

# ROCK ISLAND URBAN GROWTH AREA Comprehensive Plan

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October 2018

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City of Rock Island  
5 North Garden  
Rock Island, WA 98850

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[RockIslandWA.org](http://RockIslandWA.org)

# Acknowledgments

The review and update of the Rock Island Comprehensive Plan was a joint effort by the City of Rock Island and Douglas County. The following individuals contributed significant time and energy to the review and update process.

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# INTRODUCTION

The City of Rock Island is located on the eastern shoreline of the Columbia River south of East Wenatchee, Washington, in Douglas County. Rock Island serves primarily as a residential community, with a large segment of its population working in the larger communities of Wenatchee and East Wenatchee, along with some residents who may commute to Quincy or the Moses Lake area. The residents desire amenities appropriate for a tightly-knit community looking for activities and opportunities after work or school and on weekends—ideally within walking distance from home.

Rock Island is characterized by oxbow lakes that ring the “teacup” shape of the community. Much of the existing and potential recreation in Rock Island is focused on these natural resources. The citizens of Rock Island have stated that they would like to further promote and develop the area as a recreational destination. By capitalizing on its distinct natural amenities, Rock Island intends to reach that goal and to grow into a unique and prosperous community.

The Rock Island Comprehensive Plan has been produced by and for its citizens. It integrates their ideas, concerns, and expressions of preferred growth into statements of how the City should be developed, what development regulations should accomplish, what facilities and service levels are needed, and how publicly-funded improvements should support those objectives. The plan is intended to be reviewed regularly to consider possible changes in existing conditions or in the vision of the Rock Island citizens.

## WHAT IS A COMPREHENSIVE PLAN?

The Comprehensive Plan is a guide for the orderly physical development of the area, outlining desirable community goals and policies that together influence future community growth.

A city, along with its surrounding urban growth area, is a complex system serving the many and varied needs of its citizens. Each community comprises a variety of land uses tied together by a network of streets, utilities, and communication channels. The purpose of the Comprehensive Plan is to bring about coordinated land use in accordance with future requirements, while at the same time protecting identified critical areas, resource lands, and the environment generally. It is also intended to ensure efficient expenditure of public funds and to promote the general health, safety, and welfare of the people living there.

Achievement of a balanced, attractive urban environment is possible only if the plan is sensitive to present and prospective community needs and sentiment. If the plan is to be realistic, it must

be based on sound population and economic forecasts, and it must reflect present and potential financial resources.

As the frame of reference for all administrative and regulatory measures concerned with the City's physical development, the plan serves as a basis for the following activities: zoning ordinances and subdivision regulations, development guidelines and policies, financial balance of expenditures and revenues related

to a program of public facilities improvements, and an encouragement of civic interest that is essential to future development. Finally, effective implementation of the above activities is essential to achieve the desired concepts outlined by the plan.



## AUTHORITY

The Rock Island Comprehensive Plan has been prepared in accordance with the requirements of RCW 36.70A, Washington State's Growth Management Act. This Comprehensive Plan includes Rock Island's twenty-year vision to 2038, and it addresses all areas within the present city limits of Rock Island as well as the unincorporated areas lying within the Rock Island Urban Growth Area.

## GROWTH MANAGEMENT ACT GOALS

RCW 36.70A.020, the planning goals of the Growth Management Act, requires that Rock Island show how the adopted Comprehensive Plan meets the following planning goals contained within the Act.

**Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

**Reduce Sprawl.** Reduce the conversion of undeveloped land into sprawling, low density development.

**Transportation.** Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

**Housing.** Encourage the availability of affordable housing to all economic segments of the population of this State; promote a variety of residential densities and housing types; and encourage preservation of existing housing stock.

**Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

**Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

**Permits.** Applications for both State and local government permits should be processed in a timely and fair manner to ensure predictability.

**Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

**Open Space and Recreation.** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

**Environment.** Protect the environment and enhance the State's high quality of life, including air and water quality, and the availability of water.

**Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

**Public Facilities and Services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

**Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

**Shorelines.** For shorelines of the state, the goals and policies of the Shoreline Management Act (RCW 90.58.020) are added as one of the goals of the GMA (RCW 36.70A.020).

## ELEMENTS OF THE COMPREHENSIVE PLAN

The following is a list of the specific planning elements that this Comprehensive Plan addresses, along with a brief description of the intent of each element.

**Land Use Element** – describes the ways in which land is allocated for different purposes, and what types of uses are permitted or encouraged to develop at various intensities.

**Housing Element** – describes the type, location and affordability of housing throughout the Rock Island area.

**Capital Facilities Plan Element** – describes the capacity and current levels of service of the existing public facilities and how these public facilities should be upgraded to serve future development.

**Utilities Element** – describes available utility systems such as electricity, natural gas and communications, as well as establishing goals and policies to help guide development of further systems necessary to serve future growth.

**Transportation Element** – describes the way in which transit will serve people getting to jobs, services and activities; how the movement of goods through the City and the region will be assured; and how environmental and economic development goals will be achieved by the coordinated effects of the Transportation and Land Use Elements.

**Environment and Critical Areas Element** – describes the criteria and methods in delineating and protecting sensitive and critical areas.

**Recreation Element** – describes the types and locations of desired recreation facilities and identifies objectives to begin pursuit of these future opportunities.

**Economic Development Element** – describes the City's goals and strategies for stabilizing and improving the local economy.

## AMENDMENTS

This Comprehensive Plan is subject to amendment in order to ensure internal and inter-jurisdictional consistency with the implementing regulations, as well as to maintain consistency with state laws. An evaluation of new conditions will be an integral part of the amendment process.

State law does not allow more than one comprehensive plan amendment annually, except in cases of emergency. However, it does require that a comprehensive plan and supporting development regulations be reviewed and updated as necessary at least every 7 years. In the Rock Island area, the

amendment process will concurrently consider all proposed changes to the document accumulated over time since the last amendment, in order to ascertain the cumulative impact of the proposed changes.

# COMMUNITY PROFILE

## HISTORY

Incorporated as a 4<sup>th</sup>-class town in 1931, the City of Rock Island became a code city on December 22, 1988, with a mayor-council form of government. The City experienced its first growth spurt during the construction of the Rock Island Dam, completed by Puget Power and Light in 1933. Following the completion of the dam, the City of Rock Island experienced slow and steady growth until the 1990's. The decade between 1990 and 2000 was a high-growth period for the area, with an increase of population inside city limits of 339 people. However, the period between 2000 and 2010 saw the first decline in decades, a decrease of 75 people. Since 2010, the population has begun to grow, with an estimated increase of 68 people.

## GEOGRAPHIC SETTING

Rock Island is a small community located in the south central portion of Douglas County. The topography in the City and its Urban Growth Area (UGA)<sup>1</sup> is characterized by relatively flat orchard land, with oxbow lakes of varying sizes situated in a chain-like pattern paralleling the surrounding bluffs, giving Rock Island its unique "teacup" shape. The UGA is bordered by unincorporated Douglas County land that includes more lakes and bluffs on the west, north and east. The Columbia River serves as the area's southern border.

The City of Rock Island and its UGA encompass approximately 837 acres of land. The lakes within the Rock Island UGA account for approximately 87 acres. The area offers recreational activities such as golfing and fishing to residents in the greater Wenatchee Valley area as well as to the traveling public. The Rock Island Public Golf Course, an eighteen-hole golf course, is nestled between Putters Lake and Hammond Lake. The lakes within and around Rock Island and its UGA are primarily surrounded by publicly owned land and are open to public fishing. Some developed public access points exist; others are informal.

## POPULATION AND DEMOGRAPHICS

The American Community Survey (ACS) provides annual population and demographics estimates based on the most recent decennial census data, as well as data provided by counties and

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<sup>1</sup> More information about urban growth areas can be found in the Urban Growth Sub-Element on page 26 of this document.

municipalities. The 2012–2016 ACS (the most recent year available) estimates the City's population in 2016 to be 917—an increase of 129 people, or 16.4%, since the 2010 Census (which reported the population as 788)<sup>2</sup>. Within the City of Rock Island, the ACS estimates the median age to be 35.5 years, with 689 people (75.1% of the population) 18 years or older.

Of the 917 people inside the city limits, 391 people, or 42.6%, identified themselves as being Hispanic or Latino (of any race). An estimated 291 people (35.8% of the overall population) indicated they speak a language other than English at home, with 129 of those (14.1% of the population) indicating they speak English “less than very well.” Within Douglas County as a whole, 30.5% of the population reported being Hispanic or Latino.

The median household income for Rock Island was estimated at \$40,714 in the 2012–2016 ACS, which was significantly less than Douglas County's estimated median household income of \$53,758. Similarly, the percentage of families below the poverty level in Rock Island (14.1%) was slightly greater than that in the County (13.4%).

Of the occupied housing units in the community, an estimated 78.1% were owner-occupied and 21.9% were renter-occupied. The same numbers for Douglas County are 71.1% and 28.9%, respectively.

Rock Island and Douglas County historic population trends (from 1960–2010) are presented in Table 1.

**Table 1**  
**Historic Population Trends in Rock Island and Douglas County**

Year	Rock Island		Douglas County	
	Population	% Change	Population	% Change
1960	369	-	14,890	-
1970	327	-11.4%	16,787	+12.7%
1980	442	+35.2%	22,144	+31.9%
1990	524	+18.6%	26,205	+18.3%
2000	863	+64.7%	32,603	+24.4%
2010	788	-8.7%	38,431	+17.9%

Source: U.S. Census data

2 Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates



Figure 1 | Rock Island City Limits and UGA Boundary

# LAND USE ELEMENT

## INTRODUCTION

This Land Use Element reflects the City of Rock Island’s twenty-year vision for land use and provides guidance for manifesting that vision. It is intended to be a guide for both public and private actions affecting growth and development in the Rock Island Urban Growth Area (UGA). In addition to using it to evaluate individual land use proposals, the City’s leaders may use it to guide decisions about infrastructure, amenities, and City projects and programs (such as economic development activities).

The core components of the Land Use Element are the Comprehensive Plan Map (located at the end of this chapter) and the goals and policies. The map graphically represents the general future land use patterns that are desired for the Rock Island Urban Growth Area (including the City of Rock Island and its unincorporated UGA) within the twenty-year planning period from 2018–2038. The designations shown on the map are based on a number of factors, including:

- Rock Island’s unique physical, social, and economic characteristics
- The type of existing development
- Existing zoning and environmental regulations
- Ownership patterns
- The condition of existing structures

The designations are intended to indicate the type of future development that is desired for each part of the UGA, while accommodating existing development.

The goals and policies provide narrative guidance that, together with the map, lay out the community’s proposed future. Certain land uses will require additional consideration. In particular, housing and recreational uses are covered in separate elements, which should be used along with the Land Use Element. Essential Public Facilities (such as transportation, communications, utility, education, and correctional facilities) are addressed in the Capital Facilities Element.

It is important to keep in mind that this plan addresses a twenty-year time period. The changes that result from the policies in this plan are likely to take place over time, and will result in incremental changes in land use.

## POPULATION

### Forecasted Population

The Growth Management Act requires that the designated urban growth areas (UGAs) in Douglas County include areas and densities sufficient to accommodate the urban growth projected to occur in the county for the next 20 years, based on population projections developed by the State Office of Financial Management (OFM). The OFM provides three projections for each county, reflecting high, medium, and low rates of growth. Douglas County anticipates a high rate of growth, and the population figures in this element are based on the OFM’s “medium” range projections.

Douglas County, and the cities and towns within the county, worked together to allocate the projected population increase among the UGAs in the county. The numbers provided in Table 2 reflect the outcome of the allocation process. These population projections include both the city limits and the UGA, and show the number of people the City’s UGA should be able to accommodate as the 20-year period covered by this plan progresses. As shown in the table, Rock Island should plan to accommodate a population of 1,524 within its UGA by 2038—a projected increase of 272 people over the 20-year planning period.

Population allocation was conducted using various methods. The guiding principles for allocating future population include the area's historical growth trends; the adopted countywide planning policies found in the *Douglas County Regional Policy Plan*; and the supply of vacant, buildable land

**Table 2**  
**Douglas County UGA Medium Population Projection and Allocations by Urban Growth Area**

	Percentage of Population Allocation**	Population*					
		Census 2010	Projection				
			2018	2023	2028	2033	2038
<b>Urban</b>	<b>82.00%</b>	<b>31,458</b>	<b>35,029</b>	<b>37,261</b>	<b>39,493</b>	<b>41,724</b>	<b>43,956</b>
<i>Bridgeport</i>	<i>6.00%</i>	<i>2,430</i>	<i>2,691</i>	<i>2,855</i>	<i>3,018</i>	<i>3,181</i>	<i>3,345</i>
<i>Coulee Dam</i>	<i>0.10%</i>	<i>187</i>	<i>191</i>	<i>194</i>	<i>197</i>	<i>199</i>	<i>202</i>
<i>East Wenatchee</i>	<i>72.00%</i>	<i>26,221</i>	<i>29,356</i>	<i>31,316</i>	<i>33,276</i>	<i>35,235</i>	<i>37,195</i>
<i>Mansfield</i>	<i>0.15%</i>	<i>332</i>	<i>338</i>	<i>342</i>	<i>346</i>	<i>350</i>	<i>354</i>
<i>Rock Island</i>	<i>2.50%</i>	<i>1,143</i>	<i>1,252</i>	<i>1,320</i>	<i>1,388</i>	<i>1,456</i>	<i>1,524</i>
<i>Waterville</i>	<i>1.25%</i>	<i>1,145</i>	<i>1,199</i>	<i>1,233</i>	<i>1,267</i>	<i>1,301</i>	<i>1,335</i>
<b>Rural</b>	<b>18.00%</b>	<b>6,973</b>	<b>7,757</b>	<b>8,247</b>	<b>8,737</b>	<b>9,227</b>	<b>9,717</b>
<b>Total</b>	<b>100.00%</b>	<b>38,431</b>	<b>42,786</b>	<b>45,507</b>	<b>48,229</b>	<b>50,951</b>	<b>53,672</b>

\* Source: State of Washington Office of Financial Management

\*\* As a percentage of total county population, per Douglas County Countywide Comprehensive Plan

within each community. The technical methods of trend extrapolation and shares of the overall county population were used to allocate the future population, which was then adjusted for availability of land for development. The OFM county forecast was used as the control. A considerable amount of qualitative information, as well as future assumptions on the economy, demographics, and land capacity of the area, went into the urban area forecasting process.

Rock Island believes the allocations of the Douglas County Regional Policy Plan, as well as the projections of the OFM, are far too conservative based on the following facts:

- There is ample room in Rock Island’s municipal water and sewer systems for future growth.
- Recent growth rates in Rock Island have already exceeded the allocations and projections by Douglas County and the State of Washington.
- Land values in Rock Island are more competitive than in nearby cities in both Douglas and Chelan Counties.
- Pending and approved subdivisions in Rock Island will likely increase the population past the allocations and projections.
- Local annexations of Rock Island’s UGA will increase the City’s population.
- Rock Island’s availability of buildable lands is plentiful.

## LAND USES

### *Existing Land Use*

The existing land use pattern plays an important part in the comprehensive plan preparation process. The location and extent of residential, commercial, industrial, agricultural, institutional, and open space uses result in both constraints and opportunities for future growth.

Within the City and UGA, land use designations define areas where specific types of land uses will be allowed. Future development is expected to conform to the land uses identified in the individual designations. However, it is also important to consider existing uses in plans for future development and population growth.

Some existing uses may not conform to this plan. While it is generally assumed that all non-conforming uses will eventually be discontinued, uses such as single family homes in what is now a commercial area may continue for years or even decades. With that in mind, Table 3 identifies existing uses by zoning district, and Table 4 classifies developed and available land by zoning district (based on future zoning designations). Table 5 identifies the total acreage of parcels within the current Rock Island city limits and UGA. Additionally, Figures 2 and 3 (located at the end of this chapter) are maps illustrating Existing Land Uses and Land Ownership, respectively. Figure 4 is the Comprehensive Plan map.

**Table 3**  
**Existing Land Uses by Zoning District**

Land Use	Acres in City	Acres in UGA	Total Acres	Percentage of Total Land
<b>Commercial/Industrial</b>				
<b>Commercial</b>	22.97	-	22.97	
<b>Industrial</b>	59.72	-	59.72	
<b>Public Facility</b>	0.30	-	0.30	
<b>Utility</b>	2.69	-	2.69	
<b>Undeveloped</b>	47.13	-	47.13	
Sub-total: land designated "Commercial/Industrial"	132.80	0.00	132.80	15.9%
<b>General Industrial</b>				
<b>Agriculture</b>	-	1.88	1.88	
<b>Industrial</b>	-	4.93	4.93	
<b>Residential - SF</b>	-	1.87	1.87	
Sub-total: land designated "General Industrial"	-	8.68	8.68	1.0%
<b>General Commercial</b>				
<b>Agriculture</b>	10.87	-	10.87	
<b>Commercial</b>	6.56	-	6.56	
<b>Public Assembly</b>	0.39	-	0.39	
<b>Public Facility</b>	0.66	-	0.66	
<b>Residential – Mobile Home Park</b>	2.80	-	2.80	
<b>Residential – Single Family</b>	5.73	-	5.73	
<b>Utility</b>	0.17	-	0.17	
<b>Undeveloped</b>	7.72	-	7.72	
Sub-total: land designated "General Commercial"	34.90	0.00	34.90	4.2%

**Table 3 (continued)**  
**Existing Land Uses by Zoning District**

Land Use	Acres in City	Acres in UGA	Total Acres	Percentage of Total Land
<b>Tourist Commercial</b>				
<b>Industrial</b>	6.66	-	<b>6.66</b>	
<b>Tourist Commercial</b>	17.65	-	<b>17.65</b>	
Sub-total: land designated "Tourist Commercial"	<b>24.31</b>	<b>0.00</b>	<b>24.31</b>	<b>2.9%</b>
<b>Residential</b>				
<b>Agriculture</b>	78.05	50.44	<b>128.49</b>	
<b>Recreation/Open Space</b>	-	2.34	<b>2.34</b>	
<b>Residential – Mobile Home Park</b>	5.70	-	<b>5.70</b>	
<b>Residential – Single Family</b>	100.78	27.03	<b>127.82</b>	
<b>Utility</b>	-	0.16	<b>0.16</b>	
<b>Undeveloped</b>	23.92	10.48	<b>34.40</b>	
Sub-total: land designated "Residential"	<b>208.45</b>	<b>90.45</b>	<b>298.90</b>	<b>35.7%</b>
<b>Recreation Mixed Use</b>				
<b>Agriculture</b>	79.86	23.46	<b>103.32</b>	
<b>Recreation/Open Space</b>	0.85	-	<b>0.85</b>	
<b>Residential – Single Family</b>	2.87	3.59	<b>6.45</b>	
<b>Utility</b>	0.25	-	<b>0.25</b>	
<b>Undeveloped</b>	10.00	0.35	<b>10.35</b>	
Sub-total: land designated "Recreation Mixed Use"	<b>93.83</b>	<b>27.40</b>	<b>121.23</b>	<b>14.5%</b>

**Table 3 (continued)**  
**Existing Land Uses by Zoning District**

Land Use	Acres in City	Acres in UGA	Total Acres	Percentage of Total Land
<b>Public Facilities</b>				
<b>Agriculture</b>	0.24	-	<b>0.24</b>	
<b>Commercial</b>	4.20	-	<b>4.20</b>	
<b>Public Facility</b>	9.12	-	<b>9.12</b>	
<b>Recreation/Open Space</b>	172.68	17.54	<b>190.22</b>	
<b>Residential – Mobile Home Park</b>	0.25	-	<b>0.25</b>	
<b>Residential – Single Family</b>	3.54	-	<b>3.54</b>	
<b>Utility</b>	0.83	-	<b>0.83</b>	
<b>Undeveloped</b>	1.78	5.65	<b>7.44</b>	
Sub-total: land designated “Public Facilities”	<b>192.64</b>	<b>23.19</b>	<b>215.83</b>	<b>25.8%</b>
<b>TOTAL: All Land in City and UGA</b>	<b>686.94</b>	<b>149.72</b>	<b>836.65</b>	<b>100.0%</b>

**Table 4**  
**Developed and Available Land by Zoning District**

	Developed Acres	Available Acres	Total Acres
Commercial/Industrial	85.68	47.13	132.80
General Industrial	8.68	0.00	8.68
General Commercial	27.18	7.72	34.90
Tourist Commercial	24.31	0.00	24.31
Residential	264.50	34.40	298.90
Recreation Mixed Use	110.88	10.35	121.23
Public Facilities	208.40	7.44	215.83
<b>Totals</b>	<b>729.63</b>	<b>107.03</b>	<b>836.65</b>

Source: Douglas County GIS data

**Table 5**  
**Incorporated and Unincorporated Acreage**

	<b>Acres</b>	<b>Percent of Total</b>
City Limits	687.94	82%
UGA	149.71	18%
<b>Total Planning Area</b>	<b>836.65</b>	<b>100%</b>

Source: Douglas County GIS data

### Forecasted Land Use

Based on the existing pattern of uses, as well as population projections and capital facility and utility capacities, an Urban Growth Area was initially established in the 1990s encompassing land beyond the existing city limits in order to adequately accommodate expected growth within a planning period of 20+ years, to 2025. In 2007, a revised UGA was identified to accommodate updated population projections to the year 2027. The UGA was revised along the westerly and northerly boundaries, in part to identify adequate land for residential development, as well as to “square up” the previous, somewhat haphazard boundaries. Additionally, land in the northeast part of the community was removed from the UGA, primarily because there were larger parcels (5+ acres) that were being actively farmed.

Overall density within the UGA is expected to increase rapidly due to the implementation of a public wastewater collection and treatment system (sewer system) in 2012. Because the City’s wastewater project connected all users to the system and decommissioned existing septic tanks, housing development is no longer limited to lots of at least one-half acre (0.5 acre) by Chelan/Douglas Health District requirements. Rock Island’s Residential zoning district now allows up to five units per acre.

Within the Residential land use designation, approximately 34.4 acres are currently undeveloped (23.92 acres within the city limits and 10.48 acres in the unincorporated UGA), as shown in Tables 3 and 4. Douglas County’s population projections (presented in Table 2) anticipate population growth within Rock Island’s UGA of 272 persons (22%) between 2018 and 2038. The 2012–2016 ACS estimates an average household size of 2.83 persons in Rock Island, and the City’s Residential zoning designation allows up to five dwelling units per acre. At that rate (after subtracting 30% of the acreage for roads, utilities, and critical areas), the 34.4 acres of undeveloped Residential land could yield an additional 120 housing units (83 in the city limits and 37 in the UGA), which would accommodate an additional 340 people (235 in the city limits and 105 in the UGA).

**Table 6**  
**Analysis of Buildable (Undeveloped and Underutilized) Residential Lands**

	Acres	Developable Acreage*	Housing Units Accommodated**	Pop. Growth Accommodated***
<b>Undeveloped Land</b>	<b>34.40</b>	<b>24.08</b>	<b>120</b>	<b>340</b>
<i>City</i>	23.92	16.74	83	235
<i>UGA</i>	10.48	7.35	37	105
<b>Underutilized Land</b>	<b>128.49</b>	<b>89.94</b>	<b>449</b>	<b>1,270</b>
<i>City</i>	78.05	54.64	273	772
<i>UGA</i>	50.44	35.31	176	498

\* A conservative estimate determined by subtracting 30% of total acreage to accommodate roads, utilities, and critical areas

\*\* Assuming full buildout at 5 units/acre as allowed in Rock Island's zoning code

\*\*\* Assuming average household size of 2.83 persons, per 2012–2016 ACS population estimates

In addition to this undeveloped land in the Residential zoning district, there is also 128.49 acres (78.05 acres in the city limits; 50.44 acres in the UGA) of “underutilized” land—acreage that is zoned Residential, but is currently being used for agriculture. Based on recent subdivision activity, it seems likely that the agricultural land in the Residential land use district will be subdivided and developed within the 20-year planning period. At the allowed residential density of five units per acre (and after subtracting 30% of this underutilized acreage for roads, utilities, and critical areas), that land would yield an additional 449 housing units (273 in the city limits and 176 in the UGA), accommodating 1,270 people (772 in the city limits and 498 in the UGA). Even at a conservative estimate of four units per acre, this land would yield an additional 359 housing units and accommodate 1,016 people.

This analysis, detailed in Table 6, indicates there is sufficient Residential land supply to accommodate the City's 20-year projected population growth. Only 96 additional housing units would be required to accommodate the additional 272 people over the next 20 years, so this additional growth could easily be accommodated in just the undeveloped supply of Residential land in Rock Island and its urban growth area. When the underutilized Residential lands are added into the buildable lands total, it is clear that Rock Island easily has sufficient land area available to accommodate its expected population growth over the 20-year planning period.

## LAND USE CLASSIFICATIONS

The following sections describe the general characteristics and locations for each type of future land use, with the goals and policies providing more specific guidance for growth.

### Residential Uses

Rock Island anticipates that most new residential uses will be located in areas designated as “Residential” and “Recreation Mixed Use.”

Currently, the Residential land use designation encompasses 208.45 acres in the city limits and 90.45 acres in the unincorporated UGA, a total of 298.9 acres (35.7% of the land within the City and its UGA). Within that designation, approximately 34.4 acres are currently undeveloped.

The proportion of housing to other uses that will be developed in the City’s Recreation Mixed-Use (RMU) district is not known.

Much of the land that is planned for residential development is currently used for agricultural purposes (128.49 acres; 78.05 acres in the city limits and 50.44 acres in the UGA). Recent subdivision indicates it is likely these agricultural uses within the Residential land use designation will be discontinued over the 20-year planning period and developed to accommodate the expected population growth.



The challenge facing the City is that growth may occur more rapidly than the projections anticipate. However, as illustrated in Table 6, there is sufficient Residential land supply within the City and its UGA to accommodate many times the population growth projected for Rock Island over the next 20 years. Additionally, the Housing, Capital Facilities Plan, Transportation, and Recreation Elements show that the City has plans, and many facilities, in place to accommodate such growth, although it lacks a firm funding plan for some of these improvements.

### Commercial Uses

The existing commercial uses within the City of Rock Island provide minimal services to residents and visitors, including people using the Rock Island Golf Course. Given the potential for rapid population increase and the community’s desire to develop tourism, Rock Island will benefit from putting more effort into encouraging commercial opportunities. Restaurants, a grocery store, even some small shops and indoor entertainment offerings would benefit the growing community.



Installation of the public sewer system has created opportunities for new commercial development. For instance, development of a hotel/motel without a municipal sewer service would have required substantial land for a septic system and drainfield. Such a facility could now be built on a much smaller parcel, thereby making it more cost effective for developers.

Rock Island's proximity to East Wenatchee and Wenatchee (both approximately 8 miles away) is expected to make it an attractive location for uses oriented toward recreational and tourist activities. The community vision includes motels, restaurants, retail/specialty shops, a farmer's market and similar uses suited to the City's compact commercial core.

Two land use designations are dedicated to commercial use: the General Commercial designation is intended to support a wide range of commercial activities, and the Tourist Commercial designation will accommodate uses that are related to recreational activities and the needs of the traveling public. Some commercial uses may also be developed on lands designated for Recreation Mixed Use.

### **Industrial Uses**

Existing industrial land uses consist primarily of Central Washington Concrete's gravel extraction operations, and various vehicle repair and storage yards. Rock Island's new domestic sewer system has enhanced the potential for new industrial development. No additional land is anticipated for industrial development, as the City's current focus is on recreation, tourism, and related development. However, appropriate industrial uses will be encouraged in the area designated for Industrial land use as a desirable component of an economically-diverse community.

### **Recreational Uses**

Capitalizing on its natural features to provide formal and informal recreation opportunities for residents and visitors is a key component of Rock Island's vision for the future. The City adopted an updated Parks Plan, including a facilities inventory and Level of Service (LOS) standards, in 2018. In addition to developing parks, trails, water recreation facilities, and sports fields, the City envisions using the street network to develop connectivity among recreation areas and between recreation and other uses.

The City's park and recreation facilities inventory and LOS standards—as well as background information; goals, policies, and objectives; an implementation strategy; and other information about the City's plans for recreation facilities—can be found in the Recreation Element of this plan as well as in the 2018 Parks Plan.

Given the potential for Rock Island's population to grow more rapidly than anticipated by the population projections, it will be important for the City to retain opportunities for recreational development, and protect view corridors and resource areas that provide for passive recreation (e.g., bird and wildlife watching) while accommodating new residential



and commercial uses. As shown in Table 4 earlier in this chapter, there is no undeveloped land in the Public land use designation. This plan does not provide for new public land for recreational use. Instead, it relies on development of new facilities on existing public land, development of trails on privately owned land designated for Recreation Mixed Use, and use of streets to provide connectivity.

## FUTURE LAND USE

### *New Commercial/Industrial Zoning District*

In 2017, a new zoning district was added to the City of Rock Island Municipal Code known as the "Commercial/Industrial Zoning District." This district was created with the intention of providing a wider range of allowed uses than either the General Commercial or General Industrial zones currently allow. The City foresees this new district as one which will facilitate a more vibrant type of mixed use Commercial and Industrial growth, particularly in the area of the City that is south of Highway 28. This area is currently undergoing a Master Planning process by the Port of Douglas County, and it is anticipated that the Commercial/Industrial zoning district will facilitate creative master planning for the area.

### *Annexation and Rezoning*

The City of Rock Island has been working to make the City more accommodating to future anticipated industrial and commercial uses. To accomplish this goal, there are two areas where the City recently

completed a significant rezone and annexation process (October 2018). The annexation brought a considerable portion of the UGA into the City; the land use maps in this Comprehensive Plan reflect the updated City limits. The rezoned areas include:

- **Commercial/Industrial Rezone:** The City completed a rezone of all the properties south of Highway 28, including those recently annexed, that were previously zoned General Industrial to Commercial/Industrial.
- **General Commercial Rezone:** The City completed a rezone of parcels on either side of Rock Island Drive, including those recently annexed, from Residential to General Commercial. The boundaries of this rezone extend from Center Street to Garden Avenue, 200 feet from the edge of right-of-way.

### ***Comprehensive Plan Map***

The Comprehensive Plan Map (Figure 4) illustrates the community's intended future land use pattern, which also mirrors the City's current zoning. It is a result of the analysis of growth and development above and reflects the goals and policies listed at the end of this chapter.

### ***A Vision for the Future***

Looking ahead, the City of Rock Island envisions a future that extends far beyond its current UGA. As growth occurs in the region the City foresees an evolution of its boundary that encompasses and extends beyond what is commonly referred to as the "teacup," with its natural vistas facing the Columbia River. While not a formal element of this Comprehensive Plan, a map titled "Rock Island Long Term Growth Vision" (Figure 5), depicting what the City of Rock Island views as its natural growth area within the next 20-50 years, is included at the end of this chapter.

## GENERAL LAND USE GOALS AND POLICIES

### Goals

**Land Use Goal:** Establish a pattern of development that maintains and enhances quality of life within the community.

### Policies

**General Land Use Policy 1:** Develop improvement standards for new developments occurring within the Rock Island UGA that conform to the adopted level of service standards established for each public utility or facility that will be affected by the development.

**General Land Use Policy 2:** Review all proposed developments to ensure compatibility with the densities established in the Comprehensive Plan.

**General Land Use Policy 3:** Provide for adequate and timely installation of utilities and services necessary to support development.

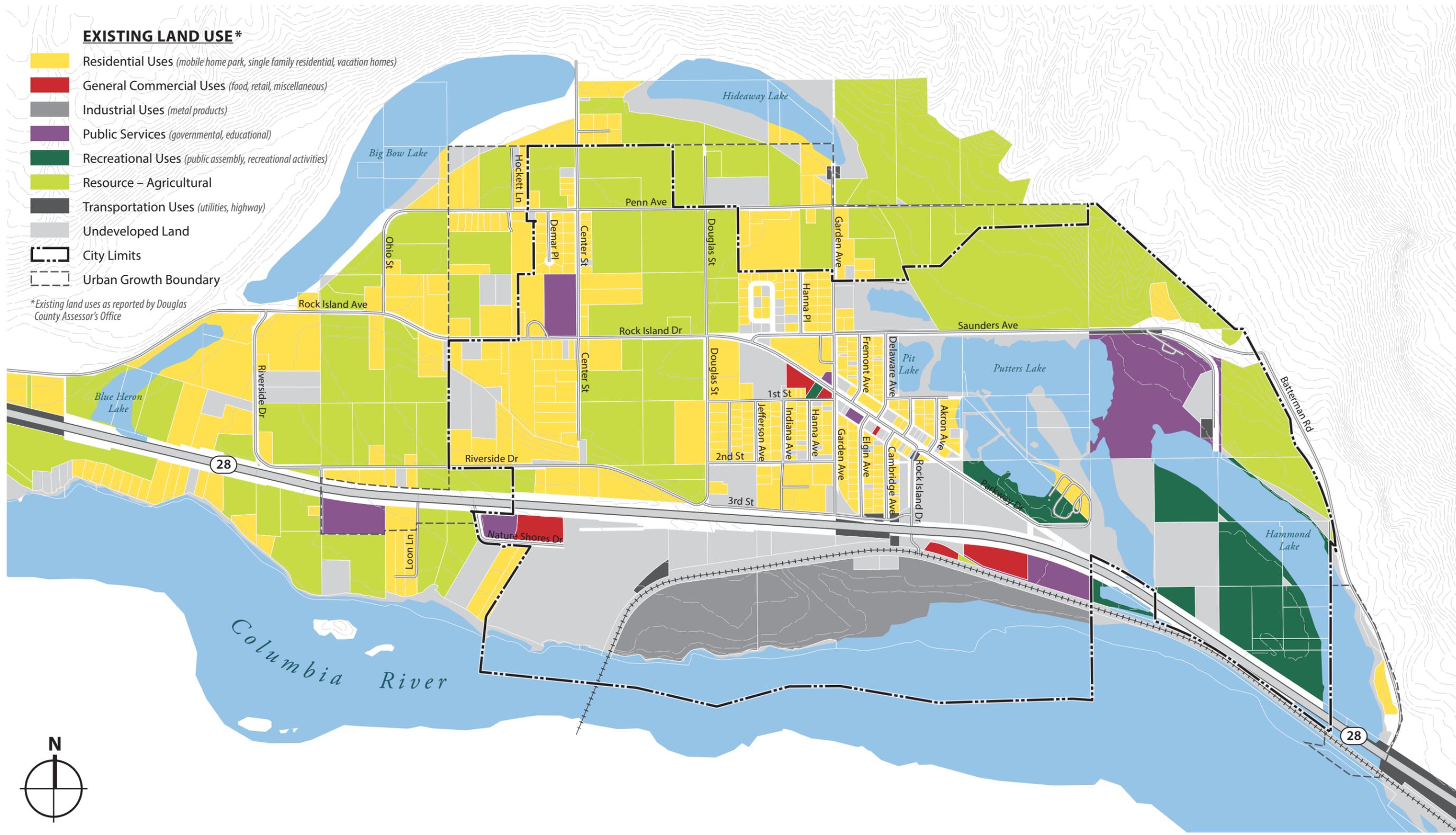


Figure 2 | Rock Island Existing Land Uses

**OWNERSHIP**

- Individual Ownership (Parcels over 0.5 acres labeled)
- City of Rock Island
- School District #206
- Businesses (Banks, Churches, Frontier Communications, Cameo Vista Corp., Habitat for Humanity)
- Limited Liability Corporation (LLC)
- PUD (Chelan County, Douglas County)
- Douglas County
- Chelan-Douglas Public Transportation
- BNSF Railway
- City Limits
- Urban Growth Boundary

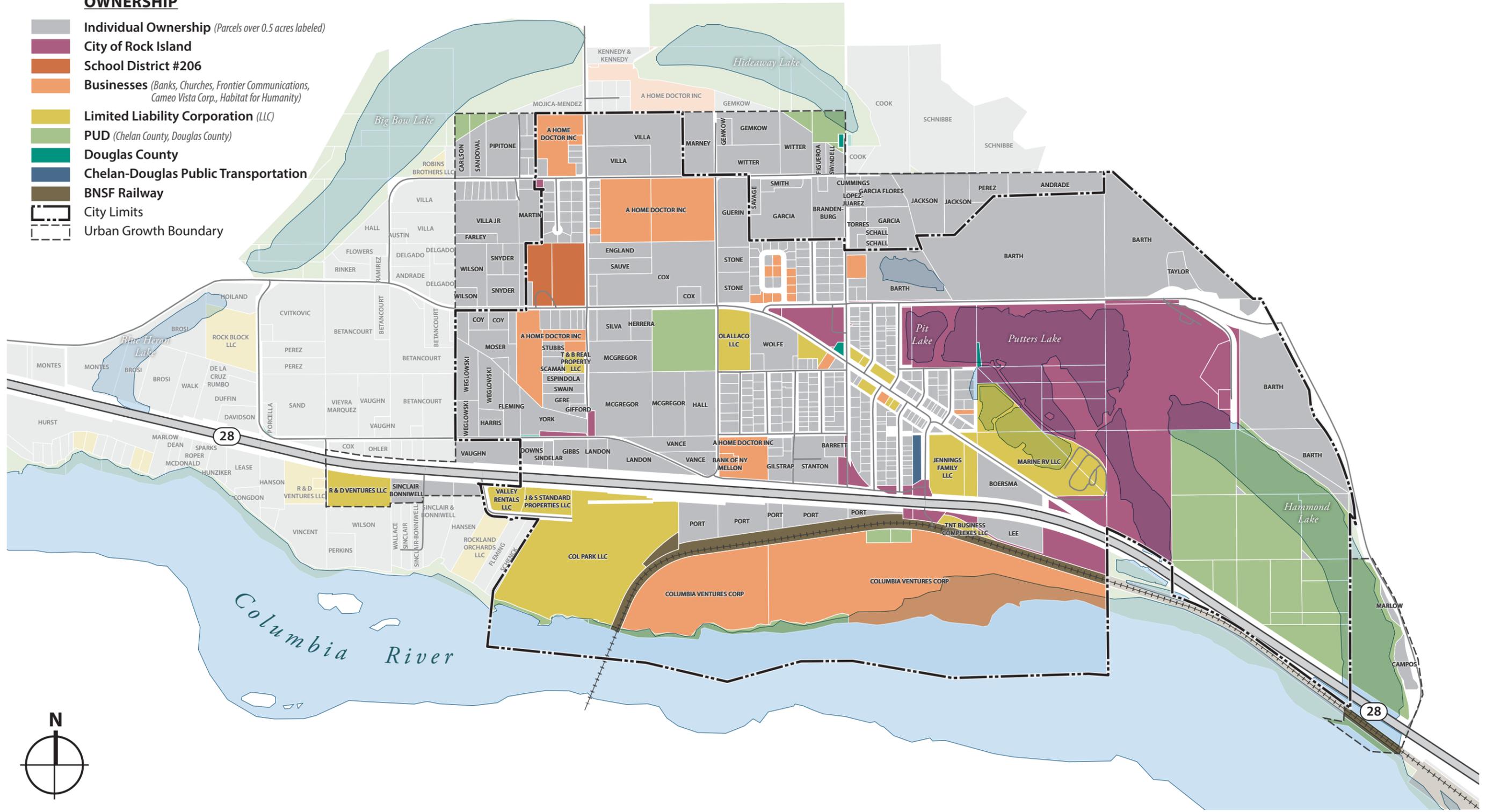
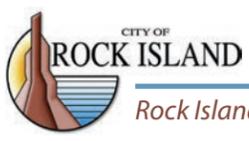


Figure 3 | Rock Island Land Ownership



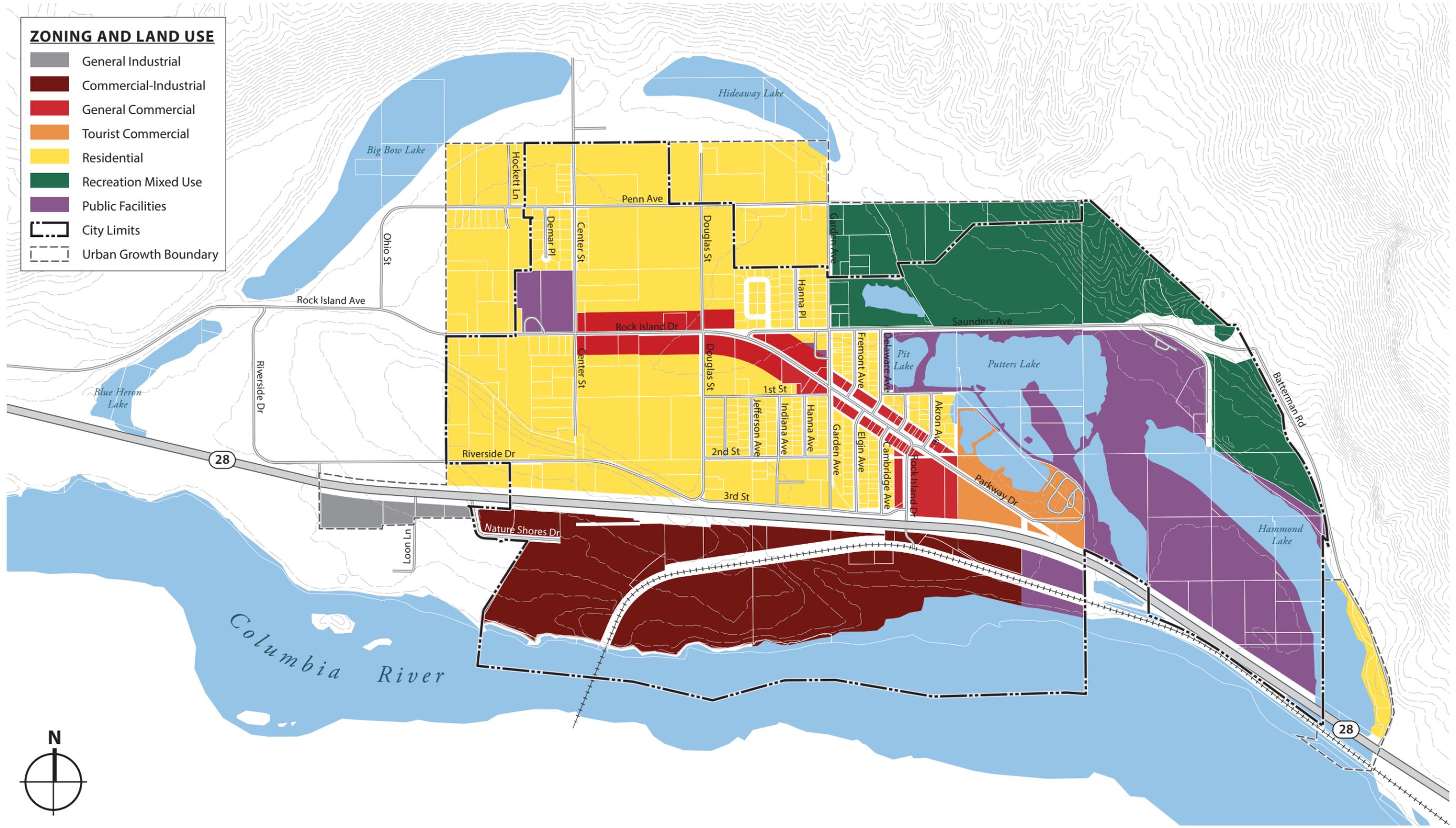


Figure 4 | Rock Island Comprehensive Plan Map

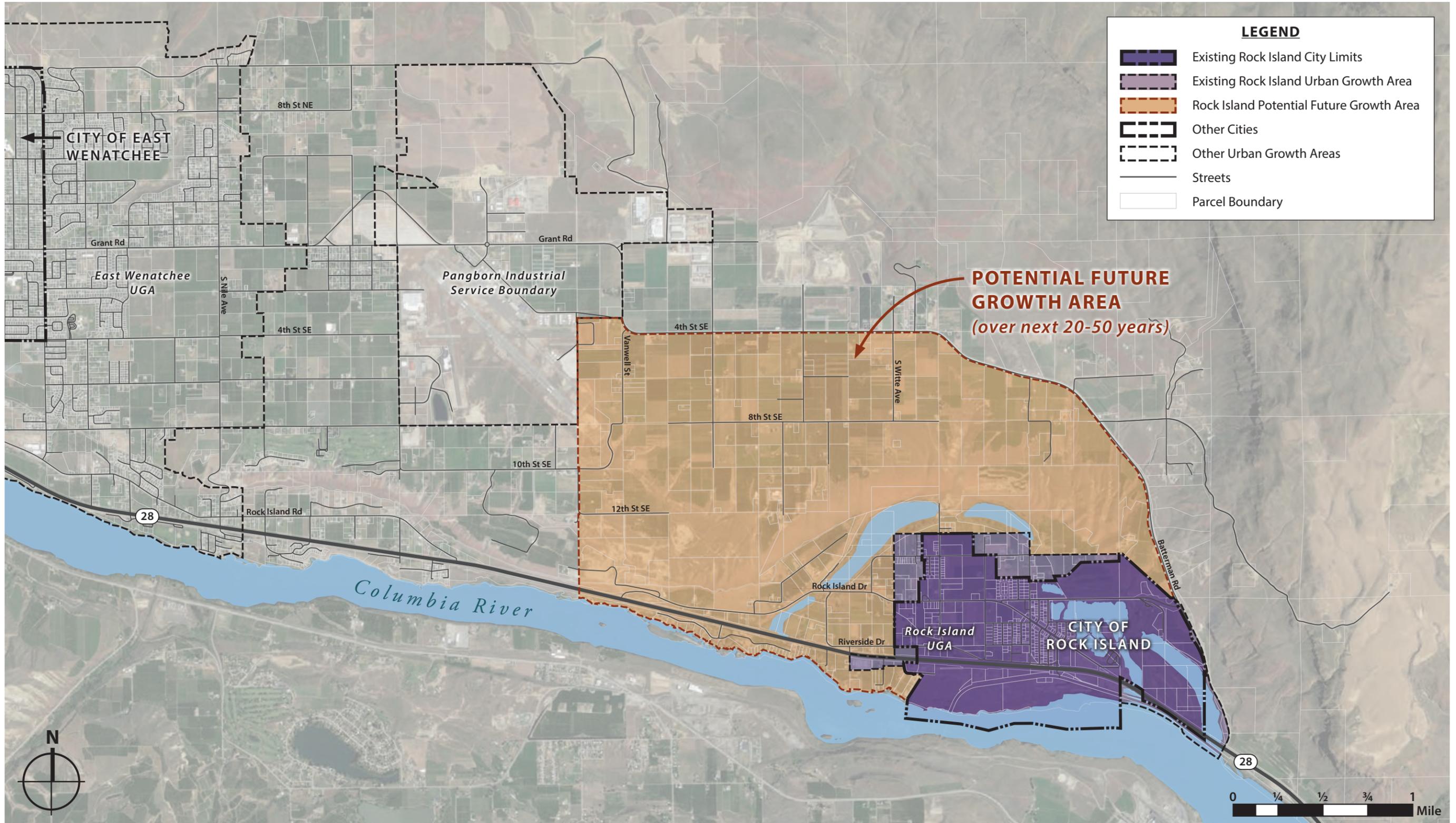


Figure 5 | Rock Island Long-Term Growth Vision

# Urban Growth Sub-Element

## INTRODUCTION

As noted in the Introduction to this Comprehensive Plan, Washington’s Growth Management Act (GMA) established 13 goals to guide planning in counties and cities that plan under the GMA. This sub-element focuses on three of those goals:

- **Urban Growth:** “Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.”
- **Reduce Sprawl:** “Reduce the conversion of underdeveloped land into sprawling, low density development.”
- **Public Facilities and Services:** “Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.”

To support cities and counties in meeting those goals, the GMA provides for establishment of Urban Growth Areas (UGAs)—“areas within which urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature” (RCW 36.70A.110). Urban growth is generally characterized by development of land for residential, commercial, and industrial uses and associated facilities (such as parks, schools, and a network of paved streets), to the exclusion of large agricultural and natural resource areas.

Well-planned urban growth can provide for concentrated development that supplies employment and housing needs without destruction and conversion of important rural, resource, and sensitive lands. Urban growth typically requires urban governmental services, defined by the GMA to include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with rural areas.

UGAs are intended to:

- Promote compact urban development within and adjacent to existing urban areas
- Guide urban growth to areas most able to support and serve it
- Ensure efficient use of land resources
- Facilitate cost-efficient provision of urban services

The City's UGA includes all the land within the city limits (the incorporated portion of the UGA), as well as additional land that the City expects to annex in the future in order to accommodate growth (the unincorporated portion of the UGA). Another useful term is "Urban Growth Boundary" (UGB), the line that delineates the limit of the UGA, within which the full range of urban services will be provided.

The City and Douglas County cooperate in administering the unincorporated portion of the UGA. Counties planning under the GMA adopt county-wide planning policies that guide this cooperation. Douglas County's county-wide planning policy is the *Douglas County Regional Policy Plan*, developed under the direction of the Douglas County Regional Council, which consists of one elected official from each city and town in the county and the three County Commissioners.

The City of Rock Island ratified the current *Douglas County Regional Policy Plan* (RPP) in 2009. This sub-element is intended to be used with that plan to support the City in meeting its goals for orderly growth. Specifically, this sub-element reflects the RPP's "Policies on Implementing RCW 36.70A.110 Regarding Urban Growth Areas," "Policies on Joint Planning in Urban Growth Areas," and two of the "Policies on Promoting Contiguous and Orderly Development and Providing Urban Services to Such Development." Other policies of the RPP are reflected in other parts of this Comprehensive Plan.

The RPP is based on the requirements of the GMA. Those requirements informed the policies noted above. Several of them are worth bearing in mind as the City plans for its growth and the development of land within its UGA:

- Each UGA shall include areas and densities sufficient to permit the urban growth that is projected to occur in the jurisdiction for the succeeding twenty-year period.
- Urban growth should be located first in areas already characterized by urban growth that have existing public facilities and service capacities to serve such development.
- Each County shall review, at least every eight years, its designated urban growth areas and the densities permitted within both the incorporated and unincorporated portions of each urban growth area.

Additional support in managing urban growth, including a link to the *Urban Growth Area Guidebook* (updated in 2012), can be found on the Department of Commerce's website at <http://www.commerce.wa.gov/serving-communities/growth-management/guidebooks-and-resources>.

## GOALS AND POLICIES

### Goals

Rock Island's Urban Growth goals are as follows:

**Urban Growth Goal 1:** Provide adequate land to accommodate the City's expected population.

**Urban Growth Goal 2:** Ensure efficient provision of adequate urban services.

**Urban Growth Goal 3:** Encourage and plan for orderly growth and development.

**Urban Growth Goal 4:** Coordinate effectively with Douglas County and urban service providers.

### Policies

**Urban Growth Policy 1:** Periodic review of the City's UGA and any amendments to the City's UGB should be guided by the "Policies on Implementing RCW 36.70A.110 Regarding Urban Growth Areas" in the *Douglas County Regional Policy Plan*.

**Urban Growth Policy 2:** Planning and development in Rock Island should be guided by the applicable "Policies on Joint Planning in Urban Growth Areas" in the *Douglas County Regional Policy Plan*, recognizing that some of those policies are applicable only in unincorporated portions of the UGA, while others apply to both the incorporated and unincorporated UGA.

**Urban Growth Policy 3:** The City should provide urban governmental services only within, and not beyond, the City's UGA, with the following exception: if urban governmental services such as sanitary and storm sewer collection and treatment facilities and public water systems are necessary outside the UGA to serve essential public facilities or to address a threat to the public health, safety or the environment, those facilities should be provided only to meet the specified need and should not promote new, sprawling development outside the UGA.

**Urban Growth Policy 4:** The City may not annex land outside its urban growth area (RCW 35.13.005).

**Urban Growth Policy 5:** Unincorporated land within the City's urban growth area is subject to annexation, which may be initiated either by the owner of the land or by the City.

**Urban Growth Policy 6:** Annexation should be coordinated with Douglas County.

**Urban Growth Policy 7:** The City's annexation process should ensure provision of adequate urban services, and should include any necessary amendments to the Capital Facilities, Transportation, and Utilities elements of the Comprehensive Plan to ensure that the Plan remains internally consistent; that the cost of urban services in the area to be annexed has been adequately addressed; and that

the annexation will not cause any level of service to fall below that established by the Comprehensive Plan.

**Urban Growth Policy 8:** The City may use development phasing, pursuant to RCW 36.70A.110(3) and WAC 365-196-330, to ensure public facilities and services will be adequate to serve new development within the UGA. Any such phasing that is applicable to the unincorporated UGA should be coordinated with Douglas County, pursuant to Policy C-1 of the *Douglas County Regional Policy Plan*.

**Urban Growth Policy 9:** Coordinate development in unincorporated portions of the City's UGA with Douglas County and any relevant utility purveyors.

**Urban Growth Policy 10:** Proposed amendments to the City's Urban Growth Boundary (UGB) should be addressed as specified in the *Douglas County Regional Policy Plan*.

**Urban Growth Policy 11:** Proposed amendments to the City's Comprehensive Plan and/or implementing development regulations that would affect the unincorporated portion of the City's UGA should be addressed as specified in the *Douglas County Regional Policy Plan*.

**Urban Growth Policy 12:** Any amendment to the City's UGA must be accompanied by an analysis of what capital facilities investments are necessary to ensure the provision of adequate public facilities, and must comply with any other relevant provisions of WAC 365-196-320 regarding level of financial certainty.

# Residential Sub-Element

## INTRODUCTION

The quality and integrity of residential neighborhoods define and characterize the community, making it unique. Maintaining those neighborhoods is important in keeping Rock Island a stable and vital community. The goal and policies below are intended to support new high quality residential development that will complement the existing neighborhoods as the City grows. Rock Island's Residential land use designation will provide the primary location for single-family residences. Prior to construction of its wastewater treatment system, residential development in the community was limited to single-family residential units on lots of at least one-half acre (0.5 acres) unless an approved alternative on-site septic system was installed. The new sewer system will facilitate development at higher densities.

The Plan also designates a Recreation Mixed Use district which will accommodate residential uses as well as trails, open space, and, potentially, low-intensity commercial uses.

## GOAL AND POLICIES

### Goal

**Residential Land Use Goal:** Encourage a sufficient number and variety of safe, attractive residences in a variety of neighborhoods with adequate public utilities and services for people of all incomes.

### Policies

**Residential Land Use Policy 1:** Promote development at urban densities in the City of Rock Island's Residential district. Urban residential densities shall be defined as five dwelling units per acre, on average, throughout the Residential district.

**Residential Land Use Policy 2:** Residential development standards should maintain residential characteristics.

**Residential Land Use Policy 3:** Future residential development should be guided by criteria promoting high quality neighborhoods that include such amenities as sidewalks, lighting, stormwater containment, and other public health and safety facilities.

**Residential Land Use Policy 4:** Protect residential districts from excessive noise, visual, air, light, odor, and water pollution caused by other land uses.

**Residential Land Use Policy 5:** Establish residential development standards that reflect the character of existing neighborhoods while allowing flexibility, so new development is compatible with that which already exists while accommodating the diverse needs of the City’s growing population.

**Residential Land Use Policy 6:** Determine the density of all types of residential development that are compatible with surrounding residential uses.



**Residential Land Use Policy 7:** Provide for multi-family uses near recreation areas that are adequately served by public facilities and utilities, including multi-modal transportation systems.

**Residential Land Use Policy 8:** Encourage new development that will promote neighborhood identity and pride and an attractive living environment, and minimize land use conflicts.

# Commercial Sub-Element

## INTRODUCTION

The City of Rock Island would like to promote commercial uses that will serve both local residents and visitors—people coming to the area for recreation purposes and those passing through. By creating a commercial district that will cater to tourism and recreation, the City of Rock Island will promote itself as a recreational destination, providing the City with an economic base to implement such amenities as trails and parks. This Comprehensive Plan provides for two commercial use districts, General Commercial and Tourist Commercial. In addition, it provides for a Recreation Mixed Use District in which low-intensity commercial uses may be developed.

### *General Commercial*

The General Commercial land use designation will accommodate a wide variety of commercial uses that provide services to the residents of Rock Island, such as grocery stores, beauty salons, restaurants, specialty stores, and video stores.

### *Tourist Commercial*

The Tourist Commercial land use designation will accommodate commercial uses that will provide services to the traveling public and support and encourage recreational opportunities located in Rock Island, such as motels/hotels, restaurants, gift shops, and recreational activities.

## GOAL AND POLICIES

The following goal and policies are intended to provide for a quality environment for commercial development. They help define the scope of future development while still assuring compatibility with surrounding residential uses. By using the direction the goal and policy statements provide, the type of atmosphere the people of Rock Island desire for their commercial areas will be maintained and enhanced.

### *Goal*

**Commercial Use Goal:** Create opportunities for safe, attractive and accessible commercial districts that will provide for diverse economic development and contribute to a sound economic base for Rock Island while maintaining a quality environment and ensuring that adequate public facilities are provided.

## **Policies**

**Commercial Use Policy 1:** Encourage commercial uses that will provide long-term benefits to the people of Rock Island.

**Commercial Use Policy 2:** Promote the development of commercial activities oriented to the recreation and open space opportunities of the lake system and the Rock Island Golf Course.

**Commercial Use Policy 3:** Promote the image of the City center as a location for family-oriented businesses and cultural and recreational activities.

**Commercial Use Policy 4:** Promote improvement of the area economy through diversification.

**Commercial Use Policy 5:** Provide for continued use, development, and revitalization within established commercial areas.

**Commercial Use Policy 6:** Commercial use districts should be located adjacent to existing similarly developed areas. Discourage the expansion of commercial development outside the City center except to serve recreational users and the traveling public.

**Commercial Use Policy 7:** Within each use district, encourage development in scale with the intent of the district and the location of the site.

**Commercial Use Policy 8:** Encourage commercial uses that are oriented toward local users to locate in the General Commercial district.

**Commercial Use Policy 9:** Light industrial uses should be allowed in the General Commercial district, provided impacts are mitigated so that such uses are compatible with the intent of the district.

**Commercial Use Policy 10:** Commercial areas should be pedestrian friendly, with sidewalks and amenities appropriate to the location of the site and the nature of uses in the area—e.g., benches, landscaping, and plazas in the downtown core; street trees along the highway.

**Commercial Use Policy 11:** Establish development standards that tie commercial



development to the community as a whole. Such standards may include landscaping, street trees, linkages to pedestrian trails, and open space.

**Commercial Use Policy 12:** Establish development standards that will minimize the impacts of commercial uses on residential neighborhoods.

**Commercial Use Policy 13:** Encourage excellence of design that will enhance the long-term benefits of commercial development to the City.

**Commercial Use Policy 14:** Support commercial areas by providing adequate streets, parking, utilities and access to public transportation.

**Commercial Use Policy 15:** Encourage adequate circulation patterns in commercial areas and provide linkages to other land use activities.

# Industrial Sub-Element

## INTRODUCTION

Industrial uses are a necessary component of Rock Island’s economy. They can also have negative impacts such as noise, dust, heavy-vehicle traffic, and visual impacts. The following goal and policies were developed to provide a guideline for mitigating the impacts of industry on other uses, and on the general quality of life in the community, while providing for appropriate industrial uses.

## GOAL AND POLICIES

### Goal

**Industrial Use Goal:** Industrial development that contributes to economic diversification, growth and stability of the community without degrading its natural systems or its residential or commercial environment.

### Policies

**Industrial Use Policy 1:** Actively support economic development measures that serve to revitalize and promote the growth of existing industrial locations.

**Industrial Use Policy 2:** Encourage small, light industries to locate in Rock Island.

**Industrial Use Policy 3:** Industrial use districts should be located for easy transportation (road, rail, or water) access, preferably on lands not suited for agricultural or residential uses.

**Industrial Use Policy 4:** Consider providing support facilities, infrastructure and services to the City's industrial district in order to promote desirable industrial development.

**Industrial Use Policy 5:** Encourage variety and innovative design in industrial site development and an attractive, high quality environment for industrial activities through good landscaping, parking and building design where land uses of distinctive character or intensities adjoin.

**Industrial Use Policy 6:** Establish development standards that reduce the impact of industrial uses on other land uses, especially adjacent uses of distinctive character or intensities. Such standards may include landscaping, parking and building design requirements calculated to mitigate impacts.

**Industrial Use Policy 7:** Encourage clean industrial development that is compatible with the quality of the city and natural environment (air, water, noise, visual impacts).

**Industrial Use Policy 8:** Recognize mining of precious minerals, sand and gravel extraction and processing as temporary uses. Develop standards to ensure that: (1) mining is only allowed where necessary to prepare the area for future growth and development consistent with the community's future; (2) mining is only allowed where impacts on affected uses can be mitigated; (3) impacts, including aesthetic impacts, to surrounding land uses are adequately evaluated and mitigated; and (4) reclamation that will leave the site in a condition suitable for use as shown on the Comprehensive Plan Land Use Designations map is required.

**Industrial Use Policy 9:** Encourage the development of industries that rely on water and/or rail transportation.

**Industrial Use Policy 10:** Encourage public/private partnerships to explore ways to revitalize and/or redevelop the existing Specialty Chemical Products plant, making it more economically viable and aesthetically pleasing.

# Public Use Sub-Element

## INTRODUCTION

The purpose of the Public land use designation is to preserve areas for public facilities owned by government agencies where such facilities are used by the general public and/or serve the needs of the community, such as municipal buildings and public parks and recreation facilities. The following goal and policies were developed to provide a guideline for achieving that purpose.



## GOAL AND POLICIES

### Goal

**Public Use Goal 1:** Ensure adequate land for public purposes.

**Public Use Goal 2:** Provide for recreational opportunities and facilities.

### Policies

**Public Use Policy 1:** Evaluate the need for public land, considering anticipated needs during the twenty-year period covered by this plan, unique resources that the City may want to preserve for future public use, and conditions that limit development, such as the PUD easement; and designate adequate areas for public use.

**Public Use Policy 2:** Establish development standards that enhance public uses and ensure they complement the surrounding neighborhood. Topics addressed by such standards may include landscaping and accessory uses.

**Public Use Policy 3:** Develop parks and recreational facilities that meets the needs of the community and its visitors.

**Public Use Policy 4:** Provide adequate pedestrian and vehicle access to public parks and recreational areas.

**Public Use Policy 5:** Support a park and recreation plan that meets the needs of the community and its visitors.

# HOUSING ELEMENT

## INTRODUCTION

The appeal of a community is derived from many factors, including the quality and availability of housing. It is important to have an adequate stock of housing for all income levels, while recognizing the integrity of established residential neighborhoods.

This Housing Element has been prepared in response to the Growth Management Act of 1990 (ESHB 2929), which requires "...[A] housing element recognizing the vitality and character of established residential neighborhoods that: (a) includes an inventory and analysis of existing and projected housing needs; (b) includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing; (c) identifies sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities; and (d) makes adequate provision for existing and projected needs of all economic segments of the population."

In addition to meeting growth management requirements, this element is intended to provide guidance for maintaining the viability of existing housing and encourage new, quality developments that will diversify the community's housing stock so that Rock Island remains attractive to newcomers and current residents alike.

### *Affordable Housing*

This element has been developed in the context of the affordable housing provisions of Washington's Growth Management Act and of the County-Wide Planning Policies (CWPPs) mandated by the Act.

### *Washington's Growth Management Act*

Washington's Growth Management Act (GMA) requires cities to make adequate provisions for existing and projected needs of all economic segments of the community. Section 365-196-410 of the Washington Administrative Code (WAC) defines affordable housing as follows:

- In the case of dwelling units for sale, affordable housing has mortgages, amortization, taxes, insurance and condominium or association fees, if any, that consume no more than thirty percent of the owner's gross annual household income
- In the case of dwelling units for rent, affordable housing has rent and utility costs, as defined by the county or city, that cost no more than thirty percent of the tenant's gross annual household income

### Douglas County Regional Policy Plan

Regional coordination between counties and cities is emphasized in the GMA. In counties that fully plan under the GMA (including Douglas County), the cities and county are required to adopt county-wide planning policies to establish a county-wide framework from which county and city comprehensive plans are developed and adopted, and which will ensure that city and county comprehensive plans are consistent.

Douglas County's CWPPs are contained in the *Douglas County Regional Policy Plan*. The plan includes seven policies on affordable housing:



**POLICY F-1:** Comprehensive plans should provide for a range of housing development types and densities in each jurisdiction and should encourage and promote the provision of housing to meet the needs of a diverse population including providing affordable housing choices for all income levels.

**POLICY F-2:** In developing comprehensive plan land use designations, the county, cities and towns should provide appropriately designated lands and/or location criteria to provide opportunity for housing that accommodate individuals with special needs (elderly, low-to-moderate income families, etc).

**POLICY F-3:** Comprehensive plans should stress that housing developments that require urban levels of governmental services should be located within urban growth areas.

**POLICY F-4:** Implementation guidelines in the comprehensive plans should encourage development standards and permitting procedures, as needed, to provide opportunities for a range of housing types including seasonal agricultural and recreational housing of a permanent and/or temporary nature, accessory dwelling units, manufactured homes, apartments, townhouses and attached single family housing.

**POLICY F-5:** To facilitate capital facilities planning and comprehensive plan review, the county and cities/towns will monitor new and existing housing to ensure an equitable and rational distribution of low-income, seasonal, and affordable housing throughout the county in accordance with land use

policies, infrastructure planning, transportation systems, and employment locations. The monitoring program should include:

- A process to monitor residential development within all jurisdictions and determine annually the total number of new and redeveloped units receiving permits and units constructed, housing types, affordability (identify median rent or housing unit market value) densities and remaining capacity for residential growth.
- Evaluate each jurisdiction's existing resources of subsidized and low-cost nonsubsidized housing and identify housing that may be lost due to redevelopment, deteriorating housing conditions, or public policies or actions.

**POLICY F-6:** The county, cities and towns should work cooperatively to draft model development standards that may be used by all jurisdictions for the provision of housing types appropriate for the jurisdiction. Housing types considered may include seasonal housing, accessory housing, cluster developments, attached single-family developments, and a process to provide land use incentives or density bonuses for the development of low to moderate income housing.

**POLICY F-7:** The county, cities and towns:

- Recognize the countywide, economic importance of providing housing for agricultural workers.
- Support a dispersed pattern of owner-provided agricultural housing.
- Recognize the limitations in the rural and agricultural areas for the provision of services to support higher density housing and encourage cooperation with the agricultural community, state and local agencies to develop criteria and a process for siting agricultural housing.

## **Manufactured Housing**

One of the ways in which the State of Washington has addressed the shortage of affordable housing and acted to protect consumers' choice is by placing limits on the ways in which cities may regulate placement of manufactured housing. Very generally, state law provides that:

- Cities and counties must regulate manufactured homes built to federal manufactured housing construction standards no differently than they regulate other types of homes. Local jurisdictions are allowed to place certain restrictions on the placement of manufactured homes—they may require that they:
  - Be new manufactured homes (with certain exceptions; see below)
  - Be set on a permanent foundation
  - Comply with any local design standards that may apply to all other homes in the neighborhood in which the manufactured home is to be located
  - Be thermally equivalent to the state energy code
  - Otherwise meet requirements for a “designated manufactured home” as defined in state law
- Cities and counties may not prohibit a mobile or manufactured home from locating in a mobile home park or manufactured housing community that existed before June 12, 2008 based on the age or size of that mobile or manufactured home
- Cities and counties may not have an ordinance that prevents the entry or requires the removal of a recreational vehicle used as a primary residence in manufactured/mobile home communities

More specific information about regulation of manufactured housing can be found on MRSC's web site at <http://www.mrsc.org/subjects/planning/housing/manhse.aspx>.

## **INVENTORY AND ANALYSIS**

### **Existing Housing Supply**

As of 2017, there are about 475 housing units in the Rock Island UGA (including incorporated and unincorporated areas), based on an inventory of existing housing units conducted by the City at the start of the planning period.

### **Projected Housing Needs**

As stated in the Land Use Element, Rock Island is planning for a projected population of 1,524 in 2038. (As also noted in that element, the City’s population has the potential to grow much more quickly.) Analysis detailed in the Land Use Element indicates the City will need approximately 96 more dwelling units than it currently has available to house its population by the end of the 20-year planning period.

Vacancy rates (the proportion of vacant to occupied housing units) are an excellent measure of the relationship between housing supply and demand. Four to seven percent is usually considered an adequate vacancy rate to provide residents with some choice in housing. A rate lower than four percent indicates a tight housing market.

Within the City of Rock Island, the 2012 American Community Survey estimated a 0% vacancy rate<sup>1</sup>, indicating a very tight market within the city limits. The same source shows a considerably higher vacancy rate of 12% in unincorporated Douglas County<sup>2</sup>; however, based on local knowledge, vacancy rates within the Rock Island UGA are estimated at 0–2%.

### **Land Supply**

As described in the Land Use Element (under the heading “Residential Uses”), Rock Island has enough land to accommodate more than 400 new dwelling units in its Residential district—far more than will be required to meet the projected demand for 87 new dwelling units. Undeveloped land designated “Recreation Mixed Use” may be used to provide housing, but cannot reliably be included in calculations because it may be developed for other uses. (Land use designations are shown on the “Comprehensive Plan Land Use Designations” map at the end of this chapter.)

### **Affordability**

As noted above, state law defines affordable housing as costing no more than 30% of household income. For about 13% of the households in the City of Rock Island, that translates to housing costs of no more than \$375 per month. Based on the state’s definition, a household in Rock Island earning the median income, \$40,714<sup>3</sup>, can afford to spend up to \$1,018 per month on housing. Table 7 below shows the range of affordable housing costs for various sectors of the City’s population. (Note: the income information is derived from data for the City of Rock Island only, not including the unincorporated UGA.)

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1 Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates

2 Ibid.

3 Ibid.

**Table 7**  
**Affordable Housing Cost Range**

Income Range	Percent of Rock Island Households (within City Limits)	Range of Affordable Housing Costs
Less than \$10,000	3.7%	Up to \$250/month
\$10,000 to \$14,999	9.6%	\$250–375/month
\$15,000 to \$24,999	18.5%	\$375–625/month
\$25,000 to \$34,999	13.3%	\$625–875/month
\$35,000 to \$49,999	18.5%	\$875–\$1,250/month
\$50,000 to \$74,999	23.8%	\$1,250–\$1,875/month
\$75,000 to \$99,999	5.9%	\$1,875–\$2,500/month
\$100,000 to \$149,999	3.7%	\$2,500–\$3,750/month
\$150,000 to \$199,999	3.1%	\$3,750–\$5,000/month

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates

Given the needs of the poorest segment of the population (those households making less than \$15,000 per year), the City is likely to have a hard time meeting its residents’ need for affordable housing. That challenge will be exacerbated by the apparent high demand for housing in Rock Island (based on the low vacancy rate within the city limits and the large number of lots recently platted or currently being platted)—prices generally increase when demand exceeds supply.

## GOALS, POLICIES, AND OBJECTIVES

### Goals

**Housing Goal 1:** Rock Island recognizes the need for a variety of housing types and densities, and the need for a range of housing. The City will strive to set conditions that encourage such development.

**Housing Goal 2:** Provide public infrastructure that will encourage development of housing that meets the needs described in Goal 1.

### Policies

**Housing Policy 1:** Identify an adequate supply of land and provide for suitable densities and housing types to enable development of housing for all income levels.

**Housing Policy 2:** Maintain high standards for residential development, construction and maintenance. Such standards will provide for a diverse choice of housing types and densities, and may provide for special housing types (such as cottage housing or townhouses).

**Housing Policy 3:** Cooperate with developers to support development of high-quality housing.

**Housing Policy 4:** In accordance with RCW 70.128.140(2), an adult family home must be considered a residential use of property for zoning and public and private utility rate purposes, and must be a permitted use in all areas zoned for residential or commercial purposes, including areas zoned for single-family dwellings.

**Housing Policy 5:** Regulate manufactured housing in accordance with state law, including allowing designated manufactured homes, as defined in RCW 35.63.160, wherever single-family residential dwellings are allowed.



**Housing Policy 6:** Residential structures occupied by persons with handicaps, as defined in the federal fair housing amendments act of 1988 (42 U.S.C. Sec. 3602), should be treated the same as similar structures occupied by a family or other unrelated individuals.

**Housing Policy 7:** Allow family day care providers, as defined in RCW 43.215.010(C), in all residential dwellings located in areas zoned for residential or commercial use, in accordance with RCW 36.70A.450.

**Housing Policy 8:** Implement the Policies on Affordable Housing of the Douglas County Regional Policy Plan.

### Objectives

Objectives are more specific than goals—they describe how the City will further its goals and implement its policies. The objectives listed here can be used to develop a work plan and budget for taking actions that will advance the City's vision and the statewide goal of providing housing for all income levels.

**Housing Objective 1:** Review development and zoning regulations and standards to ensure the goals and policies of the Housing Element are supported.

**Housing Objective 2:** Update the Capital Facilities and Transportation plans to direct the creation of infrastructure that will serve housing development goals and policies.

**Housing Objective 3:** Work in partnership with housing agencies to provide information about low-cost housing options (such as USDA Rural loans) that may help residents meet their housing needs.

# CAPITAL FACILITIES PLAN ELEMENT

## INTRODUCTION

The Capital Facilities Plan (CFP) Element is a required element of the City's Comprehensive Plan under the Growth Management Act (GMA). Capital facilities are facilities and services necessary to maintain municipal functions, such as water and sanitary sewer systems, stormwater facilities, schools, parks and recreational facilities, and transportation, police, and fire protection facilities. Capital facilities are, in general, provided by local government agencies and available to all citizens of the community.

Capital facilities play a large role in determining how much and what kind of development will occur where. Rock Island's Comprehensive Plan is intended to provide for public facilities that will be adequate to support the amount and type of growth the City expects, as described in the Land Use Element.

### *Why Plan for Capital Facilities?*

There are three primary reasons to plan for capital facilities:

- Growth management
- Quality of life, including ensuring that new development is served by adequate facilities
- Eligibility for grants and loans

## INVENTORY AND ANALYSIS

Capital Facilities include those publicly owned structures, utilities, and land necessary to maintain an operational capacity to offset the impacts of growth and development where construction, major repairs, or replacement costs are above \$15,000.

### *Water System*

The City of Rock Island has prepared a comprehensive Water System Plan that specifically identifies the system as well as the required improvements to serve the future needs of the Rock Island Urban Growth Area (UGA). The Water System Plan was updated in July 2013, and is incorporated by reference. The remainder of this section has been excerpted from the Water System Plan, and describes the existing system and how the City will address identified future needs.

The City of Rock Island's water system consists of a single pressure zone, five wells (two wells actively used for drinking water supply, one for emergency, one for irrigation, and one inactive well to be abandoned), and two reservoirs. Water system mains are 4" to 12", with the older mains being steel or AC (installed before 1962) and new mains being DI or PVC (mostly installed 1980 to present). The most recent major improvements made to the system were construction of well #5 and replacement of small diameter steel water mains during construction of the City's wastewater collection system in 2012. Other improvements were the 2000 reservoir project and the 1989 and 1993 water main replacement projects, which replaced or extended existing mains.

The water system serves over 330 connections, with a total water service area population of about 1,320. The water service population and water demand is projected to grow by about 44% over the next 20 years<sup>4</sup>.

A summary of the existing system capacities is listed below:

- Supply capacity is adequate for current and projected water demands for no more than the next 10 years.
- Storage volume is adequate for current and projected water demands for no more than the next 10 years.
- The interior of the reservoirs were inspected in 2010 and were found to be in excellent condition.
- Distribution system capacity is adequate to meet demands for projected 20-year growth.
- Calculated available fire flows meet the selected criteria (2,500 gpm) in most, but not all, commercial zoned areas. The five houses in the vicinity of the reservoir have insufficient elevation difference from the reservoir to provide service above required 20-psi residual, therefore no fire flow can be supplied at the desired residual pressure.
- Calculated available fire flows meet the selected criteria (approximately 1,000 gpm) in most, but not all, single-family zoned areas (R-1).
- The distribution system has a number of relatively minor deficiencies; some mains are small diameter (4") steel that may need to be replaced in the future.
- Several areas of the distribution system do not fulfill fire hydrant spacing criteria.
- Growth in East Hills will require a new pressure zone.
- Rock Island's primary wells (Wells #2 and #5) are below the maximum contaminant level for arsenic.

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<sup>4</sup> Because the text has been excerpted from the City's 2013 water system plan, and because changes in the rate of water use may be different from the rate of population growth, the growth rate shown is not consistent with the population for which the City is planning.

- Well #2 has elevated nitrate levels that have remained constant historically which requires the City to sample and test for these contaminants quarterly.
- The City will need to add a new water tower at a higher elevation than the current tower.

The City has adequate water rights for its present and projected annual withdrawal volume, but rapid growth and development may cause a need for additional water rights in order to be able to maintain adequate peak flows. The City is expected to exceed its instantaneous water rights by the end of the 20-year planning period, and is therefore implementing policies and procedures to secure additional water rights as orchard lands are converted to residential developments and when new areas are annexed<sup>5</sup>.

The Capital Facilities Plan reflects prioritization of planned system improvements either in the next six or twenty year period, as well as cost estimates and potential funding sources.

### **Sewage Disposal**

The City of Rock Island built a new Wastewater Treatment Facility in 2010–2012. The construction included the main facility, service network, and the connection of private lines to each residence and business within the City limits. The project also included the decommissioning of all existing septic systems within the City limits, and stubs for each vacant property. Any properties brought into the City by annexation after 2012 were not included in the original project. An annexation in January of 2014 brought in 29 existing homes, an elementary school, and several agricultural and/or vacant properties. The City is now tasked with finding a way to serve those properties and get them all connected to the municipal wastewater system, per requirement of the Rock Island Municipal Code.



As of this writing (2018), the City's treatment facility is operating at about 30% of capacity. Once the facility reaches 85% of capacity, the City will need to start planning for future expansion. The pipes and lift station were sized to accommodate triple the 2012 population of the UGA. Eventually, the City will need to make arrangements to deal with bio-solids. The City will need to add a new screw press for the treatment plant.

The City of Rock Island has prepared a Facility Plan that describes the required improvements to serve the future needs of the Rock Island Urban Growth Area (UGA). That plan is incorporated by reference.

<sup>5</sup> The City adopted a water-rights transfer ordinance in 2015.

## ***Solid Waste Services***

Solid waste services for Rock Island are provided by Waste Management. Waste pick-up and disposal services are provided through private contracts between Waste Management and the landowners or residents. The City provides recycle services at the City's Recycle Center located at the city shop. This center is available to residents to drop off their recyclable household items year-round.

Douglas County and its participating jurisdictions have mutually agreed, through an Interlocal Agreement, to regionally plan on solid and hazardous waste issues and concerns in order to comply with RCW 70.95 and RCW 70.105. Douglas County Board of Commissioners adopted a Douglas County Comprehensive Solid Waste Management Plan (SWMP) and established the Douglas County Solid Waste Advisory Committee (SWAC). By Interlocal Agreement, the Douglas County Solid Waste Program Office is the department responsible for updating the SWMP, administering the SWAC approved budget and work schedule, and assisting the participating jurisdictions in implementing the programs identified within the adopted SWMP.

## ***Public Buildings, Facilities, and Services***

### ***City-Owned Buildings***

The City owns the following buildings:

- City Hall, at 5 North Garden Avenue
- City Shop/Recycle Center at 23 South Garden Avenue
- Waste Treatment Facility and shop at 201 Fourth Street
- Golf course and show building leased by Central Washington Concrete
- 3 pump houses
- 2 lift stations
- 2 water reservoirs

Parks and Recreation Facilities

The City’s Parks and Recreation Facilities are described in Table 8 below.

**Table 8**  
**Parks and Recreation Facilities**

Facility	Size	Location	Amenities
Schooler Park	3 acres	Adjacent to City Hall	Tennis court, basketball court, and other traditional playground equipment
Rock Island Elementary School	10 acres (entire site, including buildings)	Approx. ½ mile west of the Rock Island city limits	Outdoor tennis court, basketball court and other traditional playground equipment
Rock Island Public Golf Course	80 acres	East of the present commercial core	18-hole course
Lakes	Varies	In and around Rock Island	Open to public fishing, swimming, non-motorized boating and wildlife viewing/bird watching

Educational Facilities

Rock Island’s public education is provided by the Eastmont School District, headquartered in East Wenatchee. Rock Island Elementary School serves approximately 235 students in grades K–4<sup>6</sup>, including residents of the city, its UGA, and the surrounding rural area. (Older Rock Island students attend school in East Wenatchee.) Rock Island Elementary School is situated on 10 acres, and has a capacity of approximately 260–270 students. If Rock Island’s population grows as projected, the student population is likely to outgrow the school within the period covered by this plan.

Fire Protection

Fire protection for the City of Rock Island is provided by the Douglas County Fire District #2. The fire station is located on Rock Island Drive, adjacent to the Rock Island City Hall. The fire equipment located in Rock Island includes one engine that carries 1,000 gallons of water and one brush truck that carries 300 gallons of water. The fire station is operated by one resident and one volunteer.

6 Information regarding school population and grades served updated by telephone conversation with Rock Island Elementary School, February 18, 2015.

### Police Protection

Police protection for the City of Rock Island is currently provided through a contract with the Douglas County Sheriff's office. The City of Rock Island receives the same police coverage as Douglas County. The Sheriff's Department routinely patrols the Rock Island area and at this time police protection is considered adequate. Rock Island City Hall is officially designated as a Douglas County Sheriff substation. Officers have the ability to use space at City Hall for coordination or paperwork, but do not have regularly scheduled hours at the site.



## ESSENTIAL PUBLIC FACILITIES

Essential Public Facilities (EPFs) are facilities that serve a public purpose and that have inherent characteristics that make them difficult to site. Those characteristics may include facility size, land consumption uses, traffic impacts, noise, odor, safety concerns and utility needs. As a result of those characteristics, many EPFs are considered "locally unwanted land uses"; others may be desirable but still require special consideration to site. Essential public facilities may be publicly or privately owned or operated. They may be state or regional facilities, and may be facilities of state-wide significance.

The Growth Management Act (GMA) is clear that cities, towns, and counties cannot prohibit EPF placement in their communities despite potential public objections. The GMA also requires that the City's Comprehensive Plan include a process for identifying and siting such facilities.

The *Douglas County Policy Plan*, which has been ratified by the City, includes policies on siting essential public facilities. This Capital Facilities Element has been written to be consistent with state law and with the *Douglas County Policy Plan*. This section defines EPFs and includes EPF determination and siting processes intended to provide for consistent, coordinated identification and siting of EPFs. EPFs are also addressed in the Capital Facilities policies above.

### **Definition of Essential Public Facilities**

The following facilities are designated as Essential Public Facilities:

- A. Airports, state education facilities, state or regional transportation facilities, state and local correction facilities, solid waste handling facilities, secure community transition facilities, and in-patient facilities including substance-abuse facilities, mental health facilities, and group homes;
- B. Sewage treatment facilities; water system facilities; power generation and transmission facilities; and communication towers and antennas

- C. Facilities identified by the state Office of Financial Management as essential public facilities, consistent with RCW 36.70A.200;
- D. Facilities identified by Douglas County or the Douglas County Regional Council pursuant to the County-wide planning policies; and
- E. Facilities identified as Essential Public Facilities by the City of Rock Island.

## GOALS AND POLICIES

The following goals and policies will provide the City of Rock Island a guideline for implementing its Capital Facilities Plan. These policies should be used to provide consistent and logical decision-making during the twenty-year planning period.

### Goal

**Capital Facilities Goal:** Adequately provide needed public facilities to all legal conforming uses in Rock Island in a manner that protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly urban growth.

### Policies

**Capital Facilities Policy 1:** Ensure that public facility planning is consistent with the Comprehensive Plan. Public facilities will be located and expanded in accordance with the goals and policies of the Comprehensive Plan within the designated urban growth area.

**Capital Facilities Policy 2:** Locate and design public facilities to create minimal adverse impacts on surrounding land uses.

**Capital Facilities Policy 3:** Phase in future development and redevelopment consistent with the provision of utilities, streets, parks, and other community facilities.

**Capital Facilities Policy 4:** Encourage the compatible multiple use of utility corridors and all publicly-owned facilities.

**Capital Facilities Policy 5:** Recognize and respond to the need for flood control, both in new developments and area wide. Encourage the preservation of natural drainage channels for storm water runoff.

**Capital Facilities Policy 6:** Control runoff during construction to limit erosion, siltation, and stream channel scouring.

**Capital Facilities Policy 7:** Public facilities should ensure the efficient collection of water runoff at the point of introduction into major watercourses.

**Capital Facilities Policy 8:** Allow stormwater retention areas to be used as partial fulfillment of open space requirements.

**Capital Facilities Policy 9:** Encourage the use of the capabilities and expertise of private industry and encourage volunteer efforts in accomplishing the purpose of recycling.

**Capital Facilities Policy 10:** Provide fire and police services and facilities adequate to ensure the safety and protection of citizens and property and encourage training programs.

**Capital Facilities Policy 11:** Assure an adequate water supply and distribution system for fire protection.

**Capital Facilities Policy 12:** Develop a 20-year Capital Improvement Program that will identify phased and orderly development of public services and facilities within the Rock Island UGA.

**Capital Facilities Policy 13:** Allow developers to participate in the provision of public facilities and services prior to the schedule outlined in the Capital Improvement Program, provided the development is consistent with the goals and policies of the Comprehensive Plan, and provided impacts to community services can be fully mitigated.

**Capital Facilities Policy 14:** Use the phasing schedule for public facilities and services defined in the Capital Improvement Program as a basis for land use, development approval, and annexation decisions.

**Capital Facilities Policy 15:** New schools should be sited to require minimal extensions of municipal services.

**Capital Facilities Policy 16:** Partner with the Eastmont School District to plan for new and/or expanded school facilities within Rock Island that will meet the needs of area students as the City and the surrounding area grow.

**Capital Facilities Policy 17:** Encourage continued use of Rock Island Elementary School as a focal point for educational and community activities.

**Capital Facilities Policy 18:** Encourage new public facilities to provide community facilities such as multi-purpose rooms, resource rooms, and recreational facilities that can be operated for various community uses.

**Capital Facilities Policy 19:** Promote continued multi-jurisdictional cooperation in solid waste management planning and implementation.

**Capital Facilities Policy 20:** The costs of providing new, expanded capital facilities such as public water, sanitary sewer, stormwater, and transportation facilities to new development will be the responsibility of the developer.

**Capital Facilities Policy 21:** New development within the urban growth area will be served by underground capital facilities and utilities wherever feasible.

**Capital Facilities Policy 22:** Allow for the extension of public facilities such as public water, sanitary sewer, stormwater, and transportation facilities into the urban growth area without requiring annexation to occur first, contingent upon transfer of water rights adequate to serve the subject parcel or parcels, based on anticipated water usage for development in the applicable zoning district, or payment in lieu of such transfer.

**Capital Facilities Policy 23:** Require that applicants for short plats, subdivision, binding site plans, planned developments, and building permits for uses other than single-family residences transfer to the City water rights adequate to serve the subject parcel or parcels, based on anticipated water usage for development in the applicable zoning district, or make payment to the City in lieu of such transfer.

**Capital Facilities Policy 24:** The following policies apply to Essential Public Facilities (EPFs) in Rock Island and its UGA:

- EPFs should be served with the full range of services necessary to support the use.
- EPFs located outside the City's UGA must be self-contained or be extended services in a manner that does not promote additional development or premature conversion of lands to other uses.
- State mandated siting criteria should be incorporated where applicable.
- EPFs should not locate in Resource Lands or Critical Areas if incompatible.
- The City's development standards should assure implementation of the four policy statements above.
- The City should work with Douglas County, the health district, and other cities and towns in the county to establish, through cooperative agreements, decision-making processes for EPF environmental review and permitting; and should support such an agreement in its development regulations.

**Capital Facilities Policy 25:** Proposals for Essential Public Facilities (EPFs) in Rock Island and its UGA should be reviewed to ensure that:

- Facility siting and design will meet the needs of the 20-year projected population.
- Facility siting and design are in accord with state and federal siting standards.
- The proposal includes a fiscal analysis of the long-term and short-term public costs and a strategy to mitigate identified disproportionate financial burdens on the city of Rock Island that may result from facility siting.
- The proposal is compatible with surrounding land uses, existing zoning classifications, and the present and projected population density of surrounding areas.
- The proposal includes an analysis of the likelihood of associated development being induced or precluded by the siting of an EPF, including an analysis of the urban nature of the facility, the existing urban growth near the facility site, the compatibility of the facility with continued urban growth and the location of the facility in relation to any nearby urban growth areas.
- Facility design and operation include mitigation measures necessary to alleviate identified adverse environmental impacts.
- The proposed EPF will not adversely impact existing public facilities and services.
- Public hearings for permits required by the county, federal or state laws will be combined with any public hearings required by the city whenever feasible.
- Effective and timely notice and an opportunity to comment on a proposed EPF will be provided to citizens, to affected agencies, and to municipalities when an EPF is proposed to locate within five miles of the urban growth boundary within which the municipality is located.

**Capital Facilities Policy 26:** Plan for a system of sidewalks and trails that meets both recreation and mobility needs of residents and visitors throughout Rock Island, including connecting the residential and commercial cores and the lakes.

**Capital Facilities Policy 27:** Establish levels of service for all public facilities and services below which further development will not be allowed.

**Capital Facilities Policy 28:** Analyze level of service options for their potential implications on capital budgets, development costs, impacts on the costs of housing and quality of life perceptions.

**Capital Facilities Policy 29:** Periodically update levels of service for all public facilities and services.

**Capital Facilities Policy 30:** Ensure that any commitment of excess system capacity to potential developers includes a developer obligation to use the allocated capacity within a certain time period or be faced with the loss of the commitment.

**Capital Facilities Policy 31:** In developing long-range capital facilities plans, anticipate the provision of full public services throughout the urban growth area within the next twenty years.

**Capital Facilities Policy 32:** Address in the Capital Facilities Element any existing deficiencies in meeting the adopted levels of service and establish a firm financing plan to seek to correct said deficiencies within six years of Comprehensive Plan adoption.

**Capital Facilities Policy 33:** Coordinate level of service standards with adjacent jurisdictions wherever an interface exists.

**Capital Facilities Policy 34:** Monitor excess or reserve capacities of public facilities and services to avoid over-commitments.

### CAPITAL IMPROVEMENT PROGRAM

Rock Island's Capital Improvement Program (CIP) includes a proposed capital spending plan for the next six years and a list of other projects the City intends to complete within the 20-year planning period. It identifies specific capital improvements the City proposes to make, the costs of those improvements, and the anticipated funding sources. The CIP is part of Rock Island's Capital Facilities Plan Element and is included in this Comprehensive Plan as an appendix for ease of updating.

The GMA imposes certain capital facilities planning requirements. The City's CIP must cover at least six years. The Transportation Improvement Program (TIP) *must* be updated every year, before July 1<sup>st</sup> (RCW 35.77.010.1). Other parts of the plan *should* be updated at least every other year (WAC 365-196-415.2.c.ii).

Annual updates of the entire CIP are recommended; the CIP can then be used to develop the following year's budget and to give an accurate forecast of future investment. The CIP includes project-evaluation guidelines to help the City determine project feasibility and priorities.

The CIP is intended to ensure use of sound fiscal policies to provide adequate public facilities consistent with the Land Use Element and concurrent with, or prior to, the impacts of development in order to achieve and maintain adopted standards for levels of service. The City will reassess the Land Use Element if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, the Capital Facilities Plan Element, and the financing plan in the Capital Improvement Program are coordinated and consistent.

## FUNDING

Funding for capital improvements can be obtained from several sources including grants, loans, and local revenues.

### City Street Projects

Rock Island’s City Street Fund generates the bulk of its revenue from property and fuel taxes. The fund ensures that streets are maintained, and provides funds for storm drainage, traffic control, snow removal, and street cleaning.

Additional funding for street and sidewalk projects can be acquired through grants from State and Federal agencies. Grant sources include the Federal Surface Transportation Program, State Bicycle and Pedestrian Program, State Safe Routes to School Program, Federal Safe Routes to School Program, and several State Transportation Improvement Board programs.

**Table 9**  
**Street Fund (Account 101)**

	<b>2014 Actual</b>	<b>2015 Actual</b>	<b>2016 Actual</b>	<b>2017 Actual</b>	<b>2018 Budgeted</b>
Beginning Fund Balance	\$136,652.51	\$133,929.13	\$149,297.16	\$138,305.91	\$146,169.85
Total Operating Revenues <i>(taxes, intergov't revenues)</i>	63,286.68	82,234.72	64,171.38	78,079.34	72,500.00
Total Operating Expenditures <i>(general gov't, transportation)</i>	62,924.20	46,471.33	74,583.76	69,072.18	483,570.00
<b>Net Operating Increase (Decrease)</b>	<b>\$362.48</b>	<b>\$35,763.39</b>	<b>(\$10,412.38)</b>	<b>\$9,007.16</b>	<b>(\$411,070.00)</b>
Total Nonoperating Revenues	0.00	0.00	0.00	0.00	309,000.00
Total Nonoperating Expenditures	3,085.86	20,395.36	578.87	1,143.22	49,700.00
<b>Total Fund Increase (Decrease)</b>	<b>(\$2,723.38)</b>	<b>\$15,368.03</b>	<b>(\$10,991.25)</b>	<b>\$7,863.94</b>	<b>(\$151,770.00)</b>
<b>Ending Fund Balance</b>	<b>\$133,929.13</b>	<b>\$149,297.16</b>	<b>\$138,305.91</b>	<b>\$146,169.85</b>	<b>(\$5,600.15)</b>

### Water Projects

The City's water fund is a proprietary fund, which means it is allowed to generate revenues in user fees to cover the normal costs for maintenance and debt service. Therefore, this fund is made up entirely of user fees and connection costs to balance the fund. Table 10, below, shows actual and current budgeted amounts.

Additional funding for water projects can be acquired through grants and loans from the Public Works Trust Fund (loans), the Drinking Water State Revolving Fund (loans), and the USDA Rural Development programs (grants and loans).

**Table 10**  
**Water Fund (Account 401)**

	<b>2014 Actual</b>	<b>2015 Actual</b>	<b>2016 Actual</b>	<b>2017 Actual</b>	<b>2018 Budgeted</b>
Beginning Fund Balance	\$193,857.84	\$228,090.73	\$252,455.07	\$304,062.83	\$377,260.97
Total Operating Revenues <i>(intergov't revenues, charges for goods and services, fines/penalties)</i>	186,067.24	187,138.51	200,306.15	189,467.04	185,000.00
Total Operating Expenditures <i>(utilities)</i>	116,380.99	126,310.23	119,783.94	92,011.80	208,620.00
<b>Net Operating Increase (Decrease)</b>	<b>\$69,686.25</b>	<b>\$60,828.28</b>	<b>\$80,522.21</b>	<b>\$97,455.24</b>	<b>(\$23,620)</b>
Total Nonoperating Revenues	0.00	0.00	0.00	0.00	0.00
Total Nonoperating Expenditures	35,453.36	36,463.94	28,914.45	24,257.10	110,700.00
<b>Total Fund Increase (Decrease)</b>	<b>\$34,232.89</b>	<b>\$24,364.34</b>	<b>\$51,607.76</b>	<b>\$73,198.14</b>	<b>(\$134,320.00)</b>
<b>Ending Fund Balance</b>	<b>\$228,090.73</b>	<b>\$252,455.07</b>	<b>\$304,062.83</b>	<b>\$377,260.97</b>	<b>\$242,940.97</b>

### Sewer Projects

The sewer fund is a proprietary fund, which means it is allowed to generate the revenues in user fees to cover the normal costs for maintenance and debt service. Therefore, this fund is made up entirely of user fees and connection costs to balance the fund.

Additional funding for sewer projects can be acquired through grants and loans from the Public Works Trust Fund (loans), CDBG program (loans), the Centennial Clean Water Fund (grants), and the USDA Rural Development programs (loans).

**Table 11**  
**Sewer Fund (Account 403)**

	<b>2014 Actual</b>	<b>2015 Actual</b>	<b>2016 Actual</b>	<b>2017 Actual</b>	<b>2018 Budgeted</b>
Beginning Fund Balance	(\$378,316.36)	\$171,637.37	\$140,404.56	\$207,300.50	\$309,219.90
Total Operating Revenues <i>(intergov't revenues, charges for goods and services, fines/penalties)</i>	605,019.76	269,576.87	272,439.59	327,250.01	310,500.00
Total Operating Expenditures <i>(utilities)</i>	167,275.59	169,261.26	157,772.95	111,524.92	338,050.00
<b>Net Operating Increase (Decrease)</b>	<b>\$437,744.17</b>	<b>\$100,315.61</b>	<b>\$114,666.64</b>	<b>\$215,725.09</b>	<b>(\$27,550.00)</b>
Total Nonoperating Revenues	220,000.00	0.00	0.00	0.00	0.00
Total Nonoperating Expenditures	107,790.44	131,548.42	47,770.70	113,805.69	177,680.00
<b>Total Fund Increase (Decrease)</b>	<b>\$549,953.73</b>	<b>(\$31,232.81)</b>	<b>\$66,895.94</b>	<b>\$101,919.40</b>	<b>(\$205,230.00)</b>
<b>Ending Fund Balance</b>	<b>\$171,637.37</b>	<b>\$140,404.56</b>	<b>\$207,300.50</b>	<b>\$309,219.90</b>	<b>\$103,989.90</b>

# UTILITIES ELEMENT

## INTRODUCTION

The Growth Management Act requires that the Comprehensive Plan of each jurisdiction planning under the Act include “A utilities element consisting of the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.” This element addresses the required utilities—electrical power, natural gas, and telecommunications—and also cable television. Municipal water, sewer, and stormwater utilities are not included; they are addressed in the Capital Facilities Element.

## SERVICE PROVIDERS AND CAPACITY

**Electrical Power:** Douglas County Public Utility District #1 (PUD) provides electrical power throughout Rock Island and its UGA. As a public utility, the PUD is required to provide service to everyone in its service area. According to the PUD, there is ample capacity to serve Rock Island and its UGA.

The PUD also owns and operates Rock Island Dam, a hydroelectric dam. Distribution lines carrying power from the dam extend westward from the Columbia River through Rock Island, occupying a substantial area in the City’s Industrial district and a corridor 80 feet wide that bisects the Residential district. The PUD provides recreational facilities on land it owns in Rock Island as partial mitigation for the impacts of the hydroelectric facilities.



**Natural Gas:** There is no natural gas service in Rock Island. Cascade Natural Gas, which serves the Wenatchee area, does not provide service within the City or its UGA, and does not have plans to extend service to the area.

**Telecommunications:** The telecommunications industry has changed dramatically in the last several years. Technological advances have transformed service delivery. Several companies provide service

in Rock Island. Each provider has its own distribution system, and products and infrastructure location are driven by customer demand.

Charter Communications, Frontier Communications, and LocalTel all provide telephone and internet service in Rock Island. Coverage may or may not be available throughout the city and its UGA. As the City grows, it is anticipated that telecommunication facilities will be extended and upgraded with new technology to ensure adequate service levels for present and future needs.

**Cable television:** Frontier Communications and Charter Communications provide television service in Rock Island, and other companies may provide service as well. Coverage may or may not be available throughout the city and its UGA. Each company has its own distribution system.

## GOALS AND POLICIES

### Goals

Rock Island's Utilities goals are as follows:

**Utilities Goal 1:** Facilitate efficient provision of utilities concurrent with development.

**Utilities Goal 2:** Minimize adverse impacts, including visual and safety impacts, of utility facilities and utility development on residents, land uses, and the environment.

**Utilities Goal 3:** Place utilities underground where possible and feasible.

### Policies

Many of the policies below will further more than one of the goals listed above.

**Utilities Policy 1:** Electrical and communication facilities should be sized to meet anticipated needs based on projected growth rates and planned land use types, locations, and densities.

**Utilities Policy 2:** Provision of utility systems to new development should be adequate, efficient, and timely.

**Utilities Policy 3:** Roadway projects within the Rock Island UGA (including road construction and maintenance and upgrades of existing roads) should be coordinated with planned utility expansions and extensions where shared sites, corridors, rights-of-way, or trenches may be appropriate. The City should provide interested utility providers with timely and effective notification about such projects, to facilitate such coordination.

**Utilities Policy 4:** All public and private utility trenching activities should be coordinated, and shared trenches should be required when reasonably feasible.

**Utilities Policy 5:** Where possible, utility and transportation facilities should share installation sites, including rights of way and other corridors. Facilities such as towers, poles, antennas, substation sites should be consolidated where reasonably feasible.

**Utilities Policy 6:** In considering utility siting, the City should consider any public service obligations of the utility involved, evaluate the effect of the siting decision on the ability of the utility to provide service throughout its service area, and balance local design considerations against articulated needs for system-wide uniformity.

**Utilities Policy 7:** Utility permit applications should be considered simultaneously with project permit applications for a project requesting service and, when possible, utility permits should be approved when the project permit application is approved.

**Utilities Policy 8:** The City should collaborate with utility providers to develop vegetation management policies and plans for utility corridors, as specified in WAC 365-196-420(iv)(A)-(B).

**Utilities Policy 9:** Facilities designated as Essential Public Facilities, including power generation and transmission facilities and communication towers and antennas, should be subject to the Essential Public Facilities provisions of this plan.

**Utilities Policy 10:** The City should encourage utility providers to coordinate system planning efforts with the Comprehensive Plan and other planning efforts pertaining to land use, other utilities, and other community facilities.

**Utilities Policy 11:** Planning and development of all public facilities should be coordinated with utility providers and the irrigation district.

**Utilities Policy 12:** The City should promote and participate in multi-jurisdictional utility planning and implementation, especially where facilities of county-wide, regional, or statewide importance are involved.

**Utilities Policy 13:** Utility installations (including cellular communication facilities) and system upgrades should be made in a way that will minimize adverse impacts on surrounding land uses.

**Utilities Policy 14:** Require under-grounding of new electrical distribution and communication lines where reasonably feasible, especially where such lines would affect views and in proximity to the lakes and the river.

**Utilities Policy 15:** Encourage under-grounding of existing electrical distribution and communication lines where reasonably feasible, especially where such lines affect views and in proximity to the lakes and the river.

**Utilities Policy 16:** Development should carry a proportionate share of the cost for extending and increasing the capacity of needed public utilities.

**Utilities Policy 17:** The cost of on-site utility improvements or site preparation for developments, will be the responsibility of private enterprise.

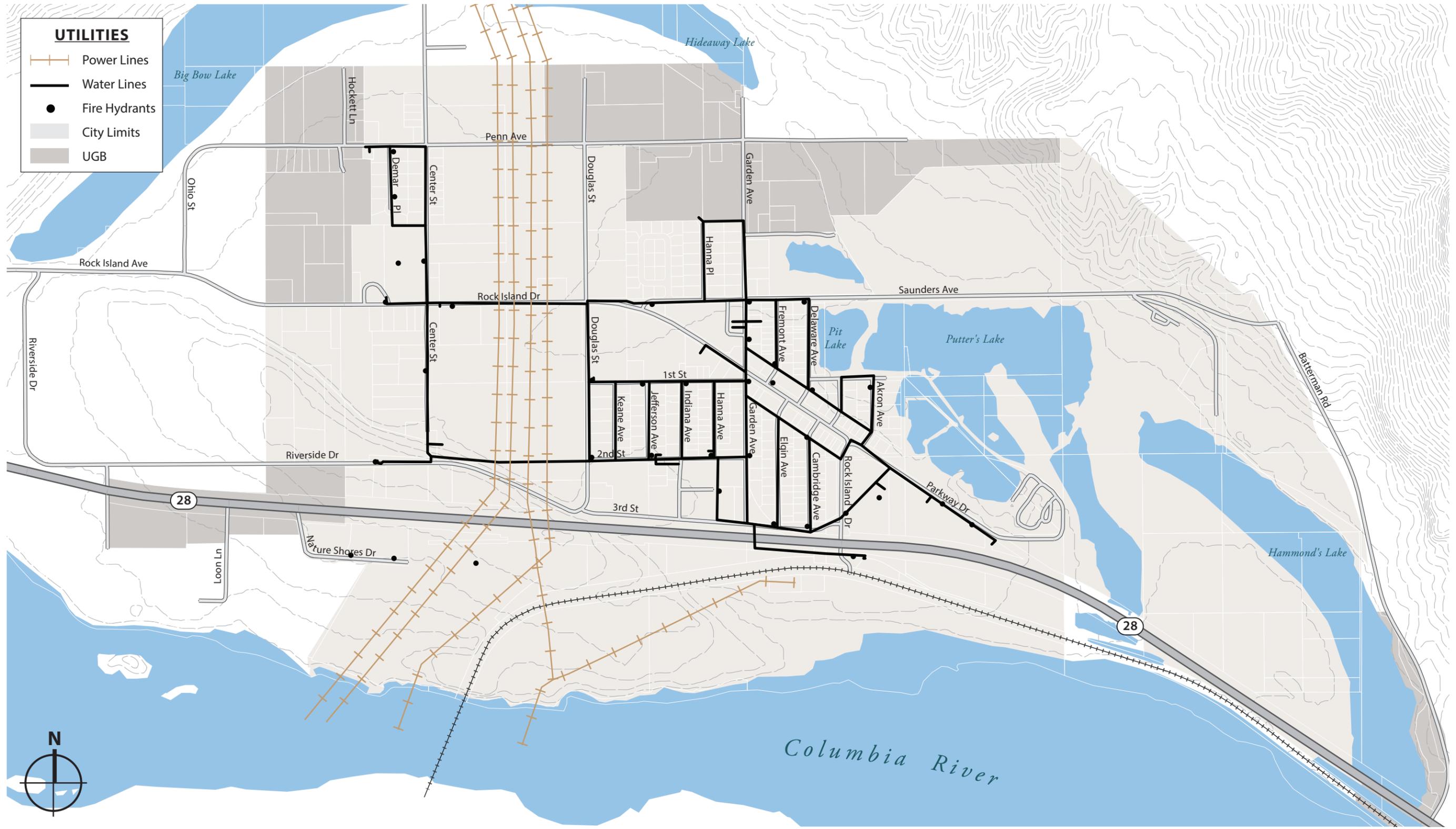


Figure 6 | Rock Island Utilities

# TRANSPORTATION ELEMENT

## INTRODUCTION

Transportation plays a key role in making the Comprehensive Plan work. It serves as a partner to crucial land use and economic development decisions, often behind the scenes. The Transportation Element links transportation and land use decisions to ensure that Rock Island's transportation system responds as appropriately as possible to population growth and development within stringent funding constraints.

In 2014, Chelan and Douglas Counties became part of the Chelan-Douglas Transportation Council (CDTC), a new Metropolitan Planning Organization (MPO). The MPO is charged with planning for regional transportation within Chelan and Douglas Counties. As former members of the NCRTP, Rock Island and Douglas County participated in the development of the required *North Central Regional Transportation Plan* (RTP; 2009). The RTP is referenced throughout this document. Rock Island also participated in developing *Confluence 2030* (2010), a Metropolitan Transportation Plan for the Wenatchee Valley.

This Transportation Element addresses the motorized and non-motorized transportation needs of the Rock Island Urban Growth Area (UGA). It represents the community's policy regarding projected transportation needs (current and future); the location and condition of the existing traffic circulation system; the cause, scope, and nature of transportation problems; and level of service standards, street classifications, and associated transportation problems Rock Island must address regarding growth in the next twenty years. As specified in the Growth Management Act, new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Such improvements and strategies must be in place or financially planned for within six years of development use.

The type and availability of transportation resources are major factors in the development of land use patterns; at the same time, the way land is used has a strong influence on the need for and location of new transportation. The relationship between transportation and land use is one of continuous interaction, and their planning must be coordinated. Future land use and the Transportation Element are dependent on each other and need to be carefully coordinated.

## INVENTORY & ANALYSIS OF TRANSPORTATION FACILITIES

Rock Island's existing transportation system is described below. Additional information is included in the RTP.

### *Air Transportation Facilities*

The nearest airport is Pangborn Memorial Airport, approximately 2 miles northeast of Rock Island in Douglas County. Pangborn is a commercial service airport. State Highway 28 and Grant Road provide access to the airport from Rock Island.

### *Ground Transportation Facilities and Services*

#### Roadways

Rock Island Drive/Road and Washington State Route 28 (Highway 28) are Rock Island's main thoroughfares. Highway 28 bisects the city, separating the existing industrial and commercial lands to the south from residential and commercial development to the north. Rock Island Drive intersects with Highway 28 near the lakes at the east end of the city, then runs north to the commercial core of the city, where it turns west and continues on until it again intersects with Highway 28 approximately 2½ miles west of Rock Island's city limits. Collectors and local access streets (defined in the Transportation Element) provide a transportation network throughout the city.

The classification of public streets and roads is important for receiving funding for upgrading and improving the circulation system. The following street classification system is consistent with the policies of this element. It is based in part on present and forecasted land uses, and attempts to take into consideration the existing classification systems of both WSDOT and Douglas County. Future design standards will be based on this system and should be jointly developed and agreed to by Douglas County and the City of Rock Island to provide consistent and uniform standards for local developers.

**Arterials:** Streets that are designed to carry a high proportion of the total urban area traffic, and usually either serve traffic going from the central business district to outlying residential areas, or traffic entering and leaving the urban area. They also provide a connection to collector streets, and provide intra-community continuity while maintaining identifiable neighborhoods. (These streets are classified by Washington State DOT and Federal Highways as Major Arterials and/or Major Collectors.)

- Delaware Avenue
- Rock Island Parkway
- Rock Island Drive
- Saunders Street

**Collectors:** Streets that are designed to provide access service and traffic circulation within residential neighborhoods and commercial/industrial areas. They differ from the above arterials in that they may penetrate residential neighborhoods, distributing traffic from arterials to the ultimate destination or vice-versa.

The following roadways are classified as collectors:

- Third Street SW
- Center Street
- Douglas Street
- Garden Avenue North
- Garden Avenue South
- Ohio Street
- Penn Avenue
- Riverside Drive



**Subcollectors:** The typical residential street, the subcollector is most commonly recognized as the lesser through street of a residential grid. While vehicular traffic could often travel through on a minor collector, intersections are either controlled or encumbered with stop signs, thus encouraging vehicles to use a major collector for through traffic. ADT greater than 1,000 and less than 2,000.

The following roadways are classified as subcollectors:

- First Avenue SW
- Second Street SW
- Akron Avenue
- Baker Avenue
- Cambridge Avenue
- Elgin Avenue
- Freemont Avenue
- Hanna Avenue
- Hanna Place
- Indiana Avenue
- Jefferson Avenue
- Keane Avenue

**Local Access:** Streets that have a primary function of providing access to abutting land and to collector and arterial streets. They offer the lowest level of mobility and are not intended to

accommodate through traffic. Local Access Streets are further classified according to the primary intended use of the area, based on the Comprehensive Plan land use designations map.

- **Local Access—Commercial/Industrial:** Streets that serve primarily commercial and industrial uses with adequate structural and design features to serve traffic typical for these areas, including larger trucks. Important features include, but are not limited to, adequate sight distance, turning radius, travel lane widths, etc.

The following roadways are classified as Local Access Streets—Commercial/Industrial:

- Fourth Street SW
- Nature Shores Drive

- **Local Access—Residential:** Streets that primarily serve residential uses with design components to slow down traffic and to discourage through traffic.

The following roadways are classified as Local Access Streets—Residential:

- Columbia Cove
- Patrick Court
- DeMar Place
- Island Loop

### EXISTING ROAD CONDITIONS

Surface information and condition ratings shown in Table 12 are from the Washington State Transportation Improvement Board (TIB), dated 2015, unless otherwise specified.

### Public Transportation

Wenatchee-based LINK Transit provides regularly scheduled bus service between Rock Island and Wenatchee seven days a week. The route follows Rock Island Road to the intersection of Rock Island Drive and Highway 28. There are several stops in Rock Island, including one near the elementary school. LINK provides para-transit service anywhere within  $\frac{3}{4}$  mile of an existing route. There is no other public transportation service in Rock Island.



**Table 12**  
**Existing Road Conditions**

Road Name	City/ County	ROW	Pave. Width	Miles/ Feet	Surface	Condition
<b>2015 Surface and Condition Data (Washington State TIB)</b>						
Rock Island, EC/L to SR 28		100'	40-44'	1.00/5,280	ACP	Good
Rock Island, SR 28 to Fourth		40'	30'	0.03/150	ACP	Good
Saunders Street, Rock Island to Hammond	City	60'	28-32'	0.16/850	ACP	Good
Saunders Street, Hammond Lane to E. end			14'	0.81/4,324	ACP	Poor
Garden Avenue, NC/L to Saunders	City	60'	21'	0.24/1,315	ACP	Good
Garden Avenue, Saunders to Third	City	60'	34'	0.24/1,315	ACP	Good
First Street	City	30'	20-21'	0.24/1,300	ACP	Good
Second Street, Douglas to Hanna	City	45'	23-24'	0.20/1,050	ACP	Good
Second Street, Hanna to Garden	City	45'	25'	0.05/250	ACP	Fair
Third Street, Douglas to Bowen			22'	0.40/2,120	ACP	Good
Third Street, Garden to Rock Island	City	45'	30'	0.40/2,120	ACP	Good
Third Street, Bowen to Garden	City	45'	22'	0.40/2,120	ACP	Fair
Fourth Street			25'		ACP	Good
Douglas Street	City	60'	20'	0.7/3,703	ACP	Poor
Jefferson Avenue	City	60'	22'	0.12/650	ACP	Good
Indiana Avenue	City	60'	35'	0.12/650	ACP	Good
Hanna Avenue	City	60'	35'	0.12/650	ACP	Good
Elgin Avenue	City	60'	34'	0.20/1,083	ACP	Good
Parkway Drive, Rock Island to Akron	City	60'	25'	0.37/1,960	ACP	Good
Parkway Drive, Akron to end	City	60'	25'	0.37/1,960	ACP	Fair
Cambridge Avenue	City	60'	34'	0.17/950	ACP	Good
Freemont Avenue	City	60'	34'	0.14/960	ACP	Good
Delaware Avenue	City	60'	42'	0.17/935	ACP	Good
Hanna Place	City	60'	36'	0.12/650	ACP	Good
Akron Avenue	City	60'	24'	0.10/575	ACP	Good
Baker Avenue	City	60'	22'	0.08/450	ACP	Good
Keane Avenue	City	30'	21'	0.11/630	ACP	Good
Hammond Lane, golf course clubhouse to Saunders	City	40'	0'		Gravel	Not rated
<b>Older surface and condition data</b>						
Idaho Avenue	County	40'		0.11/600	Bitumen	Fair
Riverside Drive	County	30'		1.17/6,185	ACP	Good
Ohio Street	County	30'		0.19/1,040	ACP	Good
Penn Avenue	County	30'		1.00/5,280	ACP	Poor
Center Street South	County	40'		0.68/3,600	ACP	Good
Center Street North	County	40'		0.08/400	Gravel/oil	Poor
Demar Place	County	50'		0.10/550	ACP	Fair

### Rail Facilities and Services

A BNSF rail line parallels Highway 28 and the Columbia River. This line crosses the river to Chelan County about a third of a mile upstream of Rock Island city limits, within the Rock Island UGA. It carries primarily freight. The nearest passenger rail service is provided by Amtrak in Wenatchee, where the Empire Builder stops on its route between Chicago and Seattle.

### Local Impacts to State Transportation Facilities

The City has not analyzed local impacts to state transportation facilities.

## GOALS AND POLICIES

The following goals and policy statements are designed to guide the City of Rock Island and Douglas County in making consistent decisions on future transportation needs in the Rock Island UGA.

### **Goals**

**Transportation Goal 1:** Provide an effective transportation network with adequate capacity to meet the demand for travel in the Rock Island UGA, at the adopted Level of Service.

**Transportation Goal 2:** Establish a safe and efficient road system that supports desired land use patterns.

**Transportation Goal 3:** Create an attractive transportation system that encourages visitors, pedestrians, and cyclists to use and enjoy Rock Island's streets, sidewalks, trails, and other transportation facilities and maintains and communicates the City's character.

### **Policies**

**Transportation Policy 1:** Encourage public participation in decisions about the transportation network, traffic circulation, and transportation facilities and services.

**Transportation Policy 2:** Support expansion of public transit service within and around Rock Island to surrounding communities, and to employment centers.

**Transportation Policy 3:** Ensure mobility for all residents within the Urban Growth Area, including the elderly and persons with disabilities, by providing an accessible and affordable transportation system.

**Transportation Policy 4:** Adopt levels of service for transportation infrastructure and services that reflect the preference of the community.

**Transportation Policy 5:** Coordinate with all service providers regarding the location of major utility and transportation corridors and the construction of roadway and utility improvements.

**Transportation Policy 6:** Coordinate planning, construction, and operations of transportation facilities and programs with the Metropolitan Planning Organization (MPO) and the local office of WSDOT.

**Transportation Policy 7:** The city (and in some cases county) will review all development proposals, realignment and vacation petitions, variance requests, subdivision plats and commercial and industrial construction site plans to ensure consistency with the Transportation Element.

**Transportation Policy 8:** Ensure adequate and safe access to property via a system of public and private roads.

**Transportation Policy 9:** Within the Urban Growth Area, classify streets according to a system that is consistent with federal, state, regional, and local guidelines to maximize the funding available.

**Transportation Policy 10:** Apply engineering design standards that result in safe, functional transportation facilities that minimize impacts on the environment including impacts on critical areas.

**Transportation Policy 11:** Encourage transportation facilities that are attractive as well as functional for motorists, pedestrians, and non-motorized users.

**Transportation Policy 12:** The provision of streets, sidewalks, and walkways will comply with the Americans with Disabilities Act (ADA) requirements.

**Transportation Policy 13:** Consider natural landscape features (such as topography, vegetation, rock outcroppings, open water, and views) in the design of transportation facilities.

**Transportation Policy 14:** Provide a safe, coordinated system of bikeways, walkways and trails, including through routes, to meet existing and anticipated needs for non-motorized transportation, mobility, and recreational use.

**Transportation Policy 15:** Design transportation facilities within the Rock Island Area to minimize conflicts among land uses and adverse environmental impacts resulting from both construction and use of the facilities.

**Transportation Policy 16:** Ensure that any transportation improvements or strategies required to mitigate impacts are constructed or financed concurrent with development.

**Transportation Policy 17:** Ensure that developers fund any transportation improvements required to mitigate the impacts of new development, including paying for direct project-related improvements and paying a proportionate share of the cost of vehicular, pedestrian, and non-motorized transportation improvements to the circulation system as a whole. Development proposals must show how the transportation system will adequately support the proposed development without compromising service for existing development; and show that the proposal is consistent with the maintenance and enhancement of the current transportation infrastructure in accordance with the other elements of the Comprehensive Plan.



**Transportation Policy 18:** Control the location and spacing of commercial driveways and the design of parking lots to avoid traffic and pedestrian conflicts and confusing circulation patterns.

**Transportation Policy 19:** Provide for suitable ratios of off-street and on-street parking based on land use needs and the design character of each land use district in the UGA.

**Transportation Policy 20:** The city will maintain an annually updated listing of analyzed and prioritized road improvement needs based on the Comprehensive Plan.

**Transportation Policy 21:** Encourage the use of innovative funding tools, such as local improvement districts (LID), road reimbursement areas, etc., to discourage piecemeal construction of streets.

**Transportation Policy 22:** All road construction projects will conform to the *Stormwater Management Manual for Eastern Washington*.

**Transportation Policy 23:** All developments should include improvement of streets, sidewalks, curbs, gutters, and utilities in accordance with the City's adopted development standards. Curbs, gutters and sidewalks on streets listed as arterials or collectors should also be added in the future.

**Transportation Policy 24:** The City should add curbs, gutters and sidewalks to existing arterials and collectors.

## TRANSPORTATION PLAN

### *Level of Service Standards*

Level of Service (LOS) standards provide measurable criteria by which the City can evaluate the adequacy of its transportation facilities. Future facilities will be linked to LOS standards established by the City. As specified in the GMA and the policies in this element, new development will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. State Highways are exempt from LOS standards. Levels of service are classified as follows:

- LOS A: Primarily free-flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delays at intersections are minimal.
- LOS B: Reasonably unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subjected to appreciable tensions.
- LOS C: Stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues and /or adverse signal coordination may contribute to lower than average travel speeds. Motorists will experience appreciable tension while driving.
- LOS D: Small increases in traffic flow may cause substantial increases in approach delays and, hence, decreases in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these factors.
- LOS E: Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination or adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.
- LOS F: Traffic flow operations at extremely low speeds. Intersection congestion is likely at critical signalized locations, with high approach delays resulting. Adverse signal progression is frequently a contributor to this condition.

The City of Rock Island has adopted a LOS B standard for all intersections within the City. Any transportation facility, including City arterials and transit routes, that functions below the adopted standard, is considered to be failing.

### *Travel Forecasts*

In October of 2014, the City of Rock Island asked the MPO to prepare a traffic impact analysis for the city related to three proposed residential developments that had the potential to add nearly 150 housing units in the area of the school, along with another platted development with the potential

to add over 90 housing units adjacent to the golf course. The MPO ran a PM Peak Hour model. The model indicated that even at full build out, the existing roadway system would function at LOS A. Based on this analysis no major intersection improvements will be proposed in the near future.

### **Transportation System Needs**

As part of the City's 2012 Wastewater Treatment Facility project, most roads in Rock Island were resurfaced with asphalt-concrete paving (ACP) and are currently (2015) in good condition. The City's current priorities include:

- Seal Third Street
- Replace Douglas Street between Rock Island Road and Third Street
- Sidewalks: Center Street



All three are listed in the Capital Improvement Program in the appendix. Additional projects are shown in the Washington State Department of Transportation (WSDOT) Transportation Improvement Plan (TIP) for Rock Island, adopted by reference as part of this Comprehensive Plan.

The City has also identified the following:

- Sidewalks are an important safety feature, particularly for children walking to and from Rock Island Elementary School. They also contribute to healthy lifestyles, encouraging walking and biking instead of relying on cars for transportation within the community. Sidewalks may provide links to the trail system that the City envisions as a key recreational feature and a component of its land use and economic development strategy.
- Landscaping along both sides of Highway 28 is seen as a means of encouraging visitors by creating a scenic entry feature into the City of Rock Island. The City is working informally with the Washington State Department of Transportation (WSDOT) to plan for such landscaping.
- In addition, the City is proposing additional future streets to allow for better connectivity and access through developing residential neighborhoods. The proposed additional streets are identified in the Existing and Future Corridors Map at the end of this chapter.

### **Transportation Demand Management**

Because of Rock Island's small size and the lack of congestion on State Highway 28, Transportation Demand Management strategies have not been thoroughly evaluated. The city is small enough that commuting within town on foot or by bicycle is feasible. Its location about eight miles

from Wenatchee and East Wenatchee makes bicycle commuting possible for dedicated cyclists. Additionally, many residents commute to Wenatchee or Quincy along Highway 28 for jobs or school. LINK Transit has purchased a facility at Rock Island Drive and Highway 28 to construct a park-and-ride.

### ***Pedestrian and Bicycle Component***

Pedestrian and bicycle facilities are important elements of Rock Island's vision. Although specific plans have not yet been developed, both are addressed in the Recreation Element of this Comprehensive Plan. Bicycle and pedestrian planning is also addressed in *Transportation 2040* (the Regional Transportation Plan for Chelan and Douglas Counties, 2015), and in the *Greater Wenatchee Bicycle Master Plan* (2013).

### ***Transportation Improvements and Financing***

The City's transportation financing plan is included in the Capital Facilities 6-Year Financial Analysis and is annually updated in the Six-Year Transportation Improvement Program (TIP), which is adopted by reference as part of this Comprehensive Plan. High-priority projects are listed in the Capital Improvement Program in the appendix to this Comprehensive Plan. Regularly evaluating needs, resources, and priorities will enable the City to focus on the transportation projects that are most important to meet current and emerging needs and ensure the financing plan stays realistic.

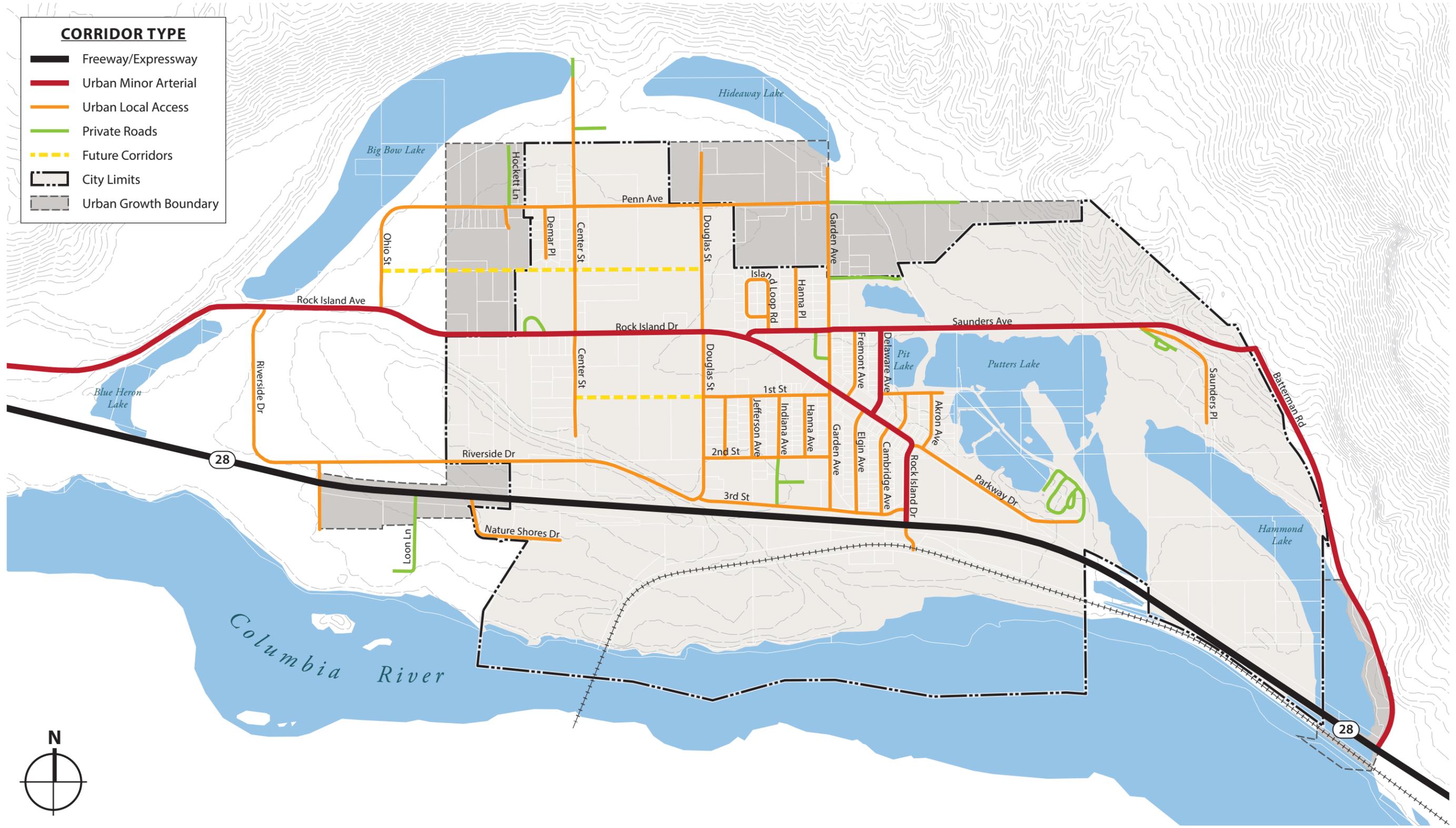


Figure 7 | Rock Island Existing and Future Corridors

# ENVIRONMENT AND CRITICAL AREAS ELEMENT

## INTRODUCTION

Natural resources are some of Rock Island's greatest assets, and the community's plans for growth are closely tied to those resources. Maintaining the aesthetic and ecological quality of the natural environment will be key to both economic development and residents' quality of life. The goals and policies in this element are intended to support Rock Island in managing its natural assets for the good of the community and to further the goals of other elements of this Comprehensive Plan—especially the Land Use, Economic Development, and Recreation elements.

Several state laws provide local governments with tools for protecting the environment. Washington's State Environmental Policy Act (SEPA), Shoreline Management Act (SMA), and Growth Management Act (GMA) all require local governments to protect resources. This element provides guidance for using state environmental laws in ways that will meet both statewide and city goals for Rock Island's natural environment. (One exception: the resource-lands provisions of the GMA are addressed in the Land Use Element.)

### *Lakes*

As noted throughout this plan, Rock Island's lakes are defining features of the community. They are valued recreational assets, and capitalizing on them is an important part of the city's economic development strategy. It is the intent of this element to balance use and protection of the lakes and associated natural resources, based on the best available science and the City's land use and other goals.

### *SEPA*

SEPA provides for consideration of environmental matters when governments make decisions on actions (such as development permits) that may affect the environment.

### *Shorelines*

The *Douglas County Regional Shoreline Master Program*, adopted in 2009, regulates development in Rock Island's shoreline areas. It is important to note that the Shoreline Critical Areas regulations govern uses in Critical Areas under shoreline jurisdiction.

## Critical Areas

Under the GMA, “Critical Areas” include Wetlands, Critical Aquifer Recharge Areas (CARAs), Fish and Wildlife Habitat Conservation Areas (FWHCAs), Frequently Flooded Areas (FFAs), and Geologically Hazardous Areas. Critical Areas are considered “critical” because of the functions they perform and, in some cases, the potential for damage to life and property that can result if they are disturbed.

A few facts about Rock Island’s Critical Areas are listed below. Additional information can be found in the reference maps at the end of this chapter; in the Critical Areas Analysis prepared for the City in 2007 and 2014; in the City’s Critical Areas regulations (including the shoreline critical areas regulations that are part of the *Douglas County Regional Shoreline Master Program*); and on the Internet at <http://www.mrsc.org/subjects/environment/criticalpg.aspx>.

- In Rock Island, flooding problems are most likely to result from flash floods in dry canyons and intermittent streams, either while the ground is frozen during the spring, or during and after severe thunder storms.
- The specific locations of CARAs within the City have not been mapped (although the state provides a general mapping tool that offers some guidance). Because of the inter-relatedness of the aquifers, population increases, and environmental concerns, protecting all critical aquifer recharge areas as they become known is likely to serve the City’s interests.
- The GMA identifies several types of geologic hazards. Erosion and landslide hazard areas are the most common in Rock Island. Erosion is relatively common in certain parts of the City and its UGA, due to hydrologic and geologic characteristics, vegetative conditions, wind and human land use.



## Water Quality

Many Critical Areas provisions protect water quality. However, ongoing uses and activities, especially in areas that are already developed, can cause pollution and erosion that will not be addressed by Critical Areas regulations. Land management practices can be effective in protecting and improving water quality. Because water quality is so important to life, health, and recreation in Rock Island, it is emphasized throughout this element.

## GOALS AND POLICIES

### Goals

Rock Island's Environment & Critical Areas goals are as follows:

**Environment & Critical Areas Goal 1:** Protect water quality; in particular, recognize protection of drinking water as the City's top environment and critical areas priority.

**Environment & Critical Areas Goal 2:** Protect, enhance, and manage publicly owned lakes and their shorelines for the benefit of residents, visitors, and future generations.

**Environment & Critical Areas Goal 3:** Provide for the use and protection of Rock Island's lakes and shorelines as valuable recreational, economic, aesthetic, and ecological assets.

**Environment & Critical Areas Goal 4:** Protect natural systems and critical areas.

**Environment & Critical Areas Goal 5:** Reduce the risks of damage to life and property.

### Policies

Because the elements of the environment are so closely interconnected, many of the policies below will further more than one of the goals listed above.

**Environment & Critical Areas Policy 1:** Recognize the primacy of water quality protection; in particular, protect drinking water to the fullest extent feasible.

**Environment & Critical Areas Policy 2:** As resources are available, identify and map critical groundwater supply areas, aquifer recharge areas, areas with a high water table and/or unconfined aquifers used for potable water, and develop and implement a management plan to protect those areas.



**Environment & Critical Areas Policy 3:** Pursuant to the State Environmental Policy Act (SEPA; RCW 43.21C), give proper consideration of environmental matters in making decisions on actions, whether proposed by private parties or the governmental entities themselves, that may impact the environment.

**Environment & Critical Areas Policy 4:** Regulate shoreline development and manage shoreline areas pursuant to RCW 90.58, the Shoreline Management Act of 1971, including, but not limited to:

- In all actions, recognize the goals and policies of the *Douglas County Regional Shoreline Master Program* as an element of this Comprehensive Plan, included by reference as if fully set forth herein.
- Recognize the Rock Island Critical Areas Regulations in the *Douglas County Regional Shoreline Master Program* as the City's critical areas regulations for shoreline areas.
- Use mitigation sequencing, pursuant to WAC 197-11-768, to ensure no net loss of shoreline ecological functions.

**Environment & Critical Areas Policy 5:** Designate and protect critical areas using the best available science pursuant to RCW 36.70A.172.

**Environment & Critical Areas Policy 6:** Balance Wetland and FWHCA protection with the City's goals for recreational use and economic development. Uses that further the City's goals may be allowed in and near Wetlands and FWHCAs provided there is no net loss of shoreline function in shoreline areas. Evaluate each case and create development and management requirements that take into account anticipated impacts and the site's ecological, recreational, economic, and aesthetic value.

**Environment & Critical Areas Policy 7:** Rigorously protect and manage CARAs, FFAs, and Geologically Hazardous Areas for the protection of life and property.

- Manage drinking water resources to ensure the protection of the City's water supply, including both quantity and quality.
- Participate in the National Flood Insurance Program (NFIP).
- Discourage land uses and activities that may impede the flow of flood water or cause danger to life or property. This includes, but is not limited to, filling, dumping, storage of materials, structures, buildings, and any other works which, when acting alone or in combination with other existing or future uses, would cause damaging flood heights and velocities by obstructing flows.
- Where warranted, and where mitigation is feasible, require mitigation to ensure the safety of people and property, using mitigation sequencing pursuant to WAC 197-11-768.

- Any new residential land division that is determined to be in a Geologically Hazardous Area should have a note placed on the face of the plat and on any title report stating that the hazard is present.
- Any open mining should require both an approved erosion control plan and an approved reclamation plan that will address steep and unstable slopes.
- When risks cannot be sufficiently mitigated, development should be prohibited.

**Environment & Critical Areas Policy 8:** Develop and use permitting procedures to ensure that current best available science is used to protect critical areas and water quality. In particular:

- Develop a list of reference documents (including historical information) for use in evaluating projects to determine whether critical areas or water resources may be affected, and update the list as necessary.
- During permitting, draw upon the Department of Ecology's *Critical Aquifer Recharge Areas Guidance Document*, the WDFW's current Priority Habitat Species maps, and other relevant guidance and scientific documents to supplement the requirements of the City's development regulations.
- Carefully evaluate all development applications to identify any potential critical areas on or near the development site, including areas not shown on the City's reference maps, and with particular attention to ravines, dry canyons, and intermittent streams; steep slopes; and areas of erosive soils, low to moderate liquefaction potential, or high soil permeability.
- Review the effects of new development on water quality, and require any appropriate mitigating measures.



**Environment & Critical Areas Policy 9:** Encourage development that is compatible with the natural environment and minimizes impacts to significant natural and scenic features. In particular, the City may encourage development (including development of City and other public facilities) that:

- Preserves natural vegetation, recognizing it as a principal factor in the maintenance of constant rates of water flow through the year and a valuable contributor to fish and wildlife habitat.
- Preserves natural systems and incorporates them as functional and/or aesthetic components of development.

- Uses site planning, setbacks, buffers, erosion control and knowledge about soils, hydrology, fish and wildlife habitat so that development is compatible with the natural environment.
- Includes restoration and enhancement of critical areas.
- Uses innovative techniques (such as purchase of development rights, transfer of development rights, clustering, conservation easements, land trusts, and the Public Benefit Rating System) on or adjacent to critical areas.

**Environment & Critical Areas Policy 10:** Where feasible, preserve remaining, significant natural drainages, recognizing them as an important part of the storm water drainage system, helping to prevent pollution and erosion. The City may also choose to enhance those areas to improve their ability to slow runoff and increase infiltration rates and sediment and pollutant retention.

**Environment & Critical Areas Policy 11:** Require all new development in Rock Island to connect to the City's wastewater collection and treatment system.

**Environment & Critical Areas Policy 12:** Require new uses that maintain large landscaped areas (such as schools, parks, golf courses, and recreational mixed-use developments) to employ fertilizer and pesticide Best Management Practices in managing those areas.

**Environment & Critical Areas Policy 13:** Proactively encourage all land uses and activities to prevent pollution. In particular:

- Encourage existing facilities that maintain large landscaped areas to use fertilizer and pesticide management Best Management Practices as recommended by the Washington State University Cooperative Extension Service.
- Encourage agricultural best management practices for both commercial and hobby operations.
- Manage its own lands and waters to keep pesticides out of the water, keep runoff and sediment on site, and prevent pollution from waste products (such as lawn clippings and pet waste) from entering waters.
- As the City's trail system is developed, develop management protocols to ensure that trail use does not contribute to pollution.
- Ensure that the wells owned and maintained by the City as part of the public water system are protected through Douglas County's policies, regulations, and practices for areas outside of the city limits.

**Environment & Critical Areas Policy 14:** Throughout the City, provide for treatment of runoff before it enters lakes, watercourses, or critical aquifer recharge areas, including:

- Require that the increase in stormwater runoff from new impervious surfaces such as roofs, driveways, and parking lots be treated on-site in a system that meets applicable standards and is approved by either the City or Douglas County, as appropriate.
- Require that the increase in stormwater runoff from new impervious surfaces in rights-of-way be collected and treated to meet applicable standards, using a system approved by either the City or Douglas County.
- As the City's trail system is developed, seek opportunities to improve stormwater management in existing street corridors; for instance, retrofitting existing streets with bioswales that are attractive as well as functional; or adding storm sewers in existing rights of way.
- As resources permit, add storm drains and other stormwater management facilities in developed areas, existing rights of way, and utility corridors.



**Environment & Critical Areas Policy 15:** Use programs as well as regulations to meet the City's environmental goals. For example, the City may find it beneficial to:

- Educate residents about the value of critical areas and promote public and private stewardship of those areas.
- Promote recycling and alternative solid waste disposal.
- Educate residents and visitors about the effects of pollution and water use on groundwater resources and ways to conserve and protect water resources.
- Educate residents about the dangers and effects of earthquakes, earthquake preparedness, and emergency procedures to follow in case of earthquake.

**Environment & Critical Areas Policy 17:** Collaborate and develop partnerships to advance Rock Island's environmental goals. For example, the City may find it beneficial to:

- Coordinate conservation strategies and efforts with appropriate state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance and to avoid duplication of efforts.
- Work closely with private organizations and those agencies that manage public lands to ensure that local interests are emphasized.

- Consider participation in the local watershed planning process currently ongoing with local jurisdictions, state and federal agencies, and interest groups/organizations.
- Encourage and support future and ongoing water quality monitoring programs.
- Encourage regulatory agencies to actively pursue violators who illegally discharge waste into rivers, lakes and streams.

## CRITICAL AREAS BACKGROUND INFORMATION

### Wetlands

Wetlands are an ecosystem type defined by soil, hydrology, and vegetation, and are closely connected to many elements of the natural environment. Wetlands serve a number of functions that are crucial to human well-being and ecosystem balance, including floodwater retention, sediment entrapment, water purification, groundwater recharge, maintenance of stream flows, shoreline stabilization, and habitat for fish and wildlife. Depending on the type and quality of a particular wetland, it may also serve as a grazing area for livestock or a recreation area, contribute to scenic quality, and provide education and research opportunities.

The GMA defines wetlands as “areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands” (RCW 36.70A.030(21)).

### Fish and Wildlife Habitat Conservation Areas

“Fish and wildlife habitat conservation” is described in the Washington Administrative Code (WAC) as “land management for maintaining populations of species in suitable habitats within their natural geographic distribution so that the habitat available is sufficient to support viable populations over the long term and isolated subpopulations are not created. This does not mean maintaining all individuals of all species at all times, but it does mean not degrading or reducing populations or habitats so that they are no longer viable over the long term. Counties and cities should engage in cooperative planning and coordination to help assure long term population viability” (WAC 365-190-130(1)).

North Central Washington is fortunate to have many and varied natural resources. As demonstrated in national studies, many people participate in recreational activities that involve wildlife, including hunting, fishing, wildlife photography, and bird watching and feeding, among other things. Recreationally-oriented tourist activities may provide a possible avenue for economic development, capitalizing on the area's numerous natural resources through promotion of the Rock Island tea-cup as a recreational paradise. Habitat areas are also of inherent importance of wildlife, and many people find they contribute to the general quality of life.

### ***Aquifer Recharge Areas***

Aquifer recharge areas are areas where surface water feeds directly into potable groundwater. Groundwater is an essential natural resource that the residents of the City depend on as a source of drinking water. Because removing pollutants from contaminated groundwater is very expensive, protecting and sustaining water quality has become of primary importance in recent years. One way to assure the resource is adequately maintained is to protect areas that provide a critical recharging effect to that groundwater resource. The City maintains a "Wellhead Protection" plan as part of its water system plan. Within the City and its urban growth area, the exact nature of the aquifer(s) and their recharge areas is not fully understood.

### ***Frequently Flooded Areas***

Frequently flooded areas are defined as those areas that have a one percent or greater chance of flooding in any given year. They may include, but are not limited to, streams (including intermittent ones), draws, ravines, rivers, and wetlands. Some frequently flooded areas have been identified and mapped by the Federal Emergency Management Agency (FEMA), but FEMA's maps do not necessarily show all areas that are subject to flooding. In evaluating development proposals, it is important to use historic and scientific information to identify any areas that are likely to be inundated, whether or not they are shown on FEMA's maps.

For the City, the most common flooding problems occur during extreme peak runoff events of short duration. Such peak flows can occur with very little warning from the dry canyons and intermittent streams in the urban growth area and surrounding City. They are caused primarily by heavy rain on snow-covered, frozen ground in the spring, or severe thunderstorms during other times of the year.

### ***Geologically Hazardous Areas***

Geologically hazardous areas are defined as "areas that, because of their susceptibility to erosion, sliding, earthquake or other geologic events, are not suited to the siting of commercial, residential or industrial development consistent with public health or safety concerns" (RCW 36.70A.030(10)). Geologically hazardous areas pose a threat to human health and safety when development is sited

in areas of significant hazard. In some cases the risk to development from geological hazards can be reduced or mitigated to acceptable levels by engineering design or modified construction practices. However, where the risks cannot be sufficiently mitigated, prohibiting development is prudent. The summaries below describe the types of geologic hazards.

**Erosion Hazard Areas.** The two major factors for erosion are related to wind and water activity. Erosion hazard areas include river and stream bank erosion areas, channel migration areas, and areas prone to rills due to soil type. Erosion is relatively common within certain areas of the City and its UGA, due to hydrologic and geologic characteristics, vegetative conditions, wind and human land use. Minimizing disturbance of erosion-prone areas can reduce damage to the natural environment as well as roads, buildings, and other elements of the built environment.

**Landslide Hazard Areas.** Landslide hazard areas are those areas that are subject to potential slope failure. They include slopes of 15% or greater that are underlain by weak, fine grained unconsolidated sediments, jointed or bedded bedrock, or landslide deposits, including the top and toe of such areas. In addition to causing damage to structures and endangering life, landslides can affect the scenic quality and natural character of City's hillsides, and the sediment they produce can affect water quality.

**Seismic Hazard Areas.** Earthquakes cannot be eliminated. However, there have been no specifically identified areas within Rock Island's UGA that would pose significant, predictable hazards to life and property resulting from earthquakes and the associated ground shaking, differential settlement, and/or soil liquefaction.

**Mine Hazard Areas.** Mine hazard areas are defined as "areas directly underlain by, adjacent to, or affected by mine workings such as adits, tunnels, drifts, or air shafts" (WAC 365-190-030(12)). Mine hazards may also include steep and unstable slopes created by open mines. There has been little or no historical subsurface mining within the City and its UGA that could have left areas honeycombed with abandoned mine tunnels.

**Volcanic Hazard Areas.** Volcanic hazard areas are defined as "areas subject to pyroclastic flows, lava flows, and inundation by debris flows, mudflows, or related flooding resulting from volcanic activity" (WAC 365-190-120(8)(a)). Because there is no valley or river flowing through the community that heads on or near a volcano, there would be no significant damage to people and/or property expected from debris flows, mudflows or related flooding resulting from volcanic activity. The area is generally far enough distant from the nearest volcano (Glacier Peak) to virtually eliminate the hazards of damage to people and/or property resulting from pyroclastic flows, or lateral blasts. However, if there were to be a significant ash fall east of Glacier Peak, small debris flows would be possible in the rivers and valleys that flow into the Columbia River.

**CRITICAL AREAS**

-  Hydric Soils
-  Geohazardous Soils (*very limited*)
-  Goose Nesting (*2002 critical area*)
-  Wetlands (*DOE – riverine, freshwater ponds*)
-  Rock Cliff (*Talus soil types*)
-  Surface Mines (*Douglas County data*)
-  WSpits (*Douglas County data*)
-  City Limits
-  Urban Growth Boundary

**5 RECOGNIZED CRITICAL AREAS (DOE)**

- A. Wetlands
- B. Critical aquifer recharge areas
- C. Floodplains
- D. Geologically hazardous areas
- E. Fish and wildlife habitat conservation areas

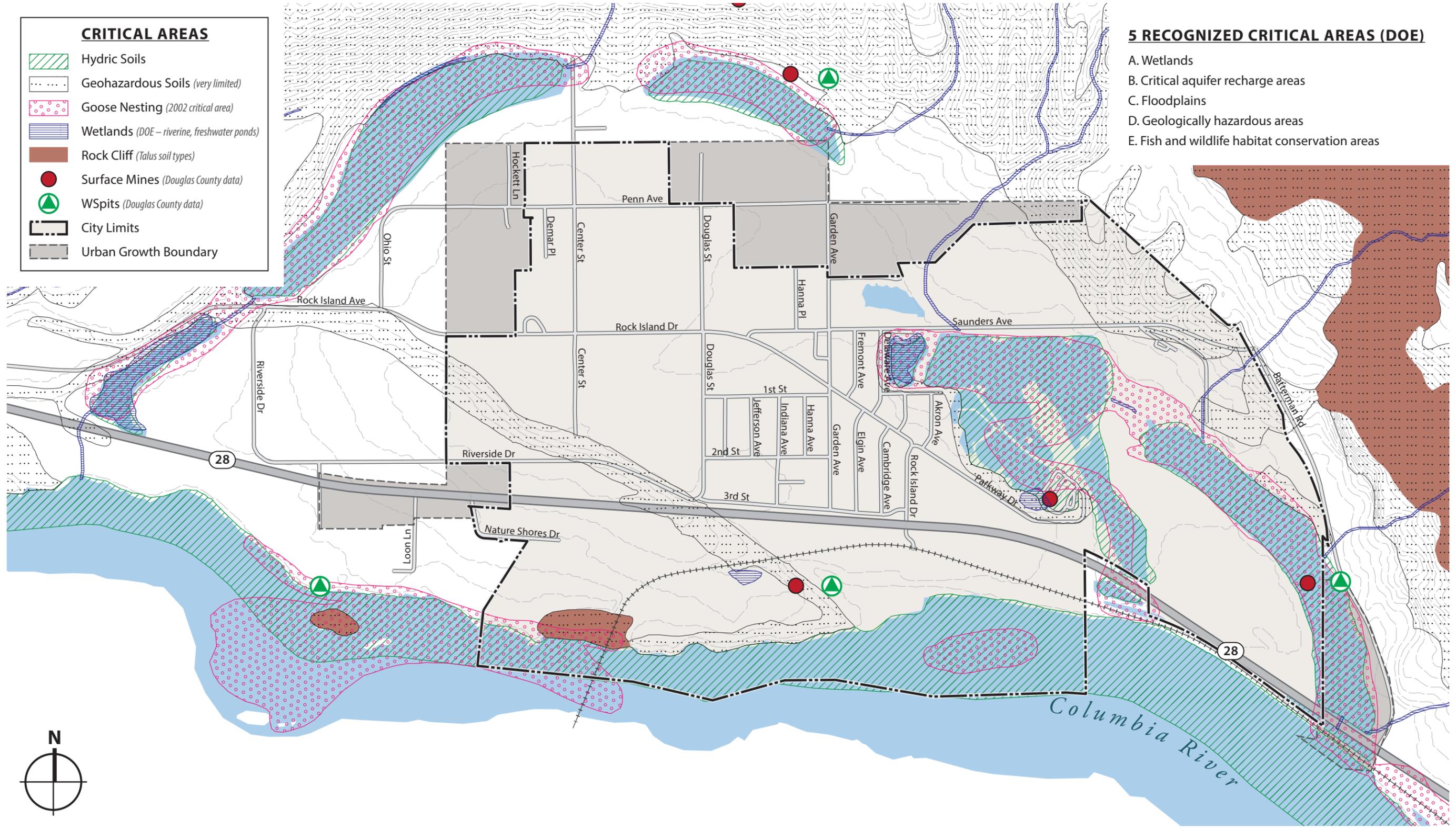


Figure 8 | Rock Island Critical Areas



Figure 9 | Rock Island Soil Slopes

# RECREATION ELEMENT

## INTRODUCTION

The City of Rock Island adopted an updated Parks Plan in March 2018. The City's Parks Plan is hereby adopted by reference into this Comprehensive Plan. The information contained in the Parks Element of this Comprehensive Plan is supplemental to the City's Parks Plan, which serves as the primary vision and plan for future parks and recreation development.

Rock Island and its surrounding area offer a variety of recreational opportunities for the citizens and traveling public. Access to lakes, the Columbia River, and the Rock Island Golf Course, as well as cultural and geological amenities within close proximity to the City, allows Rock Island to serve many types of recreational users. Other opportunities such as hiking, cycling, skiing, and hunting are also available nearby. While some facilities, such as the golf course, are currently in operation, other opportunities are still in need of planning and development. Recreational use of the lakes, for instance, requires the City to address how it will balance fishing, boating, and swimming with protection of the ecology and natural beauty of the sites. Access to the Columbia River is largely underdeveloped, and will require the City to create a long-term vision and plan for public access. This chapter will discuss community vision, goals, and policies for the development of Rock Island water access, as well as trails, parks, ballfields, and other public recreational facilities and open spaces.

The community of Rock Island envisions a future that capitalizes on the natural environment with expanded recreational opportunities.

In planning for the future, the residents of Rock Island hope to create a friendly outdoor atmosphere to promote the City of Rock Island and the surrounding area as a destination area for tourists and recreational users. The citizens of Rock Island wish to develop a number of amenities, including:



a trail system connecting the lakes and river to various destinations within town and each other; bicycle connections to the regional trail system; public swimming and fishing facilities, including bird watching stops; additional parks and ballfields/ soccer fields; outdoor basketball and tennis courts; and a multi-purpose sports complex. The community seeks to create a balance between active and passive recreational opportunities. In

order to accomplish this, the City will expand or develop amenities that support passive recreation activities such as bird/wildlife viewing, preserve view corridors, and highlight other cultural opportunities.

The development and expansion of these recreational activities is expected to encourage private investment into commercial tourism. This added investment will improve and stabilize the local economy and contribute to meeting the need for goods and services of local residents. This can be achieved by capitalizing on the available natural resources and beauty of the area to entice tourism and recreational activity.

Open space and recreational needs can be met in part by preserving areas that are not suitable for development due to physical limitations or other substantial public interest reasons. The transmission corridor for the Bonneville Power Association, Douglas County PUD, and the Chelan County PUD power lines (see Recreation Opportunities Map at the end of this chapter) is one area that is not suitable for development due to easement restrictions placed on the impacted properties by the utility purveyors. However, this property could be used as open space, or grassy areas for playfields that don't require infrastructure. Also, if an area is determined to be environmentally sensitive, intensive recreational use may not be compatible, while passive uses such as viewing platforms or interpretive sites can be educationally beneficial.

As residential development expands, sensitive areas may be subjected to further encroachment. By providing buffer areas between the two land uses, impacts to the sensitive areas may be minimized. The buffer area can also be used to the advantage of the development in that it can provide open space and/or low-intensity recreational opportunities for the surrounding residents, and generally enhance the value and amenities of the development.

By carefully considering the design of development proposals, the community can be better served by designs that appear to be consistent and inter-connected (i.e., connecting parks/public use lands by pedestrian/bicycle trails). Development proposals will strive to achieve consistency with the goals of the Rock Island Comprehensive Plan and consider existing and potential surrounding land uses.

This chapter will detail existing parks and recreational facilities; proposed facilities and proposed Levels of Service; estimated costs of development and long-term maintenance; proposed timelines; and potential funding sources.

## INVENTORY

### *Existing Facilities*

Existing recreation facilities and open space areas are listed in Table 13, and are also shown on the Recreation Opportunities Map at the end of this chapter.

**Table 13**  
**Parks and Recreation Existing Facilities**

<b>Existing Park Facility/Resource</b>	<b>Amenities</b>	<b>Ownership</b>
<b>Schooler Park</b>	2-acre city park adjacent to City Hall that includes swings, climbing toys, basketball hoops, and a large, non-regulation-sized ball field.	City Property
<b>Golf Course</b>	18-hole public golf course, restrooms, and parking area.	City Property
<b>Pit Lake</b>	Small pond in Rock Island open to children 15 years old; has a year-round open fishing season for catchable, jumbo sized Rainbow Trout stocked by WDFW. Pond also provides opportunities to catch Largemouth bass, Pumpkinseed, and Bluegill. Lake access for fishing with a small pocket park with seating.	City Property
<b>Putter's Lake</b>	Adjacent to golf course with two access sites, one of which is shared with Pit Lake on the northwest shoreline and another on the north shoreline. Both access sites (Pit and Putter's) have unimproved boat launches, a dirt parking area, garbage cans, and a portable toilet. WDFW stocks this lake.	City and Chelan PUD Property
<b>Hammond Lake</b>	Adjacent to golf course; waters are managed primarily for bass and bluegill. The shoreline is overgrown with Russian olives and dense cattails, so shore access is limited.	City and Chelan PUD Property
<b>Blue Heron Lake</b>	No public access or amenities.	Private Property
<b>Big Bow Lake</b>	Limited access for fishing by foot, garbage cans, and an unimproved nonmotorized boat launch with waters primarily managed as mixed species such as trout, bluegill and catfish.	Chelan PUD Property
<b>Hideaway Lake</b>	Limited, primitive foot access for fishing with waters primarily managed for bass and bluegill. There is an unimproved non-motorized boat launch and garbage cans.	Chelan PUD Property
<b>Columbia River</b>	No public access or amenities.	Chelan PUD Property
<b>Rock Island Elementary School</b>	Play equipment, play fields, sport courts, gym, etc.	Eastmont School District Property

## GOALS, POLICIES, AND OBJECTIVES

It is the City of Rock Island's goal to achieve quality recreational facilities while keeping costs down. One way to accomplish this is to keep the facilities simple, by maintaining the natural environment as much as possible. The following goals, policies, and objectives provide the citizens of Rock Island the tools necessary to implement a recreational network that will enhance the natural beauty of the area.

**Recreation Goal 1:** Preserve, maintain, and enhance the natural beauty of the area by providing sufficient quantities of equitably distributed parks, open spaces, natural spaces, and recreational facilities.

**Recreation Policy 1.1:** Encourage grass-roots citizen organizations/committees to become actively involved in encouraging, promoting, and providing for the recreational opportunities in the area.

**Recreation Policy 1.2:** Work with other agencies and organizations to pursue funding of a more detailed master plan for recreational opportunities in the Planning Area.

**Recreation Policy 1.3:** Assure all recreation facilities have basic infrastructure including parking and restroom facilities.

*Objective:* Develop water recreation facilities.

- a. Designate beach and swimming areas.
- b. Provide boat launch area to promote use of lakes for paddle boats, canoes, etc.
- c. Develop amenities for sports fishing (cleaning, etc.).

*Objective:* Develop trail systems.

- a. Map existing trails.
- b. Designate location for interconnected trail system (see map).

*Objective:* Develop events to promote the area.

- a. Kids' fishing day
- b. R/C boat races
- c. Redneck Days
- d. Bird viewing event

*Objective:* Develop park amenities.

- a. Skate park
- b. Amphitheater

- c. Tables, picnic shelters, play equipment
- d. Sand volleyball courts
- e. Permanent bathrooms (plumbed)

*Objective:* Develop sports fields.

- a. Assure fields are built to tournament quality and standards.

**Recreation Goal 2:** Assure that all recreation facilities are accessible to all age groups, income levels, and needs.



**Recreation Policy 2.1:** Assure ADA access standards are met, especially regarding access to lakes.

**Recreation Policy 2.2:** Enhance site access to recreation facilities by linking walkways, bikeways, equestrian trails, and parking areas to adjoining land uses and to transit systems where feasible.

**Recreation Policy 2.3:** Assure accessibility issues are addressed at the planning and design stage of facility development.

**Recreation Goal 3:** Support designation of environmentally sensitive areas to be retained as open space, and consider impacts to the environment and the overall quality of life in the Rock Island area as new facilities are implemented.

**Recreation Policy 3.1:** Design recreational facilities so as to avoid or minimize adverse effect on unique cultural or critical areas.

**Recreation Policy 3.2:** Recommend facilities to be designed with appropriate amenities.

**Recreation Policy 3.3:** Encourage low-maintenance designs for parks and recreational facilities.

**Recreation Policy 3.4:** Allow for the long term acquisition, dedication, and management of open space as well as passive and active recreational uses.

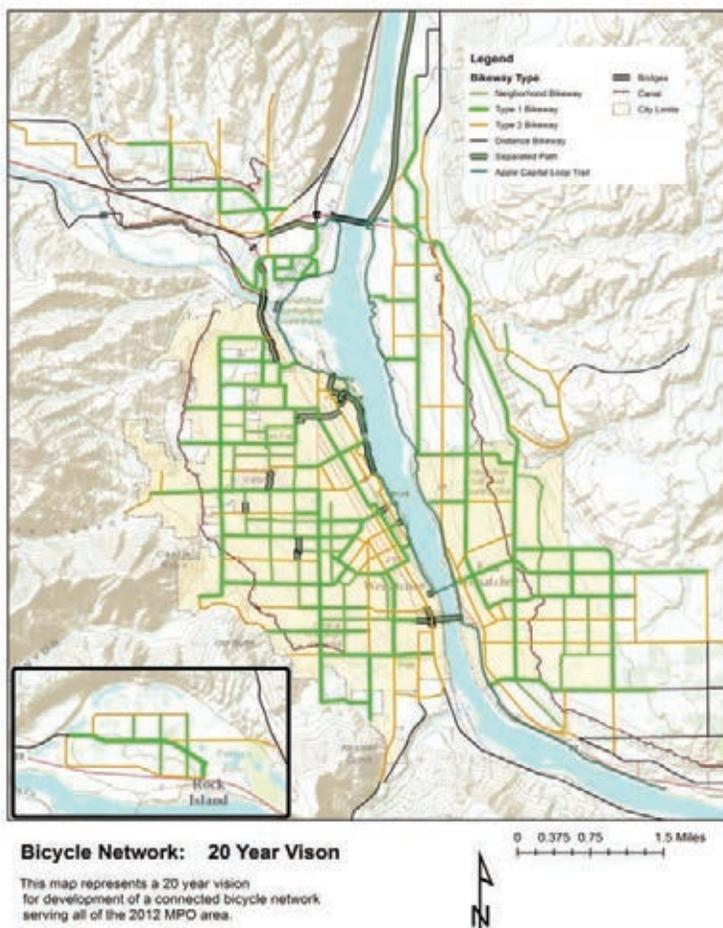
**Recreation Policy 3.5:** Recognize activities such as hang gliding, para-sailing, boating, fishing, and other similar activities as viable recreational uses where feasible.

## PROPOSED FACILITIES

The Washington State Recreation Conservation Office has provided a Level of Service Tool and Guide to assist agencies in planning for future parks and recreational facilities. The tool looks at Quantity Criteria, Quality Criteria, and Distribution and Access Criteria. However, the Quality Criteria that addresses public satisfaction and assessment of existing facilities has been addressed by considering public comments and physical site assessment. Items identified as proposed facilities or improvements to existing facilities have come directly from public comments and surveys, or from visual identification of sub-standard or failing facilities. Residents often complain that the ball fields and soccer fields currently available are not regulation size, and can therefore not host actual league or tournament-level games. These items are all listed as areas that need to be addressed by the City and its partner agencies.

In terms of Distribution and Access, Rock Island is part of the Greater Wenatchee Metropolitan Area, with a population of more than 100,000 within a 25 mile radius. In 2013, the Wenatchee Valley Transportation Council (WVTC) adopted a regional bicycle plan (see illustration at right) that included bike lanes/trails connecting Rock Island with the regional system (although the City of Rock Island and its citizens did not participate in the development of this plan). Citizens at the public meeting indicated a definite desire to safely connect to this system, but expressed concern about the safety of accessing and crossing SR 28. This is an item that needs to be addressed by the City in partnership with the WVTC, Washington State Department of Transportation, and Douglas County.

The nearest public water access to the Columbia River is Kirby Billingsley Hydro Park (owned and operated by the Chelan County Public Utility District), which is actually about seven miles west of the City of Rock Island. There are currently no safe bicycle/pedestrian routes between the City and the park, which is located on the river



side of US 28. The existing access to the lakes in the Rock Island area is informal and does not provide accessibility for the disabled. The City proposes to address ADA accessible public water access either on the Columbia within City limits, at the lakes, or both.

### Proposed Facilities and Upgrades

The City of Rock Island has identified goals and objectives for parks, trails, and recreation to support healthy lifestyles, community recreation needs, access to natural areas and shoreline and non-motorized connectivity. To that end, the community has identified a number of recreation needs:

- Unpaved, natural, recreational trail system around lakes and golf course
- Trail connections to city sidewalk system
- Improved lake quality for fisheries and recreation
- ADA accessible fishing dock(s)
- ADA accessible restrooms at fishing areas
- Additional public boat launches
- Regulation soccer fields
- Regulation baseball fields
- Tennis and basketball courts
- Designated swimming area

The Parks and Recreation Levels of Service used by the City to help identify needed facilities are shown in Table 14. The future Parks and Recreation improvement projects as identified in the City's 2018 Parks Plan are described in Table 15, and are also shown on the Recreation Opportunities Map at the end of this chapter.

**Table 14**  
**Parks and Recreation Levels of Service**

Item	Existing Facilities	Needed Facilities
Recreational Trails	None	10 miles trails
Fishing Dock (ADA)	None	5
Public Restrooms (ADA)	None	5–6 restrooms
Regulation Soccer fields	None	4
Regulation Baseball fields	None	4
Boat Launches	2 informal	2–3
Boat Trailer Parking	No formal, but usable	20 spaces
Basketball Courts	1	2
Tennis Courts	1	2
Park Toys/Equipment	1	5

**Table 15**  
**Identified Future Parks and Recreation Improvement Projects\***

<b>Project</b>	<b>Description</b>
<i>Parks</i>	
<b>Big Bow Lake</b>	Big Bow Lake is managed by Chelan PUD and currently has limited improvements that provide access for fishing at the east end of the lake. This project envisions improved access focused on fishing with a trail along the south shoreline for exercise and birdwatching, as well as a connection to the proposed Lake Loop Trail. The site could also be improved with picnic tables/shelters.
<b>Hideaway Lake</b>	Hideaway Lake is also managed by Chelan PUD. This proposed park would provide improved access to the lake and picnic tables/shelters. The park would connect to the proposed Lake Loop Trail and a proposed Hideaway Lake Trail that circles the lake.
<b>Pit Lake</b>	Pit Lake already has a pocket park located at its southwest corner and has access for swimming and fishing along its eastern shoreline. Proposed improvements would provide access down from 1st Street SW and improvements to support water activities such as swimming, paddle boarding, kayaking, and fishing. Designated swimming beaches would limit conflict with those trying to fish, and swimming platforms or docks could be constructed to enhance access to the water. The proposed Lake Loop Trail would connect to this park.
<b>Putter's Lake</b>	Putter's Lake is one the larger lakes in Rock Island and fully within the existing City limits. This lake already has primitive access for fishing and non-motorized boating and has temporary restroom facilities. Improvements to the lake park would include ADA access, platforms for fishing and boating, permanent restrooms and developed parking and landscaping. The western shoreline, where much of the current access is, is adjacent to Pit Lake. Improvements for parking or restrooms at this location could serve both lakes. The proposed Lake Loop Trail would connect to this park.
<b>Schooler Park</b>	Schooler Park is in the center of Rock Island and is adjacent to City Hall, the Fire Station and a City-owned mobile home park. The City is in the process of terminating leases for the mobile home park, making this property available for another City uses. The Fire District is also considering a new facility to serve Rock Island, which could make the existing fire station available for redevelopment.  The concept for expanding Schooler Park is predicated on these developments. The entire triangular block could serve as the town center. Parts of the property could be redeveloped for a community center and/or new city hall. This project would complement efforts to redevelop Rock Island Drive with a corridor plan focused on commercial, retail, office space and on-street parking.
<b>Powerline Park</b>	This park is proposed for property that is part of the Hideaway Lake Estates housing development and is designated as open space as part of that project. Chelan PUD has a powerline easement over this property, and as such uses under the powerlines are limited. This project is envisioned as a public-private partnership with the Hideaway Lake Estates developer, Chelan PUD and the City of Rock Island. The property could be developed to provide sports fields and meet needs for stormwater detention for the subdivision while meeting the constraints of the powerline easement.
<b>Peninsula Park</b>	Peninsula Park would be a new park located on a large sand and gravel peninsula owned by Central Washington Gravel. The new park would be located within Putter's Lake and would expand access to the lake by recreators. The park could include non-motorized watercraft launches, a fishing pier, enhanced shorelines/beaches, landscaping, and picnic tables. This park further supports the City's goals to provide enhanced opportunities for non-motorized water crafts.

**Table 15**  
**Identified Future Parks and Recreation Improvement Projects\* (continued)**

<b>Project</b>	<b>Description</b>
<b>Trails</b>	
<b>Big Bow Lake Trail</b>	The Big Bow Lake Trail is envisioned as a relatively short trail (approximately 2,800 feet) along the south shore of Big Bow Lake and connecting to the Big Bow Lake Park and lake access. This trail would also connect to the Lake Loop Trail, providing access throughout Rock Island via a trail system.
<b>Hideaway Lake Trail</b>	The Hideaway Lake Trail would connect to the Lake Loop Trail and Hideaway Lake Park (lake access). This trail, in conjunction with the Lake Loop Trail along the south shore of Hideaway Lake, would provide a 6,000-ft. path encircling the lake and climbing the hill north of the lake. This trail will provide exercise benefits, but also allow for spectacular views over Rock Island to the Columbia River, as well as wildlife viewing.
<b>Lake Loop Trail</b>	With so many small lakes ringing the community, connecting these recreational amenities with a trail network is a very attractive project. The Lake Loop Trail would provide pedestrian and bicycle access through much of the City, with a focus on connections to each of the small lakes. This trail would also provide for off-street travel along key routes where construction of a typical curb, gutter and sidewalk would be an expensive proposition.
<b>School Trail</b>	The School Trail will provide an off-street walking and biking route for school children to reach Rock Island Elementary School. As proposed, this trail would have segments both north and south of Rock Island Drive, allowing children from existing and future residential developments to reach the school without traveling on Rock Island’s busiest street. This trail would also connect to the sports fields at Powerline Park, Schooler Park and the city center, and the Lake Loop Trail.
<b>Other Facilities</b>	
<b>Golf Course</b>	The Rock Island Golf Course, which is owned by the City of Rock Island, provides a significant recreational amenity for the region, not just the residents of the City of Rock Island. Situated along Hammond Lake and Putter’s Lake, this is another element of the Parks Plan that can be connected via the Lake Loop Trail to other parts of the City.
<b>Community Center</b>	One of the needs identified by residents of Rock Island as part of this planning process was a community center to host events, allow for meetings and classes, indoor activities and indoor exercise. A community center can be developed as a stand-alone project on some as-yet identified property, or it could be co-located with City Hall at or near Schooler Park in the City center.

\* Improvement projects as identified in Rock Island's Parks Plan (March 2018). Refer to Parks Plan for further information.

## IMPLEMENTATION STRATEGY

### Partnerships

The Chelan County PUD owns considerable property in and around the Rock Island area. While the PUD does not desire to create any formal recreational facilities, those public lands are available for public access. Some informal trails, boat launches, and parking areas currently exist. The City does look forward to working with the PUD in the future.

### Funding Opportunities

Funding for new recreational facilities and upgrades/improvements to existing facilities could come from a variety of sources. Each year, the City Council will address how much of the new budget should be set aside for parks maintenance, facility upgrades, and grant matching. Possible outside sources that could fund parks and recreation projects are detailed below.

### Potential Funding Sources

- **RCO: Recreation Conservation Office.** The RCO funds recreational facilities through management of several different State and Federal funding pools. The Land and Water Conservation Fund (LWCF) can fund local parks and trails and associated facilities such as parking and restrooms; the Washington Wildlife and Recreation Program (WWRP) can fund parks and trails and associated facilities such as parking and restrooms; the Recreational Trails Program (RTP) can fund rural recreational trails; the Boating Facilities Program (BFP) can fund boat launches and associated facilities such as boat trailer parking and restrooms; the Aquatic Lands Enhancement Account (ALEA) can fund some water access facilities, potentially including handicap fishing access, etc. Most of these programs also offer planning funds.
- **DCRC: Douglas County Regional Council.** The DCRC provides funds for Douglas County municipalities and special districts. These are special tax funds that are generally distributed twice each year, by decision of the board. Entities desiring funds submit a written request to the DCRC. Historically these funds have been used for planning, major utility infrastructure, recreation, and other projects. There does not seem to be a limitation on what kind of projects are eligible.
- **STP: Surface Transportation Program.** This Federal grant program provides transportation budget dollars for trails and sidewalks, as well as roads and associated facilities. Each year, there is a special call for projects that include some kind of trail funding. This is a competitive grant administered by the local office of the Washington State Department of Transportation.
- **CCPUD: Chelan County Public Utility District.** The CCPUD currently maintains all of the public land in its ownership. As clean up or improvements are identified, the CCPUD takes care of them

through its regular lands budget. It may be possible to partner with the CCPUD in some future parkland development within the City limits.

- **DC: Douglas County.** Land within the Rock Island Urban Growth Areas (UGA), but outside of the City limits are the responsibility of Douglas County. It may be possible to partner with the CD in some future parkland development within the UGA.
- **CDLT: Chelan-Douglas Land Trust.** The CDLT is a non-profit organization that promotes recreational trail use within Chelan and Douglas Counties. This organization often raises funds to acquire or improve lands for conservation, protection, or recreational use. It may be possible to partner with CDLT to acquire private lands for public trail use in perpetuity.

### Capital Facilities Planning Priorities

Without funding for planning and design, the City is currently unable to determine what the costs of the proposed projects would be. Rock Island has just over \$11,500 in the Parks budget for 2017. It is therefore the intent of the City to work with funders to find planning and design money either prior to or in conjunction with construction and/or acquisition funding. The priority projects and timelines are identified in Table 16.

**Table 16**  
**Parks and Recreation Capital Facilities Priorities**

Item	Description	Funding	Timeline
Trails	Planning and development process needed to determine feasibility and costs	RCO Planning Grant, DCRC Matching Funds	2018–2028
Fishing Dock (ADA)	Planning, design, and construction on City-owned land	RCO LWCF or ALEA DCRC or RI Matching Funds	2018–2028
Public Restrooms	Preferably part of fishing dock project	RCO LWCF or ALEA DCRC Matching Funds; NCW Community Foundation	2018–2028
Athletic Fields	Creation of 2 multi-purpose fields for regulation size soccer and/or baseball fields	RCO Youth Athletic Facilities, WWRP, or LWCF, private grantor or RI Matching Funds	2018–2028
Sport Courts	Renovation of existing or creation of new public basketball and tennis courts on school property	RCO Youth Athletic Facilities or LWCF, Eastmont Schools or RI Matching Funds	2018–2028

### ***Long-Term Maintenance and Operation of Facilities***

City public works staff currently maintain the City Park (Schooler Park) and all other City-owned open space areas. The golf course is leased by a private management firm that provides maintenance as part of the agreement. School facilities are currently maintained by Eastmont School District maintenance staff. Chelan County PUD maintains all PUD-owned lands. It is expected that these entities would all continue to provide maintenance and operation staff for their existing facilities.

Additional facilities would certainly require more staff time for upkeep and some funding for equipment and supplies. Future partnerships could require Memorandums of Agreement specifying which partner would be responsible for maintenance and operation, which partner would be responsible for insurance and liability issues, and what the process would be for future upgrades or improvements to the facilities. Examples from other cities include city staff maintaining PUD properties for an annual fee, private sports clubs maintaining city properties by user agreement, and cities and schools sharing costs for shared facilities (one entity covers insurance and one covers upkeep costs). Any of these scenarios, or some kind of variation could work in the City of Rock Island, and will continue to be discussed as the planning and design processes go forward.

**RECREATION OPPORTUNITIES**

-  BPA Corridor
-  Neighborhood Bikeway\*
-  Type 1 Bikeway\*
-  Type 2 Bikeway\*
-  Distance Bikeway\*  
*(endurance riders to Wenatchee)*
-  Parks
-  Future Recreation Areas
-  Future Trails
-  City Limits
-  Urban Growth Boundary

\*See text box at right for descriptions of each bikeway type; see Greater Wenatchee Bicycle Master Plan for further information.

The 20-Year Vision *Greater Wenatchee Bicycle Master Plan*—which was developed in a way that focuses on achieving an acceptable to high level of comfort for the greatest number of riders—identifies the following future bike path types:

**NEIGHBORHOOD BIKEWAYS** *(Comfort Level: All Riders)*

Neighborhood bikeways will be designed to be attractive, safe and comfortable to all riders including new riders and/or children by providing low speed, low traffic routes to travel between destinations. These bikeways will focus on traffic calming measures and reducing barriers to riding on local streets.

**TYPE 1 BIKEWAYS** *(Comfort Level: Interested But Concerned Riders)*

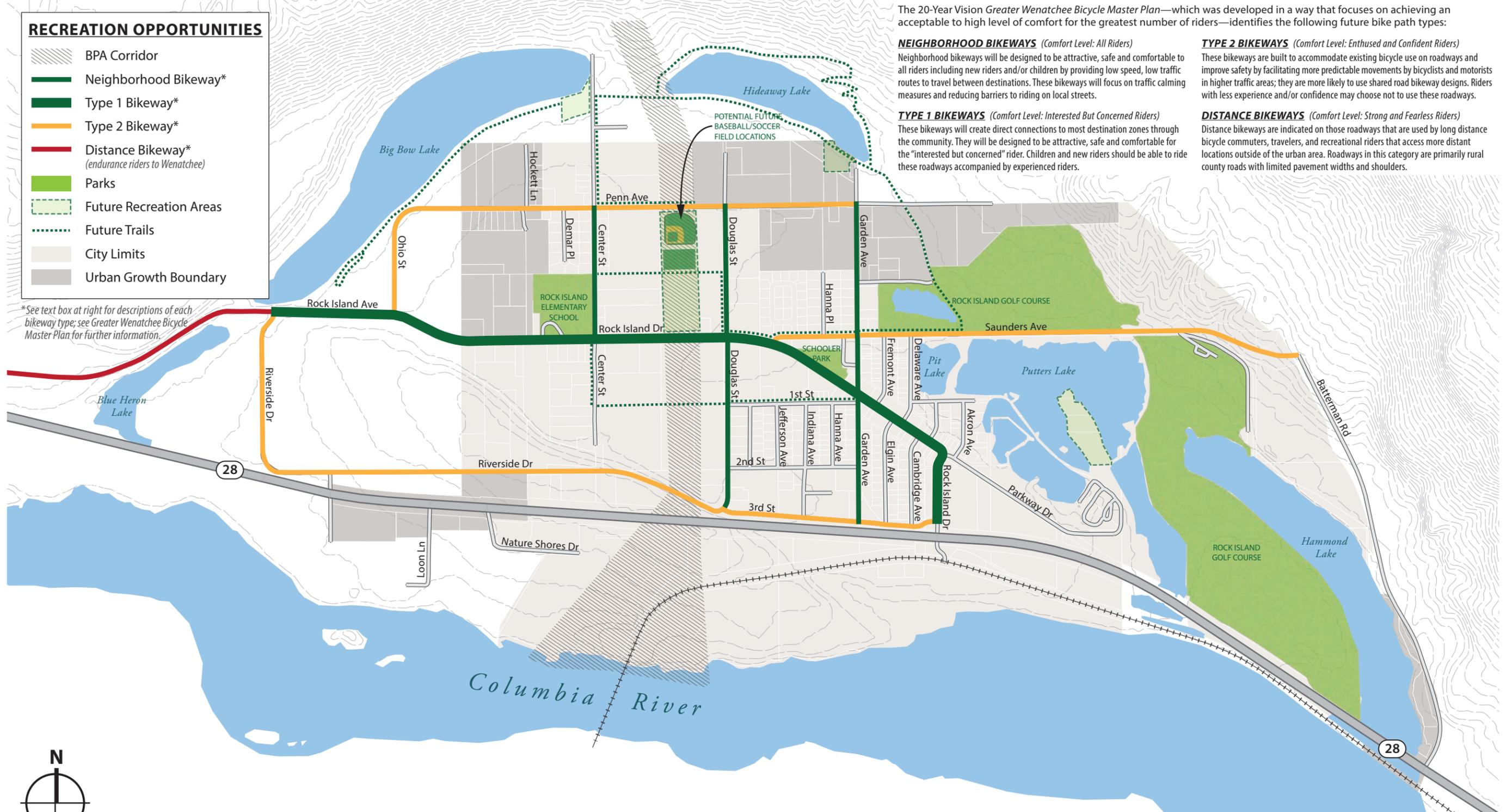
These bikeways will create direct connections to most destination zones through the community. They will be designed to be attractive, safe and comfortable for the “interested but concerned” rider. Children and new riders should be able to ride these roadways accompanied by experienced riders.

**TYPE 2 BIKEWAYS** *(Comfort Level: Enthusied and Confident Riders)*

These bikeways are built to accommodate existing bicycle use on roadways and improve safety by facilitating more predictable movements by bicyclists and motorists in higher traffic areas; they are more likely to use shared road bikeway designs. Riders with less experience and/or confidence may choose not to use these roadways.

**DISTANCE BIKEWAYS** *(Comfort Level: Strong and Fearless Riders)*

Distance bikeways are indicated on those roadways that are used by long distance bicycle commuters, travelers, and recreational riders that access more distant locations outside of the urban area. Roadways in this category are primarily rural county roads with limited pavement widths and shoulders.



Existing and potential future facilities are identified in the City's 2018 Parks Plan. Refer to Parks Plan for comprehensive descriptions and additional information on the City's recreation facilities.

**Figure 10 | Rock Island Recreation Opportunities**

# ECONOMIC DEVELOPMENT ELEMENT

## INTRODUCTION

The City of Rock Island is in a unique position to achieve growth and development, as a result of the construction and implementation of the City's municipal wastewater treatment facility in 2012. Access to municipal sewer allows for a greater density of development because homes, businesses, and public facilities will no longer be required to provide drain fields and separation from water facilities. Businesses such as hotels or shopping centers that would have required large sites, much of which would be unusable, will now be able to locate on a fraction of the required land. Multi-family housing developments are now also a possibility, and a greater population base draws more commercial development. Rock Island is poised for growth, and the City recognizes its duty to shape and mold that growth in a way that creates jobs and revenue without compromising the rural character and lifestyle of the community.

### *Purpose of the Economic Development Element*

The overall purpose of the Economic Development Element is to identify useful strategies to stabilize and improve the local economy. The intention of the strategies is to assign responsibilities and establish a time frame in which each is to be implemented. Due to the current state of the global economy, time frames for implementation can only be general guidelines, rather than definite deadlines.

The City regularly coordinates with the Port of Douglas County and the North Central Washington Economic Development District, related to regional economic development issues and projects. In conjunction with these and other stakeholders, local leaders can create an environment that is conducive to positive, sustainable development.

The growth of a community is dependent on its ability to attract outside revenue streams. The sustainability of a community depends on its ability to achieve a balance in diversity, growth, and revenue. This element is the result of an evaluation of the various components of the local economy, and presents the community's vision for its future economy as well as a set of applicable goals and strategies aimed at achieving that vision.

## **ECONOMIC DEVELOPMENT OPPORTUNITIES**

The City of Rock Island is situated in a beautiful, natural area that provides multiple opportunities for outdoor recreation and relaxation. Five lakes, the Columbia River, and an 18-hole golf course are just some of the assets that provide the community and its visitors with opportunities for fishing, swimming, hiking, biking, rowing, golf, bird-watching, and any number of outdoor activities. Pairing those assets with infrastructure development is the City's next step in creating new economic opportunities for the community.

As the recreational and commercial planning components take shape, the City plans to actively recruit commercial and industrial businesses to the area. Quality of life, including immediately accessible recreational opportunities, is expected to draw companies and workforce.

The City of Rock Island, in its role as service provider, recognizes that implementing an economic development strategy is vital to the future of the community. Generating new economic activity will increase employment opportunities, expand the tax base, increase disposable incomes, and provide additional tax revenues allowing the city to continue to provide needed public services. Increased development also has the potential to cause adverse impacts on the community and environment, such as traffic congestion, housing shortages, and additional demands on the water supply, sewer services, and social services. It is crucial for the City to develop economic strategies that facilitate improvement and maintenance of capital facilities and transportation systems, coordinate land use and housing policies with the economic development policies, and strive to attain a balance between growth and the small town quality of life it cherishes.

Direct efforts to recruit new business and industry are more efficient when undertaken on a regional level. Successful recruitment of a new business or industry within a region has a positive impact on the entire area. Even when located in a nearby community, the economic benefits reach throughout the region as new jobs are created and new money flows and multiplies. The City is coordinating with the Port of Douglas County's economic development division on recruitment efforts.

### ***Industrial Development District***

The City is currently processing an Industrial Development District (IDD) with the Port of Douglas County serving as the lead planning agency. The IDD area includes the Columbia River waterfront Commercial/Industrial District zoned property. This area is undeveloped and underdeveloped (existing historical industrial uses). The City anticipates completion of this sub-area plan in 2019.

## GOALS AND STRATEGIES

The following goals and strategies are general in nature. City government is tasked with the responsibility of ensuring capital facilities and capital facilities plans are in place, providing clear and consistent development regulations, and recruiting new business opportunities. Other sections or strategies of the plan may be implemented by other existing groups and organizations in the community.

### Design

**Goal 1:** Present a thriving, active community by enhancing the aesthetic quality of the town.

*Objective 1.1:* Create a gateway on SR 28 that is appealing to all users including motorists, cyclists, and pedestrians. Develop a partnership with WSDOT on the improvements.

*Objective 1.2:* Adopt and enforce landscaping, screening, buffering, and maintenance standards for the commercial, tourist commercial, and industrial districts.

*Objective 1.3:* Identify vacant spaces with potential for community uses in the downtown area.

### Tourism Industry

**Goal 2:** Increase the number of visitors to the community.

*Objective 2.1:* Develop and implement the City's Parks Plan.

*Objective 2.2:* Build waterfront trails, public restrooms, and basic infrastructure for recreational development.

*Objective 2.3:* Complete SR 28 Gateway Design.

*Objective 2.4:* Implement streetscape projects as feasible.

*Objective 2.5:* Recruit hotel/motel, dining, and shopping venues.

*Objective 2.6:* Develop promotional events and community festivals.

*Objective 2.7:* Actively participate in coordinated marketing opportunities for the region.

### **Central Business District**

**Goal 3:** Develop the central business district as a pedestrian-friendly hub.

*Objective 3.1:* Develop design standards for the central business district to retain and create the walkable downtown. The standards should address sidewalks, placement of buildings, parking, driveways, and other uses.

### **Business Retention**

**Goal 4:** Improve the business retention rate. Retain existing businesses and provide assistance for expansion when requested.

*Objective 4.1:* Develop coordinated promotional activities to market local businesses as a unit.

*Objective 4.2:* Connect with small business assistance centers to provide hands-on support with startup businesses and those experiencing difficulties in today's market.

*Objective 4.3:* Strive to assure that goods and services are available to meet the needs of the local residents.

*Objective 4.4:* Promote redevelopment efforts by encouraging assembly of parcels and design of buildings.

### **Business Recruitment**

**Goal 5:** Attract new industries and businesses that create new jobs.

*Objective 5.1:* Support the retention, expansion, and recruitment of industries related to and/or compatible with recreation.

*Objective 5.2:* Recruit new and expanding businesses. Coordinate with local and regional economic development organizations to develop a recruitment and marketing program for the area.

*Objective 5.3:* Review current zoning and land use to determine that there is an adequate inventory of commercial and industrially zoned lands to accommodate new ventures at a scale that will meet the community's values and preferences.

*Objective 5.4:* Retain existing industrial zoning between the highway and the river and, to the extent feasible, preserve the existing rail access as an asset that can encourage desirable development. Encourage site clean up where that may be a deterrent to development.

**Goal 6:** Ensure infrastructure capacity is available to accommodate growth.

*Objective 6.1:* Maintain and create capital facilities to meet community needs in terms of existing residents and businesses, businesses considering expansion, and new business or industry interested in locating in the City of Rock Island.

*Objective 6.2:* Continue planning efforts regarding the infrastructure facilities, such as water capacity, waste treatment capacity, and transportation systems.

*Objective 6.3:* Prioritize geographical areas for infrastructure expenditures and incorporate decisions into the capital facilities plan.

*Objective 6.4:* Identify funding mechanisms that spread infrastructure costs over time to minimize up-front costs.

*Objective 6.5:* Encourage the use of existing facilities infrastructure where feasible.

*Objective 6.6:* Provide adequate parking.

**Goal 7:** Develop an environment that attracts new businesses and industries that provide family-wage jobs, with year-round employment.

*Objective 7.1:* Gain a “development friendly” reputation by streamlining the development approval process to assure predictability, flexibility, and responsiveness from permitting entities.

*Objective 7.2:* Improve customer service, especially in response to requests for information.

*Objective 7.3:* Develop a user-friendly, interactive web-site.

**Goal 8:** Develop an economic development plan and private/public partnerships to implement the goals of the economic development plan.

*Objective 8.1:* Work with City Attorney to develop public/private contracts for development opportunities.

*Objective 8.2:* Identify and coordinate with commercial and residential developers interested in partnerships with the City.

*Objective 8.3:* Identify existing organizations involved directly or indirectly in economy-related endeavors.

### **Education/Skill Training**

Coordinate with the regional community college, high school, WorkSource, and others providing educational or training programs for the area’s labor force, to improve their capabilities and increase production efficiencies of industries. Ensure that the needs of current and future employers are met.

**Goal 9:** Support improved access to continued education, especially for new job skills, training, or new business development.

*Objective 9.1:* Coordinate with the Eastmont School District to provide community classes.

*Objective 9.2:* Coordinate with Wenatchee Valley College to provide additional classes to community members.

### **Home-Grown Business Development**

**Goal 10:** Encourage quality and accessibility of business development services that assist in the stabilization and growth of existing companies, and that facilitate the start-up of new ventures.

### **Build the Network**

**Goal 11:** Create and maintain working relationships with other groups in the business of economic development. Organizations available to assist the community include, but are not limited to, the following:

- North Central Washington Economic Development District
- Port of Douglas County
- NCW Chamber Alliance
- Wenatchee Valley College
- Chelan County PUD
- Americorps

# APPENDIX:

## CAPITAL IMPROVEMENT PROGRAM 2018–2023

As noted in the Capital Facilities Plan Element, this Capital Improvement Program (CIP) is part of Rock Island's Capital Facilities Plan Element and is included as an appendix for ease of updating.

### SIX-YEAR PLAN

This plan is based on an analysis of revenues and expenditures from the City's budget. The analysis considers the patterns in the various accounts and attempts to discern trends in the revenues generated and expenses paid. Projection factors are assigned to each item in a fund using Excel spreadsheets that generated the analysis. Regularly evaluating needs, resources, and priorities will enable the City to focus on the capital improvement projects that are most important to meet current and emerging needs and ensure the financing plan stays realistic.

Thanks to careful budgeting over many years, the City of Rock Island has maintained stable accounts. However, the costs of many capital facilities projects are often large enough to require outside assistance. The City has reserve accounts that serve as matching funds for grant applications.

The following six-year projects are outlined in this plan.

## Six-Year Capital Spending Plan

2018–2023 Project List	Time Frame	Estimated Cost	Potential Funding
<b>Water System Projects (Total \$2,076,500)</b>			
Indiana Ave. between First and Second Streets, replace 4" steel main with 8" PVC or DI		\$244,000	
Hanna Ave. between First and Second Streets, replace 6" steel main with 8" PVC or DI		\$239,000	
Garden Ave. between First and Second Streets, replace 4" steel main with 8" PVC or DI		\$233,000	
Freemont Ave. between north side of Rock Island Dr. and Saunders Ave., replace 4" steel main with 8" PVC or DI		\$257,000	PWTF*, DWSRF*, USDA RD*, City
Loop on Hanna Pl. & Garden Ave. north of Saunders Ave., replace 6" steel main with 8" PVC or DI		\$257,000	
Replace the AC line on Rock Island Road from Center Street with an estimated 300 feet of 10-12" PVC pipe	2019	\$275,000	
Replace 100,000 gallon water tower reservoir with a 500,000 gallon reservoir	2020	\$500,000	
Replace fire hydrants throughout city at rate of four per year		\$71,500	
<b>Street Projects (Total \$330,000)</b>			
Seal Third Street		\$120,000	
Intersections of 1st and 2nd at Douglas Street, and replace up to 200 feet on Douglas Street		\$100,000	
Sidewalks on Center Street	2018-2021	\$431,471	STBG*, TA Set-Aside*, City

**Six-Year Capital Spending Plan (continued)**

<b>2018–2023 Project List</b>	<b>Time Frame</b>	<b>Estimated Cost</b>	<b>Potential Funding</b>
<b>Parks Projects (Total: \$210,000)</b>			
Plan and design enhancements at Pit and Putter's Lake, including formalized parking with ADA stalls, ADA vault toilet, non-motorized watercraft launch, and other amenities such as picnic tables	2018	\$100,000	RCO*
Plan and design Schooler Park (City Hall park) improvements including soccer field, basketball court, splash pad, playground, and other amenities such as picnic tables and bathrooms	2018	\$24,000	CDBG*
Construct improvements at Schooler Park (City Hall park)	2019	\$500,000	CDBG*
Construct enhancements at Pit and Putter's Lake	2020	\$250,000	RCO*
Handicap accessibility improvements and restrooms		\$150,000	RCO*, Chelan County PUD*, City, Douglas County
Parks New Mower		\$10,000	City
<b>Public Works Equipment (Total: \$60,000)</b>			
Public Works trucks	2018	\$60,000	
<b>Public Buildings/City Hall Equipment (Total: \$15,000)</b>			
Additional storage for City Hall	2019	\$15,000	
<b>Wastewater Treatment System (Total: \$1,450,000)</b>			
Extend sewer lines along De Mar Place—South		\$500,000	
Extend sewer lines along Penn Avenue—West	2023	\$500,000	CDBG*, CCWF*, USDA RD*, PWTF*
Screw Press	2019	\$450,000	

**\* Legend:**

CCWF: Centennial Clean Water Fund

CDBG: Community Development Block Grant program

DWSRF: Drinking Water State Revolving Fund

PUD: Public Utility District

PWTF: Public Works Trust Fund

RCO: Washington State Recreation and Conservation Office

STBG: Surface Transportation Block Grant program

TA Set-Aside: Transportation Alternatives Set-Aside funding

USDA RD: USDA Rural Development programs

## TWENTY-YEAR PROJECT LIST

- Replace 6" with 8"—Hanna Place
- Replace 6" with 8"—Garden Avenue
- Add fire hydrants throughout City
- New water tower

