boundaries, which overlays all of Port Commissioner District 1 and the majority of Port Commissioner District 2. (*See map, Appendix E-4*)



# NATURAL ENVIRONMENT

The Central Whidbey Island community places great value on the protection of the natural environment. The community has been active in supporting the development of land use restrictions on historic prairies, farmland, salt marshes, freshwater wetlands, unique native plant communities, and wildlife habitat. The political activity has been matched by the community's philanthropic support for conservation easements and outright public/private purchases of significant properties. The political and philanthropic activity is anchored by an extensive volunteer base committed to environmental protection. In the current comprehensive planning process the Port re-affirmed its commitment to continue to prioritize environmental protection in evaluating opportunities and guiding development of their properties.

**Climate:** Central Whidbey Island has a generally mild and uniform marine climate for a number of reasons: a narrow range in elevation, the tempering effect of the Pacific Ocean, the rain barrier created by the Olympic Mountains and the Cascade Mountains role in deflecting continental winds. The average rainfall in Central Whidbey is approximately 18-21" per year, well below the average Whidbey Island rainfall of 30" per year. About 80% of the rainfall occurs October-May. Average temperatures range from 41-58 degrees Fahrenheit, with common occurrences of below freezing temperatures in the winter, and summer days in the 90's. Relative humidity normally runs from 40% to 90%. The growing season is estimated to be approximately 180-220 days per year. Freezes are usually light and do not continue past February. An average of 255 days with cloud cover and 43 days of clear skies are reported annually. Prevailing winds come from the south and southwest in the winter, and the north and northwest in the summer.

**Geology/Topography:** Whidbey Island is 45 miles long with 148 miles of shoreline, the longest island in the contiguous United States. The major surface features of Whidbey Island were shaped by glacial advances and recessions. Central Whidbey ranges from sea level to 580' feet above sea level. The elevations above 200' are typically rolling hills and plains. The lower elevations are home to fertile agricultural valleys, terraces and prairies. Much of the land below 200' is shoreline abutted by steep slopes and cliffs, and in some places sloping ravines. Lagoons, saltwater tidal flats, marshes, shallow brackish lakes, freshwater kettle ponds, and accretion beaches cover the coastline.

**Soils:** The soil layer in Island County is relatively thin, with glacial drift being the primary foundation material. The last glacial recession left deposits of boulder-clay layers on most upland areas and outwash sands at the lowest levels. The sands were covered with till and later marine drift gravels, which resulted in a cemented gravel material. This provides satisfactory surface drainage on sloped areas but impermeable subsurface drainage. Glacial upland soils comprise about 75% of the total area. This has resulted in surface soils ranging from fine textured to coarse materials, which provide moderately good to somewhat excessive drainage. The Port Tract at the Greenbank Farm is predominately these poor soils types. Glacial recession washed sediment from upper slopes into glacial lake bottoms which mixed with organic matter to form the fertile soils of the prairies. At least 45% of the best farmlands (USDA Class II) in Island County are found in the Coupeville area of the Port District. The wetland mineral soils and organic wetland soils which exist in the Port District are poorly drained soils with shallow water tables. (See USDA 2009 Soil Survey at Appendix C-2)

**Vegetation:** Central Whidbey Island is located in the Western Hemlock Forest Zone of Western Washington. The mature climax forest is Western Hemlock and Western Red Cedar, and the sub-climax forests are Douglas fir. Essentially all of the virgin timber in Island County was logged or burned by 1900. Second and third growth Douglas fir, mixed alder and thick underbrush salal, Oregon grape and ferns now dominate the forest areas. Garry Oak, maple and madrone trees, rhododendron, salal, and a wide variety of smaller plant species are also found. There is a wide variety of salt marsh and beach



vegetation that is effected by the wind and tides, and human use. Central Whidbey Island is home to one of the only two remaining glacial outwash prairies in the northern Puget region with endangered native lowland grasses. For example, Golden Paintbrush is known to exist in only thirteen places on earth. Five of these are on Whidbey Island. There is also a wide range of flora species, due to the diverse habitat zones in Central Whidbey Island.

**Hydrology:** The Port District contains a multiplicity of both marine and freshwater surface water resources. It is bounded by Penn Cove, Saratoga Passage, Admiralty Inlet and numerous saltwater lagoons, small bays and inland salt marshes. Freshwater and subsurface water resources are more limited. Aquifer recharge is solely through precipitation. Due to the low rainfall levels in Central Whidbey Island, the risk is increasing for groundwater pumping to exceed the aquifer's capacity to recharge. There is an increasing problem in some areas of saltwater intrusion. There are approximately two dozen identified watersheds in the Port District.

**Fish and Wildlife:** The fish and shellfish habitat is abundant around Whidbey Island's saltwater shoreline. Visitors and residents share the recreational pursuit of clams, crabs, shrimp and mussels, as well as salmon and other Puget Sound fish species from the shore and private boats. Penn Cove is home to the only commercial aquaculture operation in the Port District, cultivating blue-mussels. However, there are many commercial entities harvesting shellfish from Whidbey Island waters. The diversity of Whidbey Island habitat provides homes, feeding grounds, migratory resting places and wintering grounds for a wide range of birds.

\*\* Data was drawn from the Port of Coupeville Comprehensive Scheme of Harbor Improvements (1985), Ebey's Landing National Historical Reserve Draft General Management Plan and Environmental Impact Statement (Volume I, September 2005) and the Island County Economic Development Council.

# ECONOMIC PROFILE

The Island County Economic Development Council (EDC) continually updates an economic profile of Island County. The "Island County Profile" has sub-profiles for the four geographic areas of the County which succinctly capture the economic factors defining each area. The following key economic information was drawn from these EDC profiles to provide the economic context in which the Port's comprehensive planning was done.

## POPULATION/DEMOGRAPHICS

Population projections from the Office of Financial Management indicate that Island County could grow by 30% by 2025. Central Whidbey Island is projected to increase 22%, due primarily to the unique exemption Coupeville, the only town in Central Whidbey Island, has from accommodating growth or expansion as an urban center because it lies wholly within the Ebey's Landing National Historical Reserve. \*\*Whidbey News Times, 9/3/06

<i>Number of People</i>	<i>1980</i>	<i>1990</i>	<i>2000</i>	<i>2006</i>	<i>2010</i>
<i>All Central Whidbey</i>	6,150	8,205	10,600	11,370	12,100
<i>Town of Coupeville</i>	1,006	1,377	1,750	1,820	2,000
<i>Greenbank (core)</i>	110	152	242	242	250

\*\*Washington State Office of Management and Budget projections

### Island County Demographics:

<i>Average Population Growth</i>		<i>Median Age</i>		<i>Educational Attainment</i>	
<i>1980s</i>	3.6% per year	<i>Island County</i>	37.0	<i>High School diploma</i>	92.1%
<i>1990s</i>	1.9% per year	<i>Central Whidbey</i>	45.8	<i>Bachelors Degree</i>	18.8%
<i>2000s</i>	1.5% per year			<i>Professional Degree</i>	8.3%

<i>Gender</i>		<i>Race</i>		<i>Marital Status</i>	
<i>Male</i>	50.1%	<i>One Race</i>	96.6%	<i>Never married</i>	18.5%
<i>Gender</i>	49.9%	<i>Multiple Race</i>	3.4%	<i>Now married</i>	65.1%
		<i>White</i>	87.2%	<i>Separated</i>	1.3%
		<i>Black</i>	2.4%	<i>Widowed</i>	5.5%
<i>Civilian Vets</i>	24.9%	<i>Asian</i>	4.2%	<i>Divorced</i>	9.6%
	<i>of vet population</i>	<i>Hispanic/Latino</i>	4.0%		

\*\*The majority of the minority populations reside outside the Port District in Oak Harbor.

<i>Households by type</i>		<i>Housing Occupancy</i>		<i>Housing Tenure (Units)</i>	
<i>Family households</i>	72.9%	<i>Occupied</i>	85.8%	<i>Owner occupied</i>	70.1%
<i>Single person household</i>	27.1%	<i>Vacant</i>	14.2%	<i>Renter occupied</i>	29.9%
<i>Total # households</i>	27,784	<i>Total units</i>	32,378	<i>Total occupied</i>	27,784

\*\*Family households are: married couples, domestic partners and female head of households with children under 18 years of age

\*\* US Census Bureau, Census 2000. .



## EMPLOYMENT/LABOR

There are no major industrial firms in Central Whidbey Island. The largest employers of District residents in 2010 are: Whidbey General Hospital (630), Island County (300), Careage of Whidbey (123) and Coupeville School District (122). The dominant employer in Island County is the Naval Air Station in Oak Harbor. Its close proximity directly impacts civilian employment in the northern portion of the Port District.

<i>Number of</i>	<i>Licensed Active Businesses</i>	<i>Businesses with Employees</i>	<i>Total Employees</i>	<i>Average Employees per Business</i>
<i>Central Whidbey</i>	931	165	2,300	14
<i>Island County</i>	6,000	2,000	16,000	8

3,250 Island County workers were self-employed as non-incorporated business owners. Only 7% of Island County businesses have more than 20 employees. 70% employ 4 or less.

\*\*2002 US Economic Census

<i>Average by Area</i>	<i>Coupeville</i>	<i>Oak Harbor</i>	<i>Freeland</i>	<i>Langley</i>	<i>Clinton</i>	<i>Camano Island</i>
<i># Employed</i>	2,423	6,945	1,334	1,465	730	741
<i># Firms</i>	295	740	183	198	180	205

### Island County Labor Force Information:

The average total non-military labor force in Island County is 32,000.

<i>Average Hourly Wages</i>		<i>Class of Worker (% population)</i>	
<i>Skilled Production</i>	\$ 12.20	<i>Private wage, salary</i>	67.2%
<i>Unskilled Labor</i>	\$ 6.35	<i>Government worker</i>	20.3%
<i>Word Processor</i>	\$ 8.30	<i>Self-employed worker</i>	12.0%
<i>Computer Programmer</i>	\$ 12.81	<i>Unpaid family worker</i>	0.5%

The 2003-2005 average unemployment rate was 6.5%.

<i>Type of Industry</i>	<i>Average Annual Wage</i>		<i>Average # Employed - Island County</i>
	<i>Washington State</i>	<i>Island County</i>	
<i>Agriculture, Forestry, Fishing</i>	\$ 20,413	\$ 16,690	153
<i>Construction</i>	39,821	29,173	1,069
<i>Manufacturing</i>	51,752	37,483	663
<i>Wholesale, Retail</i>	33,679	23,369	2,744
<i>Transportation, Warehousing</i>	41,715	36,674	436
<i>Information</i>	88,147	42,955	300
<i>Finance, Insurance, Real Estate</i>	51,731	29,920	703
<i>Professional &amp; Technical Services</i>	58,273	33,283	501
<i>Company/Enterprise Management</i>	75,674	52,236	174

<i>Administrative &amp; Waste Services</i>	33,282	23,144	489
<i>Educational Services</i>	28,361	30,102	1,716
<i>Healthcare &amp; Social Assistance</i>	34,906	28,746	1,778
<i>Arts, Entertainment, Recreation</i>	24,368	18,008	780
<i>Accommodations, Food Services</i>	14,738	11,109	1,657
<i>Other Services (except Public Admin)</i>	20,582	16,156	600
<i>Government (not including military)</i>	41,708	47,111	1,179
<i>Average Totals</i>	\$ 39,607	\$ 27,400	15,047

\*\*2004 Washington State Department of Revenue

## GOVERNMENT/TAXES

Island County is part of the 2<sup>nd</sup> Congressional District and the 10<sup>th</sup> State Legislative District. Coupeville, the only incorporated town in the Port District, is the county seat.

The Town of Coupeville is governed by an elected mayor and town council. The Island County Board of Commissioners governs the county. The three County commissioners, representing the three districts, are elected by county-wide election. They serve alternating four year terms.

Municipal police services are provided within town boundaries. The Island County Sheriff serves the incorporated areas of Central Whidbey Island. Fire response is provided by Central Whidbey Fire and Rescue. Paramedic and certified emergency medical technician services are also provided by this all-volunteer fire department. The fire insurance classification codes are: Town of Coupeville - 5, unincorporated Central Whidbey - 8A.

Island County retail sales tax is 8.3%. The following records the total taxable sales 1999-2005.

<b><i>Retail Sales -Millions-</i></b>	<b><i>1999</i></b>	<b><i>2000</i></b>	<b><i>2001</i></b>	<b><i>2002</i></b>	<b><i>2003</i></b>	<b><i>2004</i></b>	<b><i>2005</i></b>
<i>Island County</i>	\$526.9	\$561.6	\$550.5	\$589.8	\$615.8	\$686.0	\$767.7
<i>Coupeville</i>	\$ 25.4	\$ 28.4	\$ 27.9	\$ 28.7	\$ 34.6	\$ 35.1	\$ 40.9

The Island County property tax rate is \$8.11 to \$10.68 per \$1000 of assessed valuation.

## REAL ESTATE

There is 29 acres of available commercially zoned property in Central Whidbey Island: 14 in the Town of Coupeville and 15 in unincorporated Central Whidbey.

<b><i>Average Value</i></b>	<b><i>Housing</i></b>	<b><i>Land</i></b>	<b><i>Combined</i></b>
<i>Central Whidbey</i>	\$ 279,440	\$ 50,000	\$ 329,000
<i>Island County</i>	\$ 304,000	\$ 65,000	\$ 369,000

\*Housing includes an average of both existing & new construction from 2005 real estate sales. Land is platted lots at median price.

\*\*Gregor M Strohm, ASA

Although hard to document, Island County commercial rates for existing new construction of office and retail locations have been averaging at \$1.50 per square foot. A 700 square foot office would equate to approximately \$1,050 rate per month without a triple net clause.



## GENERAL TRANSPORTATION

There are three private FAA approved airfields on Whidbey Island and two US Navy airfields. One of the private fields and one of the Navy fields are in the Port District. The Navy airfield is the US Navy's Outlying Field (OLF) located south of Coupeville. The private field is a primitive, grass field located west of OLF. Adjacent to the Port District's northern boundary is a privately owned facility, originally Wes Lupien Airfield, now the Joel Eisenberg Airfield. No regularly scheduled public passenger air service to/from Whidbey Island exists at present.

Land access to Whidbey Island is from the north, via Deception Pass Bridge. State Highway 20/525 bisects the Island north/south from Deception Pass to Clinton. Island County roads provide interconnection between the state highway and town/city road systems.

Central Whidbey Island is served by a fare-free bus system, Island Transit. The transit system makes frequent daily connections throughout Island County and has inter-county connections to Skagit, Whatcom and Snohomish Counties. Two private passenger bus or van services provide daily service from various Whidbey Island points of departure to SeaTac: Whidbey SeaTac Shuttle and Bellair Airporter Shuttle.

Freight and trucking services are provided by: Pony Mailing, Federal Express, Airborne Express, UPS, Emery, Oak Harbor Freight Lines, Dudley Freight, Consolidated Freightways, Viking Freight, LF Motor Freight, Yellow Freight System, Costco and Office Max.

The following is the Department of Transportation's annual traffic count for 2005.

<i><b>Traffic Count</b></i>	<i><b>Libby Road</b></i>	<i><b>SR20 at Main Street Coupeville</b></i>	<i><b>6<sup>th</sup> &amp; North Main Street - Coupeville</b></i>	<i><b>South Main Street</b></i>	<i><b>SR525 at Race Road Coupeville</b></i>	<i><b>Keystone Ferry Landing</b></i>
<i><b>Average # cars per day</b></i>	11,000	11,000	4,300	5,100	6,300	1,000

\*June-September traffic counts increase approximately 20%

Washington State Ferries has two Whidbey Island runs: Clinton to Mukilteo and Keystone to Port Townsend. Generally, the Clinton ferry runs every ½ hour. The Keystone ferry runs every 90 minutes, with service increasing to every 45 minutes in the summer. In 2005 the Clinton ferries transported 4,057,008 riders (6,066 vehicles/11,115 riders per day) and the Keystone ferries carried 778,263 (1,015 vehicles/2,132 riders per day).

## TOURISM

Tourism is one of the most important forms of economic development for Central Whidbey. It is promoted by Island County, State and regional agencies, local business associations and the chamber of commerce. The following are Island County Travel Impacts, 1991-2002.

	1991	1997	1998	1999	2000	2001	2002
<b>Visitor Spending by Type of Traveler Accommodation (\$Million)</b>							
Hotel, Motel, B&B	20.9	23.3	23.7	26.0	27.7	28.2	28.2
Private Campground	1.7	2.4	2.4	2.5	2.8	5.7	2.6
Public Campground	4.3	5.6	4.5	5.3	5.8	6.0	6.0
Private Home	12.8	16.3	16.5	17.5	18.5	19.6	20.1
Vacation Home	9.3	10.8	10.8	11.3	11.6	12.0	12.3
Day Travel	26.7	33.0	32.8	35.1	37.2	40.7	39.3
Spending at Destination	75.6	91.4	90.7	97.6	103.6	112.3	108.4
<b>Visitor Spending by Commodity Purchased (\$Million)</b>							
Accommodations	10.7	12.4	12.7	13.7	14.5	15.3	14.9
Food & Beverage Services	26.1	31.1	31.7	33.5	35.1	37.9	37.6
Food Stores	6.3	8.0	8.1	8.5	8.9	10.0	9.5
Ground Tran. & Motor Fuel	2.1	2.5	2.6	2.8	3.5	3.5	3.4
Recreation, Entertainment	14.0	17.7	17.9	19.0	20.1	22.0	21.2
Shopping	16.4	19.8	17.7	20.2	21.4	23.5	21.8
Spending at Destination	75.6	91.4	90.7	97.6	103.6	112.3	108.4
<b>Total Direct Travel Spending (\$Million)</b>							
Visitor Spending at Destination	75.6	91.4	90.7	97.6	103.6	112.3	108.4
Air Transportation	11.9	14.3	17.6	0.0	0.0	0.0	0.0
Total Direct Spending	87.5	105.7	108.3	97.6	103.6	112.3	108.4
<b>Travel-Generated Earnings by Industry (\$Million)</b>							
Accommodation & Food Services	14.2	16.7	17.5	18.7	20.0	21.2	21.6
Arts, Entertainment & Recreation	7.6	9.6	9.7	10.3	10.9	11.9	11.5
Retail (incl. Motor Fuel)	3.3	4.1	3.7	4.2	4.7	5.1	4.7
Air Transportation	3.0	3.7	4.8	0.0	0.0	0.0	0.0
Travel Arrangement Services	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.
Auto Rental & other ground tran.	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.
Total Direct Earnings	28.6	34.5	36.2	33.8	36.1	38.6	38.2
<b>Travel-Generated Employment by Industry (Jobs)</b>							
Accommodations & Food Service	1,270	1,210	1,270	1,320	1,280	1,310	1,290
Arts, Entertainment & Recreation	1,250	1,220	1,130	1,100	1,170	1,110	1,050
Retail (incl. Motor Fuel)	260	260	230	260	260	270	240
Air Transportation	70	80	100	0	0	0	0
Travel Arrangement Services	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.
Auto Rental & other ground tran.	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.	n.d.
Total Direct Employment	2,890	2,800	2,760	2,720	2,730	2,720	2,600
<b>Tax Revenues Generated by Travel Spending (\$Million)</b>							
Local Taxes	1.0	1.3	1.3	1.5	1.6	1.7	1.7
State Taxes	4.6	5.5	5.5	5.8	6.2	6.7	6.5
Total Direct Taxes	5.6	6.7	6.8	7.4	7.8	8.4	8.2

Details may not add to totals due to rounding. n.d. denotes not disclosed.  
Estimates for 1992 through 1996 are available from Dean Runyan Associates ([www.deanrunyan.com](http://www.deanrunyan.com)).

## AGRICULTURE/AQUACULTURE

**Agriculture:** The Port District remains the principal agricultural region in Island County. At least 45% of USDA Class II farmlands are found in Port District 2. However, farms and farmers are struggling, impacted by low prices, loss of local crop processing plants, closure of support businesses and impacts from urban sprawl. The number of farms has decreased by 11% from 1997 to 2002. The market value of production of all farms in Island County has dropped by 15%.

(See Appendix E-5: *State of Island County Agriculture Presentation Materials*) \*\*2002 USDA Census of Agriculture

Farmland in Island County is disappearing to meet the needs of a burgeoning population. From 1997-2002, the number of acres of farmland decreased 23%. The average farm size decreased 14%.

\*\*2002 USDA Census of Agriculture

Ebey's Landing National Historical Reserve (NHR) overlays all of Port District 1, and the majority of Port District 2. As a unit of the National Park Service (NPS), the Reserve strives to protect the "working cultural landscape" in the Reserve, primarily agriculture. NPS and the Ebey's Landing NHR Trust Board have a powerful impact on the future of agriculture in the Port District. Currently, they are advocating for the adoption of amendments to Island County development regulations to create an overlay zone that encompasses the Reserve, which would impose special density and use restrictions consistent with protecting working farms. Currently, NPS owns 326 acres of farmland in the Reserve and is exploring opportunities for returning this land to private agricultural production.

\*\*Ebey's Landing NHR Draft General Management Plan and Environmental Impact Statement, Volume I, September 2005



**Aquaculture:** There are three existing aquaculture districts in the Port District. The Penn Cove district is located west of Coupeville. Penn Cove Shellfish has the only shoreline permit in this district to raise mussels. It is the oldest and largest mussel farm in the United States. Between 750,000-1,000,000 pounds of mussels are produced a year. \*\*Ian Jefferds, 2000

The second district is not permitted to anyone at this time, but geoducks were harvested in the past by state and tribal officials. The third district has no existing harvest permit, as the geoducks present in the area are too small and do not have high commercial value. Any new aquaculture projects would have to operate within the unused capacity in one of the three existing districts. New districts, or the expansion of existing ones, must meet significant environmental, aesthetic and public review standards, and not exceed net-pen and raft densities to be permitted by Island County. \*\*1999 Island County Comprehensive Plan

\*\*Ebey's Landing NHR Draft General Management Plan and Environmental Impact Statement, Volume I, September 2005

## UTILITIES

**Media Communications:** Coupeville Examiner (weekly newspaper), Whidbey News Times & South Whidbey Record (twice weekly newspapers), Comcast (cable television), KWDB 1110 AM and KWPA FM (radio stations).

**Electricity:** Puget Sound Energy.

**Natural Gas/Bulk Propane:** There are no natural gas providers on Central Whidbey. Propane providers are: Cascade Natural Gas, Skagit Farmers Supply, Suburban Propane, Corey Oil, Ferrelgas, Northern Energy and Suburban.

**Telephone:** Frontier and Whidbey Telecom.

**Water:** The Town of Coupeville operates a municipal water system with total capacity of 345,000 gpm and a pressure range of 30-130 psi. In unincorporated Central Whidbey Island the majority of Port District residents are served by privately owned community water systems and private individual wells.

**Sewer/Septic:** The Town of Coupeville operates a municipal sewer system with a secondary type of treatment for its residents. Its capacity range is 250,000 gpm. The majority of Port District residents are served by individual septic systems.

**Garbage/Recycling:** Island Disposal, a private contractor.

## COMMUNITY RESOURCES

**Medical:** Whidbey Island Public Hospital District includes all of Whidbey Island. Whidbey General Hospital operates a 24-hour emergency room and 51 bed facility in Coupeville, and two community clinics in Oak Harbor and Clinton. Whidbey General is a Level 3 trauma center. Three paramedic ambulances serve the island. There are fifteen doctors, three dentists and other specialists. The ratio of doctors per thousand inhabitants is 1.3.

Medical and emergency facilities are available to active/retired military personnel at Naval Air Station - Whidbey Island.

**Accommodations:** The Town of Coupeville and the unincorporated areas of the Port District offer a wide range of visitor accommodations.

<i>Hotel/Motels</i>	<i>RV Parks/Campsites</i>	<i>Meeting Centers</i>	<i>Bed &amp; Breakfasts</i>
4	3	6	13
100 beds		50-400 capacity	25 rooms

**Cultural/Public Facilities:**

<i>Community Center</i>	Coupeville Recreation Center, Greenbank Farm
<i>Library</i>	Sno Isle Regional Library – Coupeville Branch
<i>Museum</i>	Island County Historical Society Museum
<i>Performing Arts Center</i>	Coupeville High School (380 seats)
<i>Visual Art Center</i>	Coupeville Art Center
<i>Art Gallery</i>	Artist's Cooperative of Whidbey Island, Artworks Gallery, Blue Heron Gallery, Greenbank Gallery, Penn Cove Gallery
<i>Conference Center</i>	Camp Casey Conference Center

**Chambers of Commerce/Business Association:** The Central Whidbey Chamber of Commerce serves both Coupeville and Greenbank businesses. The historic downtown retail core in the Town of Coupeville has a merchant association, Front Street Merchant Association.

**Education:** The Coupeville School District (CSD #204) has elementary, middle and high school campuses located in the Town of Coupeville. The District also operates Cedar School, an alternative elementary program. Many Central Whidbey Island children are home schooled through the CSD. Many District adults attend associate degree programs at Skagit Valley College's Oak Harbor and Clinton campuses. University certificate programs, 4-year degree programs and continuing education courses are available through Washington State University and two Navy programs, Chapman University and Embry Riddle Aeronautical University.

**Recreation:** The following chart summarizes the public facilities and the water access points in the Port District.

<i>Parks/Recreation Areas</i>	<i>Water Access</i>	<i>Athletic Facilities</i>
3 <ul style="list-style-type: none"> <li>▪ <u>State Parks:</u></li> <li>▪ Fort Casey</li> <li>▪ Fort Ebey</li> <li>□ Keystone Underwater</li> </ul>	7 <ul style="list-style-type: none"> <li>▪ <u>Public Beach Access:</u></li> <li>▪ Coupeville waterfront</li> <li>▪ Ebey's Landing</li> <li>▪ Lagoon Point roadend</li> <li>▪ Hidden Beach roadend</li> <li>▪ Fort Casey State Park</li> <li>▪ Fort Ebey State Park</li> <li>▪ Keystone Spit</li> </ul>	6 <ul style="list-style-type: none"> <li>▪ <u>Maintained Trails:</u></li> <li>▪ Fort Casey State Park</li> <li>▪ Fort Ebey State Park</li> <li>▪ Rhododendron State Park</li> <li>▪ Greenbank Farm</li> <li>▪ Kettle Trails</li> <li>□ Ebey's Landing</li> </ul>
2 <ul style="list-style-type: none"> <li>▪ <u>County Parks:</u></li> <li>▪ Rhododendron</li> <li>□ Kettles</li> </ul>	2 <ul style="list-style-type: none"> <li>▪ <u>Boat Launches:</u></li> <li>▪ Fort Casey State Park</li> <li>□ Coupeville Park</li> </ul>	8 <ul style="list-style-type: none"> <li>▪ <u>Playing Fields:</u></li> <li>▪ Coupeville High School</li> <li>▪ Fort Casey State Park</li> <li>▪ Fort Ebey State Park</li> </ul>



2	<ul style="list-style-type: none"> <li>▪ <u>Town Parks:</u></li> <li>▪ Capt. Thomas Coupe</li> <li>▪ Coupeville Town Park</li> </ul>	2	<ul style="list-style-type: none"> <li>▪ <u>Lakes:</u></li> <li>▪ Crockett Lake</li> <li><input type="checkbox"/> Pondilla Lake</li> </ul>	7	<ul style="list-style-type: none"> <li>▪ <u>Tennis courts:</u></li> <li>▪ Coupeville High School</li> <li><input type="checkbox"/> Coupeville Town Park</li> </ul>
2	<ul style="list-style-type: none"> <li>▪ <u>Private Gardens:</u></li> <li>▪ Meerkerk</li> <li>▪ WSU Master Gardeners at Greenbank Farm</li> </ul>			1	<ul style="list-style-type: none"> <li>▪ <u>Athletic Clubs:</u></li> <li><input type="checkbox"/> Coupeville Health/Fitness</li> </ul>

# LAND USE PLANNING

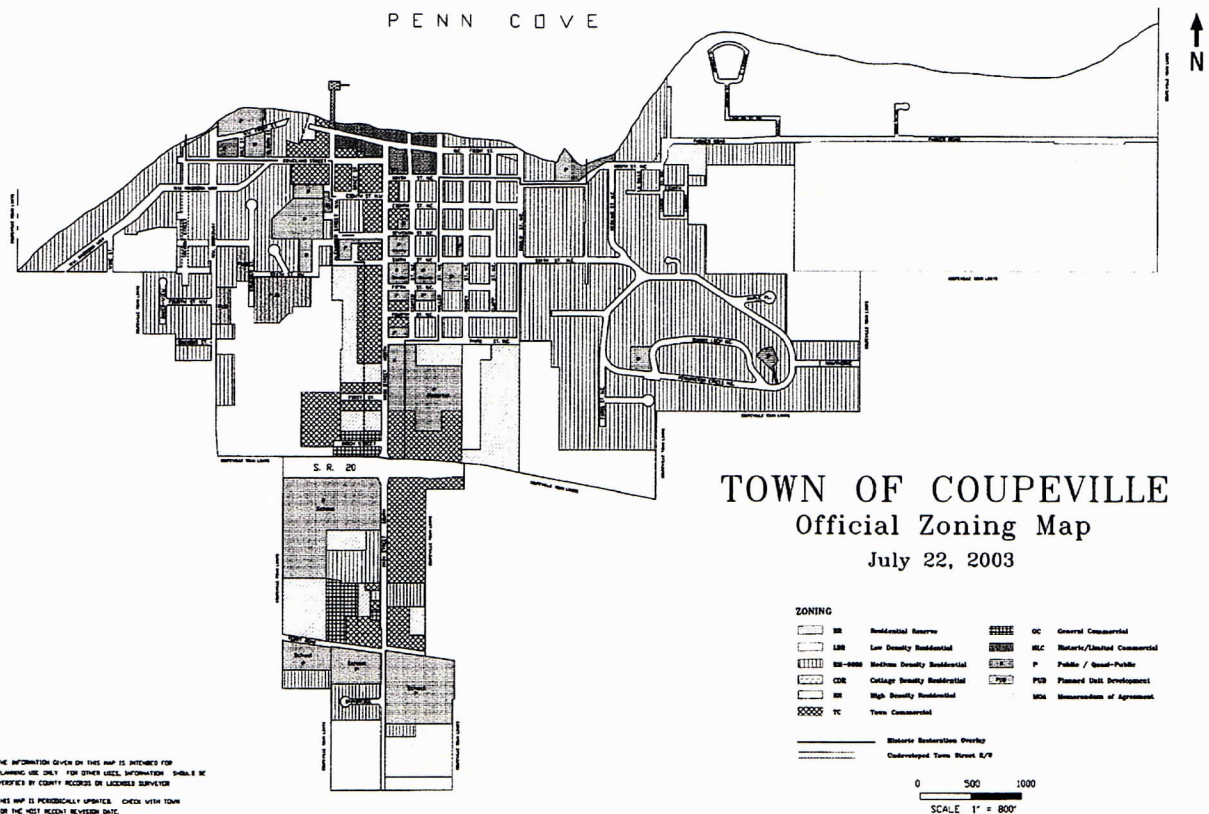
Within the Port District there are two jurisdictions which regulate land use: the Town of Coupeville and Island County. Both are governed by the Washington State Growth Management Act.

## TOWN OF COUPEVILLE

The projects and initiatives proposed in the Town of Coupeville (See Section III, Operational and Capital Development Plan, Projects and Initiatives: Coupeville Marine Facility) would be subject to zoning and development regulations of the Town. The Port's long-term development goals for the wharf include a mix of water dependent and non-water dependent uses.

Currently the only property owned by the Port in Coupeville is the Coupeville Marine Facility. It's zoning designation is Public/Quasi-Public. Projected improvements to the wharf or Port buildings at the facility would be required to comply with the Town's Shoreline Master Plan, applicable building codes and be approved by the Design Review Board. Signage would be required to secure approval through the sign review process.

The following illustrates existing land use zoning as determined by the Town of Coupeville.



There is limited commercial property available in the Town and none of the Port's projected projects or initiatives will likely require land acquisition.



## ISLAND COUNTY

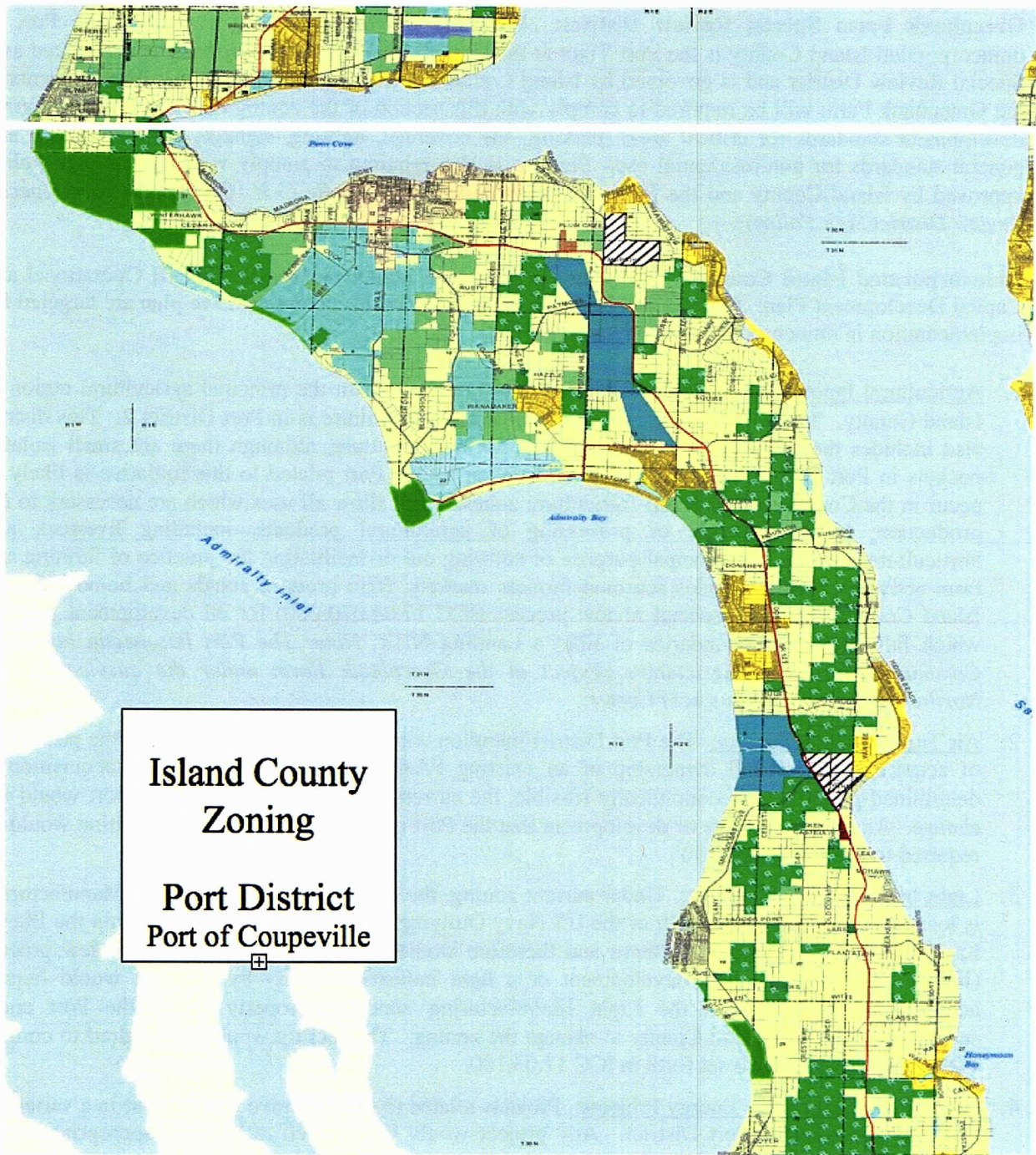
**Greenbank Farm Special Review District:** Currently the only property owned by the Port in unincorporated Island County is the Port Tract at the Greenbank Farm. This property is designated as a Special Review District and is governed by Island County Code (ICC) 17.03.062. All improvements at the Greenbank Farm will be required to comply with this section of the zoning code, and Island County development standards for critical areas, parking, site coverage, lighting, signage, building design and general standards for non-residential use. Signage is also required to comply with the site sign policy approved by Island County and the Port of Coupeville. (*See Appendix C-3: Greenbank Farm Special Review District Sign Policy*)

**Unincorporated Island County:** The “New” projects and initiatives (See Section III Operational and Capital Development Plan: Projects and Initiatives) proposed in this comprehensive plan are targeted for implementation in unincorporated Island County.

1. Agricultural Innovation: Areas within the Port District remain the principal agricultural region in Island County. The only land designated Commercial Agriculture is in Port District 2. This district also includes the majority of land designated Rural Agriculture, although there are small isolated pockets in Port District 3. Any project undertaken by the Port related to this initiative is likely to occur in the Commercial or Rural Agriculture zones. Both allow all uses which are necessary to the production, harvesting, sale or processing of agricultural products, including livestock and horticulture, or have the principal purpose of carrying out or facilitating the practice of farming and farm activities. This includes seasonal farmers markets, farm produce stands and home industry. Island County requires a special review process (ICC 17.04.070-080) for all development projects which fall within the boundaries of Ebey’s Landing NHR. *Note: The Port has begun hosting a Community Supported Agriculture project at the Greenbank Farm under the auspices of the Northwest Agricultural Business Center.*
2. Air Transportation Facility: The Port District intention with this initiative is to explore the possibility of acquiring part or full ownership of an existing FAA approved airport. If the acquisition is determined possible and economically feasible, the current zoning designation as Airport would not change. Any improvements or development that the Port might undertake upon acquisition would be required to meet ICC 7.03.150
3. Light Industrial Development: Under current zoning, the only land designated Light Manufacturing is located in District 2 just north of the US Navy Outlying Field. This property is within the Ebey’s Landing National Historical Reserve and therefore would be subject to the special review process (ICC 17.04.070-080). The development of a light industrial facility by the Port would require acquisition of property in the Light Manufacturing zone, or property where the Port could successfully petition Island County to change the zoning. The facility would be required to comply with Land Use Standards set forth in ICC 17.03.180.
4. Alternative, Sustainable Energy Projects: Projects related to this initiative might occur in a variety of land use zones in the Port District. Any project would be required to be sited appropriately and comply with all zoning regulations.

**The following map illustrates existing land use zoning as determined by Island County.**





#### Central Whidbey Island Zoning

--- Section Lines	Park	Rural Center	Rural Village	Review District
— Other Roads	Rural	Rural Forest	Federal Land	Municipality
— Arterials	Commercial Agriculture	Rural Residential	Light Manufacturing	Parcel Lines
— Highways	Rural Agriculture	Rural Service	Airport	

Island County, Department of Planning and Community Development, March 2005



## CONCOMITANT PUBLIC PLANNING

The Port District is subject to numerous overlapping jurisdictions. The following plans were reviewed to ensure that the Port of Coupeville 2007-2026 Comprehensive Plan goals and objectives were in accord with other public planning efforts. It is the intention of the Port of Coupeville to ensure the implementation of this comprehensive plan will comply with all appropriate ordinances and operate within the spirit of the planning of other jurisdictions. The review revealed a number of areas that other jurisdictions recognized as priorities which coincide with this comprehensive plan's identified projects/initiatives. Examples of these were the agricultural re-vitalization goals and the marine science center in the Ebey's Landing NHR management plan, scenic rural highway protection recognized in the Whidbey Scenic Isle Way plan, public water access from road ends identified in the Island County Non-Motorized Trails Plan, and the Town of Coupeville's comprehensive plan goal to enhance Coupeville's marine recreation, transportation and transient moorage opportunities. It is the intention of the Port to pursue collaborative partnerships in all areas of shared vision.

**Ebey's Landing National Historical Reserve:** General Management Plan and Environmental Impact Statement (September 2006)

**Island County:**

Whidbey Scenic Isle Way Corridor Management Plan (2004)

Non-Motorized Trails Plan (2006)

Comprehensive Emergency Management Plan (2006)

Comprehensive Plan and Zoning Code (*See Section II Background Issues: Land Use Planning*)

Greenbank Farm Port Tract Special Review District Zoning Code (*See Section I Port Operations: Inventory of Existing Port Facilities – Greenbank Farm*)

**Town of Coupeville:**

Comprehensive Plan (July 2003)

Draft Shoreline Master Program (2006)

Draft Critical Area Ordinance (2006)

**Seattle Pacific University:** Casey Conference Center Master Plan (January 2002)

**Port of South Whidbey:** 2001-2007 Comprehensive Scheme of Harbor Improvements  
Capital & Transportation Improvement Plan (March-April 2001)

# **SECTION III**

## **PROJECTS/INITIATIVES**



# Operational and Capital Development Plan

## PROJECTS and INITIATIVES

The Port of Coupeville has identified the following projects and initiatives to pursue in this twenty-year comprehensive plan. This comprehensive plan will be reviewed and updated every three years to ensure the Port is responsive to changing trends, conditions and opportunities in the District. However, the Port will remain open to opportunities that will improve the economic climate of the District as they arise, and will amend this comprehensive plan more often as needed.

### COUPEVILLE MARINE FACILITY

#### **1. Volunteer auxiliary for the Coupeville Wharf**

The Community Advisory Committee that accomplished the first three year review of this Comprehensive Plan identified the need for a semi-formal means of encouraging support from the residents of the Port who wish to help to maintain the Coupeville Wharf. Many organizations and official entities enjoy the support of volunteer auxiliaries commonly known as “Friends of -----.” A well-known local example is Friends of the Library. This group was active in generating enthusiasm for a recent levy and bond ballot issue that resulted in a major expansion of the Coupeville branch of the Sno-Isle Library. Groups such as this can reach deeply into the community and justify the need for additional resources for the entity that they support and they often have much more freedom of action and expression than the entity itself. In order to protect this freedom of action “Friends” groups must remain clear of financial and administrative connections with the entity that they support. The Community Advisory Committee recommended that the Board of Commissioners make it known that it would cooperate enthusiastically with a volunteer auxiliary that would assist with the Board’s stewardship of the Coupeville Wharf and which would render ideas for the improvement of the wharf and marina and also provide occasional light labor for routine maintenance. The Board accepted this recommendation and incorporated it into Resolution #158 which was adopted on April 14, 2010. Port staff will research certain legal features of the auxiliary (e.g., appointing a Coordinator and convening a Focus Group) and make recommendations to the Board for implementation.

*Note: one of the original projects listed in this Comprehensive Plan was to develop a marine education center within the wharf. The feasibility of this project was carefully explored over the course of one year by the Port staff and the Washington State University Extension. This research effort determined that, for financial and other reasons, it is not feasible to convert the wharf from its present configuration (rental businesses and breezeway exposition space) to a dedicated marine education center and the Board of Commissioners decided (by Resolution #158) to delete this project from the plan.*

#### **2. Coupeville Marine Facility Marketing Plan**

The Port of Coupeville’s marine facility is under utilized. Maximizing the use of the facility would contribute positively to the economic health of the Town of Coupeville and Central Whidbey Island. The facility has a unique niche in the boating hospitality industry: a historic wharf in a historic seaport, with a scenic walk to shops, restaurants, accommodations and the Island County Historical Museum, and free bus service to Island attractions like the Greenbank Farm and Ebey’s Landing Historical Reserve. The marine facility, its picturesque natural setting, and the diversity of nearby attractions, has never been actively marketed to the boating community. The Port will develop a comprehensive, aggressive marketing plan to increase the use of the marine facility by short-stay and small craft boaters, both residents and visitors, without compromising its environmental stewardship values. Possible links and partnerships with marketing efforts of Island County, the Town of Coupeville, Front Street businesses,



and the marine facilities in Oak Harbor and Langley will be explored. The final plan will incorporate advertising in key boating publications and the development of a Port of Coupeville website.

### **3. Marine Transportation Links - Passengers and Products**

Historically, the wharf at the Port of Coupeville marine facility served as a vital link in the movement of passengers, and commercial products and materials, in Puget Sound. The need for passenger water links between Whidbey and Camano Islands is well documented. There is growing interest in a direct marine passenger connection from Island County to Seattle, and to other destinations. The economic impact of increasing the accessibility of Central Whidbey Island by providing a convenient, scenic and affordable marine alternative to passenger car travel via the Washington State Ferry system or the Deception Pass Bridge, would be dramatic. The Port will explore opportunities to establish the wharf as a link in a viable marine passenger transportation system. The Port's first objective would be to facilitate passenger travel between Coupeville, Camano Island, Greenbank, Langley and Oak Harbor. It is the intention of the Port to consider upgrades to its wharf which will facilitate the use of the facility for this purpose in its planning for wharf and moorage improvements, understanding that the upgrades will increase the viability of the wharf for regional tour boats as well.

Recognizing the Town of Coupeville's historic role as a commercial seaport, the Port will explore opportunities for re-establishing appropriate waterfront facilities to serve marine-based businesses. Creating a marine freight link to move commercial products and materials to and from Central Whidbey Island would support the growth of the existing marine businesses, and encourage new enterprises. The economic impact would be significant for the Port District, as well as for the Town of Coupeville and Island County. The Port will initiate discussion with both government entities to identify areas of potential collaboration.

### **4. Wharf and Moorage Recreational Boating Improvements**

Expansion of the Port of Coupeville's marine facility is limited by shallow depths and west winds, as well as the Port's commitment to preserving the pristine waters of Penn Cove and the historic character of the wharf, which is listed on the National Register of Historic Places. The Port considers the development of a full-service marina or construction of a breakwater to be invasive and detrimental to the environment, and will not pursue these types of options. However, carefully chosen, environmentally sensitive wharf and moorage improvements would increase the appeal and usability of the marine facility for recreational boaters, kayakers, rowers and small boat sailors. These boaters are generally more environmentally friendly, they require less dock space and fewer marine amenities, and they tend to seek out land-based hospitality services. This makes these boaters a perfect fit for the scale of the Coupeville marine facility. The Port of Coupeville will identify the services, amenities and facility upgrades which would attract such boaters, and develop a plan for implementation. The Port will consider such enhancements as a small boat mooring/launching float and/or storage racks for kayaks and other hand-carried boats.

### **5. Front Street Entrance Improvements**

As the owner of the wharf and a commercial building on Front Street, the Port of Coupeville is a member of the historic district's business community. It is in the Port's best interests, and in direct fulfillment of its economic development mission, to cultivate a collaborative partnership with other Front Street businesses and the Town of Coupeville in maintaining and enhancing the attractiveness, accessibility and sustainability of the business district. The Port will actively participate in the Front Street revitalization planning efforts of the Town of Coupeville and the Central Whidbey Chamber of Commerce. Concurrently, the Port will develop a plan for increasing the aesthetic appeal of the Front Street entrance to its wharf and the Port's administrative office utilizing low impact development standards. The elements of this plan will complement other Front Street revitalization efforts and the National Park Services' plans to re-design their displays at the wharf entrance, and be developed in partnership with Ebey's Landing National Historical Reserve and the Island County Historical Society. The Port may



consider a funding contribution to Front Street projects, or the Town's efforts to improve or increase visitor parking for the Front Street commercial district, if there is a significant and measurable contribution to the Port's economic development mission, and/or if the project increases access to the Port's marine facility.

## **GREENBANK FARM FACILITY**

### **1. Conservation Easement**

The Port understands and accepts its responsibility to fulfill the public mandate to preserve the open space, environmental resources, and the historic rural and agricultural character of the Port Tract of the Greenbank Farm. To this end, it initiated a Growth Management Act (GMA) amendment process which resulted in Island County's adoption of a protective zoning ordinance in 2002. Understanding that this ordinance can be altered by another GMA amendment, the Port began a dialogue in 2005 with Island County government regarding the possibility of establishing a permanent conservation easement within the Port Tract. The Port's Conditional Purchase and Sale Agreement with Island County prohibited actions which would impact the stability of the underlying purchase bonds. A conservation easement would restrict certain uses and development on the property, therefore potentially affecting the value of the property.

Having been informed of the Port's intention to establish a conservation easement, the State Auditor required that an opinion be sought from the State Attorney General for an action that would be, on its surface, antithetical to the fundamental rationale for port districts which is "economic development." The State Attorney General determined that it would be within the Port's authority to transfer a conservation easement to another municipality such as Island County – provided that the Port receives "full value" for the development rights thus surrendered. Consequently, in February, 2010, the Port of Coupeville made formal application to Island County for \$400,000 (distributed in eight equal annual installments) in return for the transfer of a conservation easement on the development rights (described in terms of permitted, conditional and prohibited activities) over all of the Port Tract with the exception of the Commercial Area. The Board of Island County Commissioners is expected to approve this application after favorable review by a Technical Advisory Group and a Citizens Advisory Board, comparison of the requested amount with a fee appraisal of the development rights and final negotiation of the terms of the easement between the Port and county staff.

### **2. Develop Greenbank Farm Economically**

The Port recognizes that there is economic potential inherent in the Greenbank Farm and also recognizes that the costs of attending to the Port's responsibilities for the buildings and infrastructure there have seriously eroded the Port's operating reserves and caused general maintenance at both the Coupeville Wharf and the farm to be deferred to a dangerous extent. The Port will work closely with the Greenbank Farm Management Group in the latter's dual roles of lessee and management services contractor to economize on costs while exploring possibilities for increasing revenues. In this regard, the Port is developing a public-private relationship with a solar energy limited liability company to install arrays of photovoltaic cells at the farm in accordance with recent state legislation that encourages the formation of Community Solar Energy projects.

*Note: The initiative described in the Comprehensive Plan 2007-2026 to develop a Master Site Plan for the Greenbank Farm was accomplished and that plan was adopted by the Board of Commissioners on August 12, 2009 by resolution # 151. (See a description of the Master Site Plan at Appendix D-5.)*



### **3. Holmes Harbor Public Water Access**

The Port is aware that the Island County Non-Motorized Trail Plan has established a priority for identifying and developing publicly-owned access points to the water on the eastern shoreline of Central Whidbey. There is significant public interest in the development of small scale hand-craft launch sites to Holmes Harbor. The Port intends to cooperate with Island County efforts to develop small scale hand-craft launch site(s) in the Greenbank area, and will consider developing a parking area at the Port Tract of the Greenbank Farm, if appropriate.

Recognizing the historic existence of a commercial marine transportation link for passengers and products in the Greenbank area, the Port will explore the possibility of re-establishing a marine transportation link in the area. A mid-Island, Greenbank area site is ideal, as it is strategically located across from the Wooden Boat Center on Camano Island. A marine link between the two popular tourist destinations would economically benefit both islands.

### **4. Transition Planning**

The Port has a lease and a management services agreement with the Greenbank Farm Management Group (GFMG), a private non-profit organization which will terminate March 31, 2014. It is in the best interests of the Port District, its taxpayers and the Greenbank Farm to initiate an evaluation of the Port's options for the management and operations of the Port Tract well in advance of the termination of these two contracts. The future lease options of the majority of the Commercial Area property and its buildings must be carefully considered to ensure minimal impact on the subtenants of GFMG and Farm activities.

## **NEW PROJECTS/INITIATIVES**

### **1. Agricultural Innovation Projects**

The decline in Central Whidbey Island agriculture is of serious concern to the Port of Coupeville. The roots of the historic culture and character within the District are agricultural. Farming is a key factor in the District's economic vitality. Its direct contribution is magnified by the intrinsic importance of the scenic vistas of open farmland to tourism. The Port is committed to participating in local initiatives to forestall the disappearance of working farms in the District, and re-build a sustainable local agricultural economy that capitalizes on the unique opportunities of Central Whidbey Island.

There is no single, simple solution. The average Island County farm's market value of production is significantly less than a decade ago. Their operating deficits continue to increase. The economic factors driving this negative bottom line are well documented. The result is a dramatic decrease in the last ten years of the number of farms and the number of acres in production. Compared to other counties in our bioregion, the key indicators for agricultural health reflect a faster than average decline in Island County. Across the State and within this bioregion, projects to encourage and support local agriculture are being implemented. The community dialogue is stimulating new ideas and new ways to collaborate.

The Port will seek partnerships and collaborative opportunities with local, regional, state-wide and national efforts to reverse the decline in the number of farms, the amount of land in production, the market value of production and agricultural profitability within the District. The Port will actively participate in the ongoing assessment of the needs of agriculture in the District, and the identification of innovative projects with the potential to impact systemic change. It is the intention of the Port to play an active role in increasing the economic viability of local agriculture by funding such agricultural innovation, where appropriate and within its funding capacity.



## **2. Air Transportation Facility**

The Port recognizes the synergistic benefit an airport has on a community, and the stability that public ownership can provide for such a facility. The Port views the possibility of the acquisition of an existing airfield as a fundamental enhancement of the vitality of the Port District. The US Navy's Outlying Field (OLF) is in the Port District. It is under federal ownership and in active use by the Navy. There is always the possibility that OLF may be declared surplus at some point in the future. It offers an ideal site, location and infrastructure for a general aviation facility. The Port will pursue OLF as an opportunity to develop a publicly owned airport, solely or in partnership with Island County, if it should become available.

*Note: The Port was approached by a private individual in 2009 with an offer to sell the Joel Eisenberg Airfield (formerly Wes Lupien Field), an existing civilian airport, that is contiguous to, but beyond, the northern boundary of the Port District. After due consideration and listening to public comments, the Board of Commissioners decided that acquisition of that facility at that time would not be financially prudent.*

## **3. Light Industrial Development**

The Port is aware that there is increasing pressure on rural areas of Whidbey Island to develop commercial and light industrial uses. Providing suitable facilities for such development is a common undertaking of port districts. The Port recognizes that light industrial businesses add diversity and stability to the local economy. They can create needed family wage jobs. Light industrial parks can provide flexible space for startup businesses, and also workshop and studio space for arts-based businesses that will contribute to the existing art-tourism attraction of Central Whidbey Island. For these reasons, the Port intends to identify and acquire property to build a light industrial business park(s) in the existing "Light Manufacturing" or "Airport" zones in the District. However, it will pursue such infrastructure development with a commitment to preserving Central Whidbey Island's rural landscape by site choice and careful design. Light industrial parks, if properly designed and operated, will not detract from the rural and scenic character of the District. Sites will be chosen that are isolated from the scenic landscape that drives the tourism economy, or among existing light industrial development. Building and site design standards will incorporate environmental protection measures, as well as rural and historic elements, to mediate the visual impact of the building(s) and the site without diminishing the efficient and profitable use of the site.

## **4. Alternative, Sustainable Energy Projects**

The Port is cognizant that the natural resources of its Island home are finite. It is committed to environmental stewardship as a key value, recognizing that it is essential to its long-term economic goals. The Port will actively seek projects which incorporate alternative/sustainable energy creation. It will give higher priority to sustainable energy projects that enhance the economic viability of local agriculture. The Port will not participate in energy projects which will mar the scenic landscape that our tourism economy depends upon. In addition, the Port is committed to utilize reasonable energy conservation practices in all its activities.

# **SECTION IV**

# **IMPLEMENTATIONS**



# Operational and Capital Development Plan

## IMPLEMENTATION

The Board of Commissioners of the Port of Coupeville will consider the commencement or continued implementation of the following projects and initiatives annually as a part of their budget adoption process. The decision to move forward, or continue with the implementation of a project or initiative, will be driven by organizational and staff resources, and funding availability. The implementation of major capital building projects or property acquisition initiatives will require the development of a specific, individualized project master plan. The project master plan shall include, but not be limited to: project scope of work, a financial plan for acquisition or improvement of the property or facility and its ongoing operation, identification of allowed property uses, a conceptual site plan, building design concepts, general development and landscaping guidelines, consideration of the environmental features, utility requirements, and a review of its compliance with Port District Strategic Statements and Project/Initiative Selection Guidelines.

### COUPEVILLE MARINE FACILITY

#### **1. Volunteer Auxiliary**

The Port will take the following steps to facilitate the establishment of a volunteer auxiliary:

- a. Make known to the public by statements at regular monthly meetings that the Board of Commissioners will welcome initiatives from residents of the Port district to form a volunteer auxiliary.
- b. Receive and consider all such initiatives and provide informal guidance as to the charter and bylaws of the volunteer auxiliary.
- c. Provide regular informational inputs to the volunteer auxiliary and cooperate with the efforts of the auxiliary insofar as possible without formal financial or administrative connections.

#### **2. Coupeville Marine Facility Marketing Plan**

The Port will take the following steps to identify and implement an aggressive marketing plan for its existing Coupeville marine facility to increase use by short-stay and small craft boaters without compromising its environmental stewardship values.

- a. Engage a marketing specialist to develop a regional marketing and advertising plan to increase boater awareness of the facility, its amenities and its proximity to nearby shops, restaurants, accommodations and nearby attractions. Partnerships or links with Island County, the Town of Coupeville, Front Street merchants, and Langley and Oak Harbor marina marketing efforts will be considered in the development of the plan.
- b. Develop a multi-year budget with the goal of full implementation of the marketing plan.
- c. Engage a website designer to create a website for the Port of Coupeville, which can be linked to appropriate Island County tourism sites, like the Greenbank Farm, Central Whidbey Chamber of Commerce and Ebey's Landing National Historical Reserve.

#### **3. Marine Transportation Links – Passengers and Products**

The Port will take the following steps to establish the Coupeville wharf as a vital link in a viable marine transportation system moving passengers in Puget Sound.

- a. Continue to encourage and support private entrepreneurial ventures proposing passenger service between Coupeville and other marine destinations.

- b. Continue to participate in planning efforts by other public entities to create opportunities for the development of marine transportation hubs in Central Whidbey.
- c. Identify upgrades to the wharf which would support vessels providing passenger service.

The Port will explore opportunities to re-establish commercial waterfront facilities to serve as a marine freight link in the Town of Coupeville.

- a. Encourage and support private entrepreneurial ventures proposing a marine link for the movement of local water-based industries' products and materials.
- b. Explore opportunities for public and private partnerships.

#### **4. Wharf and Moorage Recreational Boating Improvements**

The Port will take the following steps to increase use of Coupeville marine facility.

- a. Maintain the four outlying mooring buoys.
- b. Needs Assessment: The Port will convene a focus group of boaters to identify environmentally responsible upgrades and enhancements to the wharf and current moorage options that will increase their appeal and usability for recreational boaters, hand-carry crafts and small boat sailors.
- c. Implementation Plan: The Port will develop an implementation plan for the upgrades and enhancements, which will prioritize each, identify potential funding options, and establish a budget commitment with the goal of full implementation.

#### **5. Front Street Entrance Improvements**

The Port will actively participate in maintaining and enhancing the attractiveness, accessibility and sustainability of the Front Street business district.

- a. Join the Front Street revitalization planning dialogue with the Town of Coupeville and the Central Whidbey Chamber of Commerce. Evaluate potential projects that may be appropriate for Port funding support.
- b. Support the WSU Beach Watchers fundraising effort to sell named pavers to pave the entrance to the Coupeville wharf.
- c. Develop an overall site plan, including landscaping and signage, to enhance the aesthetic appeal of the Front Street entrance to the wharf utilizing low impact development standards.
- d. Develop an implementation plan for the site enhancements, which will prioritize each, identify potential funding options, and establish a budget commitment with the goal of full implementation.

### **GREENBANK FARM FACILITY**

#### **1. Conservation Easement**

The Port will take the following steps to establish a permanent conservation easement in the Port Tract.

- a. Continue to work with Island County to resolve any issues that develop from the fee appraisal of the "Full Value" of the development rights surrendered under the easement or that spring from the final drafting of the Title Deed to the Conservation Easement.
- b. Keep the residents of the Port district fully informed as to progress on this initiative.

#### **2. Develop Greenbank Farm Economically**

The Port will work with the Island County Economic Development Council and other local resource organizations to seek opportunities to generate revenue from the Greenbank Farm over and above that which is required to simply maintain it in the status quo. In doing so, the Board of Commissioners will



remain especially mindful of its responsibility to maintain the farm in its pastoral and environmentally friendly (and organically certified) status.

### **3. Holmes Harbor Public Water Access**

The Port will continue to monitor Island County's progress toward development of small scale hand-craft launch sites to Holmes Harbor. The Port will consider making a site available for the development of a parking area for hand-craft boaters on the Port Tract of the Greenbank Farm, if appropriate.

The Port will consider the feasibility of its involvement in private or public efforts to establish a marine transportation link for passengers and products to Holmes Harbor in the Greenbank area. Port participation or Port acquisition of property solely or in partnership with others, would be predicated upon property becoming available for sale by willing owners, community support for creating a commercial water link, analysis of environmental impacts, the availability of funding for acquisition, construction and ongoing maintenance, and appropriate permit approval from Island County and Washington State.

### **4. Transition Planning**

The Port will convene an executive planning group no later than March 1, 2012 to begin the evaluation, planning and decision process to ensure a smooth transition from the current master lease and management services agreement to a new arrangement considered to be in the best interest of the Port District, its taxpayers and the Greenbank Farm. The executive planning group will take steps to include but not be limited to the following to achieve this objective.

- a. Seek and consider public comment on Greenbank Farm activities, operations, maintenance and management.
- b. Evaluate the record of cooperation between the Port and the Greenbank Farm Management Group (GFMG).
- c. Evaluate the record of performance of GFMG in terms of its stated commitments for fund development, attraction of volunteer in-kind support and stewardship of the capital and environmental resources of the Port Tract.
- d. Explore viable alternatives to a contractual relationship with a non-profit organization.
- e. Explore contractual alternatives to a lease and/or management services agreement.
- f. Recommend a course of action to govern the transition in 2014.

The intention of the Port is to take the necessary legal and administrative actions to enable the Board of Commissioners to approve a transition plan at least six (6) months prior to the current lease and management services agreement termination date.

## **NEW PROJECTS/INITIATIVES**

### **1. Agricultural Innovation Projects**

The Port will take the following steps to reverse the decline in the number of farms, the amount of land in production, the market value of production and agricultural profitability within the District.

- a. Needs Assessment: The Port will take an active role in the community discussion regarding the loss of farmland and agricultural activity in the District. It will consider the commitment of Port resources to support the process of identifying the problems and potential solutions, when appropriate.
- b. Project Identification: The Port will actively work with community partners to identify existing or new projects and initiatives, which will improve the economic viability of agriculture and preserve working farmland in the Port District. These may include but are not limited to the following.
  - i. Product-to-market infrastructure improvements (cooperative delivery off- and on-Island, cooperative refrigeration and centralized warehouse facilities, etc);

- ii. Agriculture development incubation projects (oilseed crops for biodiesel, microbrewery use of local wheat/barley crops, a Whidbey Island farm label, etc).
- iii. Marketing initiatives designed to attract the public to farm businesses (farm product brochures, farm directory/map, road directional signage, an annual event/festival directly focused on local farm product{s}, etc).
- iv. Expansion of farmers' market opportunities.
- v. Value-added agricultural business projects (fiber processing facility, meat processing/butchery, community commercial kitchen, etc).
- c. Funding Opportunities: The Port will identify projects which are within their capacity to implement, solely or in partnership with others. The Port will actively seek public funding opportunities and private partnerships to supplement Port resources, thus expanding the scope of projects it can undertake.

## **2. Air Transportation Facility**

The Port will monitor the federal surplus process in which Outlying Field (OLF) may become available, with the intention of acquiring the facility solely or in partnership with Island County to develop a general aviation facility.

## **3. Light Industrial Development**

The Port will take the following steps to pursue the development of a light industrial business park(s) in the District.

- a. Work with Island County to identify existing light industrial park sites, and other sites suitable for light industrial zoning.
- b. Evaluate sites suitable for light industrial development that will not impact scenic landscape essential to tourism.
- c. Identify funding sources for acquisition of property, utility infrastructure improvements, and construction of buildings suitable for light industrial uses.
- d. Develop and approve a comprehensive project master plan for property acquisition, design, permitting and construction.
- e. Secure a contingency option on the purchase of appropriate property.
- f. Identify potential uses and actively seek tenants, prioritizing businesses that are compatible with Central Whidbey environmental and rural values.
- g. Secure funding and implement Project Master Plan.

## **4. Alternative / Sustainable Energy Projects**

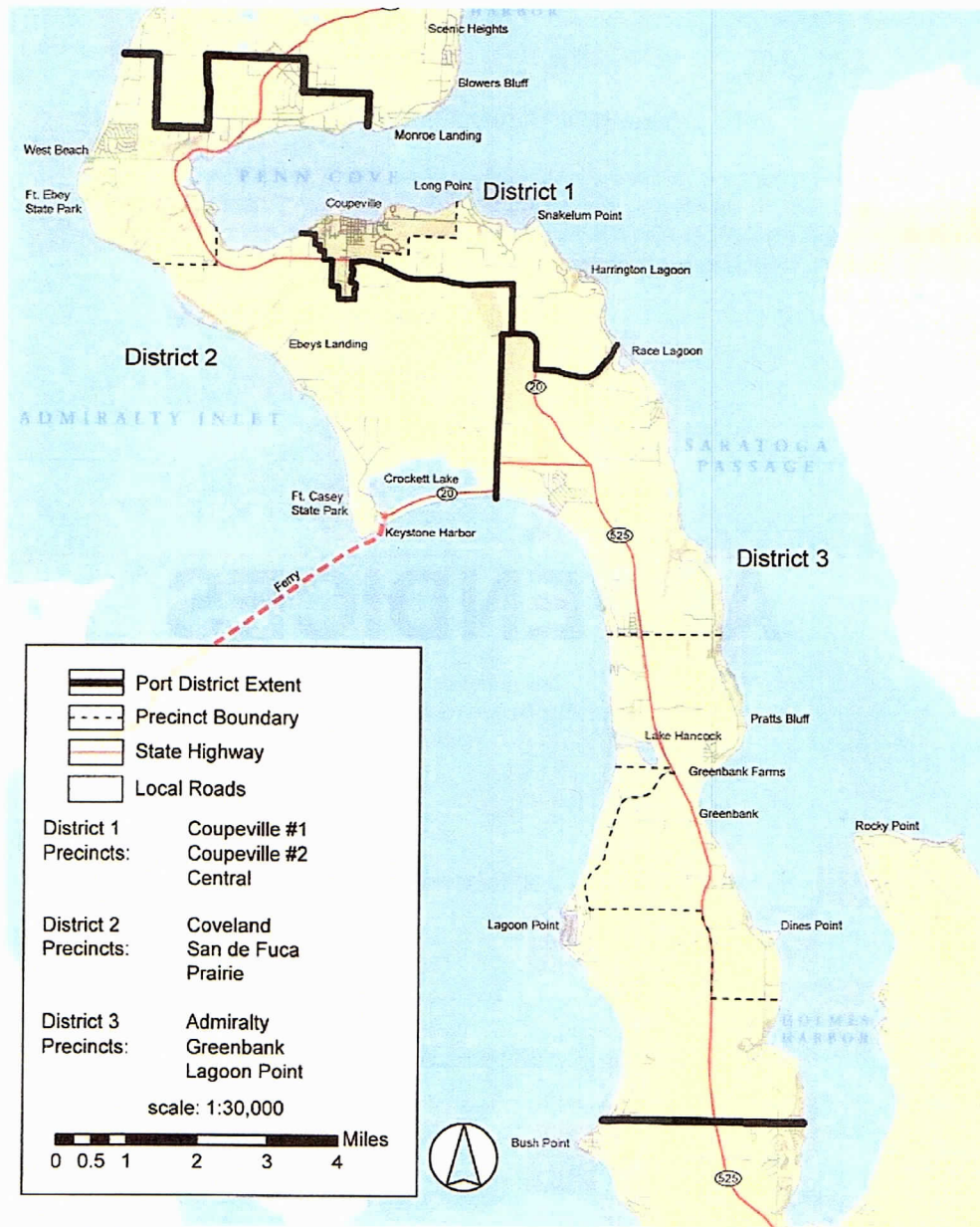
The Port will take the following steps to involve itself with local alternative/sustainable energy businesses and resources, with the goal of participating in projects that the Port could be instrumental in implementing.

- a. Work with Island County, the Washington State University Waste Wise program and the Sustainable Whidbey Coalition to identify existing public and private activity in the alternative / sustainable energy field.
- b. Participate in public-private alternative / sustainable projects as funding and resources become available.
- c. Identify and implement energy conservation practices which will reduce its operational energy use, where appropriate and cost effective.



# APPENDICES

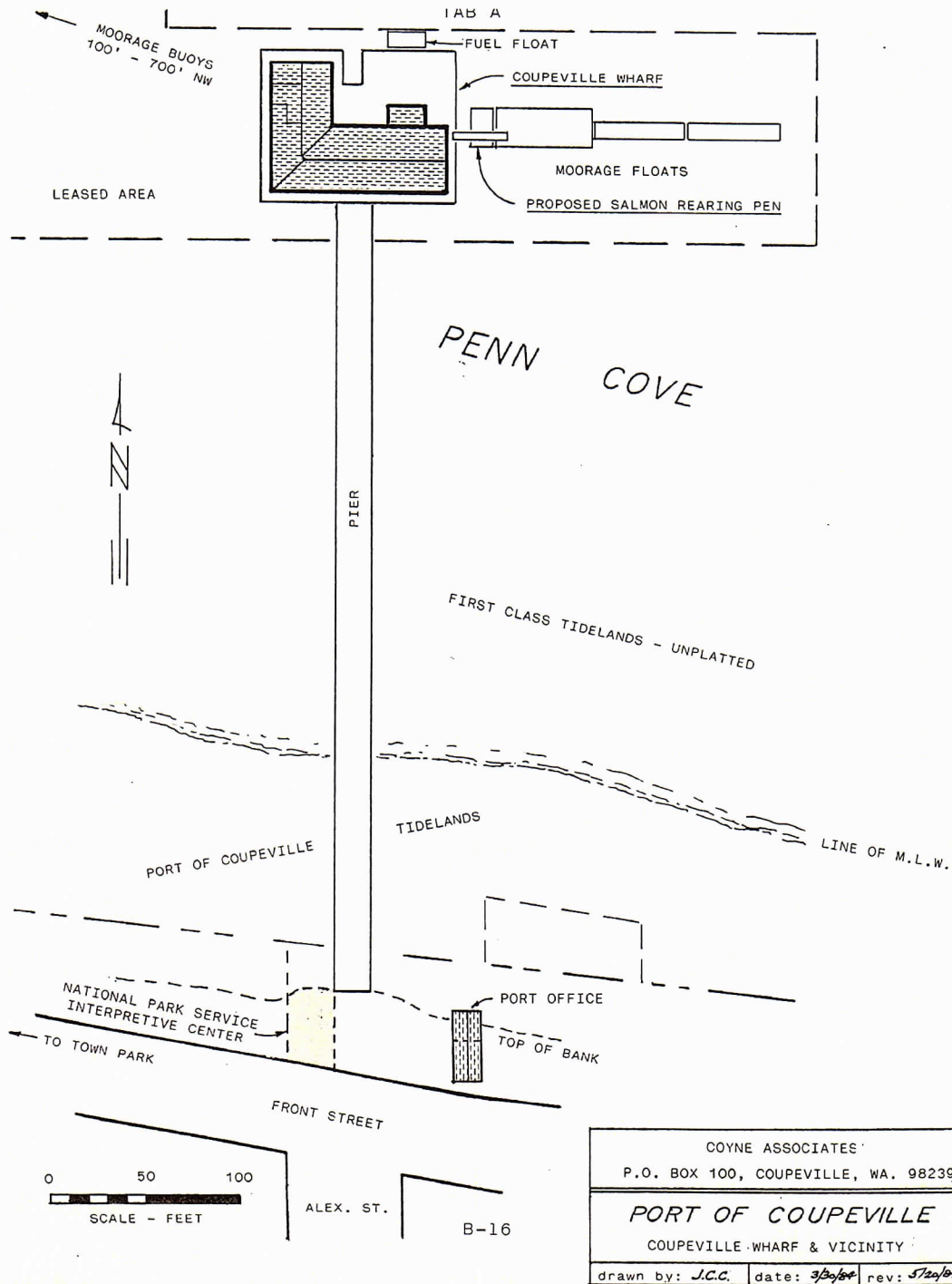
# Port of Coupeville



## District Map



# Coupeville Marine Facility



## Coupeville Marine Facility TENANTS and TERMS

**Port Leases:**

	<i>Unit</i>	<i>Initial End Date</i>	<i>Renewal End Date</i>
<b>Wharf</b>			
Restaurant	26 - East	April 7, 2009	April 7, 2012
Gift Store	26 – A, B, C	December 31, 2008	December 31, 2011
Local Grown	26 - D		
<b>Front Street</b>			
Clothing Store	24 - South	June 30, 2009	June 30, 2012
Port of Coupeville	24 - North		
National Park Service	-	October 12, 2032	



## Summary of Special Review District Zoning Port Tract of Greenbank Farm (ICC 17.03.062)

(Do not use as a legal document – Accuracy not guaranteed)

The special review district zoning allows for development and specific uses that have been approved by the adoption of a Greenbank Farm Port Tract Master Plan by the Port of Coupeville, and the adoption of a Greenbank Farm Port Tract Comprehensive Plan by Island County, as an amendment to the Island County Growth Management Act Comprehensive Plan. A complete document including the Master Plan, Island County Code (ICC) Uses, Restrictions and Development Standards, and the Comprehensive Plan are available by request from Island County or the Port of Coupeville.

### REVISION PROCESS:

Changes to Master Plan, Comprehensive Plan or Ordinance only through an Island County Annual Review Amendment process. (ICC16.26)

### SETBACK & HEIGHT RESTRICTIONS:

New structures:  $\geq 50$  feet from property lines (existing non-conforming structures cannot decrease distance)

New, additions & expansions:  $\leq 35$  feet tall

Roadways:  $\geq 300$  feet from SR 535 right of way,  $\geq 50$  feet from Wonn and North Bluff Road right of ways

### DEVELOPMENT STANDARDS:

Parking: ICC 17.03.180.Q except designated temporary/overflow parking areas can only be used during festivals/events held in Commercial Area – otherwise permanent parking must accommodate all other use.

Site Coverage: (exempt ICC) maximum impervious surface = 10% of total area – only in Commercial Area

minimum open space = 83% of Special Review District

development = Commercial Area only

building coverage = based on square foot allowed in all zones

Lighting: ICC 17.03.180.R (2.a.-d), (2.g.ii-v), (3), (4), (6) – primary issue is shielding light source

Signage: ICC 17.03.180.R and Special Review District Greenbank Farm Sign Code

Building design: ICC 17.03.180.P – goal of section is to require consistency with historic, rural & agricultural character

General Development: ICC 17.03.180.A except subsection (1) & (2) - general standards for non-residential use.

## Permitted, Conditional and Prohibited Uses by Zone

### AREA 1 – AGRICULTURE

<i>Permitted Uses</i>	<i>Conditional Uses (with approval IC)</i>	<i>Prohibited Uses</i>
Agricultural buildings - footprint ≤ 1,000 square feet	Agricultural buildings - footprint 1,000-1,500 sq. ft.	Agricultural buildings - footprint ≥ 1,500 square feet
		*Maximum footprint 3,000 square feet for all
Agriculture - per Ag Best Management Practices		Residential structures
Organic Farming - per National Organic Standards		Commercial structures
Grazing		Surface mining
Greenhouses		Septic drainfields
Fences		Camping
Trails		Used permitted Recreation and Commercial Areas

### AREA 2 – RECREATON

<i>Permitted Uses</i>	<i>Conditional Uses (with approval IC)</i>	<i>Prohibited Uses</i>
Benches, similar rest areas & view spots	None	Structures - except fences, gazebos, benches
Trails		Camping
Picnic areas - ≤ 2 gazebos @ ≤ 200 square feet		Temporary tents, booths, etc
View spots, interpretive & unmanned info kiosks		Motor vehicles - except farm or maintenance equip
Passive recreation activities		Agriculture - Including livestock
Fences		
Temporary activities incidental/supportive to temporary uses in Commercial Area - no structures		Uses permitted in Agriculture or Commercial Areas - -other than fences, gazebos, benches



### AREA 3 – COMMERCIAL

<i>Permitted Uses</i>	<i>Conditional Uses (with approval IC)</i>	<i>Prohibited Uses</i>
New structures - footprint ≤ 5,000 square feet	Any use not specifically permitted or prohibited	New structures footprint over 5,000 square feet
		*Maximum footprint 10,000 square feet for all new
Additions/Replacement existing structures ≤ 10% expansion footprint – once @ building		Expansion existing structures - ≥ 10% gross floor area
Overnight camping during festivals = sponsors/vendors OK - attendees/general public NO		
Classrooms		
Meeting halls - ≤ 250 @ hall – aggregate all ≤ 500		
Fuel storage		
Tourist information center		
Hostel - ≤ 10 individuals		
Art centers, including indoor/outdoor performing arts		
Retail/wholesale stores		
Residences - ≤ 2 dwelling units		
Marketplace local goods - farmers & flea markets		
Food and/or beverage retail		
Commercial kitchens		
Community events, indoor concerts, weddings, arts/crafts shows, receptions - ≤ 400 people		
Festivals - ≤ 4,000 attendees per day @ ≤ 4 days		
Schools		
Park-n-Ride – non-impervious surface & per landscape screening code		
Administrative offices for businesses operating @ GBF, Port, other non-profit or public org.		

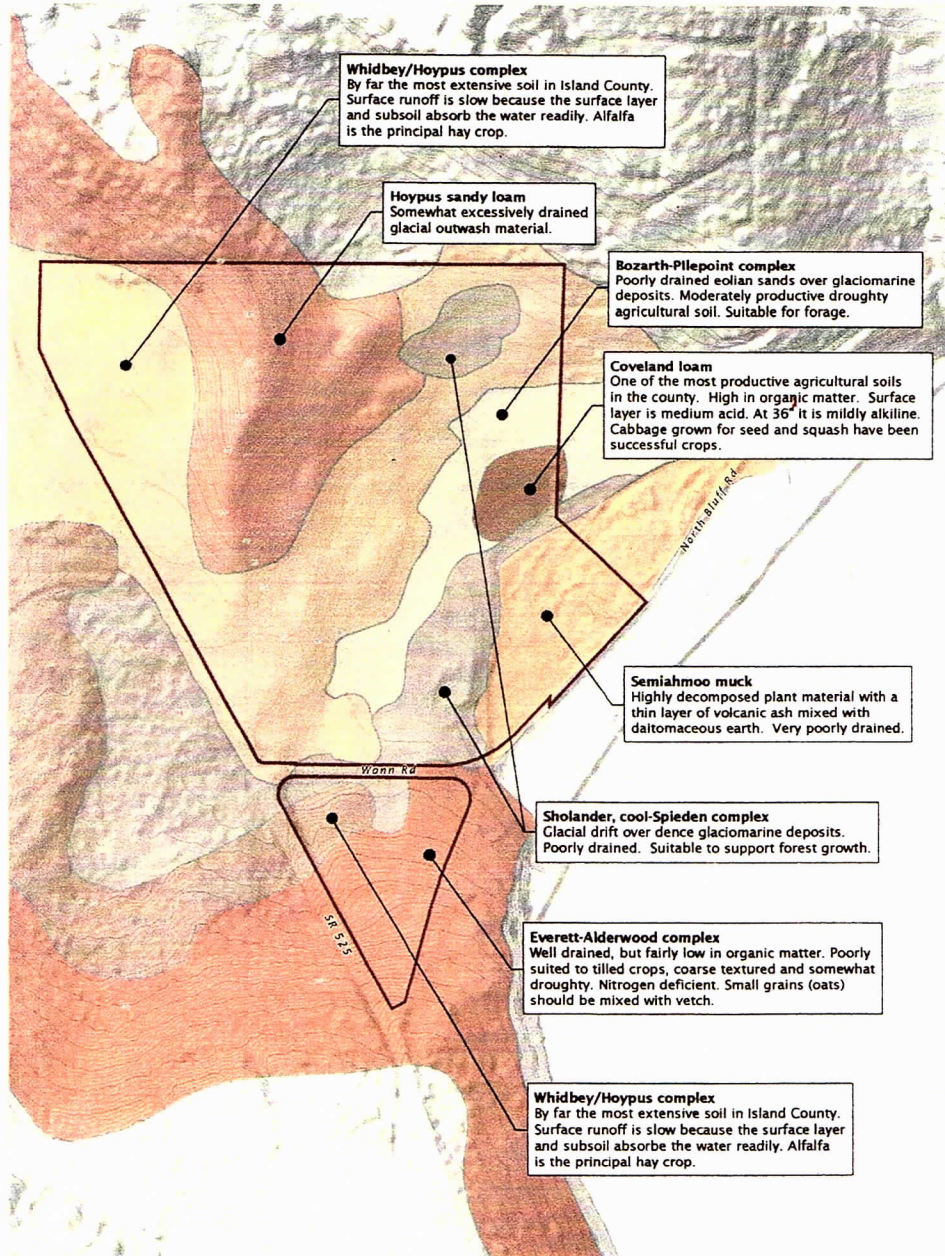
### AREA 4 – ENVIRONMENTALLY SENSITIVE

<i>Permitted Uses</i>	<i>Conditional Uses (with approval IC)</i>	<i>Prohibited Uses</i>
Low impact trails & passive recreational uses	None	Activity/use not OK in IC Critical Areas Ordinance
Bird observation platforms		Agriculture - in critical area and buffer
Interpretive areas		Camping

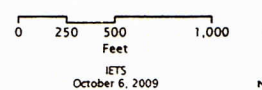
# Greenbank Farm

Whidbey Island

## USDA NRCS 2009 Soil Survey Unit Descriptions



Contours are at 2' intervals (NAVD 88), and are derived from a 2002 lidar digital elevation model. Soils are from the May 2009 NRCS SSURGO dataset - refer to the Island County Soil Survey for key to soil symbols and descriptions of soil units. All locations are approximate.



## Appendix C-2



## **GREENBANK FARM SPECIAL REVIEW DISTRICT SIGN POLICY**

### **GUIDING PRINCIPLES:**

- To protect the unique natural beauty and rural character of the Greenbank Farm.
- To encourage the effective use of signs as a means of communication for the convenience of the public.
- Prevent the over concentration, improper placement and excessive size of signs.
- To maintain and enhance the aesthetic environment while promoting creativity and the Farm's ability to attract sources of economic development and growth.
- To minimize the possible adverse effect of signs on nearby public and private property
- To acknowledge the Farm borders a Washington State Scenic Byway.

**SCOPE OF POLICY:** This policy applies to the land and buildings within the boundaries of the Greenbank Farm tract owned by the Port of Coupeville, regulated by the Island County Comprehensive Plan and Zoning Ordinance specific to the Greenbank Farm Special Review District.

### **PRE-EXISTING SIGNS:**

- Existing monument and freestanding signs along the State Highway 525 and Wonn Road shall be maintained in a structurally sound condition and be maintained in good repair. If these signs are determined to be a hazard to safety, health or public welfare by reason of inadequate maintenance, dilapidation, or electrical, they shall be removed. Any replacement sign will be required to meet the Island County Sign Standards at the time of replacement.
- Existing kiosk signs on Farm trails are considered directional signs, defined in this policy.
- The single, existing free-standing identifying the Island County Master Gardener Association Educational Garden shall be maintained in a structurally sound condition and be maintained in good repair. If this sign is determined to be a hazard to safety, health or public welfare by reason of inadequate maintenance or dilapidation, it shall be removed. Any replacement sign will be required to meet the standards set forth in the Greenbank Farm sign policy at the time of replacement.

### **GENERAL CONDITIONS FOR ALL SIGNS:**

**Prior approval:** Designs must be submitted to GFMG Executive Director for approval prior to sign construction to ensure coordinated signage throughout the complex, and fair, consistent enforcement of this sign policy.

**Design:** All signs, including its support structure and components, must be:

- creative and distinctive;
- architecturally compatible with the Farm and its surroundings (including color);
- an integral component of the style and character of the building to which it relates;
- appropriate to the type of activity to which it pertains;
- protects the view of the night sky;
- expressive of the identity of individual proprietors or the community as a whole, and
- appropriately sized for its context.

Sign colors shall provide sufficient contrast to be legible, yet be subdued enough to blend with the natural landscape and/or surrounding structures. Bright or fluorescent colors and reflective surfaces are prohibited.

Content: Business signage shall contain only business name and/or logo.

Permanent signs: All new, permanent signage shall be attached to structures. No new, permanent, freestanding exterior signs (excluding directional or educational signage) will be allowed on Farm driveways, sidewalks, parking areas, lawns, gardens, trails, fields, accesses, right of ways or easements.

Temporary signs: Building tenants may not put up sandwich boards, banners or other temporary exterior signage on Farm buildings or property (driveways, sidewalks, parking, areas, lawns, gardens, trails, fields, accesses, right of ways, or easements) without prior approval of GFMG Executive Director. All such approval will be time limited, related to a scheduled event or activity.

Directional signs: No individual signs directing visitors to individual businesses are allowed. GFMG, at its discretion, may erect kiosk-style, freestanding or monument signs to give directional emphasis for the Farm, its buildings, trails or activities, and business tenants. These kiosk or monument signs shall not exceed ten (10) feet in height.

Educational signs: Signage for educational purposes is allowable. Size of sign shall be in scale with a message to be readable for a pedestrian within in three (3) feet. The design, materials and placement shall require prior approval of GFMG Executive Director.

Interior unit signs: Signs within any leased building unit, including signs in windows, are restricted only by the tenants lease terms and conditions.

Lighting: Illuminated signs, flashing signs or moving signs are prohibited.

Workmanship: All signage is required to be made with high quality, professional workmanship. All external, permanent business signs for building tenants must be painted on wood or wood product using appropriate materials and paint for placement location.

Placement: No sign shall exceed the height of the building to which it is attached, and may not be attached to the roof of any structure. Placement and attachment method must be pre-approved by GFMG Executive Director.

Costs: All costs related to sign construction and attachment are the responsibility of the tenant.

Maintenance: All signs shall be structurally sound and maintained in good repair by the person/entity that is responsible for the business it represents. The display surfaces of all signs shall be kept neat at all times. Any sign determined to be a hazard to safety, health or public welfare by reason of inadequate maintenance, dilapidation, or electrical shall be remedied immediately.

#### SPECIAL CONDITIONS:

All first floor tenants shall be allotted one (1) exterior sign attached to the exterior of the building they occupy. The sign size shall based on distance from the curb separating the public sidewalk from the closest parking area or driveway. No sign shall exceed eight (8) feet in height.

- a) Nine (9) square feet if the primary, public entrance is twenty-five (25) or less from the curb.
- b) Twelve (12) square feet if primary, public entrance is between twenty-six (26) and fifty (50) feet from the curb.
- c) Eighteen (18) square feet if primary, public entrance is between fifty-one (51) and seventy-five (75) feet from the curb.
- d) Twenty-four (24) square feet if primary, public entrance is more than seventy-five (75) feet from the curb.

All second floor tenants shall be allotted one (1) sign next to, or on, their individual, interior entrance door, twelve (12) inches tall and twelve (12) inches wide. Greenbank Farm Management Group will provide a interior lobby sign listing all second floor tenant businesses.



MEASUREMENT:

Sign area: The area of a sign shall be computed by measuring the copy as enclosed by the smallest square, triangle, rectangle or combination thereof. Any support structures, boarding trims and decorative embellishments will not be counted against total sign area as long as said support structures, boarding trims and decorative embellishments are appropriately scaled to size of the copy as determined by the Greenbank Farm Executive Director.

Sign height: The height of a sign shall mean the vertical distance from the average line of the highest point and lowest point of finished grade adjacent to the base to the top of the highest attached component of the sign, exclusive of any filling, berming, mounding, landscaping, or excavating solely for the purpose of locating the sign.

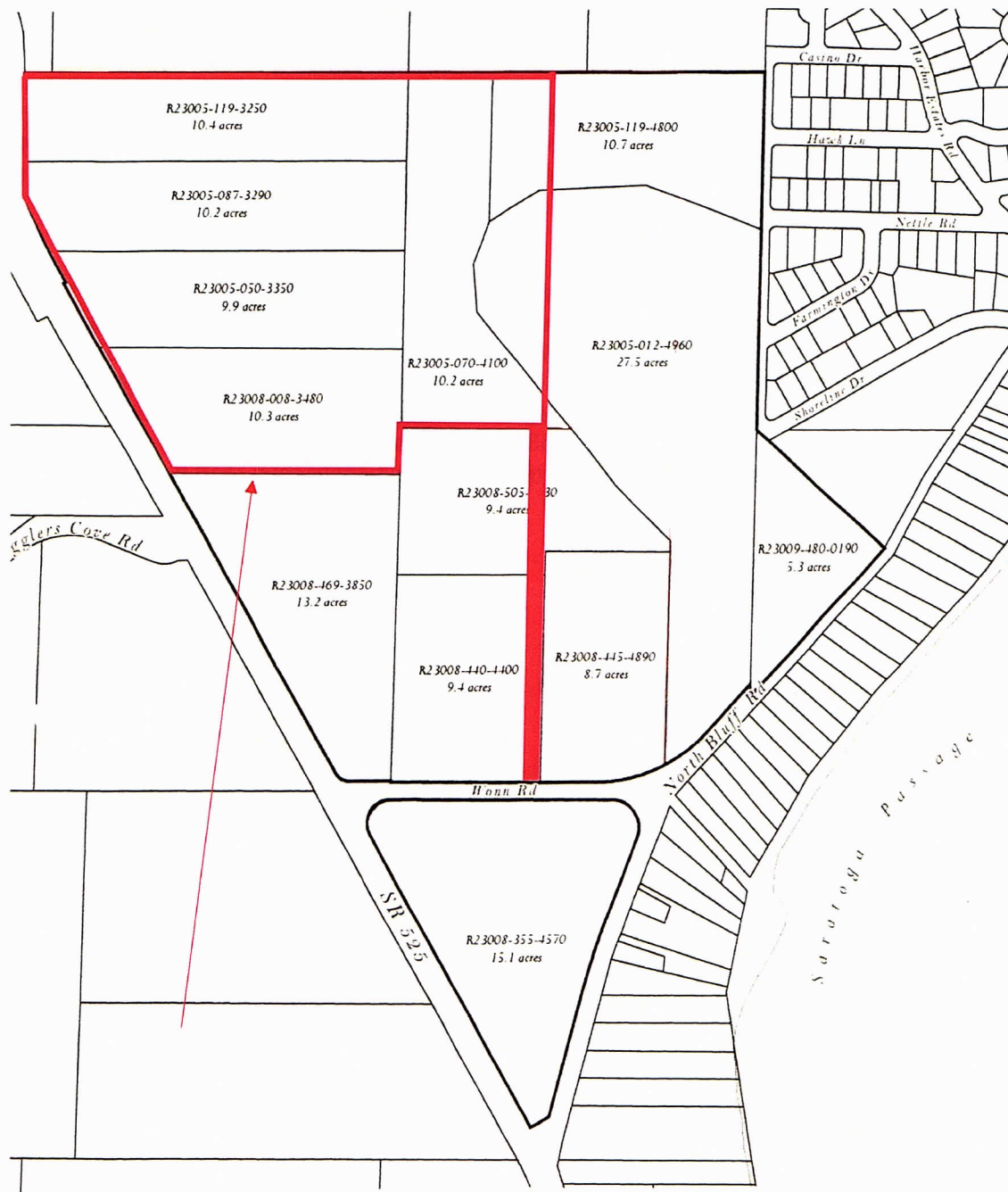
APPROVAL:PROCESS:

Sign applicants shall complete an Island County Planning & Community Development "Sign Permit Application" with required supplemental materials. The completed application packages requires approval by the Executive Director of the Greenbank Farm Management Group (GFMG) prior to submission to Island County. The Executive Director shall sign and date each page of application package in lieu of a letter of consent. Following GFMG approval, applicant shall submit in person the original and 1 (one) copy of a complete and collated application package to Island County Community Development with the appropriate fee. A copy of the approved application shall be submitted to GFMG prior to attachment of sign.

Approved this 11<sup>th</sup> day of April 2005 as the sign code governing the internal development of the Greenbank Farm Special Review District.

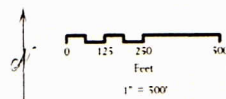
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Phillip Bakke, Director  
Island County Planning & Community Development



## Greenbank Farm

Windbox Island

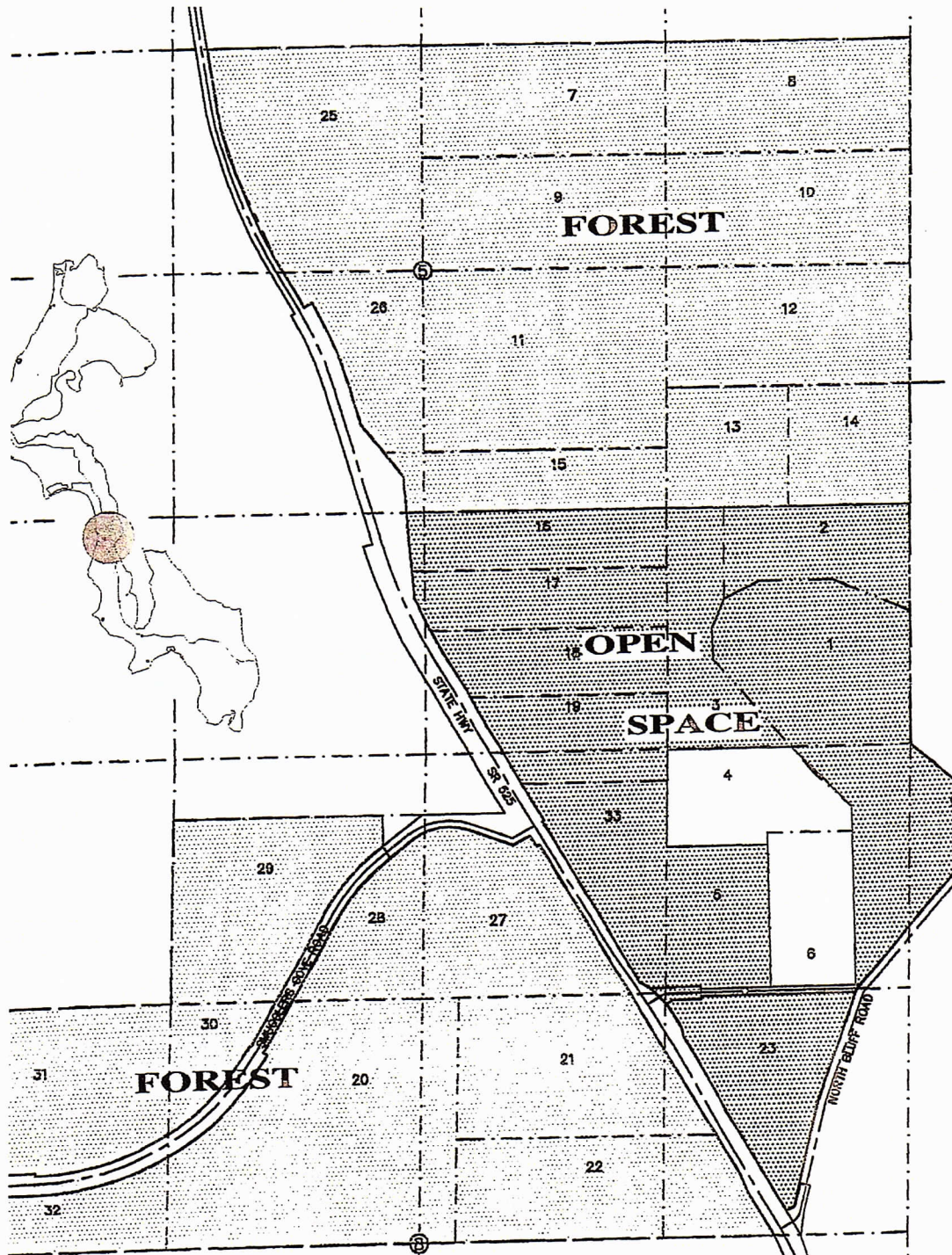


Map 6  
Parcels

## Appendix C-4

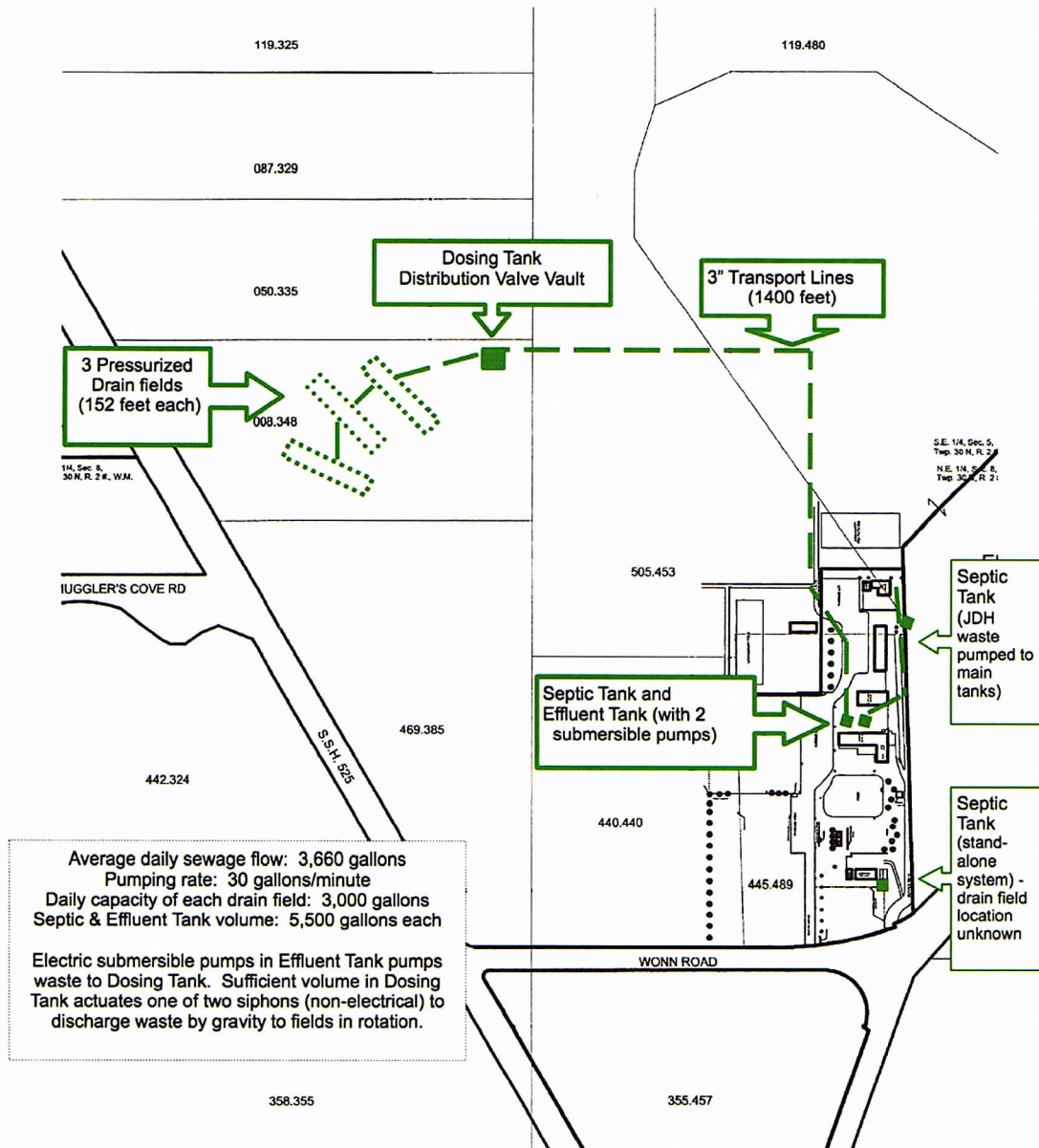


# **PARCEL MAP** **Port & Island County Tracts at the GREENBANK FARM**



# GREENBANK FARM SEPTIC SYSTEM DIAGRAM

(Illustration of an existing professional waste disposal system design)

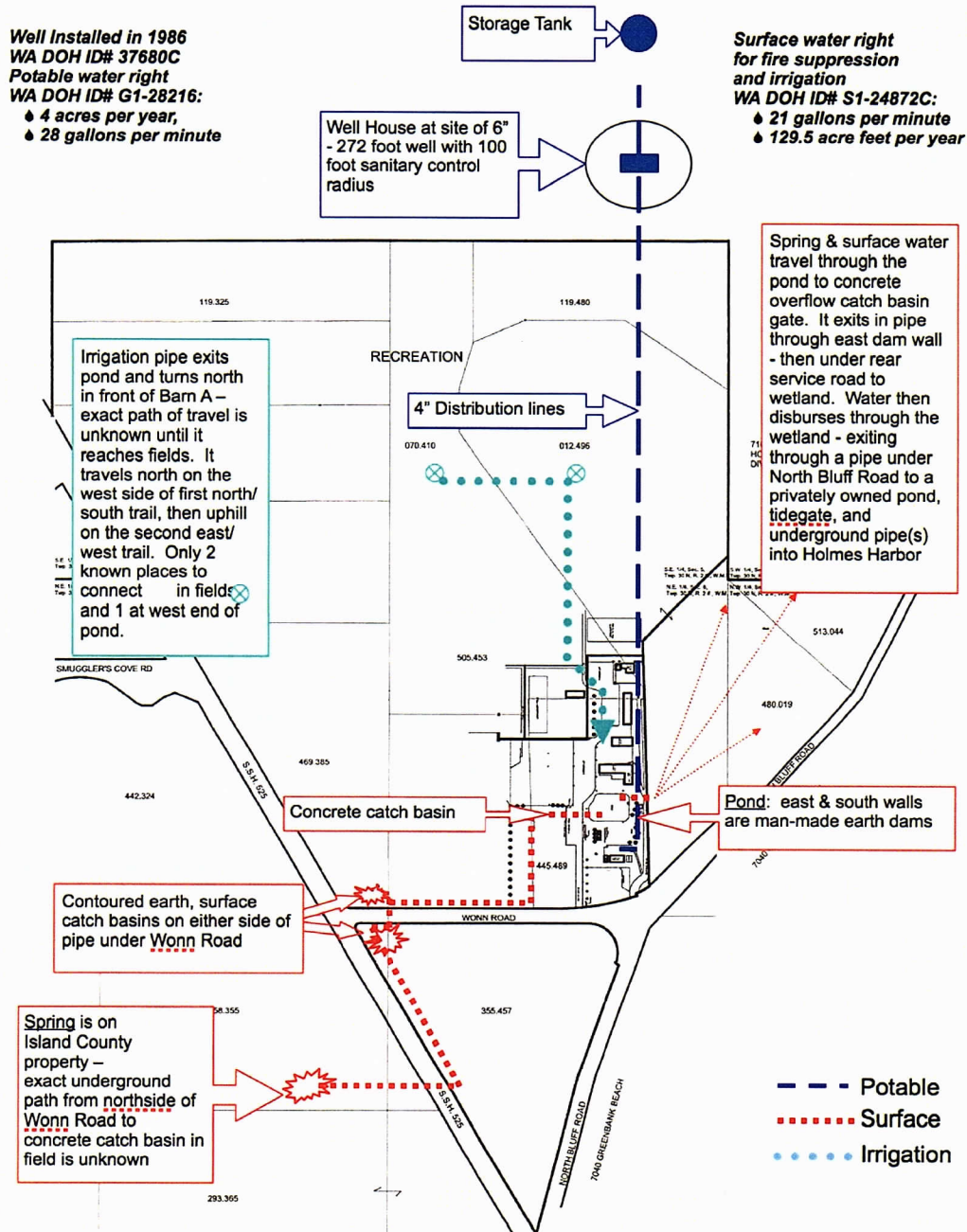


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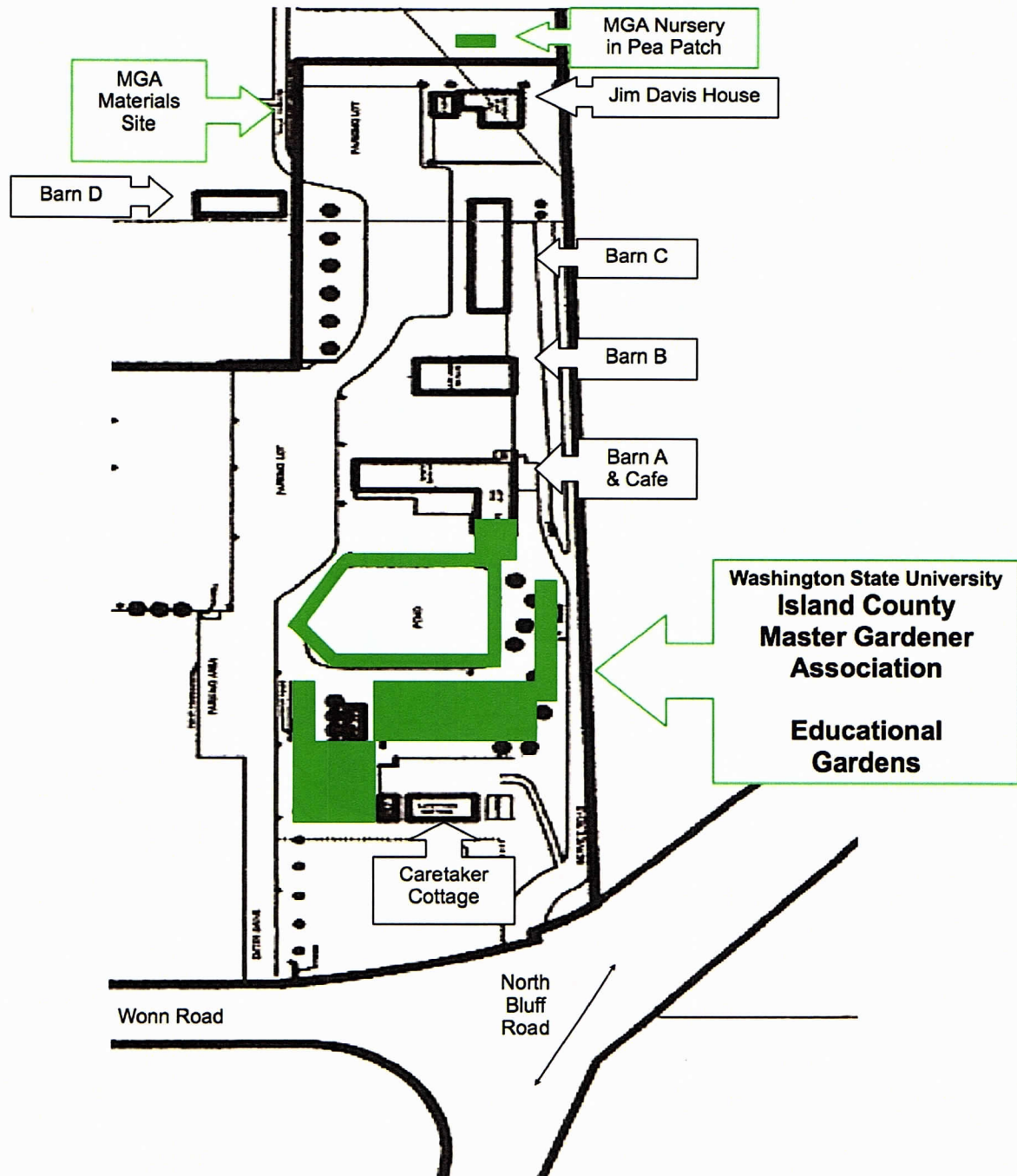


# Greenbank Farm Water Systems Diagram

(Illustration of existing potable and non-potable water systems – Do not use as legal document  
Accuracy not guaranteed)



# MASTER GARDENER ASSOCIATION ISLAND COUNTY EDUCATIONAL GARDENS at the Greenbank Farm





<b><i>Agricultural Leases</i></b>	<b>Port:</b> Christianson \$2,500/yr (Alpacas \$1,200/yr when lease w/ GFMG ends 7/31/08)
<b><i>Maintenance/Repair</i></b>	<b>GMFG:</b> maintenance/repair non-structural parts of buildings, lawns, gardens, fields <b>Port:</b> maintenance/repair building structural elements, roofs, exterior, foundations & infrastructure systems (pond, roads, parking areas, water/septic systems, fire flow)
<b><i>Capital improvements</i></b>	<b>Port:</b> capital improvements at its discretion. <b>GMFG:</b> do with Port approval
<b><i>Alteration/Improvements</i></b>	<b>Port:</b> must approve before GFMG does
<b><i>Signage</i></b>	<b>Port:</b> adopt GBF Sign Policy approved by Island County <b>GMFG:</b> enforce GBF Sign Policy
<b><i>Utilities</i></b>	<b>GMFG:</b> pays electrical, propane, garbage, telephone <b>Port:</b> provide/maintain water, septic and irrigation systems
<b><i>Insurance</i></b>	<b>GMFG:</b> maintain liability and personal property insurance <b>Port:</b> maintain fire and property insurance

### **LEASE EXHIBIT B: Lessee Commitments**

#### **GFMG Economic Development Mission Objective:**

Use the land and buildings within the Leased Premises as opportunities for local entrepreneurs to create a vital, diverse and synergistic business community which will contribute to the economic health and prosperity of the Port of Coupeville taxing districts and Whidbey Island as a whole.

#### **GFMG Preservation Mission Objective:**

Preserve the rural and agricultural character of the Leased Premises while developing opportunities for the community to use the land and buildings for gatherings, passive recreation and organic agricultural activities.

#### **GFMG Responsibilities:**

<b><i>Economic Development</i></b>	<ul style="list-style-type: none"> <li>■ Develop leased area as a commercial business center</li> <li>■ Establish a business climate, which supports small entrepreneurs</li> <li>■ Use land/buildings to create opportunities for vital, synergistic, diverse community of small businesses</li> <li>■ Recruit appropriate small business enterprises</li> <li>■ Encourage/support small agricultural businesses to establish operations</li> <li>■ Establish/maintain marketplaces for local agricultural producers, craftspeople, and artists</li> <li>■ Advertise, promote and market GBF locally &amp; regionally as a destination tourist attraction and event venue</li> <li>■ Preserve GBF historical, agricultural and rural character</li> <li>■ Continue short/long range planning, site development and coordinate with Island County re: compliance regulations, zoning and planning</li> <li>■ Maintain appropriate licenses and permits</li> <li>■ Comply with Special Review District Zoning Ordinance</li> </ul>
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<b><i>Community Vision</i></b>	<ul style="list-style-type: none"> <li>▪ Develop opportunities for community use for gathering space, passive recreation &amp; organic agriculture</li> <li>▪ Develop Leased Area as an event venue</li> <li>▪ Ensure scheduling of facilities for community events, meetings, gatherings</li> <li>▪ Develop and maintain public walking trails</li> <li>▪ Maintain the organic status of currently certified farmland</li> <li>▪ Maintain appropriate licenses and permits</li> <li>▪ Involve community volunteers in activities, projects and on GFMG Board</li> </ul>
<b><i>Facility Management</i></b>	<ul style="list-style-type: none"> <li>▪ Oversee day-to-day to ensure an attractive site and well maintained facility</li> <li>▪ Timely and professional daily oversight of repairs, maintenance and improvements</li> <li>▪ Seek approval repairs/maintenance that are Port responsibility, and coordinate completion</li> <li>▪ Oversee planning/implementation capital improvements/repairs, including grant funded projects</li> <li>▪ Negotiate/supervise and be responsible for all subleases of land/buildings</li> </ul>
<b><i>Communication</i></b>	<ul style="list-style-type: none"> <li>▪ Maintain open/honest communication with Port</li> <li>▪ Attend Port meetings quarterly</li> <li>▪ Provide comprehensive overview of activities, planning and facility issues</li> <li>▪ Provide quarterly profit/loss statements and balance sheets</li> <li>▪ Provide year-end financial statements after January GFMG Board approval</li> </ul>
<b><i>Fund Development</i></b>	<ul style="list-style-type: none"> <li>▪ Ongoing effort to seek grants and contributions for capital improvements, repairs &amp; other projects</li> </ul>

***The summaries above are not intended to be used as legal reference.  
Complete documents are available upon request from the Port of Coupeville or GFMG.***



## GREENBANK FARM MANAGEMENT GROUP STRATEGIC STATEMENTS

### Mission

The mission of the Greenbank Farm Management Group is to preserve and enhance the aesthetic character, economic value, and community use of the Greenbank Farm.

### Values

**Stewardship** is caring for the 522-acre Greenbank Farm, its rural character, natural habitat, and historical roots.

**Opportunity** is creating a diverse business environment for entrepreneurial activity, and establishing the Greenbank Farm as a unique destination place.

**Community involvement** is developing the Greenbank Farm as a place for community activity, and fostering a sense of community ownership and commitment.

### Core Assets

- Open Space
- Facilities
- Partners
- Community
- Ability to balance preservation and economic development

### Strategic Directions

1. Build a healthy, non-profit, community-based organization.
2. Provide facilities and an infrastructure to:
  - a. Support the use of the land for organic, agricultural purposes.
  - b. Create opportunities for local entrepreneurs.
  - c. Provide a venue for producing and marketing regional products and services.
  - d. Encourage community use.
3. Cultivate relationships to create a strong public/private model of support for the Greenbank Farm to ensure its open space, its rural character and the community's involvement.

*Approved by GFMG  
Board of Directors  
June 16, 2005*

Summary of Key Terms and Responsibilities  
**Lease / Management Services Agreement**  
 (April 1, 2004- March 31, 2014)

The four defining documents for the contractual relationship between the Port of Coupeville and the Greenbank Farm Management Group (GFMG) are summarized below.

**MANAGEMENT SERVICES AGREEMENT**

<b>Managed Area</b>	Non-leased areas (Agriculture, Recreation and Environmentally Sensitive, & a portion of the Commercial Area) - see attached map
<b>Fee</b>	<b>Port:</b> pays GFMG \$49,950 annually , subject to CPI adjustments after 2011

**EXHIBIT B: Scope of Work/Responsibilities of Manager**

<b>General</b>	<b>GFMG:</b> manage, operate and maintain Managed Area at GFMG expense
<b>Maintenance/Repair</b>	<b>GFMG:</b> maintenance/repair in managed area (e.g., mowing fields, trails, etc) <b>Port:</b> maintenance/repair of utility systems including water, septic, irrigation, fire.
<b>Capital Improvements</b>	<b>Port:</b> capital improvements, replacement and non-routine repairs, at its discretion.
<b>Leases</b>	<b>GFMG:</b> to facilitate communication between Port and agricultural tenants
<b>Noxious Weeds</b>	<b>Port:</b> responsible for IC code compliance
<b>Short Term Events</b>	<b>GFMG:</b> responsible for and retains all revenue (None allowed by SRD zoning) <b>Port:</b> must pre-approve
<b>Educational recreational, agricultural program</b>	<b>GFMG:</b> develop ed. & rec. programs and promote local agriculture and cottage biz <b>Port:</b> must request action

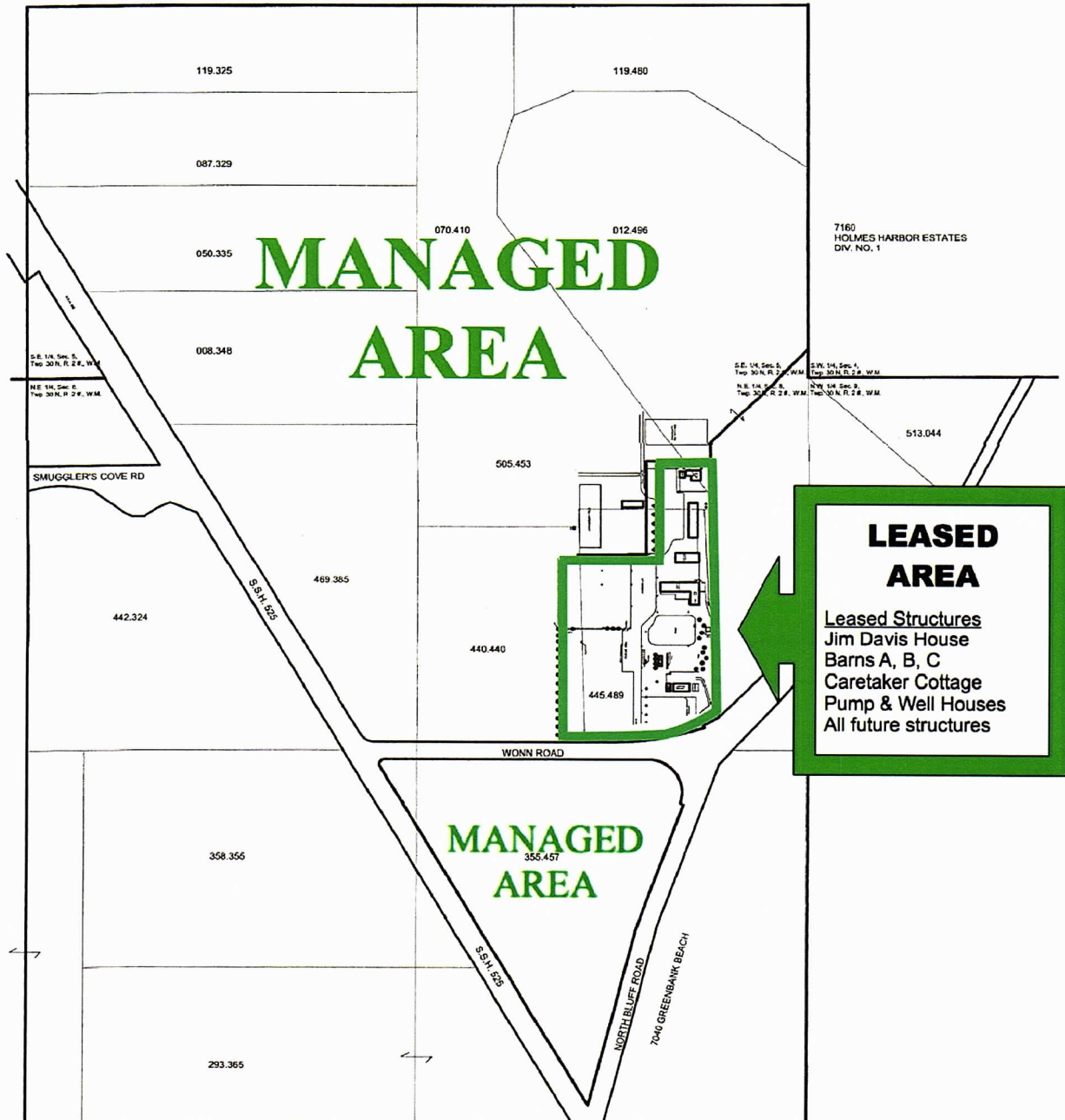
**LEASE**

<b>Scope of Use</b>	Exhibit B Lessee Commitments
<b>Leased Area</b>	Majority of the Commercial Area – see attached map
<b>Leased Structures</b>	All current and future structures/improvements in Leased Area
<b>Rent</b>	<b>GFMG: no rent payment</b>
<b>Building Subleases</b>	<b>GFMG:</b> right to sublease all current/future buildings in Leased Area <b>Port:</b> right to approve tenants, sublease terms and uses with ≥ 12 month term
<b>Rent from Buildings</b>	<b>GFMG: retains all sublease rents</b>
<b>Short Term Events</b>	<b>GFMG:</b> event management – <b>retains all revenue</b>



# GFMG LEASED AND MANAGED AREAS

(Copy of Existing Land Use – Do not use as a legal document – Accuracy not guaranteed)



## GFMG SUBTENANTS and TERMS

	<i>Unit</i>	<i>Initial End Date</i>	<i>Renewal End Date</i>	<i>Renewal End Date</i>
<b>Caretaker Cottage</b>				
Private residence	769	March 31, 2008	March 31, 2011	
<b>Barn #A</b>				
Greenbank Farm Management Group	101			
Cafe	102	March 31, 2009		March 31, 2015
Greenbank Farm Management Group	201			
<b>Gary Ando Barn #B</b>				
Cheese Shop	101	March 31, 2010		March 31, 2014
Wholesale Baking Kitchen	102	March 31, 2010		March 31, 2015
Unoccupied	201			
<b>Barn #C</b>				
Art Gallery	101	March 31, 2008	March 31, 2011	March 31, 2014
Art Gallery	102	March 31, 2010		March 31, 2014
Art Gallery	103	May 31, 2007		May 31, 2014
Land Trust Office	201	March 31, 2010		March 31, 2014
Counseling Office	202	March 31, 2008	March 31, 2011	March 31, 2014
Photography Studio	203	March 31, 2010		March 31, 2014
Administrative Office	204	May 31, 2008		
<b>John Matthias Building #D</b>				
WI Celtic Society Storage	SE	August 31, 2007		
Greenbank Farm Management Group	NE			
Greenbank Farm Management Group	C			
Greenbank Farm Management Group	W			
<b>Jim Davis House Building #E</b>				
Greenbank Farm Management Group				
<b>Building #F</b>				
Art Studio	S	March 31, 2007	March 31, 2009	March 31, 2011
Boy Scout Troop #53 Storage	N			
<b>Building #G Pumphouse</b>				
Greenbank Farm Management Group				



## Master Site Plan for the Greenbank Farm

The Port completed the development of the Master Site Plan initiative that was included in the *Comprehensive Plan 2007-2026* and, after receiving public comments, adopted the document on August 12, 2009 with Resolution # 151. Implementation of the Master Site Plan will be ongoing as funds and opportunities become available. The following paragraphs describe the organization and major features of the plan as it was developed by a group of 45 volunteers drawn from the Port district.

The Master Site Plan is consistent with the current Greenbank Farm Special Review District zoning (ICC 17.03.062), and the conservation easement described in paragraph 1, above, will be consistent with the Master site Plan. The Port will use the Master Site Plan and individual plan components to guide its responsible stewardship of the Greenbank Farm and its decisions related to future uses and development. Decisions regarding clearing, new trails, development, improvements or other actions at the Port Tract will be delayed when possible until the Port can adopt applicable components of the Master Site Plan.

The Master Site Plan includes the following components.

### a. Asset Inventory

i. Cultural and Natural Resources: an inventory of all aspects of the historic, archaeological, scenic and cultural landscape features, existing recreational locations and uses, wildlife and plant species habitat, critical habitat and environmental areas (including the wetlands), noxious and invasive plants, watershed features, and agricultural resources, including soils, drainage, infrastructure, climate, and historical, current and potential uses.

ii. Capital Facilities and Utility Systems: an inventory of the existing buildings and utility systems addressing structural integrity, capacity and limitations, uses, and capital and ongoing maintenance needs.

### b. Site Planning

i. Environmental Resources Protection Plan: identification of measures to protect, restore and enhance inventoried critical habitat and important wildlife areas and to control noxious and invasive plants. Protection planning shall be in cooperation with landowners who own critical habitat adjacent to the Greenbank Farm, at minimum, Island County, US Navy, Greenbank Beach and Boat Club, The Nature Conservancy, and any private landowners that choose to participate. This plan identifies environmentally appropriate improvements that will facilitate public enjoyment of critical habitat and important wildlife areas without adversely impacting these resources. The Environmental Resources Protection Plan was developed in association with the Agriculture Plan (see below) to ensure a proper balance between environmental protection and agricultural use. The development and implementation of a Noxious and Invasive Plant Control Plan receives immediate priority to facilitate rapid implementation of control measures which shall be considered in the development of the Agriculture, Recreation and Commercial Plans.

ii. Agriculture Plan: identification of feasible and desirable agricultural uses and locations, specific restoration and enhancement needs, and potential development partners. The plan addresses the need for new structures, their potential uses, scale and location of each, and identifies infrastructure needed to support agricultural and value-added agricultural activity. Restoring the agricultural fields to productive use receives the highest priority in planning and implementation. A primary objective of the Agriculture Plan is to promote and encourage organic agricultural uses, and to ensure continued State certification of compliance with the National Organic Standards. Agricultural use and development will be consistent with the Environmental Resources Protection Plan.

iii. Recreation Plan: identification of community priorities for enhancements to the playground, and community priorities for the locations, extent, uses, enhancements, and maintenance of the public trail system. The plan establishes appropriate stewardship guidelines for the public trail system. The plan addresses the need for infrastructure and/or structures to support passive recreational activities, and the potential uses, location and scale of proposed new structures or other improvements. Planning includes evaluation of historical, cultural or other assets which could be developed to enhance the site's attraction to visitors. The Recreation Plan is consistent with the Environmental Resources Protection Plan and the Agriculture Plan, with the aim of ensuring that important environmental and agricultural resources are not adversely impacted by expansion of existing or new recreational uses.

iv. Commercial Plan: planning for balanced development of the commercial business center to attract visitors and locals, the community's need for event and meeting venues, and the historic rural and agricultural character of the site. The plan addresses the need for enhanced or new infrastructure, new structures, renovation of existing structures, their potential uses, the economic viability of the proposed uses, the location and scale of proposed new or renovated structures, and landscaping plans. The planning process included consideration of the following: a visitor center, public restrooms with direct access from the outdoors, a structure that could accommodate a year-round farmers market and events with 250+ participants, a hub facility for the storage and delivery of produce and value-added agricultural products, and a hub facility for hand-craft boating activity. The stabilization and enhancement of the current retail core received the highest priority in planning and implementation. The planning process included consideration of the need to improve circulation of visitors among the commercial buildings.

v. Emergency Preparedness Plan: identification of the appropriate role that the Port, and its Greenbank Farm facility, can and should play in a catastrophic public emergency (e.g., an assembly site, storage for emergency supplies, a site for potable water and food distribution). This plan will be a coordinated part of the Island County Comprehensive Emergency Management Plan, and will comply with State and Federal requirements. Planned activities shall not adversely impact the Greenbank Farm's historic, rural and agricultural character, and its environmental features. *Note: This feature of the Master Site Plan is the ongoing responsibility of Port staff which makes reports and recommendations to the Board of Commissioners as the scheme of interagency coordination is developed over time.*

**c. Site Promotion**

i. Marketing Plan: an advertising plan which will attract locals and regional visitors, evaluation and recommendation of signage which will maximize the site and individual business visibility while preserving the Farm's historic, agricultural and rural character and its location along a designated Island County Scenic Corridor, and identification of the key attractions to focus highway/road signage on. The development of a marketing plan receives high priority for planning and implementation, and complements other Port marketing efforts.



## SUMMARY OF PLANNING PROCESS

At their regularly scheduled meeting May 18, 2005, the Board of Commissioners of the Port of Coupeville directed their Executive Director to begin a comprehensive planning process. To ensure community participation in the planning process, the Board of Commissioners established a Comprehensive Plan Advisory Board (CPAB).

**CPAB Membership:** Community volunteers were identified who would represent a cross section of the Port District. The Board of Commissioners approved the appointment of nine advisory board members at their regularly scheduled meeting August 10, 2005. Letters of appointment were sent to each member. The following community members accepted appointment to the CPAB.

Rudy Deck	Karen Hutchinson	Pat Powell
Mike Diamante	Lindy Kortus	Emily Ramsey
Patty Folkestead*	J-me LaQuet	Rob Harbour

*\*Patty Folkestead withdrew from participation in February 2006 due to scheduling conflicts.*

Island County Commissioner Mike Shelton and Town of Coupeville Mayor Nancy Conard were invited to attend as ad hoc, participating members.

Port Commissioners indicated their intention to attend meetings of the CPAB at will, but as observers only. Commissioners wanted the CPAB members to discuss issues, projects and initiatives without influence from the Board of Commissioners. CPAB members were encouraged to seek input from their friends, neighbors and associates, and to bring these perspectives to the CPAB discussions. Based on this, the Board would rely upon the input from CPAB members as a fair reflection of the views of the Port District electorate during the initial planning process.

**CPAB Scope of Work:** The CPAB was charged with considering and making recommendations to the Board of Commissioners on the following topics: strategic statements, plan review/update procedures, project/initiative selection guidelines, potential projects/initiatives and the implementation of proposed projects/initiatives. The Board of Commissioners pledged to consider CPAB recommendations, but retained their regulatory authority and responsibility for the content of all sections of the final comprehensive plan document.

**CPAB Timeline/Facilitation:** A target date for completion of the CPAB's scope of work was set for June, 2006 which was later extended to December 31, 2006 at the regularly scheduled Port meeting March 8, 2006. A professional consultant, Laura Blankenship, was engaged to coordinate planning process with the Port Executive Director, to facilitate the CPAB discussions, act as editor-in-chief for the planning document, and produce draft and final comprehensive plan documents within the deadlines established by the Board of Commissioners.

**CPAB Meetings:** The CPAB met once per month over a 14 month period from November 2005 through December 2006. The following is a summary of the dates, topics, presentations and attendance. Complete records of attendance and meeting summaries are archived at the Port office.

Meeting Date	Topic	Attendance	
		CPAB Members	Port Commissioners
11/15/05	Introductions, Scope of Work, WPPA Guidelines	9	2
12/12/05	Prior Planning and Strategic Statements	8	
1/17/06	Greenbank Farm: <i>Laura Blankenship, Executive Director, Greenbank Farm Management Group</i>	7	1
2/12/06	Greenbank Farm Management Group	5	2
3/21/06	Coupeville Marine Facility: <i>Jim Patton, Executive Director, Port of Coupeville</i> Town of Coupeville: <i>Nancy Conard, Mayor, Town of Coupeville</i>	9	2
4/18/06	Ebey's Landing National Historical Reserve: <i>Rob Harbour, Executive Director</i> Tour of Farm 1 & 2: <i>Leigh Smith, Resource Management Specialist, National Park Service</i>	7	
5/16/06	Island County: <i>Mike Shelton, Commissioner</i> Public Air Transportation: <i>Mark Varljen, AOPA, ASN Volunteer</i>	8	2
6/20/06	Coupeville Chamber of Commerce: <i>Carol Moliter, President</i> Island County Tourism: <i>Roseane Alspektor, IC Tourism Marketing Coordinator</i> Strategic Statements, Review/Update Procedures and Selection Guidelines	7	1
7/6/06	New Project/Initiatives	8	1
8/29/06	Coupeville Project/Initiatives	9	1
9/28/06	Greenbank Projects/Initiatives	7	1
10/17/06	Greenbank Projects/Initiatives	7	
11/20/06	Port of Coupeville Financial Status: <i>Jim Patton, Executive Director, Port of Coupeville</i> Coupeville Water-Based Business: <i>Ian Jefferds, Owner, Penn Cove Shellfish</i>	7	1
12/5/06	Final Review of CPAB Recommendations: strategic statements, plan review/update procedures, project/initiative selection guidelines, projects/initiatives and implementation	7	2

The Board of Commissioners scheduled a Special Meeting December 19, 2006 to review the entire draft plan, including the CPAB recommendations. All three Commissioners attended the meeting in which revisions were agreed upon. A ***Draft Comprehensive Plan 2007-2026*** which incorporated these revisions was approved for release to the public for review and comment at the regularly scheduled Port meeting January 10, 2007. An 80-day public review period was established, ending March 31, 2007.

Following the public review period, (*See Appendix E-5, Summary of Public Review Process*) the Board of Commissioners convened a Special Meeting April 25, 2007 to consider revisions to the draft plan based on public input, and comments received from the Town of Coupeville and Island County government. The final ***Comprehensive Plan 2007-2026*** which incorporated these revisions was approved by the Board of Commissioners at the regularly scheduled meeting of the Port of Coupeville May 9, 2007.

**Note:** This Comprehensive Plan was reviewed by a Citizen Advisory Committee in 2009 in accordance with the process established in this plan (page 6). The recommendations of the committee were briefed to the public at a Special Meeting of the Board of Commissioners on February 22, 2010. The committee's recommendations and the public's input were considered by the Board at a Special Meeting, open to the public, on March 29, 2010 and changes made to the plan were adopted, as resolution #158, at their regular monthly public meeting on April 14, 2010.



# Public Air Transportation Facility

Presentation Materials  
Mark Varljen, AOPA ASN Volunteer

## Considerations for a Civilian Airport on North Whidbey Island

Presented to the Port of Coupeville



Mark Varljen  
Coupeville Resident,  
General Aviation Pilot  
AOPA ASN Volunteer, 76S

## Why Do We Need an Airport?

We live in an Island!

Automobile travel times from Coupeville to nearby full-service aviation facilities:

- Anacortes: 58 min
- Skagit Regional: 1 hr 11 min
- Paine Field: 1 hr 52 min
- SeaTac International: 2 hrs 25 min

## What Can an Airport Do For Our Community?

- Enhanced Emergency Services
  - Medical Transport
  - Search and Rescue
  - Fire Fighting
  - Fugitive Tracking
  - Disaster Relief and Evacuation



## What Can an Airport Do For Our Community?

### Its all about the economy!

- Direct jobs/businesses (passenger transport, cargo service, aircraft maintenance, aircraft rental, flight training, fuel, etc.)
- Construction and maintenance funding from State and FAA, creating local jobs
- Transient aircraft bring tourists, purchase fuel, meals, lodging, etc.

## What Can an Airport Do For Our Community?

### Its all about the economy, continued

- Creates community income by businesses that use GA to facilitate operations
  - specialty cargo mobility/ overnight package service
  - link to the national and international air transportation network
- Increases community tax revenue

Community residents and businesses have the advantage of being able to easily compete in the global economy.

*In study after study, airports' positive economic impacts far outweigh any local public funding an airport may receive*

## Economic Benefits of Local Airports

source: WDOT, Aviation Division\*

	Jobs	Labor Earnings	Economic Activity
Lynden Municipal	18.1	\$315,385	\$1,106,585
Whidbey Airpark (Langley)	43.5	\$781,987	\$2,857,302
Anacortes	113.5	\$2,018,731	\$7,320,287
Lopez Island	121.5	\$2,206,580	\$7,591,268
Skagit Regional	178.5	\$3,274,429	\$11,668,958

Total Impact = Direct Impacts + Indirect Impacts + Induced Impacts

\*based FAA and US Department of Commerce models

NOTE: General Aviation (GA) is Major Contributor to These Numbers!

## What is GA?

- **The Airport is Not Just About Passenger Service**
- **General Aviation** includes all civilian flying except passenger airline service and the military.
  - small business
  - private
  - corporate

## How Important is GA?

- There are 219,780 GA aircraft registered in the U.S.
- GA carries 17 percent of air travelers—more than 640 million passengers a year—but uses only 6 percent of the fuel consumed for aviation.
- **General aviation is a \$64.5 billion dollar U.S. industry, providing economic growth to state and local economies**

## How Does GA Drive Economic Activity?

**People** – General aviation and related activities provide direct jobs (air taxi pilots, aircraft repair/maintenance, training, rental, supplies, fuel sales, etc.).

**Transportation** – 145 million people are carried annually in general aviation aircraft. More than 5,400 communities have direct access to general aviation for air transportation needs.

**Business** – General aviation promotes business growth by providing flexible, efficient, direct transportation – when and where businesses need it. More than 65 % of general aviation flights are conducted for business and public services.

## Airport Options for North Whidbey

- **Acquire Land (~3000 ft + RPZ, level) and Build New Facility**
  - Land scarce; land use controls; NIMBY
- **Operate from Naval Outlying Field**
  - Requires agreement with Navy – highly unlikely
- **Acquire and Renovate Wes Lupien Field (76S)**
  - Lots of Issues!

## 76S Current Status

- Ownership currently the subject of legal struggles
- Airport not really managed
- No minimum standards for service or appearance
- Maintenance/safety a potential problem – at least in perception by the public
- Even under clear private ownership, there is little prospect for funding improvements. Private ownership may not be economically viable
- **Kenmore Air is currently upgrading some facilities**
  - **GREAT NEWS!** This will facilitate passenger service, however GA facilities and other economic development is not fully addressed

Even with the Kenmore upgrades, the airport is not providing what it could to the community

## 76S Current Status

### Facilities (FAA info.)

- Wind indicator: Yes
- Beacon: white-green (lighted land airport)
- RWY Dimensions: 3255 x 25 ft.
- Surface: asphalt, in fair condition
- Weight limitations: Single wheel: 5000 lbs
- Runway edge lights: non-standard  
NSTD LIRL ONLY W 2604 FT
- Markings: Numbers and centerline only, in fair condition
- Visual slope indicator: NSTD HOME MADE VASI
- Buildings, hangers: fair condition
- Fuel storage and self-service dispenser





## 76S Current Status

### Services

- Parking: bring tie downs
- Airframe service: None
- Avionics service: None
- Powerplant service: None
- Bottled oxygen: None
- Fuel: 100LL, self serve (sometimes)
- Food: none

## 76S Operational Statistics (source: FAA)

- Aircraft based on the field: 18
  - Single engine airplanes: 14
  - Multi engine airplanes: 4
- Aircraft operations: avg. 54/day
- 55% transient general aviation
- 26% local general aviation
- 19% commercial

*Pictures of other local airports not included here.*

## Steps Forward Will Require Study and Planning



Category	Estimated Cost (\$)	Estimated Revenue (\$)	Estimated Net Cost (\$)
Land	111	79	32
Runway	151	79	72
Taxiway	151	79	72
Grass	151	79	72
Other	151	79	72
<b>Total</b>	<b>515</b>	<b>315</b>	<b>200</b>

## Steps Forward

Aviation Facility Management Consulting Assistance Needed

- What is the potential Value of an Airport to The community?
- What will it cost to operate and maintain a facility
- What is the market for and expected revenue to the facility from passenger service, aviation services, rents
- What is the current state of the airport facilities, what needs to be improved, and how much will it cost. Includes environmental assessment and cleanup as well as environmental impact assessment for improvements.
- What are sources of funding for improvements and to make up expected financial shortfall
- Airport Master Plan
  - Implementation plan for improvements
  - Management and operations plan

## Steps Forward

Real Estate/Legal Consulting Needed

- Confirm who legal owner and lienholders are
- What is the place worth right now?
- What are options available for a public entity to assume ownership and how should this proceed?

## Transitioning Privately Owned/Public-Use Airports to Public Ownership

- Other communities have recognized that airports are a community asset and have taken over ownership and made use of significant Federal and State grants to improve and develop the airport:
  - Schaumburg Regional (06C) - Township of Schaumburg, Illinois
  - Clow Airport (1C5), City of Bolingbrook, Illinois

*The slides above are from a presentation to the Port of Coupeville's Comprehensive Plan Advisory Board May 16, 2006. They are reproduced here with permission of Mark Varljen. Original presentation slides were in color and included pictures of other regional airports. Contact information for Mr. Varljen is available at the Port of Coupeville.*

## State of Island County Agriculture

Presentation Materials

Rob Harbour, Manager, Ebey's Landing NHR

# Island County Agriculture: The Facts

(Data taken from 2002 Ag Census: <http://www.nass.usda.gov/census/census02/profiles/wa/cp53029.PDF>)

Number of Farms: 348, down 11% (41) from 389 in 1997

Land in Farms: 15,018 acres, down 23% (390) from 19,408 in 1997

Average Farm Size: 43 acres, down 14% (7) from 50 acres in 1997

Market Value of Production (for whole county): \$9,801,000, down 15% from \$11,557,000 in 1997 (loss of \$1,756,000)

Market Value of Production per Farm (avg): \$28,165, down 5% from \$29,709 in 1997

Government Payments (total): \$138,000, up 52% from \$91,000 (\$47,000) in 1997  
gov't payments per farm (avg): \$13,785, up 188% (\$9,003) from \$4,782 in 1997

### Comparing Island County Agriculture with:

San Juan, Whatcom, Skagit, Snohomish, King, Kitsap, and Jefferson Counties

#### • Change in Number of Acres in Farmland from 1997-2002

San Juan:	17,145 acres	down 9%	-1698
Whatcom:	148,027 acres	up 30%	+34230
Skagit:	113,821 acres	up 28%	+12036
Snohomish:	68,612 acres	down 6%	-4270
King:	41,769 acres	down 20%	-10488
Kitsap:	16,094 acres	down 34%	-8115
Jefferson:	12,274 acres	down 23%	-3684
Island:	15,018 acres	down 23%	-4390



- **Market Value of Production per Farm:1997-2002**

• San Juan:	\$13,838	up 14%	+1,671
• Whatcom:	\$193,845	up 30%	+44,502
• Skagit:	\$249,294	up 42%	+73,334
• Snohomish:	\$80,653	up 25%	+16290
• King:	\$77,555	up 42%	+23,080
• Kitsap:	\$52,322	up 153%	+31,647
• Jefferson:	\$32,232	up 17%	+4,630
• Island:	\$28,165	down 5%	-1,544

- **Change in Counties' Total Market Value of Production 1997-2002**

• San Juan:	\$3,114,000	up 10%	+291,000
• Whatcom:	\$287,860,000	up 15%	+37,112,000
• Skagit:	\$217,384,000	up 24%	+41,600,000
• Snohomish:	\$129,947,000	up 8%	+9,871,000
• King:	\$120,055,000	up 21%	+21,073,000
• Kitsap:	\$30,713,000	up 132%	+17,460,000
• Jefferson:	\$6,672,000	up 14%	+820,000
• Island:	\$9,801,000	down 15%	-1,756,000

- **Change in Average Farm Size from 1997 – 2002**

San Juan:	76 acres	down 6%	-5 (81)
Whatcom:	100 acres	up 47%	+32 (68)
Skagit:	131 acres	up 28%	+29 (102)
Snohomish:	44 acres	down 10%	+4 (40)
King:	27 acres	down 7%	-2 (29)
Kitsap:	27 acres	down 29%	-11 (38)
Jefferson:	59 acres	down 21%	-16 (75)
Island:	43 acres	down 14%	-7 (50)

**Net Profit after expenses paid per farm in 2002**

• San Juan:	-\$10,240
• Whatcom:	\$55,675
• <b>Skagit:</b>	<b>\$68,095</b>
• Snohomish:	\$10,619
• King:	\$18,909
• Kitsap:	\$5,805
• Jefferson:	\$5,881
• Island:	-\$4,263
• WA avg:	\$33,925



# Ideas for Ag Innovation

- **Local Label** on farm products – see Puget Sound Fresh, Cascade Harvest Coalition (Whatcom and Kitsap as case studies)
- Community agriculture **convenings** – educate public about importance of supporting local agriculture
- **Farm Product Brochures** – see San Juan County Extension program
- **Farm to School Program** – see Orcas & Lopez Island public schools, Olympia,
- Interactive Island Cty **Farm Directory & Map** (see Whatcom County's online farm map)
- Island County **school programs** – ag trade school program, field trips to local farms, farmers as guest speakers, etc.
- **Mobile Meat Processing Unit** or Permanent **Meat Processing/Butchery**
- **Local food/ag products retail store, grocery** (work with Prairie Center?)
- **Local food restaurant**, or Whidbey guide to restaurants that feature locally grown food
- Food prep/Chef courses with local products – workshops on canning, make your \_\_\_\_ kits
- **Direct food marketing to local institutions** (hospitals, prisons, etc) – see GROWN Locally (Iowa)
- **Glynwood Exchange Program** – outside assessment, community training
- Offer A **Farmers Market during the week** – follow Oak Harbor's example!
- **Oilseed crops for biodiesel**, possible processing or retail facilities recent state legislation passed that guarantees market!
- **Animal fiber processing** facility (loom?), retail store
- Form an **Agriculture Advocacy 501c3**
- **Microbrewery** using local wheat, barley
- Increase Farm **Signage** – follow Salt Spring Island's farm sign

## How Nearby Counties Are Encouraging Local Agriculture...

- **Skagit**

Skagitonians to Preserve Farmland (501c3) – farmland advocacy group; host harvest dinner in September

Home of Washington Sustainable Food & Farming Network – Mt. Vernon

Festival of Family Farms – early October

Skagit Valley Food co-op & Deli – Mt. Vernon

- **Jefferson (Port Townsend)**

Fall Farm Tour – put on by PT Bicycle Association; helped by local food co-op and PT farmers market

Port Townsend Food Co-op

Jefferson County buses run on a 20% biodiesel blend

Jefferson County WSU Extension program hosts online ag forums/discussions, ag entrepreneurial courses, etc.

- **Snohomish**

Festival of Pumpkins

Snohomish County Agriculture Action Plan 2005

- **Whatcom**

Whatcom Fresh – product labeling program

Sustainable Connections – online farm map with profiles of most farms in the county!

Food Co-op Farm Fund – new program called Food to Bank On!

Small Potatoes Gleaning Project – waste food goes to foodbanks, soup kitchens

Bellingham Farmers Market is finishing up its covered farmers market building (year round farmers markets, shops)

Whatcom Farm Friends (501c3)

- **San Juan**

Mobile Slaughter Unit – owned by Lopez Community Land Trust, operated by Islands' Grown Farmers Cooperative

Farm Product Brochures for San Juan, Orcas, and Lopez Islands – WSU extension program

Agricultural Newsletter – distributed monthly

Lavender Festival in July

Farm To School program started last fall on Orcas Island; is up and running on Lopez Island! (direct marketing to school)



# Ebey's Landing National Historical Reserve Map



cartography by Adam Wilbert

Scale: 1:65,000

0 0.5 1 2 3 4 Miles

- |                  |                        |
|------------------|------------------------|
| Coupeville       | Wooded Area            |
| Reserve Boundary | US Navy Outlying Field |
| State Highway    | Ferry                  |
| Local Roads      |                        |

## SUMMARY OF PUBLIC REVIEW PROCESS

At the regularly scheduled Port of Coupeville meeting January 10, 2007 the *Draft Comprehensive Plan 2007-2026* was approved for public distribution and review. In the interest of seeking comment from the diverse population of the Port District, the Board of Commissioners took the following actions to create public awareness of the plan, its strategic statements, strategic directions, the operational and capital development plan, the availability of plan copies, and the duration of the review period through March 31, 2007.

**Print Media:** Public hearing notices were placed and/or articles appeared in the following Whidbey Island newspapers on the dates noted.

<u><i>Whidbey News Times</i></u>	<u><i>South Whidbey Record</i></u>	<u><i>Whidbey Examiner</i></u>
November 4, 2006	December 6, 2006	January 26, 2007
December 20, 2006	January 24, 2006	February 2, 2007
January 17, 2007	January 27, 2007	
January 31, 2007		
February 17, 2007		

Display advertising was purchased in the following Whidbey Island newspapers on the dates noted to advertise the final public hearing. Three separate ads were placed in each issue highlighting the individual projects/initiatives related to Coupeville, Greenbank and new District-wide initiatives.

<u><i>Whidbey News Times</i></u>	<u><i>South Whidbey Record</i></u>	<u><i>Whidbey Examiner</i></u>
February 24, 2007	February 24, 2007	March 2, 2007
February 28, 2007	February 28, 2007	

**Public Hearings:** Four public hearings were scheduled to present the essential elements of the operational and capital development plan, followed by an open public comment period. The following is a summary of the dates, locations and attendance at each hearing, and the names of those citizens who chose to comment on the record at the hearing. Minutes of these Special Meetings are archived at the Port office.

<i>Public Hearing Date</i>	<i>Location/Comment from</i>	<i>Affiliation</i>
<b>January 23</b>	<b>Coupeville Recreation Center</b>	<b>Attendance: 23 (7 commenting)</b>
	James Somers	WSU Beach Watchers
	Jan Graham	Port Wharf Tenant
	Don Meehan	WSU Extension
	Sarah Schmidt	Coupeville resident
	Roxallanne Medley	Citizen/WSU Beach Watcher
	Bonnie Nissle	Coupeville resident
	Don Meehan	Coupeville resident
<b>January 25</b>	<b>Greenbank Progressive Club</b>	<b>Attendance: 25 (7 commenting)</b>



<b>February</b>	<b>10</b>	Anne Baum	WSU Master Gardeners
		Don Meehan	WSU Extension
		Jan Graham	Port Wharf Tenant
		Karen Hutchinson	GFMG Board president
		Mary Jo Stansbury	Greenbank resident, GFMG Board
		Graham Johnson	WSU Beach Watcher
		Mike Stansbury	Greenbank resident
		<b>Monroe Landing Fire Station</b>	<b>Attendance: 0 (0 commenting)</b>
<b>March</b>	<b>3*</b>	<b>Greenbank Progressive Club</b>	<b>Attendance: 10 (7 commenting)</b>
		Dale Zimmerman	Central Whidbey Lions Club
		Tom Schioler	Golden Harvest Bee Ranch
		Ronald Muzzall	Coupeville area farmer
		Linda Riley	GFMG tenant, GBF pea patch/dog walker
		Don Sherman	Coupeville farmer
		Richard Turner	GFMG contractor, GBF pea patch
		Kit Turner	Greenbank resident

**Community Bulletin Boards:** Twenty color flyers were placed on community service bulletin boards in Coupeville, Oak Harbor, Freeland and Greenbank the week prior to the final public hearing.

**Radio:** The Port of Coupeville Executive Director gave an hour long interview March 2, 2007 on the local radio station, KWDB, the day before the final public hearing.

**Local Libraries:** Three copies of the draft plan were placed in each of the Coupeville, Oak Harbor and Freeland public libraries for citizen review on-site or to check-out. All libraries report this service was utilized by library patrons, although none of the libraries maintained records of the number of people reading or checking out the document.

**Draft Plan Copies:** Copies of the draft plan were made available at the Port office and at public hearings. Fifty copies of the complete draft plan were given out to members of the community. Review copies of the plan were delivered to the Town of Coupeville, Island County government and the Island County Economic Development Council.

The following is a summary of the written comments received on or before March 31, 2007. Each individual's correspondence is archived at the Port office.

<i>Date on document</i>		<i>Comment from</i>	<i>Format</i>	<i>City/Town</i>
<b>February</b>	1	Mary Jo & Michael Stansbury	Letter	Greenbank
	4	Whidbey Camano Land Trust: <i>Charles Arndt, President &amp; Patricia Powell, Executive Director</i>	Letter	Greenbank
	12	Greenbank Farm Management Group: <i>Karen Hutchinson, President</i>	Letter	Greenbank
	13	David Howe	Email	Greenbank

	14	Jerry Mercer	Letter	Greenbank
	18	Faisal Jaswal	Email	Unknown
	18	Bob Savage	Email	Oak Harbor
	19	Teresa McClane	Email	Unknown
	22	Bill Dion	Email	Coupeville
	22	Thomas & Barbara Downey	Email	Oak Harbor
	23	Dan Pederson	Email	Langley
<b>March</b>	1	Roger Sherman	Letter	Coupeville
	2	James C. Baker, MD	Email	Oak Harbor
	3	WSU Extension – Island County: <i>Don Meehan, Director</i>	Letter	Coupeville
	12	Francy Blumhagen	Email	Greenbank
	26	Mark Fessler	Letter	Greenbank
	28	Barb Kolar	Letter	Greenbank

Written comments from the Town of Coupeville and Island County were received after the public comment deadline. They offered non-substantive corrections to the comprehensive plan document. These were accepted as information only and are archived at the Port office.

A petition with 100 signatures was received after the public comment deadline. The signatories wished to go on record as enthusiastic supporters of the off-leash area at the Port Tract of the Greenbank Farm. The petition was respectfully received as information only, and it is archived at the Port office.



## ADOPTION OF THE 2007-2026 COMPREHENSIVE PLAN

### Resolution Number 140

#### **A RESOLUTION of the Board of Commissioners of the Port District of Coupeville, Island County, Washington, to adopt a Comprehensive Plan For The Years 2007- 2026**

WHEREAS, the laws of the State of Washington (Revised Code of Washington, Title 53) require that the Commissions of Port Districts develop schemes and plans for the expenditure of public funds in the execution of the powers granted to the Commissions; and

WHEREAS, the laws of the State of Washington require that the Commissions of Port Districts make known to the general public residing within their districts all schemes and plans for the expenditure of public moneys; and

WHEREAS, the Washington Public Ports Association (WPPA) has provided uniform guidelines consistent with state law for the development of comprehensive schemes and plans for port districts; and

WHEREAS, the WPPA guidelines instruct the Commissions of Port Districts to involve the general public residing within their districts to the maximum extent possible in the development of schemes and plans for the expenditure of public funds; and

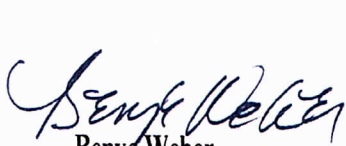
WHEREAS, the Board of Commissioners of the Port of Coupeville has caused to be developed a Comprehensive Plan to guide the expenditure of public funds available to the Port District through the period 2007 to 2026; and

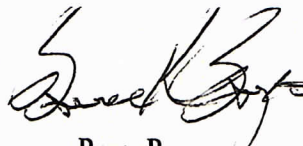
WHEREAS, the Board of Commissioners of the Port of Coupeville, in developing the ***Comprehensive Plan 2007-2026***, has drawn upon the advice of a panel of citizens having special knowledge and experience and residing within the district to frame the long-term vision, goals, mission and objectives of the port district, and also to identify projects and initiatives consistent with the budget, powers, and responsibilities of the Commission; and

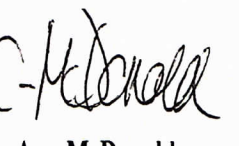
WHEREAS, the Board of Commissioners of the Port of Coupeville has submitted the draft *Comprehensive Plan 2007-2026* to the broad and lengthy scrutiny of the general public residing within the district, as well as to the scrutiny of local governments and organizations, and has carefully considered all of the comments, suggestions and criticisms received;

NOW, THEREFORE, BE IT RESOLVED by the Board of Commissioners of the Port District of Coupeville, Island County, Washington that the ***Comprehensive Plan 2007-2026*** is hereby adopted.

ADOPTED and APPROVED by the Board of Commissioners of the Port of Coupeville, Island County, Washington at the regular meeting thereof this 9th day of May, 2007, the following commissioners being present and voting:

  
Benye Weber  
President  
Board of Commissioners  
Commissioner District 2

  
Bruce Bryson  
Vice President  
Board of Commissioners  
Commissioner District 1

  
Ann McDonald  
Secretary  
Board of Commissioners  
Commissioner District 3

Attest: This 9th day of May, 2007:

  
James M. Patton, Executive Director

Appendix F-2

## SEPA DECLARATION

State Environmental Policy Act (RCW 43.21C)

Pursuant to the requirements of Washington State Law (RCW 53.20.010), the Coupeville Port District has prepared this ***Comprehensive Plan 2007-2026***.

Included by reference as an adopted part of said comprehensive plan are all plans, specifications and environmental documents prepared in association with all past projects and actions of the Port District described in or referenced in this comprehensive plan.

The Port District is project-oriented agency of the people of Central Whidbey Island subject to the regulatory jurisdiction of applicable federal, state, county and city agencies of government.

This comprehensive plan is primarily an authorization vehicle and does not mandate or commit the Port District to pursue any of the actions or projects described herein. The Port District may pursue specific and general acquisition, development and/or improvement goals within the project selection criteria as set forth within this comprehensive plan, or as amended by its elected Board of Commissioners with applicable public notice and process.

It is the intent of this plan to maximize the options available to the Port District in three year increments over the next twenty years.

The ***Comprehensive Plan 2007-2026*** is not an "official control" or regulatory ordinance. It does not mandate any action of a project or non-project nature. It does not commit the Port District to pursue any action of a project or non-project nature. It does not constitute any final decision or action regarding implementation of any development or other plans which might have an effect on the environment.

Given the above, consideration and adoption of this plan by the Port District is hereby determined by the Port District as "Lead Agency" to constitute a "Categorical Exemption" as specified in the State Environmental Policy Act (SEPA), RCW 43.21C and sections 197-11-800(18), and 197-11-704(2)(b)(iii) & (v), of the Washington Administrative Code (WAC).

James M. Patton, Executive Director

SEPA Responsible Official for the Port of Coupeville



## **GMA DECLARATION**

### **Growth Management Act (RCW 3670A)**

Pursuant to the requirements of Washington State Law (RCW 53.20.010), the Coupeville Port District has prepared this Comprehensive Plan 2007-2026.

This comprehensive plan is primarily an authorization vehicle and does not mandate or commit the Port District to pursue any of the actions or projects described herein.

It is the intent of this plan to maximize the options available to the Port District in three year increments over the next twenty years.

Included by reference as an adopted part of said comprehensive plan are all plans, specifications and environmental documents prepared in association with all past projects and actions of the Port District described in or referenced in this comprehensive plan.

The Port District is an economic development agency of the people of Central Whidbey Island subject to the regulatory jurisdiction of applicable federal, state, county and city agencies of government. Port Districts are not required to plan under the GMA. However, the planning process for the comprehensive plan was subject to and relied upon review by Island County government and the Town of Coupeville to ensure consistency with their planning efforts. The comprehensive plans and development regulations of each are GMA compliant documents.

The Port District, having reviewed the respective comprehensive plans of the Town of Coupeville and Island County, and having submitted its plans for review to said agencies, find that its comprehensive plan is consistent with those said jurisdictions and the guiding principles of the GMA.

  
BY: James Patton, Executive Director  
Port of Coupeville

