

ISLAND COUNTY COMMISSIONERS' WORK SESSION SCHEDULE MARCH 12, 2025

Those interested in attending the meeting virtually may use the following link:

<https://zoom.us/j/98750832914?pwd=3eNmGtLyPYwKV5qvVHv4tc207uylo3.1>

or for voice only, **Dial by your location:** (253) 215-8782

Meeting ID: 987 5083 2914 **Passcode:** 777859

9:00 a.m.	Public Works
10:00 a.m.	Public Health
10:15 a.m.	Commissioners' Office
10:25 a.m.	Budget/Risk
10:55 a.m.	Planning & Community Development

NOON BREAK

1:00 p.m.	Facilities
-----------	------------

The Board of County Commissioners meets routinely in Work Session the first three Wednesdays of each month. Work Sessions are held in the Annex Building, Board of County Commissioners' Hearing Room, #B102, 1 NE 6th Street, Coupeville, WA.

Work Sessions are public meetings that provide an informal workshop format opportunity for the Board to review ongoing items with departments or to meet with other agencies, committees, or groups to discuss specific topics of mutual interest. Items are typically reviewed at Work Session before being scheduled on the agenda for the Board's regular Tuesday business meetings.

While Work Sessions do not have time set aside for verbal public comment, written public comment is welcomed and can be directed to the Clerk of the Board by submitting comments to CommentBOCC@islandcountywa.gov. If you have questions regarding public comment, you may call (360) 679-7385. Written public comments are considered a public record.

Times for each department are approximate; a time slot scheduled for a specific department may be revised as the Work Session progresses. Because of the workshop format and time sensitivity, certain items, topics, and materials may be presented that are not included in the published agenda. **If you are interested in reviewing those documents, please contact the Clerk of the Board at (360) 679-7354.**

ASSISTIVE LISTENING AVAILABLE: Please contact the clerk for an assistive listening device to use during the meeting. Please return the device at the end of the meeting.

NOTE: Audio recordings are posted within 48 hours of the meeting date. To listen to the recording visit the [Agenda Center](#) on the Island County website.



ISLAND COUNTY PUBLIC WORKS

WORK SESSION AGENDA

MEETING DATE: 3/12/2025

To: **Melanie Bacon, Chair**
Board of Island County Commissioners
From: **Fred Snoderly, Director**

Amount of time requested for agenda discussion. **60 minutes**

DIVISION: Parks

Agenda Item No.: 1

Subject: Parks Plan Element 7 PROS Plan Priorities Household Survey, Priorities Survey Postcard, and 6 Year and 20 Year Funding Strategies Presentation by Tom Beckwith of Beckwith Consulting Group

Description: Presentation & Discussion for Parks Element 7 PROS Plan Priorities Survey, Priorities Survey Postcard, and 6 Year and 20 Year Financial Strategies for Parks

Attachment: Memorandum, Pros Plan Priorities Household Survey, Priorities Survey Postcard, 6 Year and 20 Year Financial Strategy Spreadsheets (2)

- 2025 - 2031 Financial Strategies & Expenditures & Revenue Options
- 2025 - 2045 Financial Strategies & Expenditures & Revenue Options

Request: (Check boxes that apply)

<input type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input checked="" type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable

(continued next page)

DIVISION: County Roads

Agenda Item No.: 2

Subject: Island County Drone Policy

Description: The addition of an Unmanned Aerial Systems (Drone) capability was included in the 2024 Budget. Prior to purchasing a drone, Island County must have a policy in place. Attached is the proposed policy and resolution.

Attachment: Memorandum, Resolution, Brief

Request: (Check boxes that apply)

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: In process

DIVISION: County Roads

Agenda Item No.: 3

Subject: 2025 Pavement Preservation Projects

Description: County Forces Chip Seal program, and Contractor Annual Hot Mix Asphalt (HMA)

Attachment: Memorandum, Budget, 4 Road District Maps

Request: (Check boxes that apply)

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: In process



Island County Public Works

Fred Snoderly, Director

James Sylvester, Assistant Director

1 NE 7th Street, Coupeville, WA 98239 | www.islandcountywa.gov

Ph: Whidbey 360-679-7331 | Camano 360-387-3443 | S Whidbey 360-321-5111

Email: F.Snoderly@islandcountywa.gov | J.Sylvester@islandcountywa.gov

M E M O R A N D U M

March 5, 2025

TO: Board of Island County Commissioners

FROM: James Sylvester, Public Works Assistant Director

RE: Parks Comprehensive Plan Element 7 PROS Plan Priorities Household Survey, Priorities Survey Postcard, and Financial Strategies

The consultant for Public Works Parks, Beckwith Consulting Group, has compiled a household survey and financial strategies for the update to Element 7 Parks & Recreation Plan of the 2025 Island County Comprehensive Plan to be sent to every home in Island County. Tom Beckwith will be presenting the proposed survey and the financial strategies to the Board of Island County Commissioners. He will go through the survey and explain the 6 and 20 year financial strategies and different options for future expenditures and revenues for Island County Parks contained within the survey.



Island County PROS Plan Priorities

1. Purpose

Island County Parks and Public Works have been working on an update to Chapter 7 Element of the Parks, Recreation & Open Space (PROS) Plan of the Comprehensive Plan for a long-term vision for conservation areas, trails, parks, and indoor facilities in Island County using results from a resident outreach survey (409 completions), 4 workshops, and 4 open houses throughout Whidbey and Camano Islands with residents, conservation groups, trail, park, and indoor facility users.

The purpose of the PROS Plan is to provide guidance for the County's management and development of conservation, trail, and park properties for the next 6-20 years. We have completed a draft assessment of County open spaces, trails, parks, and facilities and developed draft proposals for park improvements and financing that we would like your input on.

This survey will help us understand your opinion and priorities on possible conservation, trail, park, and indoor facility projects and financing of the County's overall park system including relationships with Oak Harbor, Coupeville, and Langley, Washington State Parks & Recreation, Department of Natural Resources (DNR), Department of Fish & Wildlife (WDFW), NAS Whidbey Island, North and South Whidbey Park & Recreation Districts, Oak Harbor, Coupeville, South Whidbey, and Stanwood/Camano Island School Districts, Ports of Coupeville, South Whidbey, and Mabana, Whidbey Island Land Trust (WCLT), and others.

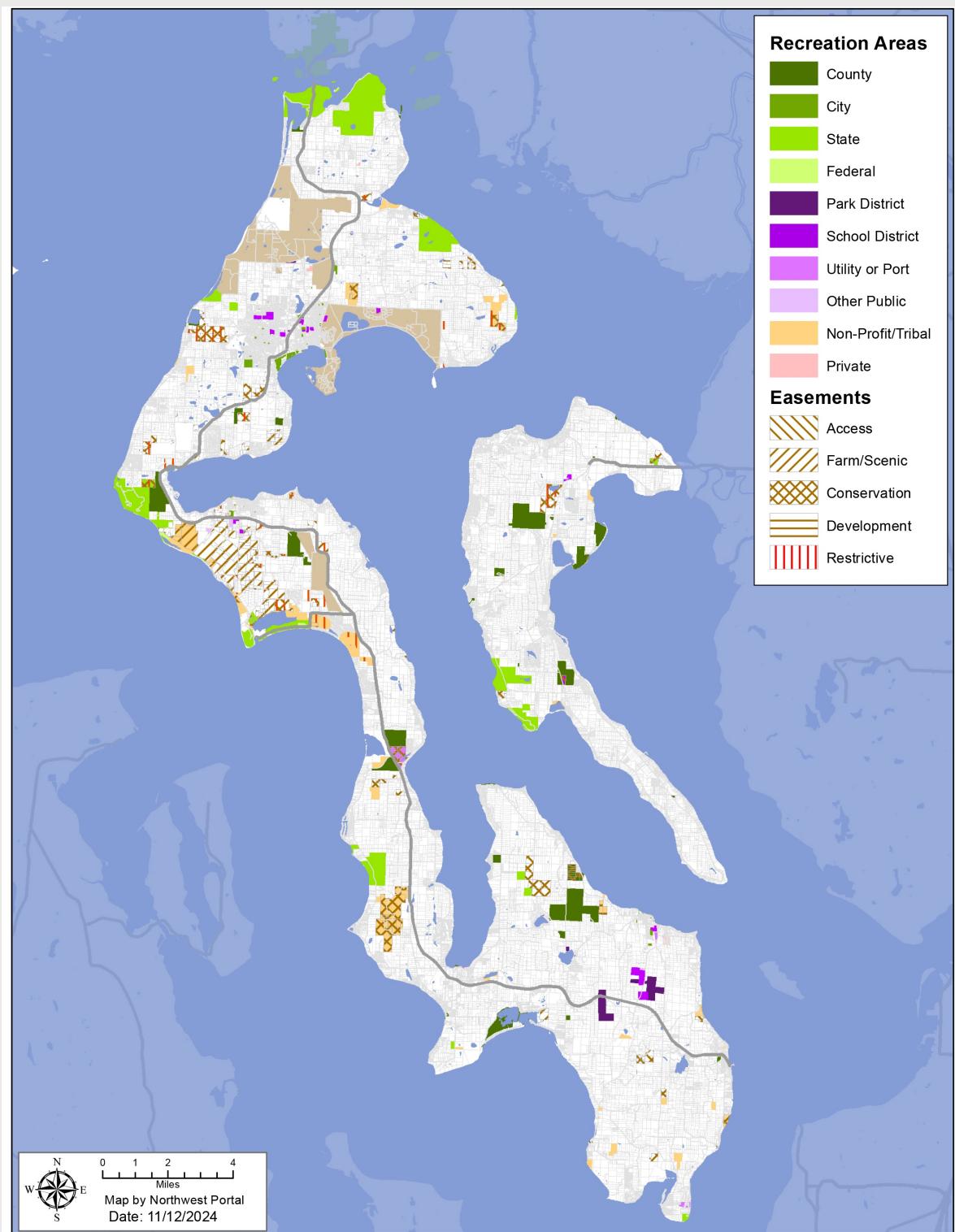
Please contact Catherine Kelley, Island County Public Works Project Manager at 360-678-7965 or CatherineK@islandcountywa.gov if you have any questions about this survey or the PROS planning process. Please be sure to enter your name and email at the end of the survey to be entered into a drawing for a \$250 gift certificate (your contact information will be kept confidential.) Thank you for your time to complete this survey.



Island County PROS Plan Priorities

2. Survey Questions

Island County park and conservation areas

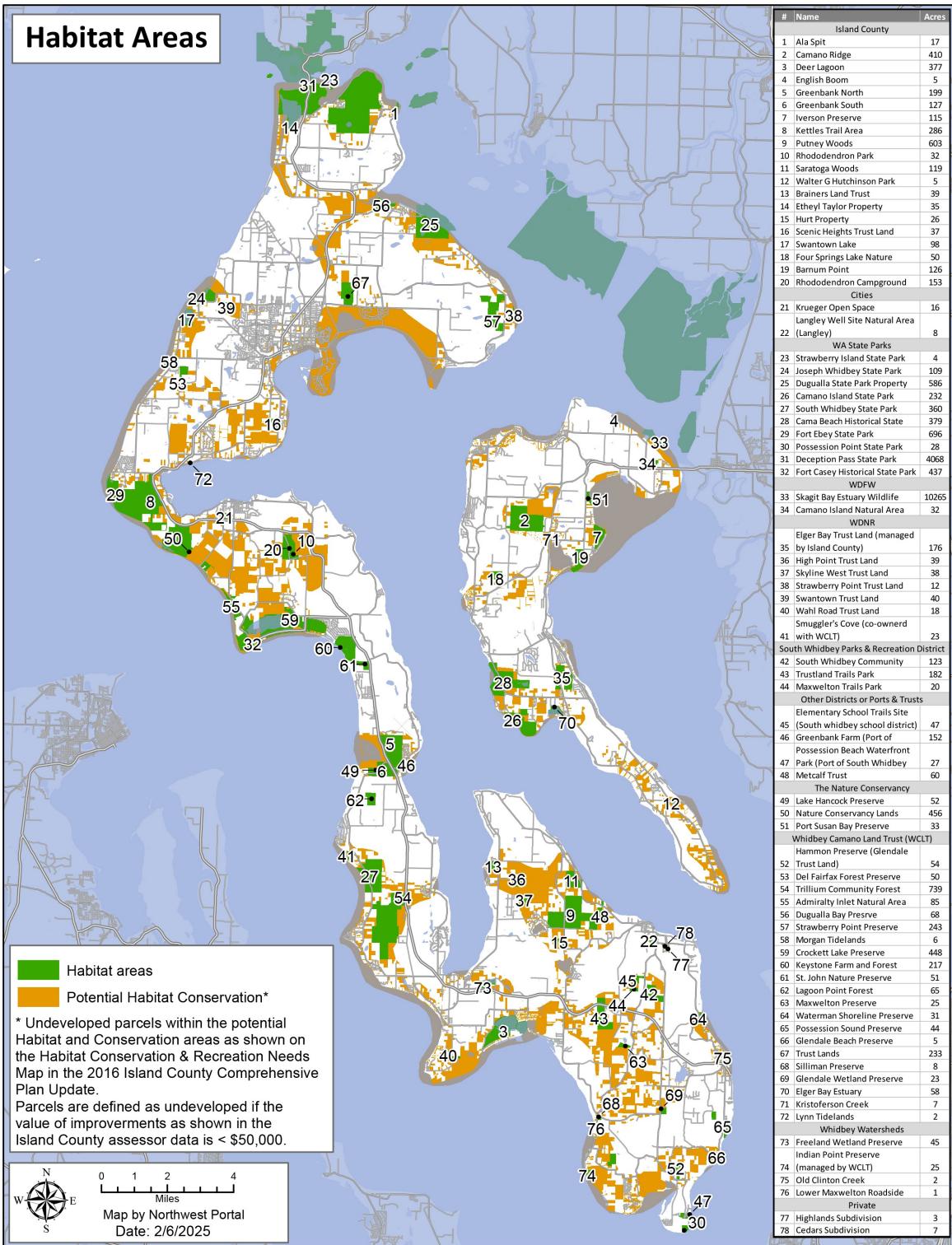


1. As the above graphic illustrates, numerous conservation areas and parks are currently provided by Island County, Oak Harbor, Coupeville, Langley, Washington State Parks & Recreation, Department of Natural Resources (DNR), Department of Fish & Wildlife (WDFW), NAS Whidbey, North and South Whidbey Park & Recreation Districts, Ports of Coupeville, South Whidbey, and Mabana, Oak Harbor, Coupeville, South Whidbey, and Stanwood/Camano Island School Districts, and nonprofit land trusts. How important are the following objectives in the updating of Element 7 Parks & Recreation Plan to be realized by the coordination of all of the above participants?

	Lowest	Low	Moderate	High	Highest
Preserve significant wildlife habitat throughout Island County	<input type="radio"/>				
Preserve scenic and historic resources throughout Island County	<input type="radio"/>				
Develop natural/historical interpretive exhibits and facilities	<input type="radio"/>				
Develop hand-carry water trails on Island County shorelines	<input type="radio"/>				
Develop on and off-road hike and bike trails into a connected network	<input type="radio"/>				
Develop a network of horse trails	<input type="radio"/>				
Develop resource-oriented parks with waterfront, picnic, and gathering areas	<input type="radio"/>				
Develop athletic parks with pickleball, tennis, and basketball courts, soccer and baseball fields	<input type="radio"/>				
Develop dog parks and off-leash areas	<input type="radio"/>				
Develop additional tent and RV campgrounds	<input type="radio"/>				
Develop indoor community/meeting facilities	<input type="radio"/>				
Other, please specify	<input type="text"/>				

Wildlife habitat

Habitat Areas



2. **Wildlife Habitat** - as the above graphic illustrates, numerous wildlife habitat areas (shown in green in the graphic) are currently protected by Island County, Oak Harbor, Coupeville, Langley, Washington State Parks & Recreation, Department of Natural Resources (DNR), Department of Fish & Wildlife (WDFW), NAS Whidbey, North and South Whidbey Park & Recreation Districts, Ports of Coupeville, South Whidbey, and Mabana, Oak Harbor, Coupeville, South Whidbey, and Stanwood/Camano Island School Districts, and nonprofit land trusts through acquisition, development rights purchase, or easements.

However, there are significant wildlife habitat areas in the county that are not protected (shown in gold on the graphic). How important should it be to acquire and protect wildlife habitat areas in the unprotected gold areas of the graphic?

Lowest Low Moderate High Highest

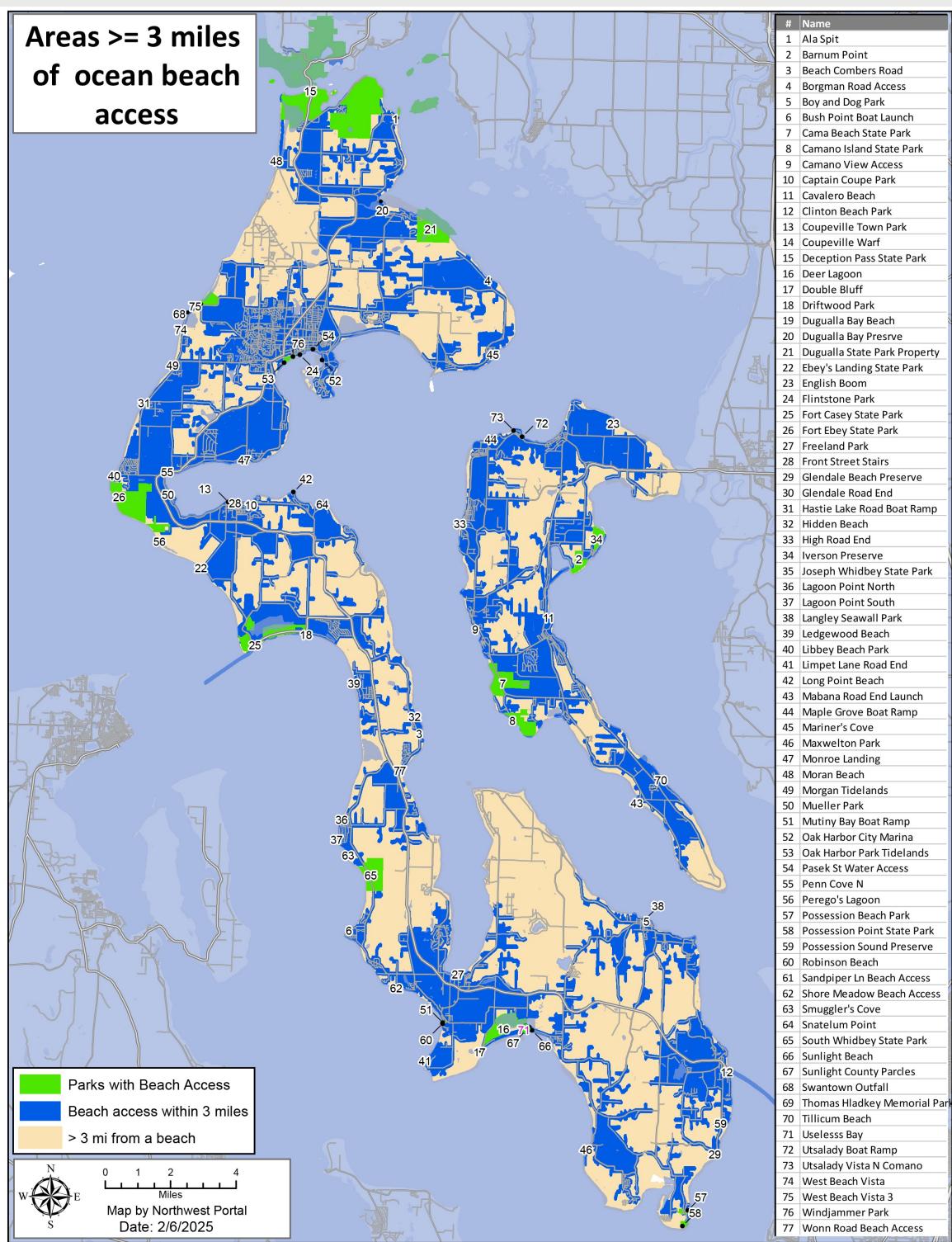
Existing wildlife habitat areas are sufficient and it is not necessary for Island County to protect more.

Island County should protect more significant wildlife habitat areas on Whidbey and Camano Islands.

Island County should facilitate other agencies to protect more significant wildlife habitat areas on Whidbey and Camano Islands.

Other, please specify

Public beaches



3. **Public beaches** - as the above graphic illustrates, numerous parks with beaches (shown in green in the graphic) provided by a combination of county, state, city, port, and other agencies are currently within a 3-mile commuting distance (shown in blue) of county residents .

However, there are significant shoreline beach areas in the county that are not conveniently publicly accessible (shown in yellow on the graphic). How important should it be to acquire additional shoreline beaches in the yellow areas of the graphic?

Lowest Low Moderate High Highest

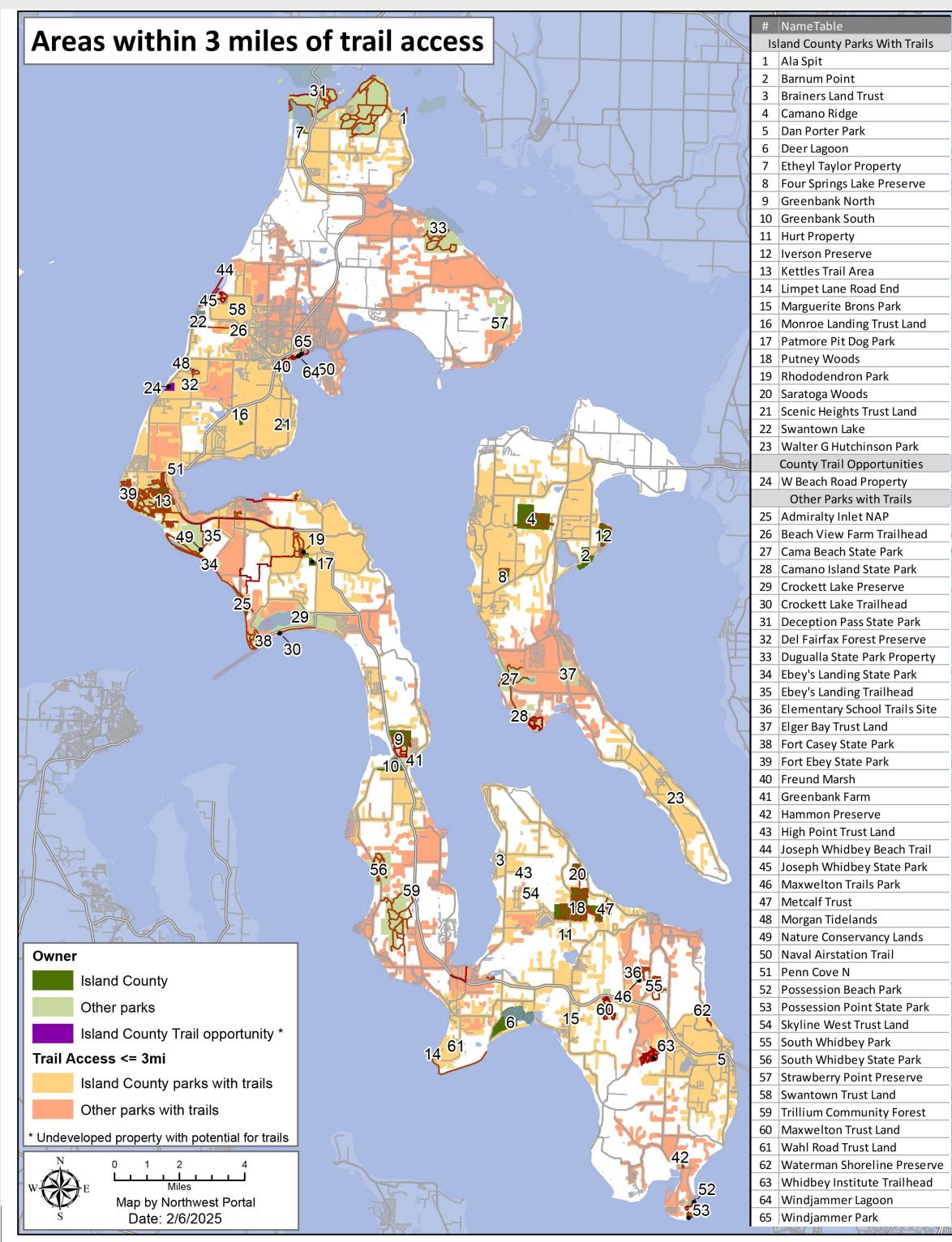
Existing parks with beaches are sufficient and it is not necessary for Island County to acquire more.

Island County should acquire more public beach areas on Whidbey and Camano Islands.

Island County should facilitate other agencies to acquire more public beach areas on Whidbey and Camano Islands.

Other, please specify

Off-road trails



4. **Trails** - as the above graphic illustrates, some off-road and park trails (shown in red) have been developed in numerous parks by a combination of county, state, city, port, and other agencies (shown in green and tan in the graphic) that are within a 3-mile commuting distance of county residents .

However, there are significant areas in the county that are not conveniently accessible within a 3-mile commuting distance (shown in white on the graphic) of a trail nor are many of the trails connected into a trail network. How important should it be to develop additional trails in the white areas of the graphic?

	Lowest	Low	Moderate	High	Highest
Existing off-road trails are sufficient and it is not necessary for Island County to develop more.	<input type="radio"/>				
Island County should develop more off-road trails on Whidbey and Camano Islands.	<input type="radio"/>				
Island County should facilitate other agencies to develop more off-road trails on Whidbey and Camano Islands.	<input type="radio"/>				

Other, please specify

5. Island County's population is projected to increase from 87,700 persons in 2022 to 105,250 persons by 2050 or by 17,550 or by 20% additional people. Will existing conservation areas, trails, parks, and recreation facilities be sufficient to meet this population increase?

	Yes	Maybe	No
Will existing facilities be able to meet demand	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. **General Funds** - are derived from property and sales taxes to finance the administration and operation of county government departments including Public Works and Parks and any proposed capital projects for county facilities including conservation areas, trails, parks, and indoor facilities. Proposition 747, however, limits the annual increase in property tax revenue totals to no more than 1% per year adjusting (lowering) the property tax rate to stay under the 1% revenue lid. Sales taxes are not subject to the referendum but vary each year due to economic conditions.

The 2025 budget projects property and sales taxes will generate \$48,700,000 of which 2.7% is allocated for Public Works and Parks management, maintenance, acquisition, and development. Public Works and Parks may need up to \$20,000,000 over the next 6 years to finance management, maintenance, repair and replacement, as well as improvements to existing and some future conservancies, trails, parks, and indoor facilities. The General Fund will not be able to finance all of Island County's PROS needs - see the options for using Real Estate Excise Tax (REET), Conservation Futures, Lodging Tax, and property tax levies, as well as a Park & Recreation District or Service Area for Camano Island in following questions.

Please indicate the extent to which you agree with the following proposed actions concerning use of General Funds for a portion of parks, recreation, and open space (PROS) financial needs.

Lowest Low Moderate High Highest

In light of the 1% limitation on property tax revenue, freeze PROS expenditures are 2.7% in future General Fund budgets.

In light of the 1% limitation on property tax revenue, reduce PROS expenditures to 2.6% in future General Fund budgets.

In light of the 1% limitation on property tax revenue, reduce PROS expenditures to 2.5% in future General Fund budgets.

In light of the 1% limitation on property tax revenue, reduce PROS expenditures to 2.4% in future General Fund budgets.

Other (please specify)

7. **Real Estate Excise Tax (REET)** - RCW 82.46 authorizes a county to enact a tax in increments of 0.25% of the annual sales of real estate within the unincorporated areas of the county for capital projects. REET 1 or the first 0.25% tax authorizes the planning, construction, repair, rehabilitation, or improvement of county facilities. REET 2 or the second 0.25% tax authorizes the acquisition of park and recreational facilities and the planning, acquisition, construction, repair, replacement, rehabilitation, or improvement of trails, among other capital projects. **REET 1 or 2 cannot be used to finance operation and maintenance requirements.**

In 2023, REET 2 generated \$2,837,934 from real estate sales which was lower than previous years as a result of inflation and higher interest rates. The 2023 budget allocated 9.0% of REET 2 funds to PROS capital projects.

Please indicate the extent to which you agree with the following proposed actions to utilize REET 2 funds for PROS projects.

Lowest Low Moderate High Highest

Allocate 15% of REET proceeds to generate \$425,690 on an annual basis to PROS to acquire and develop trails, parks, and indoor recreation facilities throughout the county.

Allocate 20% of REET proceeds to generate \$567,586 on an annual basis to PROS to acquire and develop trails, parks, and indoor recreation facilities throughout the county.

Allocate 25% of REET proceeds to generate \$709,483 on an annual basis to PROS to acquire and develop trails, parks, and indoor recreation facilities throughout the county.

Other (please specify)

8. **Conservation Futures** - RCW 84.34.240 authorizes a county to establish a special fund to purchase land or rights to future development to protect, preserve, maintain, improve, restore, limit the future use of, or otherwise conserve open space land. A county may levy an amount up to \$0.0625 per \$1,000 of assessed valuation of all taxable property in the county. **Conservation Futures expenditures must be distributed over time, throughout the county, to county and other agencies involved in conservation efforts in the county.**

In 2023, Conservation Futures generated \$821,874 at an annual cost of \$19.50 per an average county house value of \$609,446 of which \$100,000 or 12% was allocated to PROS projects.

Please indicate the extent to which you agree with the following proposed actions to utilize Conservation Future funds for PROS projects.

Lowest Low Moderate High Highest

Continue to allocate 12% of Conservation Future Funds or \$100,000 per year to conserve PROS open space projects.

Increase the allocation to 17% of Conservation Future Funds or \$139,718 per year to conserve PROS open space projects.

Increase the allocation to 23% of Conservation Future Funds or \$189,031 per year to conserve PROS open space projects.

Other (please specify)

9. **Lodging Tax** - under RCW 67.28, the state, county, and city can collect a sales tax on all motel, hotel, B&B, Airbnb, and other lodging accommodations to be used to promote tourism programs and projects. Lodging tax revenues can be used for open space, trails, parks, and indoor programs and facilities provided that the expenditure promotes tourism. In 2023, Island County's lodging taxes generated \$979,063 in revenue. No lodging tax revenue was allocated to PROS projects.

Please indicate the extent to which you agree with the following proposed actions to utilize Lodging Tax funds for PROS projects.

Lowest Low Moderate High Highest

Do not allocate any of the county's annual lodging tax revenue for PROS projects.

Allocate 15% or \$146,859 of the county's annual lodging tax revenue for PROS projects that mutually benefit local residents and tourists like brochures, maps, and other promotional materials as well as wayfinding signs, park and trail directories, and interpretive exhibits.

Allocate 25% or \$244,765 of the county's annual lodging tax revenue for PROS projects that mutually benefit local residents and tourists like brochures, maps, and other promotional materials as well as wayfinding signs, park and trail directories, and interpretive exhibits

Other (please specify)

10. **Property Tax Levy** - the General Fund, REET, Conservation Futures, Lodging Tax, and state and federal grants may not be able to provide the funds necessary to acquire, conserve, develop, and maintain the proposed countywide conservation areas, trails, parks, and indoor facilities outlined in the draft PROS Plan. Property tax levies of up to 6 years can be submitted to and approved by a simple majority of the participating voters to fund any shortfalls necessary to implement the PROS Plan.

Please indicate the annual amount your household would be willing to pay per year for a property tax levy for shortfalls.

\$0 \$5 \$10 \$15 \$20 \$25 \$30 \$35 \$40 \$45 \$50+

How much would your household be willing to pay on an annual basis for a levy to fund any PROS shortfall?

Other (please specify)

11. Camano Island Park & Recreation District or Service Area - cities and school districts provide local park facilities including picnic areas, playgrounds, athletic courts and fields, and sometimes recreation centers and swimming pools in populated areas within walking or short commuting distances from residents. Camano Island does not have a city or school facilities located on the island relying instead on facilities provided in Stanwood.

Under RCW 36.69, Park & Recreation Districts or Service Areas may be established with voter approval to provide extra programs or facilities at an annual regular tax levy rate of up to \$0.60 per \$1,000 assessed value for 6-year periods as well as additional excess levies for separate bonds for major capital facility projects.

North Whidbey Pool, Park, & Recreation District (NWPPRD) in Oak Harbor provides a swimming pool and dog park for North Whidbey residents for a regular annual levy rate of \$0.1372 per \$1,000 assessed value generating \$946,738 per year. South Whidbey Park & Recreation District (SWPRD) in Freeland provides open space, trails, playground, baseball and soccer fields, and skate park in Community Park as well as maintaining Deer, Goss, and Lone Lakes for a regular and excess annual levy and bond rate of \$0.5050 per \$1,000 assessed value generating \$3,830,228 per year.

Please indicate the extent to which you agree with the following proposed actions concerning a Camano Island Park & Recreation District or Service Area.

Lowest Low Moderate High Highest

Camano Island should continue to rely on the city of Stanwood and the Stanwood-Camano School District for local park facilities.

Camano Island residents should adopt a Park & Recreation District or Service Area to provide local parks on the island possibly including athletic courts and fields with a regular annual levy rate under \$0.60 per \$1,000 assessed value.

Camano Island residents should adopt a Park & Recreation District or Service Area with a regular annual levy under \$0.60 per \$1,000 assessed value, and depending on any proposal for major capital projects consider an excess levy for a bond as well.

Other (please specify)

12. Camano Island Park & Recreation District (P&RD) or Service Area (P&RSA)

Property Tax Levy - please indicate the annual amount your household would be willing to pay per year to support a regular property tax levy for operations and an excess property tax levy to support a bond for capital projects.

\$0 \$5 \$10 \$15 \$20 \$25 \$30 \$35 \$40 \$45 \$50+

How much would your household be willing to pay on an annual basis for a regular levy to fund a Camano Island P&RD or P&RSA operations?

How much would your household be willing to pay on an annual basis for a regular levy to fund a Camano Island P&RD or P&RSA bond for capital improvement projects for pickleball, soccer, baseball, or other local parks?

Other (please specify)

13. What recreation activities do you and your household members participate in Island County?

	Not at all	Some	A lot
Sightsee - historical, cultural site and facility	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Observe wildlife - plants, birds, animals, marine	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Fish - from a boat, dock, shoreline	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Beachcomber, beach walk, shellfish	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Kayak, canoe, other hand-carry craft	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Power boat	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Walk/hike/jog on trails	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Bike on trails, roads	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
E-bike on trails, roads	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Horseback ride on trails	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Picnic, BBQ, or cookout in a park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Playground	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Skateboard, pump track, BMX	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sports courts - basketball, pickleball, tennis outdoors	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Athletics - soccer, baseball, lacrosse, football	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Dog park	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Disc golf	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Physical condition, Pilates, jazzercise at an indoor recreation center.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Social gathering at a community/meeting center	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Swim at an indoor pool	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Volunteer to develop/maintain outdoor conservation/recreation areas	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Other (please specify)

14. Where do you live?

Oak Harbor Coupeville Langley Freeland Clinton
 Other Whidbey Island Camano Island Outside Island County

Other (please specify)

15. How many years have you lived in Island County?

0-2 2-5 6-10 11-15 16-20 20+

16. How many people in your household including yourself?

0 1 2 3 4 5 6 7

Total household members

Household members under age 18

Household members age 19-64

Household members over age 65

17. What age group are you in?

10-14 15-18 19-25 26-40 41-55 56-65 65+

18. What language do the members of your household speak at home?

English Spanish Russian Vietnamese Chinese Japanese
 Korean Pacific Island
 Other (please specify)

19. What is your gender?

Male Female Other Prefer not to answer

20. What is your current housing situation?

Own Rent

21. How did you find out about this survey?

No Yes

Email

Word of mouth

Website

Facebook

Other

Other (please specify)

22. Do you have any suggestions or recommendations concerning the financing of Element 7 Park & Recreation Plan of the Island County Comprehensive Plan?

23. If you would like to be entered into a drawing for a \$250 gift certificate, please include your contact information below. (Your information will be kept confidential.)

First and last name

Email address

Phone number



Help prioritize Island County's Parks, Recreation & Open Space (PROS) Plan and financing proposals.

Take our priorities survey!

You could win a \$250 gift card!

Take the survey online at:

<https://www.surveymonkey.com/r/IslandCountyPROSPriorities>



Take the survey and tell us your priorities for implementing open space, trails, parks, and financing proposals.

Take the survey online at:

<https://www.surveymonkey.com/r/IslandCountyPROSPriorities>

The survey will be open through February and the winning name for the \$250 gift certificate will be drawn at the end of the month. Contact Catherine Kelley at 360-678-7965 CatherineK@islandcountywa.gov if you have questions.

ECRWSS

Local
Postal Customer



Proposed expenditures - 2025 Budget

				3.0%	Alternative 1	Alternative 2	Alternative 3
Administration, project management		(\$237,000) /year		3.0%	(\$1,533,013)	(\$1,533,013)	(\$1,533,013)
Parks maintenance		\$487,722		3.0%	\$3,154,786	\$3,154,786	\$3,154,786
Repair & Replacement (15% facilities/year)		(\$293,533) /year		3.0%	(\$1,898,691)	(\$1,898,691)	(\$1,898,691)
PLOS land and facility additions		(\$3,000,000) value		3.0%	(\$19,405,230)	(\$19,405,230)	(\$19,405,230)
TOTAL EXPENDITURES					(\$19,682,148)	(\$19,682,148)	(\$19,682,148)

Proposed revenues - 2025 Budget/2023 WA DOR

	Total	PROS	%	3.0%	Inflate		
Capital facility program revenues							
General Fund taxes	\$48,700,000	\$1,300,000	2.7%	1.0%	\$7,997,620	\$7,997,620	\$7,997,620
REET 2 2023 revenue/allocation	\$2,837,934	\$252,185	9%	3.0%	\$1,631,236	\$1,631,236	\$1,631,236
Conservation Futures 2023	\$821,874	\$100,000	12%	3.0%	\$646,841	\$646,841	\$646,841
Lodging Tax 2023	\$979,063	\$0	0%	3.0%	\$0	\$0	\$0
Grants - RCO	\$250,000	\$250,000	100%	3.0%	\$1,617,102	\$1,617,102	\$1,617,102
CFP totals	\$53,588,871	\$3,611,083			\$11,892,799	\$11,892,799	\$11,892,799
EXISTING DIFFERENCE BETWEEN EXPENDITURES AND REVENUES					(\$7,789,349)	(\$7,789,349)	(\$7,789,349)

6-year strategy options**Option 1 - General Fund**

General Fund revenue		3.0%	\$48,700,000	\$315,011,561	\$315,011,561	\$315,011,561
Annual allocation for PROS Plan projects				2.6%	2.5%	2.4%
Resulting PROS by decreasing allocation				\$8,190,301	\$7,875,289	\$7,560,277

Option 2 - Real Estate Excise Tax (REET) 2

Assessed rate per \$1.00 sales			\$0.0025	\$0.0025	\$0.0025	\$0.0025
Total REET 2 revenue		3.0%	\$2,923,072	\$18,907,628	\$18,907,628	\$18,907,628
Annual allocation for PROS Plan projects				15%	20%	25%
Resulting PROS by increasing allocation				\$2,836,144	\$3,781,526	\$4,726,907

Option 3 - Conservation Futures

Assessed valuation 2024	\$25,669,683,984	3.0%	\$26,439,774,504	\$28,891,455,474	\$28,891,455,474	\$28,891,455,474
Conservation futures levy rate per \$1,000			\$0.0320	\$0.0320	\$0.0320	\$0.0320
Annual Conservation Futures revenue		3.0%	\$846,073	\$5,472,746	\$5,472,746	\$5,472,746
Annual allocation for PROS Plan projects				12%	17%	23%
Resulting PROS by increasing allocation				\$656,729	\$930,367	\$1,258,731

Option 4 - Lodging Tax

Total Lodging Tax revenue		3.0%	\$979,063	\$6,332,981	\$6,332,981	\$6,332,981
Annual allocation for PROS Plan projects				0%	15%	25%
Resulting PROS by increasing allocation				\$0	\$949,947	\$1,583,245

Option 5 - Property Tax Levy (PTLevy)

Assessed valuation 2024	\$25,669,683,984	3.0%	\$26,439,774,504	\$28,891,455,474	\$28,891,455,474	\$28,891,455,474
PTLevy requirement				\$6,381,871	\$4,527,917	\$2,935,884
Assessed average annual rate per \$1.00 (2)				\$0.00004	\$0.00003	\$0.00002
TOTAL CFP+GIF+REET2+CF+PTLevy				\$19,682,148	\$19,682,148	\$19,682,148
DIFFERENCE BETWEEN EXPENDITURES AND REVENUES				\$0	\$0	\$0

Median house value ACS 2023 - US Census Quick Facts	\$100,000			\$0.61	\$0.44	\$0.28
	\$535,300			\$3.28	\$2.33	\$1.51

Note:

(1) GMA does not allow growth requirements to be financed 100% with growth impact fees.

(2) Property tax levy proceeds accumulated over 6 year period with no interest.

* General Fund property tax amount shown includes all sources of funds from General Fund in addition to property tax.

Financial strategies 2026-2046

20

Proposed expenditures - 2023 Budget

				Alternative 1	Alternative 2	Alternative 3
Administration, project management		(\$237,000) /year		3.0%	(\$6,368,279)	(\$6,368,279)
Parks maintenance		\$487,722		3.0%	\$13,105,273	\$13,105,273
Repair & Replacement (15% facilities/year)		(\$293,533) /year		3.0%	(\$7,887,339)	(\$7,887,339)
PLOS land and facility additions		(\$9,000,000) value		3.0%	(\$241,833,370)	(\$241,833,370)
TOTAL EXPENDITURES				(\$242,983,715)	(\$242,983,715)	(\$242,983,715)

Proposed revenues - 2023 Budget

	Total	PROS	%	Inflate			
Capital facility program revenues				3.0%			
General Fund taxes	\$48,700,000	\$1,300,000	2.7%	1.0%	\$28,624,705	\$28,624,705	\$28,624,705
REET 2 2023	\$2,837,934	\$252,185	9%	3.0%	\$6,776,305	\$6,776,305	\$6,776,305
Conservation Futures	\$821,874	\$100,000	12%	3.0%	\$2,687,037	\$2,687,037	\$2,687,037
Lodging Tax 2023	\$979,063	\$0	0%	3.0%	\$0	\$0	\$0
Grants - RCO	\$250,000	\$250,000	100%	3.0%	\$6,717,594	\$6,717,594	\$6,717,594
CFP totals	\$53,588,871	\$3,611,083			\$44,805,642	\$44,805,642	\$44,805,642
EXISTING DIFFERENCE BETWEEN EXPENDITURES AND REVENUES					(\$198,178,074)	(\$198,178,074)	(\$198,178,074)

20-year strategy options**Option 1 - General Fund**

General Fund revenue		3.0%	\$48,700,000	\$1,308,587,238	\$1,308,587,238	\$1,308,587,238
Annual allocation for PROS Plan projects				2.6%	2.5%	2.4%
Resulting PROS by decreasing allocation				\$34,023,268	\$32,714,681	\$31,406,094

Option 2 - Real Estate Excise Tax (REET) 2

Assessed rate per \$1.00 sales			\$0.0025	\$0.0025	\$0.0025	\$0.0025
Total REET 2 revenue		3.0%	\$2,923,072	\$78,544,040	\$78,544,040	\$78,544,040
Annual allocation for PROS Plan projects				15%	20%	25%
Resulting PROS by increasing allocation				\$11,781,606	\$15,708,808	\$19,636,010

Option 3 - Conservation Futures

Assessed valuation 2024	\$25,669,683,984	3.0%	\$26,439,774,504	\$28,891,455,474	\$28,891,455,474	\$28,891,455,474
Conservation futures levy rate per \$1,000			\$0.0320	\$0.0320	\$0.0320	\$0.0320
Annual Conservation Futures revenue		3.0%	\$846,073	\$22,734,293	\$22,734,293	\$22,734,293
Annual allocation for PROS Plan projects				12%	17%	23%
Resulting PROS by increasing allocation				\$2,728,115	\$3,864,830	\$5,228,887

Option 4 - Lodging Tax

Total Lodging Tax revenue		3.0%	\$979,063	\$26,307,789	\$26,307,789	\$26,307,789
Annual allocation for PROS Plan projects				0%	15%	25%
Resulting PROS by increasing allocation				\$0	\$3,946,168	\$6,576,947

Option 5 - Property Tax Levy (PTLevy)

Assessed valuation 2024	\$25,669,683,984	3.0%	\$26,439,774,504	\$28,891,455,474	\$28,891,455,474	\$28,891,455,474
PTLevy requirement				\$187,733,132	\$180,031,635	\$173,418,183
Assessed average annual rate per \$1.00 (2)				\$0.00032	\$0.00031	\$0.00030
TOTAL CFP+GIF+REET2+CF+PTLevy				\$242,983,715	\$242,983,715	\$242,983,715
DIFFERENCE BETWEEN EXPENDITURES AND REVENUES				\$0	\$0	\$0

Median house value ACS 2023 - US Census Quick Facts	\$100,000			\$1.62	\$1.56	\$1.50
	\$535,300			\$8.70	\$8.34	\$8.03

Note:

(1) GMA does not allow growth requirements to be financed 100% with growth impact fees.

(2) Property tax levy proceeds accumulated over 6 year period with no interest.

* General Fund property tax amount shown includes all sources of funds from General Fund in addition to property tax.



Island County Public Works

Ed Sewester, P.E., County Engineer

1 NE 7th Street, Coupeville, WA 98239

Ph: Whidbey 360-679-7331 | Camano 360-387-3443 | S Whidbey 360-321-5111

Email: Ed.Sewester@islandcountywa.gov | www.islandcountywa.gov

M E M O R A N D U M

5 March 2025

TO: Board of Island County Commissioners
FROM: Ed Sewester, County Engineer
RE: Island County Drone Policy

As technology has advanced, Unmanned Aerial Systems (UAS), also referred to as drones, bring a new capability to operational environments. A cost-effective opportunity for the Island County mission, a drone has proven to improve efficiency throughout the County and would enhance the safety of Island County Public Works staff and the public.

The resource benefits Public Works transportation services to the public through bluff inspections, geotechnical field investigations, construction site mapping, aerial photography and videography, storm and emergency responses, and training.

The initial step before procuring a drone is to have a policy in place. The attached proposed Island County policy is written to include WA state and federal regulations. Operators must be trained and certified to operate a drone and must maintain protection of civil rights and privacy during drone deployments. Imagery must be retained in accordance with RCW 40.14.

Upon Board approval of the drone policy, Public Works will initiate the process to procure a drone. Procurement of a drone was included in the Public Works 2024 budget problem/solution request.

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF ISLAND COUNTY, WASHINGTON**

IN THE MATTER OF ADOPTING A) RESOLUTION No. C- -24
SMALL UNMANNED AERIAL) R-34-24
SYSTEMS (sUAS) OPERATIONS)
AND POLICY MANUAL)

WHEREAS small Unmanned Aerial Systems may provide the county with the ability to improve government services, improve efficiency of various tasks, and improve the safety of the public and county staff; and

WHEREAS, we believe it is prudent to use this resource to support Island County Public Works in providing services to the citizens; and

WHEREAS, this policy is compliant with state and/or federal standards; and

WHEREAS, this action is in the best interest of Island County and its citizens, NOW, THEREFORE,

BE IT HEREBY RESOLVED by this Board that the attached Small Unmanned Aerial Systems (sUAS) Operations and Policy Manual is approved as the Island County Drone Policy.

ADOPTED this _____ day of _____, 2024.

**BOARD OF COUNTY COMMISSIONERS
ISLAND COUNTY, WASHINGTON**

Jill Johnson, Chair

Melanie Bacon, Member

Janet St. Clair, Member

ATTEST:

Jennifer Roll
Clerk of the Board



Island County Public Works

Small Unmanned Aerial System (sUAS) "Drone" Operations and Policy Manual

1. Purpose.

The purpose of the Island County Public Works Small Unmanned Aerial System (sUAS) is to support and augment Island County Public Work's operations, through improved efficiency with aerial equipment and create new opportunities to provide for the health, safety and welfare of the public and Island County staff. This sUAS Policy and associated procedures are intended to ensure the safe and responsible operation of the County's unmanned aircraft, regardless of the nature of the mission.

2. Policy Statement.

Small Unmanned Aerial Systems provide Island County Public Works with the ability to cost-effectively augment government services, improve efficiency of various tasks and improve the safety of the public and county staff. We believe it prudent to maintain personnel trained in the use of unmanned aircraft systems and to use this resource to protect life and property and to support Island County Public Works department in providing transportation services to Island County citizenscommunity members. Island County Public Works staff are authorized to utilize the sUAS and associated technologies when it provides cost efficiency, improved data quality, or improved personnel safety over an existing method or process. Examples of permitted uses include, but are not limited to, aerial photography, videography, photogrammetry, bridge and bluff inspections, geotechnical field investigations, Light Detection and Ranging (LiDAR) applications, public outreach, mapping construction sites and conditions, and emergency or disaster response/training exercises. Nothing in this policy shall be construed as to restrict the safe, rapid deployment of a County-owned or contracted sUAS in response to an emergency or exigent situation to protect life and limb, or critical transportation, and infrastructure. Safety and privacy concerns are priorities in the implementation of the program.

3. Definitions

AGL: Above Ground Level.

COA: Certificate of Waiver or Authorization issued by the FAA granting permission of the requesting agency operating as public aircraft for a specific sUAS activity.

FAA: Federal Aviation Administration.

FARs: Federal Aviation Regulations. For the purpose of conducting civil sUAS operations this is generally 14 CFR Part 107 and Advisory Circular 107-2.

GCS: Ground Control System — System of personnel and equipment which controls the UAV flight operation and sends and receives data or media during a sUAS Mission.

NAS: National Air Space

Non-Participant: A person not involved in the event or operation, however, is within the area of, or directly affected by, the sUAS flight or operation such as members of the media or by-standers.

sUAS: Small Unmanned Aircraft System [14 CFR Part 107] — UAV, GCS, flight cameras, data, and media collection systems. A sUAS is greater than .551bs and less than 551bs in flight.

sUAS Flight Team: The group of individuals responsible for the implementation of any sUAS Mission authorized by this policy. This includes at minimum one UAV Pilot in Command (PIC) and one UAV Observer. This may also include UAV PMC.

sUAS Mission: A Flight operation performed by a UAV PIC including planning, pre-flight operations, deployment, operation of the UAV and post-flight operations.

sUAS Program Manager: Person designated by Island County Public Works Director to manage and implement the sUAS Program.

sUAS Participant: A person participating in an event under County operations with an ongoing sUAS Mission.

UAV: Unmanned Aerial Vehicle (a.k.a. Drone).

UAV Observer: Visual Observer — Person acting as safety officer in direct contact with UAV PIC and UAV PMC during sUAS mission responsible for relaying observations and hazards to the UAV PMC and to maintain situational awareness of GCS environment and UAV flight environment.

UAV PIC: Pilot in Command — UAV Pilot remotely in control of a County UAV and is the final authority over UAV operations during a sUAS Mission; provided, that all missions will be conducted in accordance with approved Project guidelines and parameters. A UAV PIC must be in control or able to immediately take manual control of a UAV in flight at all times and must be certified under Island County sUAS Program to be a PIC for sUAS Missions and hold a valid FAA Remote Pilot Certification with a sUAS rating.

UAV PMC: Person Manipulating Controls — Person certified through Island County sUAS Program to operate a UAV in flight during a sUAS Mission. The PMC must have a valid FAA Remote Pilot Certification with a sUAS rating or be under the direct supervision of a PIC who has the ability to immediately take manual control of the UAV in flight at all times.

Unprocessed UAV Data: digital data collected by a UAV during sUAS missions that is still in its original and unaltered state.

4. Protection of Civil Rights and Privacy.

sUAS Program Manager and all sUAS Flight Team members will ensure that the protection of civil rights and reasonable expectations of privacy are key components in any decision to deploy the UAV. sUAS Program Manager and all sUAS Flight Team members will minimize the extent that UAV operations intrude on the citizens of Island County.

- a. sUAS Program Manager and all sUAS Flight Team members will limit operations to the specific approved purpose of the project and shall employ reasonable precautions to avoid capturing images of the public except those that are incidental to the project.
- b. All videos and still images will be maintained in strict compliance with Island County record retention and safeguarding policies and procedures.
- c. The Island County Public Works sUAS program will operate strictly within the current federal, state and local laws and regulations.

- d. Island County Public Works will not share Unprocessed UAV Data with other Island County departments, other Local Governments, State agencies or Federal agencies unless such sharing is specified within the original purpose of the sUAS mission or if such sharing has been directed by the Island County Board of County Commissioners.

5. Administration.

- a. The policies and procedures contained in this document are issued by the authority of the Island County Board of County Commissioners.
- b. This manual is considered a supplement to existing Island County policy, FAA regulations and policy, Washington State regulations and UAV aircraft manufacturer's flight operations manual.
- c. This manual will be reviewed annually from time to time and updated when other rules, regulations or policy require changes or when changes are deemed necessary.

6. Organization.

- a. UAV operated by the Island County Public Works Department are considered "Public Aircraft Operations" by the FAA. FAA Regulation 14 CFR Part 107 and Advisory Circular 107-2 and/or the COA issued by the FAA is the authority that grants Island County Public Works operating authority in the NAS.
- b. Supervision and command of the Island County Public Works sUAS program is conducted by the Island County Public Works sUAS Program Manager. All sUAS Flight Team members will be trained in accordance with Island County Training Standards and be issued a copy of this sUAS Operations and Policy manual.

7. Operations.

- a. sUAS missions will operate within the limitations of the FAA Regulation 14 CFR Part 107 and Advisory Circular 107-2 and/or the COA issued by the FAA.
- b. The Island County Public Works sUAS program will operate strictly within the current laws and regulations, and to maintain transparency with the public, mission locations will be published in advance of flight operations.
- c. All sUAS missions will consist of a sUAS Flight Team. Under no circumstances will a pilot attempt to complete a deployment alone without an observer.
- d. Air Support mission briefings and Risk Assessments will be completed and briefed prior to each flight.
- e. Pre-flight and post-flight inspections of the UAV will be completed by the sUAS Flight Team using the manufacturer's operator's manual. Pre-flight inspection and any discrepancies will be logged in the UAV logbook.
- f. Pre-flight, in-flight and post-flight checklists will be developed and used by the UAV PIC.

8. Safety.

- a. Employees involved in County-owned sUAS operations shall comply with pertinent Island County Safety/Personnel policies and FAA safety regulations.

- b. Employees requiring assistance complying with FAA safety regulations shall consult with the sUAS Program Manager.
- c. It is the duty of every member of the sUAS Flight Team to contribute to the goal of continued safe operations. This contribution may come in many forms and includes always operating in the safest manner possible and never taking unnecessary risks.

9. Training.

- a. The sUAS Program Manager will oversee the UAV Training Program.
- b. All sUAS Flight Team members will have a training folder located at the sUAS Program Manager's office that includes certificates of training and training documentation.
- c. UAV Observers must complete sufficient training to communicate to the pilot any instructions required to remain clear of conflicting traffic. This will include knowledge of the rules and responsibilities described in 14 CFR 91.111, Operating Near Other Aircraft; 14 CFR 91.113, Right-of-Way Rules; Except Water Operations; and 14 CFR 91.155, Basic VFR Weather Minimums; knowledge of air traffic and radio communications, including the use of approved ATC/pilot phraseology; and knowledge of appropriate sections of the Aeronautical Information Manual.
- d. Recurrent Training. UAV PIC and PMC who do not have documented flight time within 180 days will demonstrate proficiency in their duties to the sUAS Program Manager or a UAV PIC/PMC who is current and proficient. PIC's must demonstrate three takeoffs and three landings of the specific UAV in the previous 180 days to remain current. Currency flights may be supervised by the sUAS Program Manager or another current UAV PIC/PMC. All mission deployments, including practice or training flights, will be documented and counted towards an operator's UAV flight experience. An FAA aeronautical knowledge test must be passed and documented every 24 months.
- e. Crew Resource Management Training (CRM). All sUAS Flight Team members will complete the Island County Public Works Crew Resource Management initial training and annual CRM training. CRM for sUAS Flight Team members will emphasize situational awareness and effective communication during each UAV flight operation.

10. Equipment

- a. Island County Public Works sUAS equipment will be managed under the Engineering Section.
- b. The sUAS Program Manager will be responsible for ensuring all users of the equipment have appropriate levels of training, verifying certifications and ensuring the sUAS is properly maintained.
- c. All supporting software, equipment registrations, radio licensing or other federal programs and requirements will be obtained or monitored by the sUAS Program Manager.
- d. sUAS Procurement shall be in accordance with the current Island County Purchasing and Procurement Policy.

11. Maintenance

- a. Pre-flight and post-flight inspections of the UAV will be completed by the sUAS Flight Team using the manufacturer's operator's manual.
- b. Pre-flight, in-flight and post-flight checklists will be developed and used by the UAV PIC.
- c. Discrepancies noted during pre-flight or post-flight inspections will be noted in the UAV logbook.
- d. Scheduled and unscheduled maintenance on the UAV will be performed in accordance with the manufacturer's guidelines.

12. Retention and Public Disclosure of Aerial Imaging

- a. Aerial imaging shall be retained in accordance with the provisions of RCW 40.14.
- b. Public requests for sUAS aerial imaging shall be processed in accordance with Island County public disclosure policy and the provisions of RCW 42.56 and/or federal guidelines that supersede state law/requirements.
- c. Aerial imaging retention schedules shall be based upon the Washington Secretary of State — Washington State Archives most current Common Records Retention Schedule (CORE).

13. Accident Reporting and Review

All sUAS related accidents that result in deaths, injuries, illnesses; incidents or near-misses will be reported as defined in the Island County Safety Program and Policies.

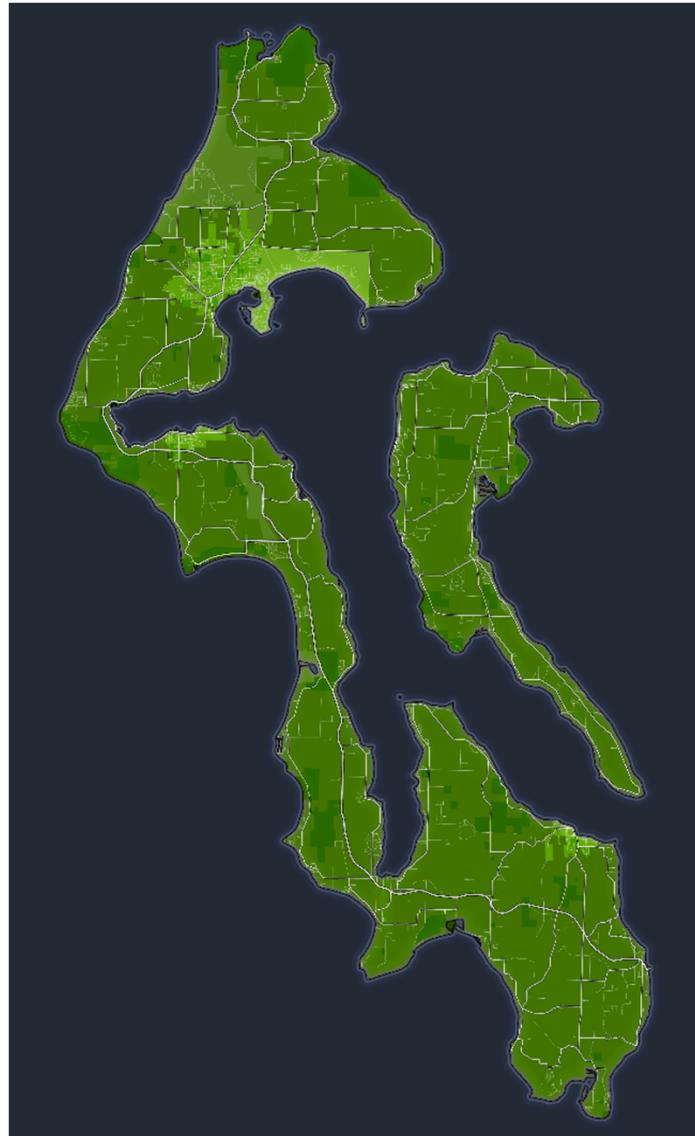
In addition to the above Island County requirements, the FAA requires the following:

§107.9 Accident Reporting. No later than 10 days after an operation that meets the criteria of either paragraph (a) or (b) of this section, a remote pilot in command must report to the Federal Aviation Administration in a manner acceptable to the Administrator, any operation of the small unmanned aircraft involving at least:

- a. Serious injury to any person or any loss of consciousness; or
- b. Damage to any property, Other than the small unmanned aircraft, unless one of the following conditions is satisfied:
 1. The cost of repair (including materials and labor) does not exceed \$500; or
 2. The fair market value of the property does not exceed \$500 in the event of total loss.

The FAA has an online reporting tool for this purpose:

<https://www.faa.gov/sUAS>



UNMANNED AERIAL SYSTEM

aka DRONE

March 5, 2025
Work Session



DRONE REQUEST



Street Views



Drone View

- Purpose:
 - Enhance capabilities, efficiencies and safety
- Requirements:
 - Policy first
 - Operators must be trained & certified
 - Comply with State & Federal regulations, and privacy
- Request:
 - Approve policy and authorize procurement of a drone



QUESTIONS



Island County Public Works

Ed Sewester, P.E., County Engineer

Matthew Lander, P.E., Assistant County Engineer

1 NE 7th Street, Coupeville, WA 98239 | www.islandcountywa.gov

Ph: Whidbey 360-679-7331 | Camano 360-387-3443 | S Whidbey 360-321-5111

Email: Ed.Sewester@islandcountywa.gov | M.Lander@islandcountywa.gov

M E M O R A N D U M

March 5, 2025

TO: Board of County Commissioners / Island County

FROM: Ed Sewester – Island County Engineer

RE: 2025 Pavement Preservation Program

The Public Works Department is presenting to the Board of Island County Commissioners (BICC), at its February 5th Work Session, the Annual Pavement Preservation Program for the year 2025.

The Process:

The program before the BICC is a result of an intensive process of evaluating and verifying the need to mitigate road surface deterioration. The process begins with evaluating all roads by measuring visual distress and defects. The severity and extent of surface distress of 584 miles of paved County Roads are evaluated biannually. This is a required component of the County's Pavement Management System (PMS) as outlined in the Washington Administrative Code 136-70-040. This provides the Department a guide to determine which road needs to be resurfaced.

Factors considered are average daily traffic on the road, whether roads are classified as truck routes, and/or the age of the road. The Engineering Manager, Road Shop Supervisor, Road Shop Superintendent, and the Project Manager verify the roads on the proposed program and together make a recommendation to either proceed or defer resurfacing. At the same time, the proper surface treatment is also evaluated. All the while, the goal of this process is to resurface the roads that are needed with the proper surface and at the appropriate time.

The Program:

The Program currently represents approximately 5% of the County Road centerline miles (32 miles out of 584 miles) proposed to be resurfaced in 2025, map attached. Objective is to resurface every 18-20 years. The program's total construction cost is estimated at \$6,782,799. These items are included in the 2025 adopted roads fund budget.

What's Next:

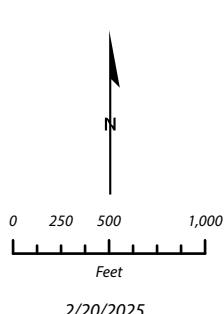
The Department will be preparing documents for the BICC consent agenda. These will be, "Call for Bids" & "Awarding of the Contract" for overlays.

Pavement Preservation Totals Report

Shop	ESTIMATED TOTAL COUNTY CHIP SEAL				ESTIMATED TOTAL CONTRACT TONNAGE				GRAND TOTALS	
	1SWF Miles	ICEWF Miles	County Total Miles	County Forces Costs	M. P. Miles	C. P. Miles	Contractor Total Miles	Contractor Costs	MILES GRAND TOTAL	COSTS GRAND TOTAL
Bayview	0	0	0	\$0	8	1	9	\$2,641,146	9	\$2,641,146
Camano	0	0	0	\$0	5	4	8	\$2,561,327	8	\$2,561,327
Coupeville	6	1	8	\$975,628	0	0	0	\$0	8	\$975,628
Oak Harbor	3	4	7	\$604,698	0	0	0	\$0	7	\$604,698
TOTALS	9	6	15	\$1,580,326	13	5	17	\$5,202,473	32	\$6,782,799

Pavement Preservation Program 2025

Island County Public Works



Oak Harbor

Road District

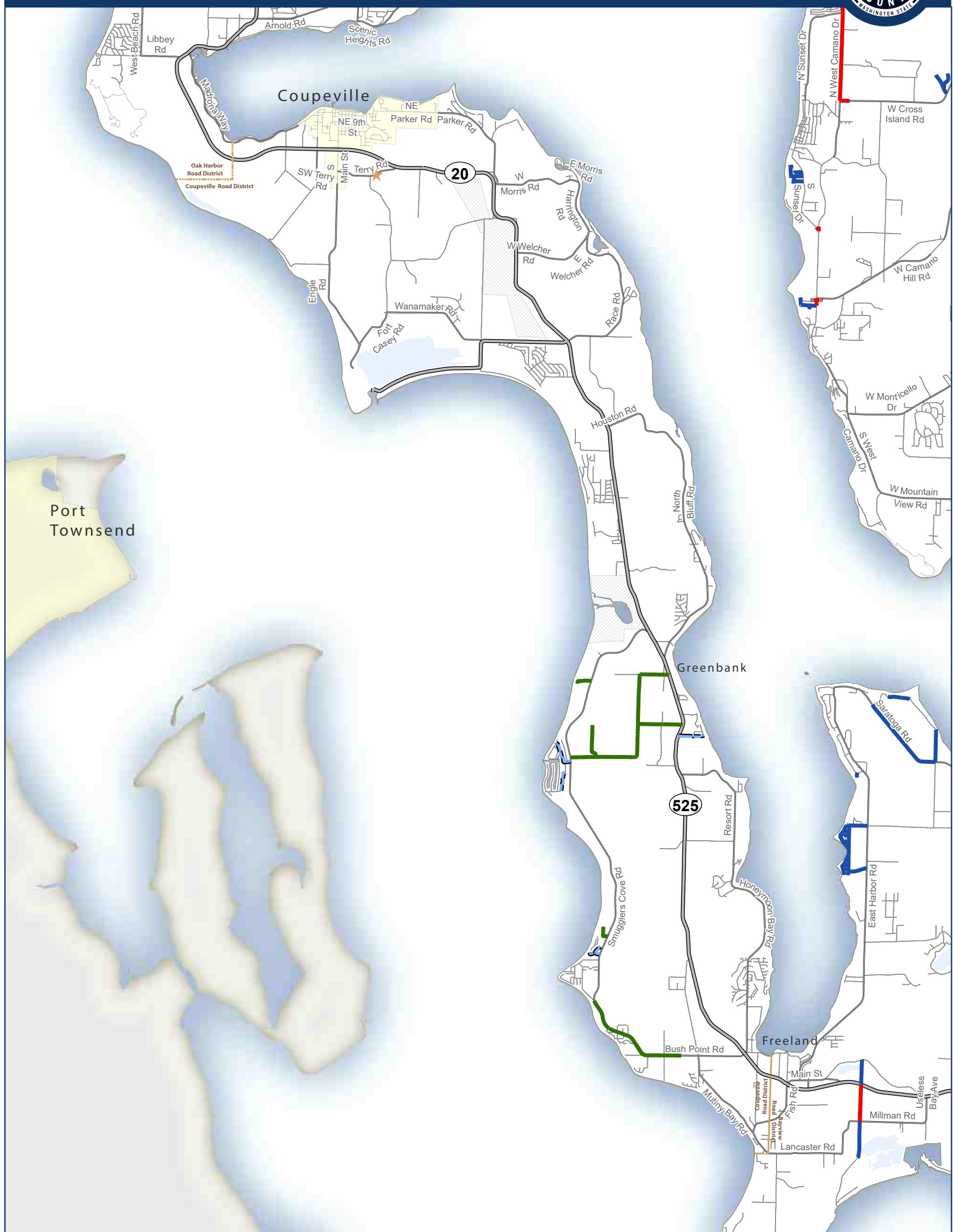


- State Highway
- County Collectors and Arterials
- County Local Roads
- Other Roads
- City Limits
- Road Shops

Oak Harbor
Road District

Pavement Preservation Program 2025

Island County Public Works



2025 Proposed Surface

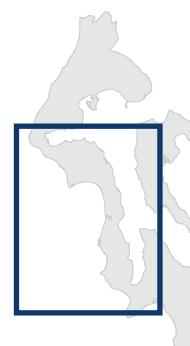
- Construction Pave
- Maintenance Pave
- 1-shot Seal Coat w/ Fog Seal
- Ice Abatement w/ Fog Seal
- Shoulder Widening

Existing Network

- State Highway
- County Collectors and Arterials
- County Local Roads
- Other Roads
- City Limits
- ★ Road Shops

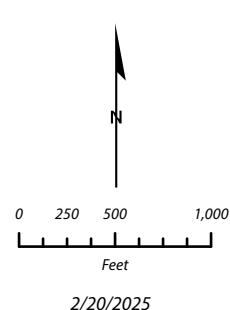
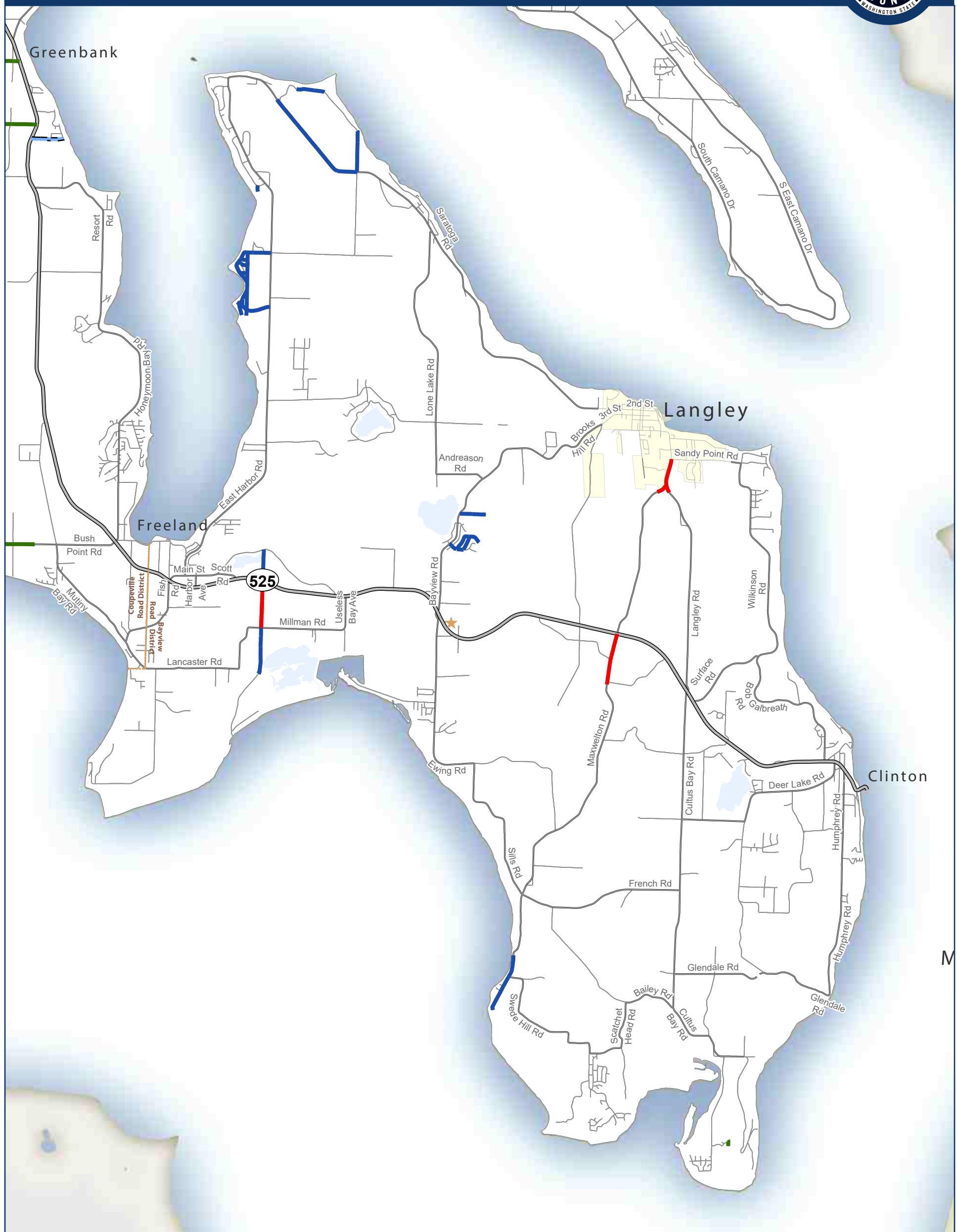
0 250 500 1,000
Feet
2/20/2025

Coupeville
Road District



Pavement Preservation Program 2025

Island County Public Works



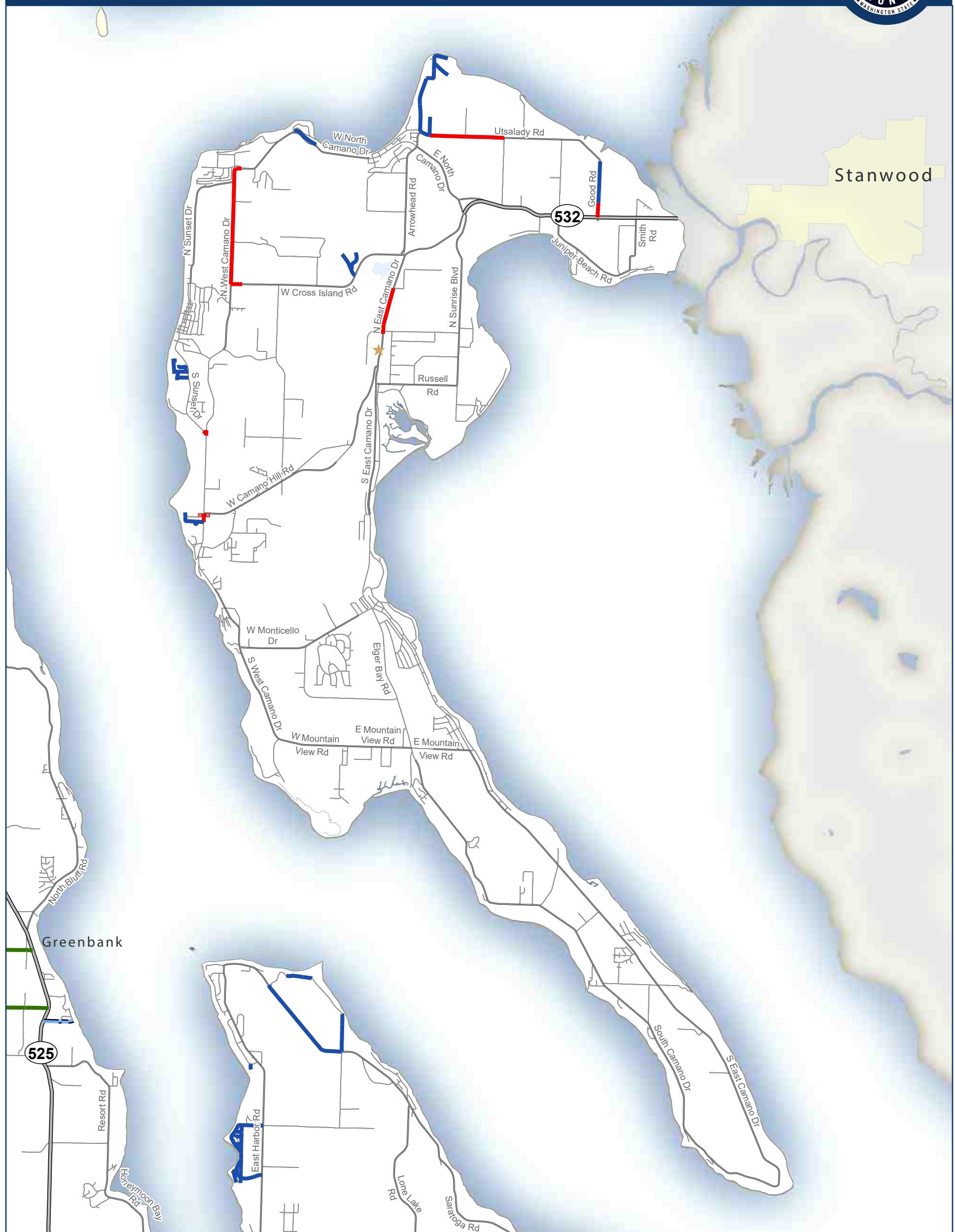
Existing Network

- State Highway
- County Collectors and Arterials
- County Local Roads
- Other Roads
- City Limits
- Road Shops

Bayview
Road District

Pavement Preservation Program 2025

Island County Public Works



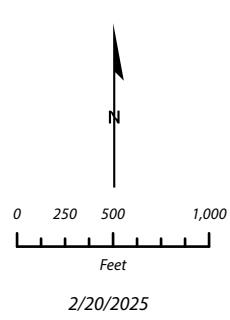
2025 Proposed Surface

- Construction Pave
- Maintenance Pave
- 1-shot Seal Coat w/ Fog Seal
- Ice Abatement w/ Fog Seal
- Shoulder Widening

Existing Network

- State Highway
- County Collectors and Arterials
- County Local Roads
- Other Roads
-  City Limits
-  Road Shops

Camano Road District





ISLAND COUNTY PUBLIC HEALTH
WORK SESSION AGENDA
MEETING DATE: 3/12/2025

To: **Melanie Bacon, Chair**
Board of Island County Commissioners
From: **Shawn Morris, Director**

Amount of time requested for agenda discussion. 15 minutes

DIVISION: Administrative

Agenda Item No.: 1

Subject: Work Plan Update

Description: An update on the department's progress on key Public Health workplan items.

Attachment: Memorandum and Progress Report

Request: (Check boxes that apply)

<input type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input checked="" type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable



Island County Public Health

Shawn Morris, ND – Director

1 NE 7th Street, Coupeville, WA 98239

Ph: Whidbey 360-679-7350 | Camano 360-678-8261 | N Whidbey 360-240-5554

Email: Publichealth@islandcountywa.gov | www.islandcountywa.gov

Memorandum

Date: March 12, 2025

To: Board of Island County Commissioners

From: Shawn Morris, Public Health Director

Subject: Status Update on Public Health Workplan Items

This memo highlights our progress on key public health workplan items.

[SmartGov](#)

Priority: High

Status: Delayed to February and March, Making Progress

- A recent project coordination meeting outlined actionable next steps.
- Permit swim lanes have been developed to guide new workflows, with implementation occurring in March, including staff training on updated procedures and processes.

[Coordinated Water Systems Plan \(CWSP\)](#)

Priority: High

Status: On Time, Research Phase

- Consultant is actively conducting research and data collection while building partnerships.
- Expert interviews have explored operational challenges and needs. An upcoming Partner Engagement Survey will assess CWSP awareness and partner needs among water systems, well drillers, developers, and homeowners.

[OSS Code Update](#)

Priority: High

Status: Initial Planning

- Discussions with Mary focused on prioritizing code updates, including BOH appeals, BOH composition, OSS state code reference, and a unified enforcement section.
- Next steps include a review with the BOCC to finalize timelines for these updates.

[Wastewater Proviso](#)

Priority: High

Status: On Time, Report Development Phase

- Final outreach to partners is taking place, integrating feedback from County departments and wastewater and housing professionals.
- Emphasis on barriers and opportunities for community systems that can support affordable housing, including innovative technologies, legislative and regulatory recommendations, incentives, and case studies for effective approaches. Full report will be complete May 2025.

Progress Report: Island County CWSP Plan Review

PROJECT OVERVIEW

On October 22, 2024, Island County entered into an agreement with Facet to develop a comprehensive set of recommendations for updating the Coordinated Water System Plan (CWSP) for sustainable water resource management. Facet's responsibilities are outlined in section 2 of the agreement and summarized as follows:

- **Project administration.** Developing a project timeline, mapping and budget and overseeing all aspects of the project while closely coordinating with IC Public Health, including facilitating research, data collection, coordination, outreach and completion of a summary report.
- **Research and Data Collection:**
 - Review of existing data on sea level rise, climate, and relevant hydrogeology;
 - Analysis of existing approaches to water systems management and regulations;
 - Companies/organizations involved with water systems management
 - Infrastructure needs based on water system type and location;
 - Examples of other local agency CWSPs in comparable rural coastal communities.
- **Coordination with stakeholders involved in water system management.** Includes development of engagement sessions with stakeholders and communication with IC Public Health leadership regarding project status, barriers and needs.
- **Review of existing health and development codes and applicable regulations.**
- **Draft comprehensive study report outlining recommended updates to the CWSP.**
- **Comply with all applicable Federal and State requirements.**

PROJECT STATUS

Completed tasks:

- A. Project Administration
 - Project timeline and tracker tool/mapping (attached)
 - SharePoint site
 - Kick-off meeting – December 10, 2024



Formerly DCG / Watershed

- Recurring meetings schedule – 4th Thursday (*Two meetings held to date in January and February 2025*)
- Stakeholder Coordination
- Initiated interviews/meetings with stakeholders (*Five meetings held to date*)
- Additional interviews/meetings scheduled with DOH, Ecology and other stakeholders in March.

Upcoming Tasks- March, 2024:

- Draft stakeholder/outreach strategy and survey
- Finalize scheduling meetings/interviews with stakeholders
- Continue research and data collection

ATTACHMENT A. Project Tracker Tool

Island County Coordinated Water System Plan Update Study Project Tracker Tool

Dates Covered: 11/01/2024 – 10/31/2025

* Task Responsibility

Consultant Lead	Joint County Staff, Consultant
-----------------	--------------------------------

** Task Status

Green = on schedule | Yellow = issues to address to keep on schedule | Red = behind schedule | Blue = complete

Current Tasks in Progress:			
Task & Responsibility*	Schedule	Status**	Notes / Items to Discuss
1.0 Project Administration			•
1.1 Kickoff Meeting	December 10, 2024	Green	• Agenda sent on 12.09.24
1.2 Regular recurring meetings	January – October, 2025	Green	• Every 4 th Thursday-10AM
1.3, 1,4 Project timeline and Mapping	December 15, 2025	Yellow	• In progress
1.5 Tracker tool	December 15, 2025	Yellow	• In progress
Distribute/post timeline as needed	January, 2025	Yellow	• County to post/distribute as appropriate.
2.0 Research & Data Collection			
2.1 Review SLR, development, climate and hydrology data	January 1 – May 30, 2025	Green	• In progress
2.2 Analysis of existing approaches to water systems management, regulations, BAS, Approaches	January 1 – May 30, 2025	Green	• In progress
2.3 Companies / organizations involved in water system management	January 1 – May 30, 2025	Green	• In progress
Infrastructure needs based on water system type/location	January 1 – May 30, 2025	Green	• In progress
Examples of other CWSPPs in comparable rural coastal communities	January 1 – May 30, 2025	Green	• In progress
Summary of data findings and gap analysis memo	May – June, 2025	Green	• Upcoming task
3.0 Stakeholder Coordination			
3.1 Draft stakeholder engagement strategy	December, 2024 February, 2025	Green	• In progress
3.2 Final stakeholder engagement strategy	February, 2025	Green	• In progress

Distribute / post stakeholder engagement strategy as needed.		X	• Upcoming task
3.3 Stakeholder Engagement / Outreach	January – September, 2025	X	• Upcoming task
3.4 Summary of stakeholder engagement efforts	September – October, 2025	X	• Upcoming task
4.0 Review of existing health and development codes and applicable regulations			
4.1 Draft memorandum and matrix of data findings	July – August, 2025	X	• Upcoming task
4.2 Final memorandum and matrix of data findings	September, 2025	X	• Upcoming task
5.0 Summary Report			
5.1 Draft comprehensive study report with recommended updates	September, 2025	X	• Upcoming task
5.2 Disseminate / review draft study report with County staff and stakeholders	September, 2025	X	• Upcoming task
5.3 Review draft study report with BOCC and State DOH	October, 2025	X	• Upcoming task
5.4 Submit final report	October – November, 2025	X	• Upcoming task

Completed Tasks
<ul style="list-style-type: none"> • Kick-Off Meeting held on December 10, 2024 • Project timeline and mapping (1.3) • Tracker tool (1.5) • Recurring team meetings scheduled • Initiated interviews/meetings with stakeholders / parties of interest • SharePoint site established
Upcoming Tasks:
<ul style="list-style-type: none"> • Draft Stakeholder/Outreach Strategy • Finalize scheduling meetings/interviews with key stakeholders • Continue research and data collection
Upcoming Meetings/Dates:
<ul style="list-style-type: none"> • Recurring project meeting – March 27, 2025

General Island County responsibilities to note:

- A. Lead and facilitate meetings and activities to inform consultant on new projects and goals.
- B. Facilitate engagement with other Island County Departments, community partners, elected officials, and other stakeholders.
- C. Support alignment with County planning and policy activities.
- D. Support report dissemination with community members and stakeholders.



ISLAND COUNTY COMMISSIONERS

WORK SESSION AGENDA

MEETING DATE: 3/12/2025

To: **Melanie Bacon, Chair**
Board of Island County Commissioners

From: **BOCC Staff**

Amount of time requested for agenda discussion. 10 minutes

DIVISION: Administrative

Agenda Item No.: 1

Subject: **Reappointment to the Camano Island Mosquito Abatement District Board**

Description: The Board has received a request for reappointment to Position 2 of the Camano Island Mosquito Abatement District Board.

Attachment: **Camano Island Mosquito Abatement District Board Roster**

Request: *(Check boxes that apply)*

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable

Agenda Item No.: 2

Subject: **Appointment to the Civil Service Commission**

Description: The Board has received a request for appointment to Position 1 of the Civil Service Commission. The appointment will be for one year. At this time the Board has determined the appointment will be for one year from the date of appointment.

Attachment: **Civil Service Commission Roster**

Request: *(Check boxes that apply)*

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable

(Continued on next page)

Agenda Item No.: 3

Subject: Appointment to the Housing Authority of Island County

Description: The Board has received a request for appointment to Position 2 of the Housing Authority of Island County. At this time the Board has determined the appointment will be for one year from the date of appointment.

Attachment: Housing Authority Roster

Request: (Check boxes that apply)

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable

Agenda Item No.: 4

Subject: Appointment to the Lodging Tax Advisory Committee (LTAC)

Description: The Board has received a request for appointment to Position 6 of the Lodging Tax Advisory Committee. At this time the Board has determined the appointment will be for one year from the date of appointment.

Attachment: LTAC Roster

Request: (Check boxes that apply)

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable

CAMANO ISLAND MOSQUITO ABATEMENT DISTRICT



Established per resolutions C-01-96; C-08-96 & C-22-96, and a special election of the voters of the district held March 26, 1996, levying \$0.25 per thousand dollars of assessed valuation of property within the boundaries of the district, the rules and operation of the district are spelled out within RCW 17.28. The Board of County Commissioners appointed the first Board of Trustees April 8, 1996. Terms of appointment run for **two years**.

POSITION	MEMBER	APPT. DATE	TERM EXPIRES
1.	Theresa Fletcher	02/14/23	02/14/25
2.	Bruce Trimble	02/09/21	05/09/25
3.	VACANT		
4.	Patricia Campbell	02/09/21	05/09/25
5.	William Watkins	03/19/12	06/18/26

The Board has received a request for reappointment from Bruce Trimble, Position 2.

CIVIL SERVICE COMMISSION

<https://www.islandcountywa.gov/225/Civil-Service-Commission>



Duties and responsibilities of the Civil Service Commission are found in Chapter 2.12 of the Island County Code and RCW 41.14.060. Service on the Civil Service Commission is without fee or compensation. Members must be a citizen of the United States, a resident of Island County for at least two years immediately preceding appointment, and a registered voter in Island County. At the time of appointment, no more than two commissioners shall be adherents of the same political party. Commission meets the 2nd Thursday of each month at 9:30 a.m. in the Administration Building Room 116. Contact the Secretary/Chief Examiner at 678-7374 for further information. (RCW 41.14 and ICC 2.12). **Six-year term.**

POSITION	MEMBER	APPT. DATE	TERM EXPIRES
1.	VACANT		
2.	Renee Mueller	05/19/14	01/25/28
3.	Ed Johnson	06/23/15	02/01/26

The Board has received a request for appointment to Position 1 from Barbara Fuller.

HOUSING AUTHORITY OF ISLAND COUNTY

RCW 35.82.030. Office located at Dean Manor, 7 N.W. 6th Street, Coupeville, WA, 98239. Maria Maguire, Executive Director. Telephone: 678-4181. Meetings are held the second Tuesday of each month at 9:30 a.m. at Dean Manor. **Five-year term*.**

POSITION	MEMBER	ORIGINAL APPT. DATE	Term Expires
1.	Brooke Knight	05/04/21	05/04/26
2.	VACANT		
3.	Ansel Santosa	07/16/24	07/16/29
4.	Chris Reed	05/18/21	05/21/26
5.	Ivan Lewis	09/15/20	09/24/25
6.	Steven Stevenson- RESIDENT MEMBER COMMISSIONER*	12/15/14	12/06/26

*Except for the resident member commissioner position which runs until December 6th of the second year following appointment.

The Board has received a request for appointment to Position 2 from Venessa Matros.

LODGING TAX ADVISORY COMMITTEE (LTAC)



Previously known as the 2% Special Excise Tax Committee, the Lodging Tax Advisory Committee was reestablished in accordance with statutory amendments of HB2698 enacted in Island County by adoption of Resolution Number C-156-98 December 14, 1998, and codified as ICC 3.06.060, for the purpose of review and recommendation to the Board of County Commissioners on distribution of monies generated by the Lodging Excise Tax. In order to create a more effective and efficient process, the board determined the committee's membership should be restructured from 13 members to 7 members. The Board of County Commissioners adopted Ordinance No. C-81-10 on October 4, 2010.

The committee shall consist of three members representing the businesses required to collect the tax, three members involved in authorized activities receiving revenues, and a member of the Board of County Commissioners. The board will review committee membership annually and make changes as appropriate. The committee meets once annually, usually in the fall.

REPRESENTATIVES OF BUSINESSES SUBJECT TO THE TAX

POSITION	MEMBER	Representing	Term
1.	Tom Felvey	South Whidbey	02/14/27
2.	VACANT	Central Whidbey	
3.	Barry Wenaas	North Whidbey	01/18/25

REPRESENTATIVES OF ORGANIZATIONS ELIGIBLE TO RECEIVE THE TAX FUND

POSITION	MEMBER	Representing	Term
4.	Paul Foster	Camano Island	11/07/27
5.	Mike Ferri	At-Large	10/17/27
6.	VACANT	At-Large	

The Board has received a request for appointment for one year from Hannah Bates for Position 6.

OTHER: One (1) Elected Official who will serve as Chair: Board of County Commissioners.



ISLAND COUNTY BUDGET/RISK

WORK SESSION AGENDA

MEETING DATE: 3/12/2025

To: **Melanie Bacon, Chair**
Board of Island County Commissioners
From: Susan Geiger, Director

Amount of time requested for agenda discussion. 30 minutes

DIVISION: Administrative

Agenda Item No.: 1

Subject: Amendment to the 2024 Adopted Budget

Description: Discuss and review recommendations from Budget Director to amend the 2024 Adopted Budget

Attachment: Hearing Resolution, Budget Amendment Resolution, and Exhibit A – 2024 Budget Amendment Schedule

Request: (Check boxes that apply)

<input checked="" type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input type="checkbox"/> None/Informational	<input checked="" type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Complete

P.A. Review: Not Applicable

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF ISLAND COUNTY, WASHINGTON**

**IN THE MATTER OF AMENDING) RESOLUTION C-09-25
THE 2024 ISLAND COUNTY BUDGET)**

The Board of County Commissioners has reviewed the proposed Resolution and sets it for public hearing on April 8th, 2025 at 10:00 a.m.

APPROVED March 18th, 2025.

BOARD OF COUNTY COMMISSIONERS
Island County, Washington

Melanie Bacon, Chair

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF ISLAND COUNTY, WASHINGTON**

**IN THE MATTER OF AMENDING) RESOLUTION C-09-25
THE 2024 ISLAND COUNTY BUDGET)**

WHEREAS, there are unforeseen expenditures related to mid-year grant funding and other events that could not be known when the 2024 Island County Budget was adopted; and

WHEREAS, additional revenues have been identified to fund these unforeseen expenditures, and these additional funding sources need to be recognized in the 2024 Island County budget for the purposes and amounts shown in Exhibit A, and

WHEREAS, various departments have requested modifications to their budgets to provide funding for unexpected expenditures related to grant funded programs and other unanticipated events; **NOW THEREFORE**,

IT IS HEREBY APPROVED AND ORDERED that the amounts shown in Exhibit A attached hereto are recognized and transferred within the 2024 Island County Budget.

ADOPTED on April 8th. 2025.

**BOARD OF COUNTY
COMMISSIONERS
ISLAND COUNTY WASHINGTON**

Melanie Bacon, Chair

Attest:

Jennifer Roll, Clerk of the Board

Janet St. Clair, Member

Jill Johnson, Member

Exhibit A
2024-01 Budget Amendment Schedule

FUND	DESCRIPTION	REVENUE		EXPENDITURES		GL CODES	
		INCREASE	DECREASE	INCREASE	DECREASE	KEY	OBJECT
Current Expense Fund							
	ClearGov Personnel Services Adjustment						
	Salaries			645,931		001-40-21120	511100
	Taxes			50,706		001-40-21120	512100
	Retirement			34,364		001-40-21120	512200
	Medical			211,500		001-40-21120	512300
	Other Benefits			50,566		001-40-21120	512400
	Salaries			58,197		001-40-23620	511100
	Taxes			4,568		001-40-23620	512100
	Retirement			3,096		001-40-23620	512200
	Medical			23,500		001-40-23620	512300
	Other Benefits			3,706		001-40-23620	512400
	Public Defence Conflict Attorney Cost Increases						
	Services Professional			680,000		001-59-1283-0	524110
	Senior Services - Meals on Wheels						
	Transfer from Public Health	40,000				001-13-5550-0	397702
	Services Professional			40,000		001-13-5550-0	524110
	Parks GMA Transfer						
	Transfer to Planning -GMA			100,000		001-90-1992-0	579702
	Equipment for Sheriff Vehicle Purchases						
	Transfer to Motor Pool			250,000		001-90-1992-0	579703
	Accumulation of Ending Fund Balance				44,804	001-90-1992-0	508000
	Investment Interest	765,000				001-42-1992-0	361110
	Use of Beginning Fund Balance	1,306,330				001-90-1992-0	308000
Public Health							
	Transfer for Senior Services Meals on Wheels						
	Transfer to Current Expense			40,000		104-14-6344-0	579702
	Accumulation of Fund Balance				40,000	101-14-1992-0	508000

Exhibit A
2024-01 Budget Amendment Schedule

FUND	DESCRIPTION	REVENUE		EXPENDITURES		GL CODES	
		INCREASE	DECREASE	INCREASE	DECREASE	KEY	OBJECT
Affordable Housing/Related Svc							
	Affordable Housing Coordinator moved from ARPA						
	Misc Investment Interest	89,000				109-13-5121-0	361110
	Salaries			56,000		109-13-5121-0	511100
	Taxes			4,500		109-13-5121-0	512100
	Retirement			5,000		109-13-5121-0	512200
	Medical			23,000		109-13-5121-0	512300
	Other Benefits			500		109-13-5121-0	512400
	Camas Flats Project						
	Intgvt Svc Mental Health	2,000,000				109-13-5121-0	338640
	Professional Services			2,000,000		109-13-5121-0	524110
Election Reserve							
	Increase expenses related to major election activity						
	Election Services	67,000				111-21-1171-0	341450
	Capital Office Equipment			33,000		111-21-1171-0	546420
	Repair/Maintenance Facilities			9,000		111-21-1171-0	524820
	Communication Postage			25,000		111-21-1171-0	524210
Mental Health							
	Increased grant funding for Behavioral Health Navigator & Counseling Services						
	Salaries			160,000		113-13-6444-0	511100
	Medical			23,000		113-13-6444-0	512300
	Services Professional			72,000		113-13-6444-0	524110
	Subscription Based IT Arrangement			45,000		113-13-6444-0	524510
	Capital Vehicles			44,000		113-13-6444-0	546430
	Intgvt Svc Mental Health	344,000				113-13-6444-0	338640
Developmental Disabilities							
	Grant funded Developmental Disabilities Programs						
	DD Community Info & Education Programs						
	Services Professional			46,000		114-13-6841-0	524110
	SG WA Dept Social Health Svc	46,000				114-13-6841-0	471930
	DD Staff Training						
	Services Professional			24,600		114-13-6831-0	524110
	SG WA Dept Social Health Svc	24,600				114-13-6831-0	471930

Exhibit A
2024-01 Budget Amendment Schedule

FUND	DESCRIPTION	REVENUE		EXPENDITURES		GL CODES	
		INCREASE	DECREASE	INCREASE	DECREASE	KEY	OBJECT
Developmental Disabilities (continued)							
	Infrastructure Projects						
	Services Professional			187,000		114-13-6892-0	524110
	SG WA Dept Social Health Svc	187,000					471930
	DD Job Foundations						
	Services Professional			14,400		114-13-6896-0	524110
	SG WA Dept Social Health Svc	14,400				114-13-6896-0	471930
2% Hotel/Motel Public Facility							
	Funding to provide Firework Displays						
	Use of Beginning Fund Balance	75,000				124-36-1992-0	308000
	Intergovt Interlocal Contributions			75,000		124-36-7391-0	525200
Boating Safety Program							
	Repairs to Sheriff Boat						
	Use of Beginning Fund Balance	25,000				130-40-2124-0	308000
	Overtime			6,000		130-40-2124-0	511200
	Repair Equipment			15,000		130-40-2124-0	524810
	Fuel			4,000		130-40-2124-0	528500
CASA							
	Employee benefit election change						
	Use of Beginning Fund Balance	26,000				131-41-1285-0	308000
	Medical/Dental/Life			26,000		131-41-1285-0	512300
REET 1							
	Grant Funded Energy Efficiency Upgrades Administration						
	SG WA Dept Comm Trade Eco Dev	200,000				134-28-1832-3	471420
	Capital Buildings			200,000		134-28-1832-3	546210
REET 2							
	Final bond payment not in ClearGov						
	Use of Beginning Fund Balance	250,000				135-90-1992-0	308000
	Tax Excise REET 2	530,000				135-90-1992-0	317305
	Debt Service Principle GO Bond			750,000		135-90-1992-0	537110
	Debt Service Interest Long Term			30,000		135-90-1992-0	538300

Exhibit A
2024-01 Budget Amendment Schedule

FUND	DESCRIPTION	REVENUE		EXPENDITURES		GL CODES	
		INCREASE	DECREASE	INCREASE	DECREASE	KEY	OBJECT
Juvenile Detention							
	ClearGov Personnel Services Adjustment						
	Salaries			100,000		145-41-2762-0	511100
	Accumulation of Ending Fund Balance				100,000	145-41-1992-0	508000
Planning & Community Development Fund							
	Comprehensive Plan Project						
	Services Professional			230,000		152-53-5821-0	524110
	SG WA Dept Comm Trade Eco Dev	130,000				152-53-5821-0	471420
	Transfer from Current Expense (Parks)	100,000				152-53-5821-0	397702
	Increase in Employee Benefit Selection						
	Use of Fund Balance	45,000				152-53-5811-0	308000
	Medical/Dental/Life			45,000		152-53-5811-0	512300
Trail Court Improvement							
	New Commissioner Laptop & Assisted Listening System - District Court						
	Use of Beginning Fund Balance	10,000				157-41-1221-0	308000
	Small Equip Comp HW			10,000		157-41-1221-0	523530
Solid Waste Fund							
	Increased Hauling Costs						
	Use of Beginning Fund Balance	25,000				401-11-1992-0	308000
	Services Operating			25,000		401-11-3780-0	524120

Exhibit A
2024-01 Budget Amendment Schedule

FUND	DESCRIPTION	REVENUE		EXPENDITURES		GL CODES	
		INCREASE	DECREASE	INCREASE	DECREASE	KEY	OBJECT
Motor Pool Fund							
	Amendment for the purchase of equipment for Sheriff Vehicles						
	Transfer	250,000				506-28-4879-0	397703
	Capital Vehicles			250,000		506-28-4879-0	546430
	TOTAL ALL FUNDS	6,549,330	-	6,734,134	184,804		
	<i>Summary</i>						
	<i>Revenues Increase</i>	<i>6,549,330</i>					
	<i>Revenues Decrease</i>	<i>-</i>					
	<i>Revenues Net Change</i>	<i>6,549,330</i>					
	<i>Expenditures Increase</i>	<i>6,734,134</i>					
	<i>Expenditures Decrease</i>	<i>(184,804)</i>					
	<i>Expenditures Net Change</i>	<i>6,549,330</i>					
	<i>Difference Net Change Rev-Exp</i>	<i>-</i>					



ISLAND COUNTY PLANNING & COMMUNITY DEV.

WORK SESSION AGENDA

MEETING DATE: 3/12/2025

To: Melanie Bacon, Chair
Board of Island County Commissioners
From: Jonathan Lange, Director

Amount of time requested for agenda discussion. 60 minutes

DIVISION: Long Range Planning

Agenda Item No.: 1

Subject: Clinton Subarea Plan

Description: Long Range Planning will be presenting on the Clinton Subarea Plan as part of the 2025 Comprehensive Plan Periodic Update.

Attachment: Clinton Subarea Plan Draft

Request: (Check boxes that apply)

<input type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input checked="" type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable



Island County Planning and Community Development

Jonathan Lange, AICP, CFM
Director

1 NE 7th St., Coupeville, WA 98239

Ph: Whidbey 360-679-7339 | Camano 360-387-3443 | Fax: 360-679-7306

Email: PlanningDept@islandcountywa.gov | <https://www.islandcountywa.gov/207/Planning-Community-Development>

~ MEMORANDUM ~

TO: **Board of County Commissioners**
FROM: **Long Range Planning**
DATE: **March 3, 2024**
SUBJECT: **Clinton Subarea Plan draft**

Long Range Planning will be presenting on the Clinton Subarea Plan as part of the 2025 Comprehensive Plan Periodic Update. A subarea plan is a long-range plan used to analyze and address the needs of a specific area. The Draft Clinton Subarea Plan builds on past plans to set a framework for how Clinton can support housing and economic growth in the near term and long term.

The Clinton Subarea Plan addresses many of the same topics as the Comprehensive Plan Update with a focus on addressing issues, constraints, and other factors specific to Clinton. A subarea plan is not a site-specific development plan and does not directly permit new development. The subarea plan is a bigger picture policy document that includes land use, transportation, economic development, and other sections, to support future decision-making in Clinton.

Staff seeks Board input on the draft of the Clinton Subarea Plan.

Attachments:

- Clinton Subarea Plan Draft

CLINTON SUBAREA PLAN

PUBLIC REVIEW DRAFT

DATE PREPARED:

February 11, 2025

PREPARED FOR:

ISLAND COUNTY PLANNING DEPARTMENT

PREPARED BY:

KIMLEY-HORN

Table of Contents

Definitions.....	6
Executive Summary	8
Community Vision	8
Goals and Policies	8
Growth Opportunities for Clinton	13
Chapter 1. Introduction and Subarea Planning Framework.....	16
1.1. Purpose of the Clinton Subarea Plan	16
1.1.1. What is a Subarea Plan	16
1.1.2. Why Create the Clinton Subarea Plan.....	16
1.1.3. Plan Elements.....	16
1.1.4. Community Engagement Framework	17
1.2. Policy Framework	17
1.2.1. 2025 Island County Comprehensive Plan Update.....	17
1.2.2. Relevant State Planning Policy.....	17
1.2.3. Clinton History.....	18
1.2.4. Previous Planning Efforts	18
Chapter 2. Demographics and Population.....	20
2.1. Introduction.....	20
2.2. Existing Conditions	20
2.2.1. Population Overview	20
2.2.2. Education	22
Chapter 3. Zoning and Land Use.....	23
3.1. Introduction	23
3.2. Existing Conditions	23
3.2.1. Existing Land Use	23
3.2.2. Physical Character.....	25
3.2.3. Existing Zoning Classifications	25
3.3. Population Growth Analysis	25
3.3.1. Buildable Lands Analysis	25
3.3.2. Accommodating Future Growth in Clinton	26
3.3.3. Barriers and Recommendations for Increased Housing Types.....	26
3.4. Land Use Goals and Policies	27

Chapter 4. Housing	29
4.1. Introduction	29
4.2. Existing Conditions	29
4.2.1. Housing Stock.....	29
4.2.2. Housing Occupancy and Tenure	30
4.2.3. Housing Costs.....	31
4.3. Buildable Lands Analysis	32
4.4. Housing Constraints	32
4.4.1. Limited Housing Growth	32
4.4.2. Infrastructure Constraints	33
4.5. Housing Goals and Policies	33
Chapter 5. Utilities, Infrastructure and Services	34
5.1. Introduction.....	34
5.1.1. Other Related Plans	34
5.2. Capital Facilities	34
5.2.1. Drinking Water Availability	34
5.2.2. Wastewater	35
5.2.3. Stormwater.....	35
5.3. Utilities	35
5.3.1. Electricity.....	35
5.3.2. Waste and Recycling	35
5.4. Other Services	35
5.4.1. Law Enforcement	35
5.4.2. Fire Protection.....	36
5.4.3. Schools	36
5.5. Capital Improvement Plan	37
5.6. Utilities, Infrastructure, and Services Goals and Policies	38
Chapter 6. Environment and Climate	39
6.1. Introduction.....	39
6.2. Existing Conditions	39
6.2.1. Wetlands	39
6.2.2. Geologically Hazardous Areas	39
6.2.3. Critical Aquifer Recharge Areas	39

6.2.4. Frequently Flooded Areas	40
6.2.5. Fish and Wildlife Conservation Areas	40
6.3. Environmental Factors and Considerations	44
6.4. Environment and Climate Goals and Policies	44
Chapter 7. Parks and Open Space	45
7.1. Introduction	45
7.2. Existing Conditions	45
7.2.1. Local Parks	45
7.2.2. Regional	45
7.2.3. Open Space	45
7.3. Level of Service	46
7.4. Park and Recreation Demands	46
7.5. Parks and Open Space Goals and Policies	49
Chapter 8. Transportation	50
8.1. Introduction	50
8.1.1. Other Related Plans	50
8.2. Existing Conditions	50
8.2.1. Roadways	50
8.2.2. Functional Roadway Classifications	53
8.2.3. Contextual Roadway Classifications	53
8.2.4. Pedestrian and Bicycle Infrastructure	54
8.2.5. Washington State Ferry	55
8.2.6. Public Transit	56
8.3. Level of Service (LOS) Analysis	58
8.4. Traffic Operations Forecast	58
8.5. Finance Plan	58
8.6. Transportation Goals and Policies	58
Chapter 9. Economic Development	59
9.1. Introduction	59
9.2. Existing Conditions	59
9.3. Business Profile	61
9.4. Opportunities for Economic Development	61
9.5. Economic Activity Tracking	62

9.6. Economic Development Goals and Policies	63
Chapter 10. Implementation.....	64
Appendix A: Community Engagement	65
Appendix B: Comprehensive Plan Consistency Matrix.....	73

Table of Figures

Figure 2-1: Clinton's Population Comparison (By Age)	21
Figure 3-1: Clinton Land Use and Zoning	24
Figure 6-1: Wetlands.....	41
Figure 6-2: Geologically Hazardous Area – Steep and Unstable Slopes	42
Figure 6-3: FEMA Flood Zones.....	43
Figure 7-1: Parks and Open Space	47
Figure 7-2: Parks Level of Service.....	48
Figure 8-1: Island County Roadway Classifications (Clinton)	52
Figure 8-2: Proposed Ken's Corner to Clinton Trail	54
Figure 8-3: Existing Pedestrian Crossing.....	55
Figure 8-4: Clinton Public Transit Routes and Facilities	57
Figure 9-1: Employment Inflow/Outflow for Clinton	60

Table of Tables

Table 2-1: Population Characteristics	21
Table 2-2: Education Characteristics	22
Table 4-1: Housing Mix	29
Table 4-2: Housing Stock (by age of unit).....	30
Table 4-3: Housing Occupancy Rates	30
Table 4-4: Housing Tenure	31
Table 4-5: Housing Burden in Clinton	31
Table 4-6: Clinton Housing Capacity Analysis	32
Table 9-1: Clinton Jobs by Category	59

Definitions

Affordable Housing: Means, unless the context clearly indicates otherwise, residential housing whose monthly costs, including utilities other than telephone, do not exceed thirty percent of the monthly income of a household whose income is:

(a) For rental housing, 60 percent of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development; or

(b) For owner-occupied housing, 80 percent of the median household income adjusted for household size, for the county where the household is located, as reported by the United States department of housing and urban development.

Board of Island County Commissioners: The Board of Island County Commissioners (Board or BOCC) are responsible for overseeing all County departments and have decision making authority over the County's Comprehensive Plan.

Comprehensive Plan: Means a coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to Washington State's Growth Management Act (GMA), RCW 36.70A. Comprehensive plans are 20-year plans, which outline a community's goals, development vision, land use, growth, and other planning topics.

Cost-burdened: A household spending more than 30% of its income on housing costs including utilities, mortgage, and rent.

Contamination: Water containing harmful substances making it unsafe for daily use such as cleaning, cooking, and drinking. Generally measured if a harmful substance is above a state or national threshold.

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

Exposure: An area or asset where a hazard has a demonstrated probability of effect. An exposed asset would include a home located in a mapped 100-year flood zone.

Economic Development: Improving a community's well-being by increasing economic activity in the short and/or long term. Economic development may be derived from any economic activity such as retail sales, ticket fares, tax revenue, or manufacturing.

Hazard: A natural process with the potential to impact an area. Examples include earthquakes, floods, sea-level rise, wind, snow, among others.

LAMIRD: A Limited Area of More Intense Rural Development. LAMIRDs are designated areas in rural areas that are outside of cities and Urban Growth Areas that allow for greater density. They seek to limit rural sprawl by allowing for development, density of multiple use types, and the establishment of an outer boundary of more intense development. LAMIRD is a synonymous term with Rural Areas of More Intensive Development (RAID).

Non-Municipal Urban Growth Areas (NMUGAs): Areas designated pursuant to RCW 36.70A.110. NMUGAs are designated areas where urban growth will be encouraged and supported with urban levels of service but are not incorporated.

Open Space: Any land area so designated by an official comprehensive land use plan adopted by any city or county and zoned accordingly, or (b) any land area, the preservation of which in its present use would (i) conserve and enhance natural or scenic resources, or (ii) protect streams or water supply, or (iii) promote conservation of soils, wetlands, beaches or tidal marshes, or (iv) enhance the value to the public of abutting or neighboring parks, forests, wildlife preserves, nature reservations or sanctuaries or other open space, or (v) enhance recreation opportunities, or (vi) preserve historic sites, or (vii) preserve visual quality along highway, road, and street corridors or scenic vistas, or (viii) retain in its natural state tracts of land not less than one acre situated in an urban area and open to public use on such conditions as may be reasonably required by the legislative body granting the open space classification.

Paratransit: Public transportation service that provides individualized rides for people who are unable to use fixed-route public transit

Single Family (Housing): A freestanding home designed for occupancy by one family, having a single owner, and consisting of a single unit.

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

Traffic Calming: The use of various mechanisms to slow the pace of vehicular traffic with the goal of creating a safer, more commercial productive street environment for all users.

Housing Tenure: Whether a home or apartment is owner occupied, a rental, or vacant.

Urban Growth Area (UGA): Areas within which urban growth is encouraged. In Island County, UGAs have been established around each municipality.

Vacation rental: Private residence that's rented out to travelers for a short-term stay, usually 30 days or less. Airbnb and VRBO are common companies vacation rentals are listed and booked through.

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

Executive Summary

Community Vision for 2045

The vision statement for the Clinton Subarea Plan is an ideal future condition based on past planning documents, community feedback, and analysis within this subarea plan.

Clinton is a vibrant, walkable mixed-use rural community at the southern gateway to Whidbey Island. The Clinton community serves the needs of year-round residents through a variety of housing types for a full range of residents, from young families to retirees. The commercial corridor around Washington State Route 525 (SR 525) is the central community hub, with a mixture of small businesses, local restaurants, and essential community services and open space. In 2045, Clinton has grown at a modest pace year after year while retaining the character of the community and preserving the vital natural resources and open space that is an essential element to life in south Whidbey. SR 525 has been restructured to be a walkable, pedestrian-oriented corridor with traffic calming measures that slow pass-through ferry traffic and invite in passersby to stop and spend time in the downtown area.

Goals and Policies

Each of the technical elements within the Clinton Subarea Plan contain a set of goals and policies designed to implement the vision.

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

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

The following goals and policies were developed from the analysis performed within the following chapters of the Clinton Subarea Plan. The tables below display:

- Individual goals by technical chapter.
- Specific policies developed in order to implement that goal.
- The lead group responsible for implementation as well as support partners.
- An approximate timeline for implementation, organized by short (0-1 year), medium (1-3 years), and long (3-10 years).
- A priority level as determined by the technical analysis and community feedback, organized by low, medium, and high.

Implementation of the plan will require a collaborative effort across a number of different parties, including Island County, the Clinton Community Council, community members and stakeholders, and outside agencies such as the Washington State Department of Transportation (WSDOT). For ease of reading, the groups are identified within the table as follows:

- PCD = Island County Planning & Community Development
- CCC = Clinton Community Council
- WSDOT = Washington State Department of Transportation

- ETP = External Technical Partner (this refers to a technical consultant specializing in that specific focus area)
- PW = Island County Public Works Department
- CWD = Clinton Water District
- ICPH = Island County Public Health
- DEM = Department of Emergency Management

Land Use Goals and Policies			
LU Goal 1: Encourage efficient development within the Clinton Rural Center land use designation.			
Policy	Lead and Partners	Timeline	Priority
LU 1.1: Modify existing development standards to increase permitted densities in mixed-use areas, subject to infrastructure availability.	PCD CWD	Short	High
LU 1.2: Establish a 0.5 acre or less minimum lot size standard within the Rural Center zone with parameters for ICPH review.	PCD ICPH	Short	High
LU 1.3: Specify design standards in place of requiring conditional use permits for mixed-use development.	PCD	Short	High
LU 1.4: Modify existing development standards to allow up to 8 dwelling units per building in all mixed-use developments in mixed-use LAMIRDs.	PCD ICPH CWD	Short	High
LU 1.5: Modify the development standards for parcels along SR 525 in coordination with WSDOT, either through setback variance or decreasing setbacks, to more easily permit development on address parcels which have unique shapes/sizes	PCD WSDOT	Short	Medium
LU 1.6: Evaluate the potential for changes within the right of way on Island County owned roads to increase traffic calming and pedestrian safety and wayfinding.	PW PCD	Medium	Medium
LU 1.7: Evaluate permitted uses within the Rural Center zone (either Countywide or within Clinton specifically) to expand the types of businesses and services which can be developed in the downtown core.	PCD	Short	Medium
LU Goal 2: Establish a defined physical character that facilitates growth while maintaining a small town look and feel.			
Policy	Lead and Partners	Timeline	Priority
LU 2.1: Create land use guidelines of future use development abutting SR 525.	PCD ETP	Medium	High
LU 2.2: Enhance pedestrian connectivity through dedicated bicycle and pedestrian infrastructure that allows safe and efficient movement throughout the community.	PW WSDOT, PCD	Medium	Medium
LU 2.3: Enhance Clinton's public areas, including improved sidewalk and pedestrian areas along SR 525 and the removal of unnecessary curb cuts which increase vehicular/pedestrian conflict areas.	PW WSDOT	Medium	High
LU 2.4: Create a standardized signage and wayfinding program.	PCD	Medium	Medium

LU Goal 3: Study the possibility of designating Clinton a Non-Municipal Urban Growth Area (NMUGA).

Policy	Lead and Partners	Timeline	Priority
LU 3.1: Develop materials to provide the community with information on what becoming an NMUGA would mean for Clinton and meaningfully engage the community for input/feedback.	PCD	Short	High
LU 3.2: Establish a boundary for the Clinton NMUGA based on accommodating projected growth over the succeeding 20-year period.	PCD State Agencies	Long	Medium
LU 3.3: Conduct a financial feasibility study to determine the potential cost and available funding sources for providing necessary urban governmental services, including storm drain and sewer services.	ETP PCD, CWD	Long	Medium
LU 3.4: Evaluate the need for land use designations changes or the establishment of new land uses within Clinton.	PCD	Long	Medium
LU 3.5: Determine appropriate urban densities for the future NMUGA based on population projections and the County's population growth targets.	PCD	Long	Medium
LU-3.6: Analyze existing Critical Areas in and around Clinton to ensure the NMUGA boundary is not expanded into existing environmentally sensitive areas.	PCD	Long	Medium

Housing Goals and Policies

HO Goal 1: Ensure growth, including uses and densities, align with the needs of the community while diversifying housing mixes and opportunities.

Policy	Lead and Partners	Timeline	Priority
HO 1.1: Evaluate existing development standards in the Rural Residential zone to allow additional housing types, including duplexes, cottage housing, and townhomes.	PCD	Short	High
HO 1.2: Complete a septic study to evaluate the feasibility of alternative septic systems to accommodate growth.	ICPH PCD	Short	High
HO 1.3: Encourage the building of accessory dwelling units (ADUs) with single-family residential development.	PCD CWD	Medium	Medium

Utilities, Infrastructure and Services Goals and Policies

UT Goal 1: Ensure capital facilities are available prior to or concurrent with new development.

Policy	Lead and Partners	Timeline	Priority
UT 1.1: Utilize the results from Island County Public Health septic study to promote creative solutions for residents to address issues with private septic service.	ICPH PCD	Medium	High
UT 1.2: Ensure new development makes the required improvements to infrastructure and utilities.	PCD	Short	High
UT 1.3: Coordinate with utility providers to adequately plan for capital facilities to support future growth in the community.	PCD PW, CWD	Short	Medium

Parks and Open Space Goals and Policies

POS Goal 1: Preserve and enhance Clinton's existing park and open space areas.

Policy	Lead and Partners	Timeline	Priority
POS 1.1: Complete an assessment of Dan Porter Park and Clinton Beach Park as part of the 2025 Island County Comprehensive Plan periodic update and implement capital improvement plan (CIP) recommendations.	PW PCD	Short	Medium
POS 1.2: Promote the community volunteer cleanup program.	CCC	Medium	Medium
POS 1.3: Identify and apply for funding opportunities including grants, local partnerships, sponsorship, and park impact fees to fund future park maintenance and open space acquisition.	PW CCC	Medium	Low

POS Goal 2: Expand open space and recreational opportunities within Clinton.

Policy	Lead and Partners	Timeline	Priority
POS 2.1: Identify land in Clinton for potential acquisition and development as neighborhood parks.	PW	Medium	High
POS 2.2: Catalog existing official trails to identify gaps in service and increase community connectivity.	PW	Short	High
POS 2.3: Advertise local recreational opportunities organized by the Clinton Community Council and other local organizations.	CCC	Short	Medium
POS 2.4: Encourage the development of vacant and underutilized land as pedestrian-oriented community spaces in the downtown core area.	PCD PW	Long	Medium

Transportation Goals and Policies

TR Goal 1: Increase Clinton's transportation network safety and efficiency.

Policy	Lead and Partners	Timeline	Priority
TR 1.1: Coordinate with WSDOT on potential streetscape improvements, traffic calming measures and signal improvements on SR 525 through Clinton.	PW WSDOT	Long	High
TR 1.2: Create clear wayfinding signage to move residents and visitors more efficiently through Clinton and to everyday commercial uses and necessary services.	PW	Medium	High
TR 1.3: Coordinate with WSDOT to evaluate the potential classification of SR 525 under a contextual roadway classification system.	PW WSDOT	Long	Low

TR Goal 2: Increase pedestrian and bicycle safety and connectivity.

Policy	Lead and Partners	Timeline	Priority
TR 2.1: Complete the Clinton to Ken's Korner multi-use trail along SR 525.	PW	Medium	High

TR 2.2: Conduct an Americans with Disabilities Act (ADA) assessment of public realm areas to ensure usability for all residents.	PW	Medium	Medium
TR 2.3: Minimize vehicular curb cuts into businesses from SR 525 through shared access or rear vehicular access off alleys and secondary roads.	PCD PW, WSDOT	Medium	Medium
TR 2.4: Introduce physical separation such as planter strips between pedestrian walkways and travel lanes where possible along SR 525.	PW WSDOT	Medium	Medium
TR 2.5: Coordinate with WSDOT and relevant agencies to study the reduction of speed limits and potential for pedestrian buffers along SR 525 and collector streets in Clinton's core.	PW WSDOT	Long	Medium
TR 2.6: Lower the speed limit on County roads to 30 mph, or lower where possible	PW PCD	Short	Medium

Economic Development Goals and Policies

ED Goal 1: Increase economic growth opportunities in Clinton's downtown core.

Policy	Lead and Partners	Timeline	Priority
ED 1.1: Explore the creation of a business improvement district to combine resources and focus on collectively addressing the future needs within Clinton's commercial areas.	ETP CCC	Medium	High
ED 1.2: Provide businesses with information on economic resources available through Island County's Economic Development Council initiative as well as external resources.	ETP CCC	Short	Medium

ED Goal 2: Address barriers to commercial development.

Policy	Lead and Partners	Timeline	Priority
ED 2.1: Study opportunities for septic solutions to ease the individual burden of septic for new businesses.	ICPH	Medium	High
ED 2.2: Amend development standards such as setbacks within the Rural Center zone along SR 525 in Clinton to create flexibility in future development.	PCD WSDOT	Short	High
ED 2.3: Coordinate with WSDOT on implementing traffic calming measures on SR 525 between Humphrey Road and Bob Galbreath Road to increase pedestrian safety and walkability. (See Transportation goals and policies)	PW WSDOT	Long	High

ED Goal 3: Establish a cohesive sense of place within the SR 525 corridor.

Policy	Lead and Partners	Timeline	Priority
ED 3.1: Create land use guidelines for future commercial development abutting SR 525.	PCD	Medium	Medium
ED 3.2: Coordinate with WSDOT on future streetscape improvements along SR 525, such as street trees, street furniture, and landscaping.	PW PCD CCC WSDOT	Long	Medium

Growth Opportunities for Clinton

Growth Outlook

The Clinton community is designated as a Limited Area of More Intensive Rural Development (LAMIRD), Island County has called these areas RAIDs (Rural Area of more Intensive Development). LAMIRDs are designated rural areas that are located outside of cities and Urban Growth Areas (UGAs) that are characterized by greater density. They seek to limit rural sprawl by allowing for development, density of multiple use types, and the establishment of an outer boundary of more intense development. Despite their ability to accommodate growth, they are not intended to have urban levels of services and are therefore limit in the amount of growth they can accommodate.

Clinton is primarily comprised of two separate LAMIRDs, zoned Rural Center (RC) and Rural Residential (RR). Rural Center designated areas are generally adjacent to State Route 525 (SR 525), while Rural Residential areas are towards the extents of the community and buffer the RC area from the surrounding rural areas within South Whidbey. The RC and RR zones both permit residential development at low densities and development within Clinton requires review and approval by the Island County Public Health to ensure that adequate health and safety standards relating to the need for private septic can be accommodated on each lot. As part of the 2025 Comprehensive Plan update, Island County's capacity analysis estimated that there is capacity for 158 dwelling units in the RC zone and 88 units in the RR zone when analyzing lots that are either vacant, re-developable, or partially vacant under Island County Countywide Planning Policies (CPPs) definitions (see 4.3 Buildable Lands Analysis of this report for more details). This capacity uses a methodology which makes deductions for public uses, a critical area factor, seasonal/recreation use adjustment, and removal of lots with no capacity for housing. Island County has not identified a specific growth target for any LAMIRD, however the established identity of Clinton as the gateway to Whidbey Island from the south and the developed nature of the community create potential for Clinton to play a large part in accommodating future growth in Island County.

Growth Restrictions as a Limited Area of More Intensive Rural Development (LAMIRD)

As mentioned in the previous section, Clinton's growth is limited by boundary and development by its status as a LAMIRD. Per [Washington Administrative Code \(WAC\) 365-196-425](https://app.leg.wa.gov/wac/default.aspx?cite=365-196-425), counties had to designate LAMIRD boundaries as part of our initial comprehensive plan under the Growth Management Act (GMA). LAMIRD boundaries are required to follow a logical outer boundary delineated by the built environment when the act was established. While there is a process for changing the boundaries of Mixed-Use LAMIRDs, they must follow the same criteria as initial designation and cannot be used to expand the LAMIRD with vacant parcels for infill purposes. Thus, expansions of Mixed-Use LAMIRDs are exceedingly rare and difficult. Boundary changes to residential LAMIRDs are not permitted under GMA. LAMIRDs are rural areas and are only required to provide "rural governmental services" to their residents, which is a lower barrier of service. This limits growth potential by requiring rural densities. Per the WAC, rural governmental services typically include domestic water service, fire and police protection, roadways and public transportation, and public utilities such as electrical, telecommunications, and natural gas lines. Crucially, rural governmental services do not include storm or sanitary sewers. Due to the rural nature of LAMIRDs, sanitary sewer service may be provided only if it:¹

1. Is necessary to protect basic public health and safety and the environment;

¹ WAC 365-196-425. Available at: <https://app.leg.wa.gov/wac/default.aspx?cite=365-196-425>

2. Is financially supportable at rural densities; and
3. Does not permit urban development.

Development within LAMIRDs typically relies on natural systems to adequately manage stormwater and on-site sewage systems to treat wastewater. With its status as a LAMIRD, Island County is required to ensure the densities it establishes in rural areas do not overwhelm the ability of natural systems to provide these services without compromising either public health or the vitality of the surrounding ecosystem. Clinton matches the characteristics of a LAMIRD and cannot grow past its current boundaries under the current designation.

Potential Growth as a Non-Municipal Urban Growth Area (NMUGA)

As an NMUGA, Clinton would have the ability to expand and establish the community as the gateway to South Whidbey. As an urban growth area, Clinton would be able to reconsider its outer boundary, plan for new densities, housing types, commercial services, and other services typically characteristic of more urban areas like stormwater, sewers, and sidewalks. While this designation would allow growth, it would be important to establish appropriate standards and guidelines to maintain the community vision. These standards should be developed with the context of Clinton as a place that wants to grow both commercially and residentially, but within the rural framework that exists in south Whidbey.

During the comprehensive planning process, Island County has allocated housing growth targets across all of their LAMIRDs, including Clinton. Housing development in LAMIRDs is generally restricted by infrastructure availability and creative solutions are needed to see any kind of significant housing growth. Even with those creative solutions, further restrictive development standards such as low permitted densities, building heights, and lot coverage standards promote primarily single-family and low-density housing. For Clinton to realize its full vision as a vibrant gateway, it needs the support of expanded infrastructure under an NMUGA if it is to support measurable growth over the next couple of decades.

Process and Requirements for Designation as an NMUGA

To be designated as an NMUGA, Clinton would be required to provide urban governmental services defined under RCW [36.70A.030](#).

Any amendment to or creation of an urban growth area requires an analysis of what capital facilities investments are necessary to ensure the provision of adequate public facilities, including updates to the capital facilities and transportation elements of the Comprehensive Plan to maintain consistency with the land use plan as well as a funding strategy to demonstrate the ability to improve or install infrastructure for public services to new service areas. As the first step to providing the services described above, Island County must first establish a level of financial certainty that funding is available to construct needed facilities and infrastructure. If funding is determined to not be available through new or existing sources, then a phased approach must be established. If not feasible, the County must delay the creation of a new NMUGA until funding can be secured. A previous study was completed in for a Comprehensive Sewer Plan in Clinton in 2003 which would need to be updated as part of this process. The study established several alternatives and is described in further in the Past Studies section of this plan.

In addition to the infrastructure requirements, Island County must also establish a formal boundary for Clinton as an NMUGA. This includes analyzing population projections, environmentally sensitive areas, and financial characteristics to determine the appropriate size and location of the community boundary as well as the appropriate urban densities for Clinton to ensure that the community has adequate land and

services to meet Clinton's projected growth over the succeeding 20-year period. By considering an NMUGA as part of the Clinton Subarea Plan, Island County can begin to consider funding options and plan for the required studies for transition of Clinton to an NMUGA in the future.

DRAFT

Chapter 1. Introduction and Subarea Planning Framework

1.1. Purpose of the Clinton Subarea Plan

1.1.1. What is a Subarea Plan

The Growth Management Act (GMA) allows for the development of subarea plans consistent with local comprehensive plans and county wide planning policies ([RCW 36.70A.080\(2\)](#)). The GMA was established by the Washington State Legislature in 1990 to encourage state and local governments to manage population goals and control urban growth, reduce sprawl, regulate housing, transportation, the environment, and economic development in their jurisdictions. While not a mandatory comprehensive plan element per [RCW 36.70A.070](#), a subarea plan is a strategic tool that allows for focused planning within a smaller geographic area. A subarea plan identifies and addresses planning issues and opportunities within the subarea and develops planning goals and policies to guide future growth and economic development within the subarea.

1.1.2. Why Create the Clinton Subarea Plan

Clinton is an unincorporated community on the southeast coast of Whidbey Island, serving as the gateway to the island from the Mukilteo-Clinton ferry. Clinton has long struggled with its identity – it's not a town, or an urban growth area, and feels like a place you pass through to many who don't know it's hidden gems. Island County is expected to grow by more than 15,000 people by 2045, indicating the need to plan for growth in the County's LAMIRDs, including Clinton. As a component of Island County's (the County) 2025 Comprehensive Plan Periodic Update, the County Planning and Community Development Department has invested in a sub-area plan for the Clinton LAMIRD to help determine the best ways to support the community's growth. LAMIRD is the State's verbiage for RAIDs. The purpose of the subarea plan is to develop a community-specific plan that addresses the future growth needs in the Clinton LAMIRD by creating policies to foster economic development, equitable growth, and Clinton's unique sense of place.

1.1.3. Plan Elements

The Clinton Subarea Plan contains the following technical elements (displayed as chapters) of the study area.

- **Chapter 1: Introduction and Subarea Planning Framework.** This chapter defines the purpose of the Clinton Subarea Plan as well as the policy framework in relation to the Island County Comprehensive Plan.
- **Chapter 2: Demographics and Population.** This chapter describes the socioeconomic characteristics of the Clinton community.
- **Chapter 3: Land Use and Zoning.** This chapter describes the existing and planned land use and zoning for the Clinton community. Growth patterns and character of land uses are evaluated within this section.
- **Chapter 4: Housing.** This chapter evaluates existing housing stock, housing conditions, and strategies for accommodating future housing growth in a Clinton.

- **Chapter 5: Utilities, Infrastructure, and Services.** Water and sewer availability in Clinton is a limiting factor for future growth. This chapter evaluates existing service and creative strategies for providing additional infrastructure to the community.
- **Chapter 6: Environment and Climate.** This chapter focuses on evaluating the natural environment and critical areas within Clinton. Critical areas may include wetlands, Critical Aquifer Recharge Areas, Fish and Wildlife Habitat Conservation Areas, frequently flooded areas, geologically hazardous areas, shorelines, Critical Drainage Areas, and archaeologically significant areas.
- **Chapter 7: Parks and Open Space.** This chapter identifies and evaluates park and open space areas within Clinton, including programming and levels of service for residents.
- **Chapter 8: Transportation.** This chapter describes both local and regional transportation within Clinton. This includes all methods, from ferry access to Clinton to SR 525 and local roads. Public transit and non-motorized methods of transportation, such as walking and bicycling are also evaluated.
- **Chapter 9: Economic Development.** This chapter builds off past studies to define strategies for economic growth in Clinton's Rural Center areas along SR 525.

1.1.4. Community Engagement Framework

Island County initiated a community engagement process in the development of the Clinton subarea plan. This included multiple touch points with the Clinton Community Council, an in-person community workshop, and community events such as the Clinton Market and a booth at the Island County Fair as part of the larger Comprehensive Plan periodic update outreach process. In addition to in-person events, the County created a project website to provide interested residents and stakeholders with project updates, a project survey, and an interactive community map to identify opportunities for improvement, community resources, and other physical characteristics. An additional workshop is planned to present draft findings to the community and the Community Council. The plan will be updated to include that feedback upon completion of that process.

Appendix A contains full comments received during the community engagement process for the Clinton subarea plan.

1.2. Policy Framework

1.2.1. 2025 Island County Comprehensive Plan Update

Per RCW 36.70A.130, the GMA requires cities and counties to update their Comprehensive Plans and implementing development regulations every 10 years. The Clinton Subarea Plan was developed as part of the 2025 Comprehensive Plan periodic update and is consistent with the Countywide Planning Policies.

1.2.2. Relevant State Planning Policy

Under the GMA, Clinton is designated as a LAMIRD. RCW 36.70A.070(5) and WAC 365-196-425(6) allow Counties in Washington State to designate isolated pockets of more intense development in rural areas as LAMIRDS. LAMIRDS allow for small-scale commercial uses that rely on a rural location, small-scale economic development, and employment consistent with the rural character and redevelopment of existing industrial areas within rural areas. LAMIRDS often allow uses and densities that would otherwise

not be permitted in rural areas. The goal is to contain growth within the LAMIRD to prevent low-density sprawl. Under the GMA, as part of a County's comprehensive plan, Counties shall include a rural element. LAMIRDs are an important part of planning for rural areas within the rural element. In 2022, RCW 36.70A.070 was amended to allow for development or redevelopment of any building size, scale, use or intensity within a LAMIRD area subject to confirmation from all existing public facilities and public services. The code section has specific size restrictions and other requirements for development within LAMIRDs. One of the goals of this subarea plan is to determine how future development growth can be accommodated in the Clinton LAMIRD inclusive of infrastructure needs.

1.2.3. Clinton History

The Clinton area was originally home to Coast Salish tribes such as the Lower Skagit, Swinomish, Suquamish and Snohomish tribes. The first European settlers began to make homes on Whidbey Island in the mid-19th century. In the late 19th century, Clinton was primarily a logging and milling hub. The Island Transportation Company began passenger ferry service between Mukilteo and south Whidbey Island in 1911, with car service starting shortly after in 1919. As the gateway to south Whidbey Island, the unincorporated community began to see a surge in commercial development during the 1960s and 1970s as primarily small, businesses, often catering to vehicle services.

1.2.4. Previous Planning Efforts

Comprehensive Sewer Plan: In 2003, a Comprehensive Sewer Plan study was prepared to provide the Clinton Water District with options for how to expand and build the wastewater system in Clinton. The Plan included five options for the creation of a sewer system including financing, facilities plan, and usage projections. The plan was approved but sewerage has not been built in Clinton. If Clinton becomes an NMUGA in the future, this study will need to be updated to incorporate current conditions and costs.

Link: https://clintonwaterdistrict.org/?page_id=415

Clinton Community Council: In 2012, the residents of Clinton formed the 13-member Clinton Community Council in response to the 2012 Future Search Conference. The goals of the Clinton Community Council are to promote a sense of community vision and pride for Clinton, facilitate communication between the Clinton community, Island County and other governmental entities, initiate projects on behalf of the Clinton community in partnership with local organizations and ensure that the wishes and desires of the community are carried out as they work with Island County.

Clinton Market Study: In 2017, the Port of South Whidbey and Beckwith Consulting created the Clinton Market study which looked at existing economic conditions in Clinton and identified potential actions to increase economic activity in the area. The conclusions of this study were similar to the Gateway Plan of 2020, focusing on improvements to zoning, marketing, and improvements along Route 525.

Link: <https://clintoncommunitycouncil.org/wp-content/uploads/2022/11/Beckwith-Clinton-Market-Study.pdf>

Clinton Gateway Plan: In 2020, as part of the 2016 Comprehensive Plan's Economic Development Element update, Island County developed the Clinton Gateway Plan with the goal of identifying ways to increase economic activity in the LAMIRD area while creating a distinctive identity with a pedestrian-friendly landscape, more urban amenities, and increasing development in Clinton's core. The plan provided takeaways, specifically for economic development, which are reflected in portion of this Subarea plan.

Link: <https://clintoncommunitycouncil.org/wp-content/uploads/2020/06/CAI.Island-County-Clinton-Gateway-Analysis.2020-0430-003.pdf>

Analysis of Past Studies

As shown above, there have been many past planning studies completed for the Clinton community, ranging from economic development to infrastructure, to generally establishing a sense of place and vision for Clinton. The 2020 Gateway Plan and 2017 Market Study reached similar conclusions about how to increase economic development, specifying the need for increased business activity along 525 through marketing, urban design, and land use changes. Similar findings are concluded in this plan's analysis of the Clinton area's economic development needs and potential, leading to the goals and policies found within the Economic Development Chapter of this Subarea Plan. Past studies have generally stopped short of identifying specific measurable actions, timelines, and lead entities and support agencies/groups to ensure that there is a structured plan for implementation.

This Subarea Plan is intended be a living document, implementing prioritization of actions to track present and future economic, land use, and other important policies and indicators in Clinton. Developed by Island County in coordination with the community, the goals and policies identified within this plan create actionable steps that will need to be broken down further, but which provide clear direction on what is needed for code updates and other important processes. These steps are described throughout the policies and respective sections. As Clinton plans for a future NMUGA designation, having a plan for constructing necessary infrastructure as well as a defined boundary and strategy for growth will be required. The 2003 Comprehensive Sewer Plan provides a strong base for a future updated sewer plan which will be required for Clinton to gain NMUGA status. The Sewer Plan was indicative of the early and continuing potential for expansion of Clinton via the construction of a sewer system.

All told, past studies point toward great potential for Clinton's economy, including housing opportunity, vibrant commercial growth, and reliable infrastructure to grow in a sustainable manner appropriate to the surrounding context but with an established sense of place and an identity as the southern gateway to Whidbey Island.

Chapter 2. Demographics and Population

2.1. Introduction

The Demographics and Population chapter sets the stage for the following technical chapters by describing the Clinton community as it exists at the development of the subarea plan. Understanding the composition of the community, from the ages of residents to ethnic composition and education levels, is important when creating effective policy. While an important factor, this data is just one part of the story of the Clinton community and must be combined with community input and technical analysis.

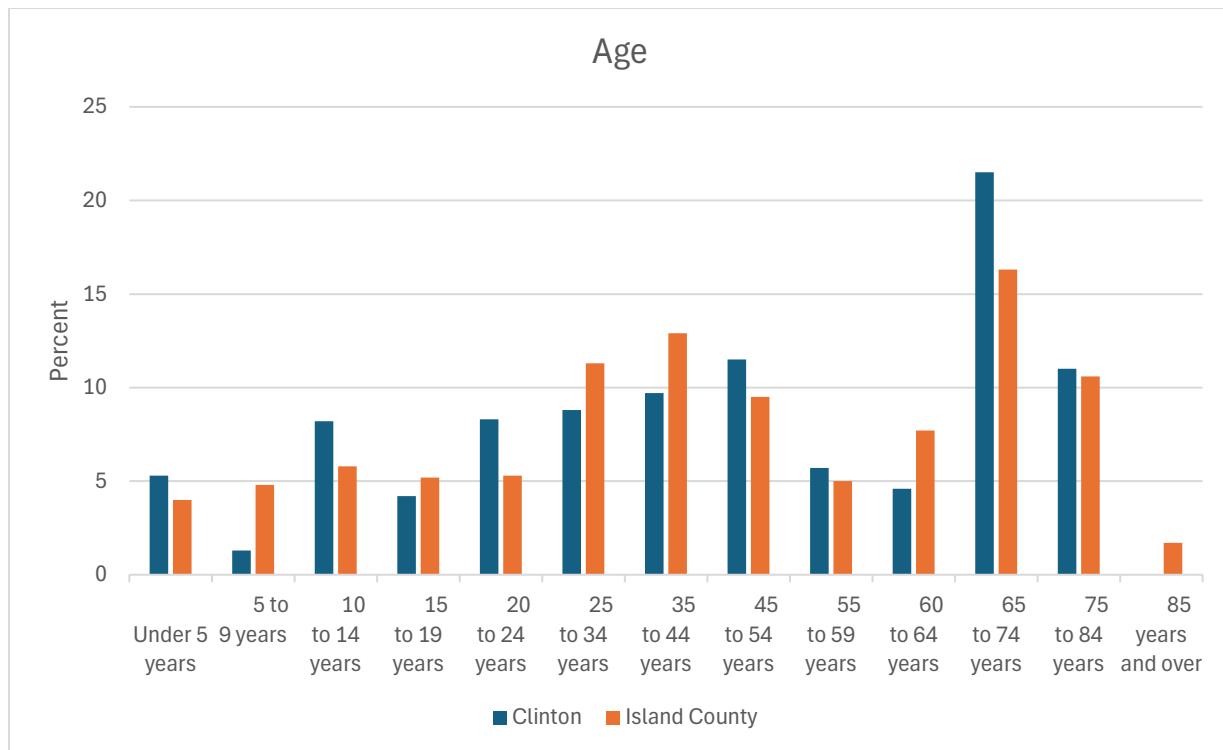
2.2. Existing Conditions

This section describes the existing condition of Clinton's population demographics, employment, and education as of the establishment of the subarea plan. This information sets the baseline for evaluating the technical elements within the subarea plan and provides valuable insight into the makeup of the Clinton community. Information in this section is based largely on Census data and other informational sources as noted.

2.2.1. Population Overview

As of 2022 American Community Survey (ACS), the Clinton Census designated place (CDP) population was 1,165 people. The median age is 49.5 years old, above Island County's median of 45.7 years old. Clinton's population tends to be generally in line with that of the overall Island County. The 65 to 74 years old category is shown to be the only outlier with Clinton having more of this segment than Island County. This age range makes up 21.5% of the Clinton community compared to just 16.3% for Island County. This indicates that more residents in Clinton are approaching or just entering into the historically typical retirement years. This is illustrated in **Figure 2-1**, Clinton's Population Comparison (By Age).

Figure 2-1: Clinton's Population Comparison (By Age)



Source: 2023 ACS Survey, US Census Bureau

Similarly, Clinton's population has a similar racial composition to Island County, however a larger percentage (approximately 10.2%) identify as White, with a smaller percentage of the population 7.2% of the Clinton community identifying as Two or More Races compared to 13.8% for Island County. This is illustrated in **Table 2-1: Population Characteristics, Clinton's Population Comparison (By Race)**.

Table 2-1: Population Characteristics

Category	Clinton		Island County	
	Total	Percent	IC Total	IC Percent
Population	1165	100	86,267	100
Median Age	49.5		45.5	
Race				
White	1012	86.9%	66156	76.7%
Black or African American	1	0.1%	1456	1.7%
American Indian and Alaska Native	0	0.0%	371	0.4%
Asian	66	5.7%	4904	5.7%
Native Hawaiian and Other Pacific Islander	0	0.0%	51	0.1%
Some Other Race	2	0.2%	1423	1.6%
Two or More Races	84	7.2%	11906	13.8%

Source: 2023 ACS Survey, US Census Bureau

2.2.2. Education

Clinton has a well-educated population, with a higher percent of its populace possessing a college degree or higher than Island County. Census data shows female residents have substantially higher rates of college education than males, with nearly three times as many females holding college degrees or higher.

Table 2-2: Education Characteristics, shows Clinton's education attainment compared to Island County.

Table 2-2: Education Characteristics

Age by Educational Attainment	Clinton		Island County	
	Total	Percent	Total	Percent
Population 18 to 24 years	97	(X)	6,563	(X)
Less than high school graduate	65	67.0	656	10
High school graduate (includes equivalency)	27	27.8	4,190	63.8
Some college or associate's degree	5	5.2	1,434	21.8
Bachelor's degree or higher	0	0.0	283	4.3
Population 25 years and over	847	(X)	64,690	(X)
Less than 9th grade	0	0.0	1,127	1.7
9th to 12th grade, no diploma	80	9.4	1,406	2.2
High school graduate (includes equivalency)	174	20.5	14,587	22.5
Some college, no degree	137	16.2	16,953	26.2
Associate's degree	60	7.1	6,829	10.6
Bachelor's degree	205	24.2	13,989	21.6
Graduate or professional degree	191	22.6	9,799	15.1
High school graduate or higher	767	90.6	62,157	96.1
Bachelor's degree or higher	396	46.8	23,788	36.8

Source: 2023 ACS Survey, US Census Bureau

Chapter 3. Zoning and Land Use

3.1. Introduction

This chapter analyzes Clinton's existing zoning and land use and evaluates the potential for future growth and changes in land use over time. Clinton is designated within Island County's Comprehensive Plan and Zoning Code as one of the County's Mixed-Use LAMIRDs — indicating it is rural in nature, where a range of commercial, light manufacturing and multi-family uses that serve a broad geographic area are permitted. Development in Clinton is required to go through review by the Island County Planning Department and Public Health to ensure the development meets current land use and building standards, and there is adequate ability to serve the future use based on water availability and soil conditions for septic solutions.

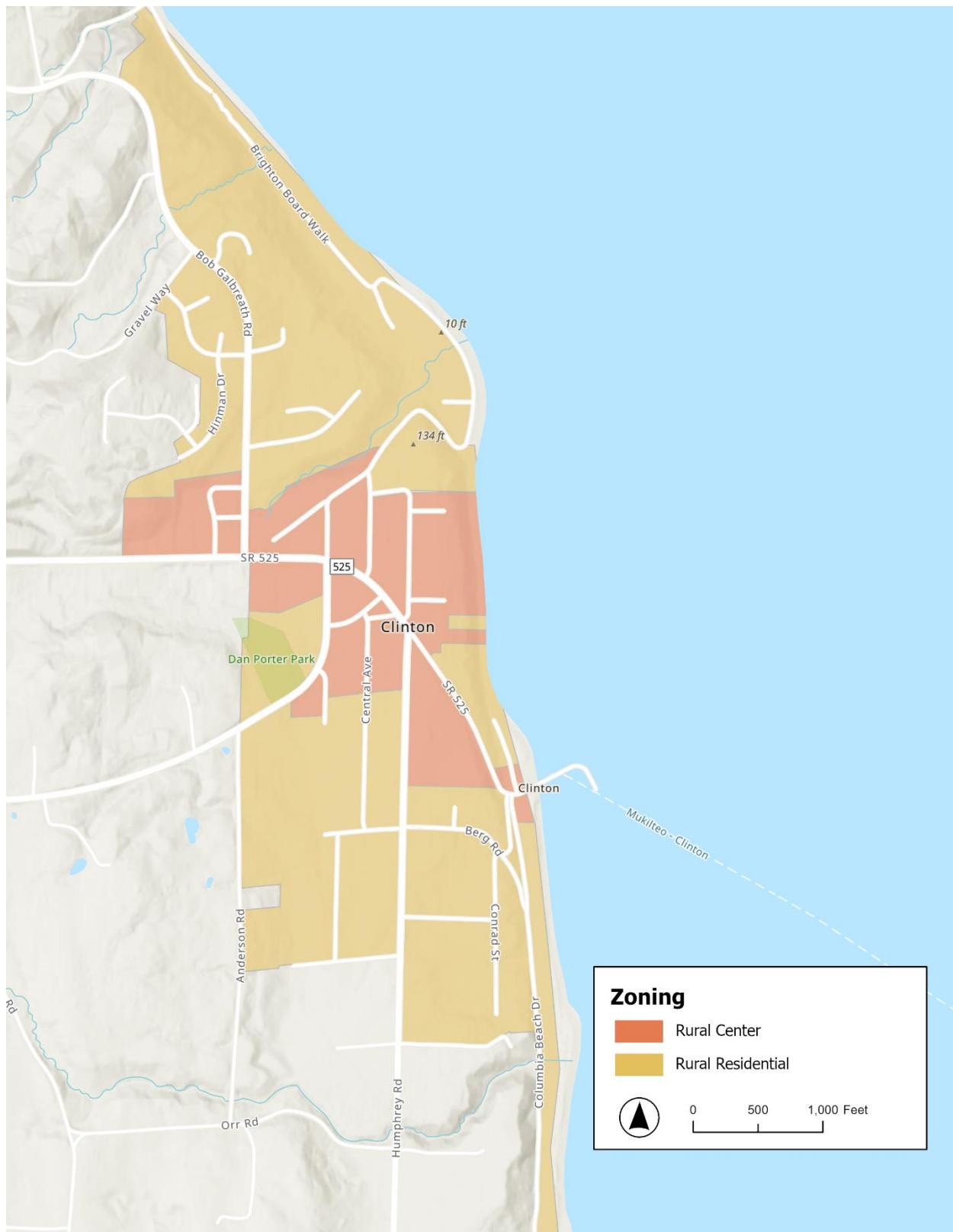
3.2. Existing Conditions

3.2.1. Existing Land Use

The Clinton LAMIRD is comprised of two zoning districts: Rural Residential (RR) and Rural Center (RC), shown in **Figure 3-1: Clinton Land Use and Zoning**. The Clinton LAMIRDs are nearly 330 acres, over double the average LAMIRD size in Island County of 156 acres. Clinton has a small rural center zone, where most of its urbanized development potential exists. As part of the overall Comprehensive Plan update process, Island County is evaluating potential changes to development regulations within the existing zoning designations which implement the broader land use vision. This analysis is discussed in **Section 3.3: Population Growth Analysis** of the subarea plan.

It is important to note that land-use designations and zoning are not the same. Land-use designations are consistent with the Comprehensive Plan for Island County and provide a framework for implementing zoning and development regulations. Zoning is the legal framework which permits and regulates development on specific parcels. Zoning names, boundaries, and colors may be different from land-use designations. At present, however, Clinton's zoning and land-use designations have matching names, boundaries, and colors, and thus both are represented on the same map.

Figure 3-1: Clinton Land Use and Zoning



3.2.2. Physical Character

The Clinton community is bisected by Washington State Route 525 (SR 525). Clinton is the southern gateway to Whidbey Island and is accessed from the south via the Clinton-Mukilteo ferry route. The community has some shoreline residential uses and a relatively steep elevation gain until it flattens out as you head west into the commercial corridor. The Clinton community is primarily comprised of one- and two-story structures, with commercial uses focused on either side of SR 525. Single-family residential neighborhoods sit to the north and south of the commercial areas on large lots, interspersed with parks and other open space areas. Lot coverage is fairly low on a majority of parcels because of on-site sewage treatment (septic systems).

3.2.3. Existing Zoning Classifications

Rural Residential (RR)

Rural residential areas are designated by [ICC 17.03.070](#) for residential development denser than the Rural zone. The RR zone is exclusively for residential properties with a minimum lot size of 14,500 square feet at a maximum density of 3 dwelling units (du) per acre. Existing development in this zone is entirely residential consisting of single-family homes of varying sizes with large yards. Structures are limited to 35 feet tall.

Rural Center (RC)

Rural Center zones are designated by [ICC 17.03.120](#) as intense mixed-use zones, allowing for a variety of uses encompassing a logical boundary (as identified in our 1998 Comprehensive Plan) of existing development in a rural area. The Clinton RC zone is Clinton's only zone permitted mixed uses including commercial and residential. The Clinton RC zone encompasses the entire central Clinton area ranging from the ferry terminal to the LAMIRD boundary, running along SR 525. Within the Clinton RC zone, buildings are limited to three stories and 40' in height and any development greater than one residential unit must enter a development agreement with the county for utility cost sharing.

3.3. Population Growth Analysis

3.3.1. Buildable Lands Analysis

As part of the 2025 Comprehensive Plan periodic update, Island County is required to plan for future housing and employment growth through 2045. This is done at the County level where growth (population, housing, and employment) is allocated between incorporated cities, UGAs, and both rural and resource lands within the County. This provides the foundation for cities and the county to begin planning for the next 20-years of growth. Island County anticipates that their LAMIRDS will also play an important role in accommodating growth, however projections are not split by at the individual LAMIRD level. As part of the 2025 Comprehensive Plan update, Island County is targeting growth across all Mixed-Use LAMIRDS through changes to the development code, including increasing housing options, revisions to existing development standards, and analyzing potential private septic solutions. This approach spreads housing growth across the County and allows for the development of housing in areas which can accommodate the necessary infrastructure to serve additional housing units.

The Housing Chapter of this subarea plan provides additional information on potential housing growth opportunities within Clinton based on available land and current zoning but does not identify housing growth targets.

3.3.2. Accommodating Future Growth in Clinton

As stated in the Executive Summary at the beginning of this plan, due to its status as a LAMIRD, Clinton's boundary cannot grow unless it becomes a NMUGA. Changing Clinton from its designation as a LAMIRD to an NMUGA would allow for additional growth, but would require Clinton to transition from providing services typical to rural areas to providing "urban governmental services" as defined by the Washington Administrative Code (WAC).

In addition to studying the infrastructure requirements needed to support an NMUGA status, Island County would also need to establish a formal boundary for Clinton as an NMUGA. There are a couple of considerations when establishing a formal boundary:

- Population projections must be analyzed to determine the appropriate size and urban densities for Clinton to ensure that the community has adequate land and services to meet Clinton's projected growth over the succeeding 20-year period.
- NMUGA boundaries should avoid expanding into environmentally sensitive areas. The County must evaluate existing Critical Areas in and around Clinton.
- A financial model should be completed to evaluate the potential impacts of restricting development within a specified area, specifically looking at the price of land and impact to developing housing attainable by the local population.

By considering an NMUGA as part of the Clinton Subarea Plan, Island County can begin to consider funding options and plan for the required studies for transition of Clinton to an NMUGA in the future.

3.3.3. Barriers and Recommendations for Increased Housing Types

As part of the 2025 Comprehensive Plan periodic update, Island County is evaluating its mixed-use LAMIRDS and considering changes to development standards to provide greater flexibility in the types of housing and commercial uses which can be constructed. This is an evaluation of what constraints current zoning may be placing on development within the mixed-use LAMIRDS, including Clinton. The study considers changes such as increasing allowed densities (within a rural context) in mixed-use areas, removing requirements for County Health review if consolidated septic is established. It also considers modifying standards such as setbacks, height limits, and floor lot coverage if they are found to be inconsistent with similar rural counties and proving to be impediments to development. Initial findings from the study are shown below.

The first part of the analysis identified barriers to building denser housing types in Mixed-Use RAID zones. A zoning regulation analysis was performed using WA State Department of Commerce Barrier review checklists. The checklists are specifically designed to identify any barriers in the jurisdiction's code for certain housing types. The goal of this analysis is to identify code options in mixed-use RAID zones that would allow for higher density mixed-use developments to be built.

Mixed-use development typically consists of a ground floor commercial use with additional stories of residential uses. These types of developments are often called vertical mixed-use which are covered by "low-rise housing types" in the Barriers to housing checklists.

The major findings from the checklists were that low maximum densities, high minimum lot sizes, and restrictive permitting requirements may present significant barriers to building low and mid-rise housing

types. These barriers can be largely attributed to the rural nature of RAIDs and the necessity for any developments in RAIDs to be serviced by individual wells and septic systems.

The following recommendations were made in the study for consideration by Island County. While the analysis is countywide, many of these are applicable to Clinton and would apply if changes were made in the Rural Center (RC) zone.

- Increase the existing density to 12 dwelling units per acre maximum for mixed-used development. This would likely be in conjunction with increases in height limits and max building gross floor area.
- Allow 0.5 acre minimum lot size or less with Island County Public Health (ICPH) approval. Currently there is no set standard for the Rural Center zone and all lot sizes are determined by ICPH approval.
- Increase building height to 40 feet in all mixed-use zones. Could consider step-backs or other design standards to lessen potential impact. This standard currently exists in the Rural Center zone at present.
- Specify design standards in place of requiring conditional use permits for mixed-use development.
- Allow up to 8 dwelling units per building in all mixed-use developments in mixed-use LAMIRDs. Due to the rural requirements for LAMIRDs, this is dependent on adequate utility availability and ICPH approval.

3.4. Land Use Goals and Policies

LU Goal 1: Encourage efficient development within the Clinton Rural Center land use designation.

Policy LU 1.1: Modify existing development standards to increase permitted densities in mixed-use areas, subject to infrastructure availability.

Policy LU 1.2: Establish a 0.5 acre or less minimum lot size standard within the Rural Center zone with parameters for ICPH review.

Policy LU 1.3: Specify design standards in place of requiring conditional use permits for mixed-use development.

Policy LU 1.4: Modify existing development standards to allow up to 8 dwelling units per building in all mixed-use developments in mixed-use LAMIRDs.

Policy LU 1.5: Modify the development standards for parcels along SR 525 in coordination with WSDOT, either through setback variance or decreasing setbacks, to more easily permit development on address parcels which have unique shapes/sizes.

Policy LU 1.6: Evaluate the potential for changes within the right of way on Island County owned roads to increase traffic calming and pedestrian safety and wayfinding.

Policy LU 1.7: Evaluate permitted uses within the Rural Center zone (either Countywide or within Clinton specifically) to expand the types of businesses and services which can be developed in the downtown core.

LU Goal 2: Establish a defined physical character that facilitates growth while maintaining a small town look and feel.

Policy LU 2.1: Create land use guidelines of future use development abutting SR 525.

Policy LU 2.2: Enhance pedestrian connectivity through dedicated bicycle and pedestrian infrastructure that allows safe and efficient movement throughout the community.

Policy LU 2.3: Enhance Clinton's public areas, including improved sidewalk and pedestrian areas along SR 525 and the removal of unnecessary curb cuts which increase vehicular/pedestrian conflict areas.

Policy LU 2.4: Create a standardized signage and wayfinding program.

LU Goal 3: Study the possibility of designating Clinton a Non-Municipal Urban Growth Area (NMUGA).

Policy LU 3.1: Develop materials to provide the community with information on what becoming an NMUGA would mean for Clinton and meaningfully engage the community for input/feedback.

Policy LU 3.2: Establish a boundary for the Clinton NMUGA based on accommodating projected growth over the succeeding 20-year period.

Policy LU 3.3: Conduct a financial feasibility study to determine the potential cost and available funding sources for providing necessary urban governmental services, including storm drain and sewer services.

Policy LU 3.4: Evaluate the need for land use designations changes or the establishment of new land uses within Clinton.

Policy LU-3.5: Determine appropriate urban densities for the future NMUGA based on population projections and the County's population growth targets.

Policy LU-3.6: Analyze existing Critical Areas in and around Clinton to ensure the NMUGA boundary is not expanded into existing environmentally sensitive areas.

Chapter 4. Housing

4.1. Introduction

This chapter analyzes existing housing conditions within Clinton, including existing housing stock, potential future growth, the limitations that the community faces as a LAMIRD, and programs and policies which may help residents who are currently cost burdened relating to housing. Housing within Clinton is primarily single-family in nature and has seen a slowing in growth in recent years with very few new units being constructed. Housing growth is tied to infrastructure availability and creative solutions will need to be explored in order for the community to see meaningful growth while still staying rural in nature as the LAMIRD designation requires.

4.2. Existing Conditions

Clinton is designated as a LAMIRD which indicates that it can accommodate more housing and commercial growth than the surrounding rural areas. While Clinton has this designation within the County's Comprehensive Plan, it is not an incorporated City or in an UGA. It is primarily rural in nature with mostly single-family residences with lots ranging in size from one-tenth of an acre to ten acres. Housing stock within the community is generally older as shown in **Table 4-2**, Housing Stock (by Age of Unit) and are typically one-story ramblers focused on neighborhood streets. A visual assessment of the community showed that houses are generally well-maintained, but a number of units showed signs of deferred maintenance and general wear and tear that may require repairs in the near future.

4.2.1. Housing Stock

Clinton has 625 total units of housing within its Census designated place (CDP) boundary, approximately 118 (18.9%) of which are vacant. Clinton is primarily comprised of single-family housing units, which make up 608 (97.3%) of the total units. The remaining units are a mixture of multiple unit buildings (13 units) and the remaining four units are mobile homes. Per the 2023 ACS, the median home price is \$609,100, slightly above Island County's median of \$595,100.

Table 4-1: Housing Mix

Housing Mix	Units
Total housing units	625
1-unit, detached	608
1-unit, attached	0
2 units	0
3 or 4 units	13
5 to 9 units	0
10 to 19 units	0
20 or more units	0
Manufactured home	4

Source: U.S. Census Bureau, 2022 ACS 5-Year Estimates

Clinton's housing stock tends to be older with 61% of homes constructed before 1980. This indicates slow housing construction in recent years and census data estimates that no new units have been built in the

community since 2020. **Table 4-2**, Housing Stock (by Age of Unit) shows the breakdown of homes by year built:

Table 4-2: Housing Stock (by age of unit)

Year Built	Number of Units
Built 2020 or later	0
Built 2010 to 2019	47
Built 2000 to 2009	148
Built 1990 to 1999	32
Built 1980 to 1989	14
Built 1970 to 1979	109
Built 1960 to 1969	24
Built 1950 to 1959	103
Built 1940 to 1949	113
Built 1939 or earlier	35

Source: U.S. Census Bureau, 2022 ACS 5-Year Estimates

4.2.2. Housing Occupancy and Tenure

Nearly 20% of homes in Clinton are classified as vacant. The census does not have formal methodology for counting vacation rentals, but most are classified as vacant which may explain the higher than average vacancy rate when compared to Island County and Washington State. However, this is not absolute and some vacation rentals likely show up as rentals. When compared to Langley, which has some similar geographic features and location characteristics, Clinton's occupancy rate is nearly identical. **Table 4-3**, Housing Occupancy Rates, shows Clinton's occupancy rate compared to other areas within Island County as well as the County and the State as a whole.

Table 4-3: Housing Occupancy Rates

Housing Occupancy	Clinton	Langley	Freeland	Island County	Washington State
Occupied Percent	81.1	81.8	66.7	85.7	94.7
Vacant Percent	18.9	18.2	33.3	14.3	5.3

Source: U.S. Census Bureau, 2022 ACS 5-Year Estimates

Housing tenure describes housing occupancy characteristics and distinguishes between how many units are owner-occupied and how many units are renter-occupied. In Clinton, 82.2% of units are owner-occupied and 17.8% renter-occupied. As noted in the previous section, it is difficult to clearly distinguish between owner-occupied and renter-occupied for second units that may be vacation rentals or secondary residences. This may account for the large percentage of renter-occupied units in Langley, as shown in **Table 4-4**, Housing Tenure. Clinton is relatively equivalent to Freeland and has a higher percentage of owner-occupied units than Island County as a whole. This is likely due to an increase in rental units, such as apartments or single-family rental units, in cities such as Langley and Oak Harbor.

Table 4-4: Housing Tenure

Housing Tenure	Clinton	Langley	Freeland	Island County	Washington State
Owner-Occupied	82.2	66.8	86.7	76.4	63.7
Renter-Occupied	17.8	33.2	13.3	23.6	36.3

Source: U.S. Census Bureau, 2022 ACS 5-Year Estimates

4.2.3. Housing Costs

Individuals or households paying more than 30 percent of their monthly income towards housing, are considered housing burdened. In Clinton, approximately 29% of occupants fit this classification, similar to the state average of 33%. **Table 4-5**, Housing Burden in Clinton shows the breakdown of housing owner-occupied and renter-occupied housing units organized by household income as well as percentage of monthly housing costs compared to household income in the past 12 months.

Table 4-5: Housing Burden in Clinton

Monthly housing costs as a percentage of household income in the past 12 months	Occupied Housing Units	Percent	Owner-occupied Housing Units	Percent	Renter-occupied Housing Units	Percent
Less than \$20,000	52	10.3%	40	9.6%	12	13.3%
Less than 20 percent	0	0.0%	0	0.0%	0	0.0%
20 to 29 percent	0	0.0%	0	0.0%	0	0.0%
30 percent or more	52	10.3%	40	9.6%	12	13.3%
\$20,000 to \$34,999	6	1.2%	6	1.4%	0	0.0%
Less than 20 percent	6	1.2%	6	1.4%	0	0.0%
20 to 29 percent	0	0.0%	0	0.0%	0	0.0%
30 percent or more	0	0.0%	0	0.0%	0	0.0%
\$35,000 to \$49,999	67	13.2%	57	13.7%	10	11.1%
Less than 20 percent	16	3.2%	16	3.8%	0	0.0%
20 to 29 percent	0	0.0%	0	0.0%	0	0.0%
30 percent or more	51	10.1%	41	9.8%	10	11.1%
\$50,000 to \$74,999	132	26.0%	132	31.7%	0	0.0%
Less than 20 percent	80	15.8%	80	19.2%	0	0.0%
20 to 29 percent	46	9.1%	46	11.0%	0	0.0%
30 percent or more	6	1.2%	6	1.4%	0	0.0%
\$75,000 or more	212	41.8%	182	43.6%	30	33.3%
Less than 20 percent	135	26.6%	109	26.1%	26	28.9%
20 to 29 percent	51	10.1%	47	11.3%	4	4.4%
30 percent or more	26	5.1%	26	6.2%	0	0.0%
Total	469		417		52	
Housing Burdened	29%		27%		42%	

Source: U.S. Census Bureau, 2022 ACS 5-Year Estimates

Island County offers a range of housing programs and resources to assist residents with their housing needs. This includes a variety of grant and loan programs to assist renters, homebuyers, homeowners, and affordable housing developers. These programs include diversion, deposit assistance, rent assistance, and referrals to temporary housing when available, including transitional and emergency

housing. These types of programs may help Clinton residents who are housing burdened. Statistics are not available on how many residents typically utilize rental assistance services on yearly basis.

4.3. Buildable Lands Analysis

As part of the 2025 Comprehensive Plan periodic update, a land capacity analysis was conducted for Clinton to analyze the capacity for residential development under existing zoning standards. This analysis used the methodology described in the Island County CPPs for LAMIRDs (formerly, RAIDs) to access the Rural Center (RC) and Rural Residential (RR) zoned lots in Clinton.

The analysis did not identify a housing unit allocation set specifically to Clinton and instead focused growth targets across the mixed-use LAMIRD's within Island County, of which Clinton is a part of. While a comparison cannot be made as to whether this meets Clinton's future need, this analysis is helpful for planning future zoning standards and population growth. A total capacity of 158 dwelling units in the RC zone and 88 units in the RR zone was identified for a total capacity of 246 dwelling units in Clinton, as shown in **Table 4-6**, Clinton Housing Capacity Analysis.

Table 4-6: Clinton Housing Capacity Analysis

Zone	Gross Acres of Eligible Lots*	Net Acres after Deductions**	Density Assumption	Housing Capacity
RR	186.32	29.59	3 du/ac	88
RC	65.61	13.20	12 du/ac	158
Totals	251.93	42.79		246

*Eligible lots are those identified as being vacant, re-developable, or partially vacant under Island County CPP definitions.

**Deductions include public use adjustment, critical area factor, seasonal/recreation use adjustment, and removal of lots with no capacity for housing, but were still classified as eligible (for example, a vacant lot under 10,000 sf in the RR zone).

It is important to note that as of the publishing date of this draft report, Island County has not made a final decision or determination on the appropriate density limits for LAMIRDs. The numbers shown above are draft and being used for planning purposes but will not be final until adopted in the County's 2025 Comprehensive Plan and updated development regulations.

4.4. Housing Constraints

4.4.1. Limited Housing Growth

As Clinton grows, housing prices, vacancy rates, housing mix, and construction starts are concerns. Home prices will likely continue to climb as the area grows and demand increases. Proximity to the ferry combined with being a tranquil community along the Sound make it an idyllic place to live. To accommodate future demand, more housing construction will need to occur with middle housing ranging from duplexes to townhouses, the most likely housing types based on infrastructure and utility availability. Future housing needs to align with what is appropriate for LAMIRDs. Finding the buildable land and zoning code mechanisms to ensure the capacity and development standards exist to build such housing will be an important step in Clinton's growth. Recent trends are not favorable to housing growth as only 7.5% of homes have been built since 2010, while the population has grown by nearly 400, indicating a potential housing shortage were population to continue to increase.

Affordability will continue to be an issue in Clinton given there are many housing burdened individuals, especially renters. To help with this, construction of more units of a diverse single and multi-family mix of both rental and to own is recommended.

4.4.2. Infrastructure Constraints

One of the greatest barriers to housing growth is sewage capacity. The lack of a sewer system and limitations of individual septic systems limits growth. Island County's current zoning code indicates that housing within the Rural Center area which comprises most of Clinton's core adjacent to State Route 525 requires review and approval by the Island County Public Health to determine the minimum lot size and maximum density that can be accommodated. Island County is researching strategies to address infrastructure constraints as part of the 2025 Comprehensive Plan periodic update.

Septic solutions will be needed for development in the RC zone and parts of the RR zone. While not a goal of this subarea plan, pursuing NMUGA designation may facilitate the future development of a sewage network which could create much needed capacity and flexibility in development options.

Infrastructure within Clinton is discussed in more detail in **Chapter 5**.

4.5. Housing Goals and Policies

HO Goal 1: Ensure growth, including uses and densities, align with the needs of the community while diversifying housing mixes and opportunities.

Policy HO 1.1: Evaluate existing development standards in the Rural Residential zone to allow additional housing types, including duplexes, cottage housing, and townhomes.

Policy HO 1.2: Complete a septic study to evaluate the feasibility of alternative septic systems to accommodate growth.

Policy HO 1.3: Encourage the building of accessory dwelling units (ADUs) with single-family residential development.

Policy HO 1.4: Modify existing development standards in the Rural Center zone to allow additional housing types, including duplexes, triplexes, and fourplexes.

Chapter 5. Utilities, Infrastructure and Services

5.1. Introduction

Utilities, infrastructure, and other public services such as waste removal, recycling, fire safety, and more serve instrumental functions for the day-to-day activity within communities. Clinton's designation as a LAMIRD and development regulations within the Island County Zoning Code, as described in the **Section 4, Zoning and Land Use**, also mean that future residential and commercial growth is directly tied to the availability of water and sewer capacity to serve new buildings. Clinton relies on capital facilities beyond its LAMIRD, therefore, planning for utilities in the Comprehensive Plan will have great effect on Clinton. This chapter reviews Clinton's existing water and sewer availability as well as the County's Capital Facilities element and Capital Improvement Plan to determine what future improvements are planned.

5.1.1. Other Related Plans

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

- Island County Draft Comprehensive Plan, December 2024
- Island County Capital Facilities Plan
- Island County Capital Improvements Plan (CIP)
- Island County Coordinated Water System Plan
- South Whidbey Fire/EMS Strategic Plan, 2020-2025
- South Whidbey School District 10-Year Facilities Plan

5.2. Capital Facilities

5.2.1. Drinking Water Availability

System Description

All residents in Clinton are dependent upon groundwater for their source of clean water. The Coordinated Water System Plan oversees the management of drinking water systems in Island County, including Clinton. The Clinton Water District (CWD) is a Group A water system, providing water to a 1.9 square miles area encompassing nearly all the Clinton CDP. CWD utilizes a gravity system and pulls water from four areas reservoirs to provide residents with drinking and usable clean water.

Level of Service Analysis

Per the Clinton Water District Annual June 2024 Consumer Confidence Report, the CWD is current with all required testing by the State Department of Health. The District's sampling for Volatile Organic Compounds (VOC) and Synthetic Organic Compounds (SOC) has shown no detection of any of the regulated contaminants established by the Environmental Protection Agency.² The last water quality monitoring performed was in 2024, with the next round occurring in 2025. As of the 2016 analysis, all of the compounds found in Clinton's water supply were found to be at lower levels than the U.S. EPA allows. CWD currently has 792 connections, serving a population of approx. 1,980 people, and has an unspecified capacity per the [Washington Department of Health](https://clintonwaterdistrict.org/?page_id=662). In the 2006 [CWD Water System Plan](#)

² Clinton Water District Consumer Confidence Report (June 2024). Available at: https://clintonwaterdistrict.org/?page_id=662

update, it was determined that the district has the capacity to support approx. 835 connections; however, as a Group A water system, CWD has the ability to apply for more water rights.

5.2.2. Wastewater

System Description

All residents in Clinton utilize individual Onsite Sewage (septic) systems as there is no dedicated sewer infrastructure. The low-population density of Clinton does not support a traditional wastewater facility; however, individual septic systems present a barrier for future development due to the high costs and potential site barriers. In an attempt to mitigate this issue, the County is currently working on a septic study to identify alternative solutions to support future growth.

Level of Service & Capacity Analysis

Clinton does not have unique LOS standards. More information can be found in the Capital Facilities Element and Plan within the Island County 2025 Comprehensive Plan periodic update.

5.2.3. Stormwater

System Description

Stormwater is managed by Island County Public Works. Stormwater in Clinton is drained through a series of catch basins and culverts with a drainage easement depositing stormwater into the Puget Sound. Clinton's shoreline is part of the Clinton Critical Drainage Area.

Level of Service & Capacity Analysis

Clinton does not have unique LOS standards. More information can be found in the Capital Facilities Element and Plan within the Island County 2025 Comprehensive Plan periodic update.

5.3. Utilities

5.3.1. Electricity

System Description

Electricity is provided to the Clinton area by Puget Sound Energy (PSE). PSE provides electrical and natural gas service to over 1.2 million customers across the Puget Sound region of Western Washington, including 33,339 electrical connections to residences and 5,207 electrical connections to commercial businesses in Island County per the 2024 Island County Energy Community Profile.

5.3.2. Waste and Recycling

System Description

Island Disposal provides residential and business waste and recycling services, including dumpster rentals. In Clinton, solid waste and recycling services are provided through a contract with Island Disposal and the County does not directly provide any waste services.

5.4. Other Services

5.4.1. Law Enforcement

System Description

Island County Sheriff's Office provides community-oriented police services to the entirety of Island County, including South Whidbey. The Clinton area is served by the South Precinct in Freeland, located at 5521 East Harbor Road.

Level of Service & Capacity Analysis

Clinton does not have unique LOS standards. More information can be found in the Capital Facilities Element and Plan within the Island County 2025 Comprehensive Plan periodic update.

5.4.2. Fire Protection

System Description

South Whidbey Fire/EMS (SWFE) is an all-hazards fire and rescue department serving all people on Whidbey Island south of Mutiny Bay Rd. Established in 1950 and staffed mostly by volunteers, serves 66 square miles of the southern portion of Whidbey Island. This includes a permanent population of approximately 15,000, though visitors to the island increase that to a daily effective population of approximately 25,000 people. The district has stations in Freeland, Clinton, Maxwelton, Langley, Saratoga, and Bayview. Additionally South Whidbey Fire/EMS has a maintenance facility in Langley. Services are provided by 15 paid firefighters/EMTs, 9 volunteer firefighters/EMTs, 2 volunteer firefighters, and 13 volunteer EMTs. Services provided by the district include fire suppression, emergency medical, marine and cliff rescue, fire and safety education, disaster preparation, and community risk reduction.

Level of Service & Capacity Analysis

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

The Clinton Station (#32) is located at 6435 Central Avenue. The station houses 1 engine, 1 tender, and 1 large scale multi-casualty incident trailer.

Deficiencies & Proposed Improvements

In January 2020, the Board of Fire Commissioners for South Whidbey Fire/EMS approved a five-year Strategic Plan covering 2020-2025. The Strategic Plan identifies how South Whidbey Fire/EMS will meet the challenges to service for an aging population and increasing emergency call volumes. The top initiatives in the Strategic Plan are to improve survival chances for victims of fire and emergency medical calls. A key result of this plan was a Levy Lift which was approved and has allowed the district to hire 12 firefighter/emergency medical technicians and start replacing aging apparatus. Prior to this, the majority of South Whidbey Fire/EMS staff was volunteer. The Strategic Plan also calls for improving the community's fire insurance rating. This rating is linked to the amount home and business owners pay in insurance premiums. The Strategic Plan is evaluated annually and a status report produced. The Strategic Plan can be found on the [South Whidbey Fire/EMS webpage](#).

5.4.3. Schools

System Description

The South Whidbey School District (District 206) serves the communities located on the south end of Whidbey Island in Washington State. The district is 60 square miles in size and serves approximately 1,100 full-time students on three campuses. Kindergarten through 5th graders are in the South Whidbey Elementary North Campus. The following schools are available to serve Clinton residents but are not located within Clinton. The Transitional Kindergarten and Alternative Learning Experience (ALE) programs are located in the South Whidbey Elementary South Campus with the District Offices. Grades 6-12 are located in the South Whidbey Secondary Campus (known as South Whidbey High School). Lastly, the district also has the South Whidbey Academy (SWA) choice program. The 10-12th grade SWA program is located in the South Whidbey Secondary Campus.

In addition to public schools, Clinton is also home to the WEEKDAYS South Whidbey Preschool which is a nature based preschool serving children 1-6 years of age. The WEEKDAYS school has the ability to serve approximately 30 students. There are several other private schools outside of the Clinton area which may serve Clinton residents, including the Whidbey Island Waldorf School (preschool through 8th grade) and schools within the nearby communities of Langley and Freeland.

Level of Service & Capacity Analysis

The South Whidbey School District employs approximately 144 full-time equivalent teachers and 185 staff. Through the 2025 Island County Comprehensive Plan periodic update, County staff is working with the school district to better understand future needs in relation to level of service and capacity needs.

Deficiencies & Proposed Improvements

On July 24, 2024, the Board of the South Whidbey School District adopted its 2024-2025 academic year goals, including:

- **Social-Emotional Learning.** We will deepen our school culture of care and belonging with particular attention to systems, practices, and staff intra- and interpersonal capacities.
- **Academic Growth.** We will continue to use best practices that nurture and create innovative learning environments supportive of every student's resilience and success in the future they choose.
- **Logistics.** Through mission-aligned use and stewardship of our district assets (land, facilities, people, money, institutional knowledge, and time), we will create the conditions for a new superintendent's success.

The school district website contains a 10-Year Facilities Plan which identifies the following District-wide improvement needs: water distribution and purification system, septic systems and drain fields, water heating systems, access control and keying systems, technology infrastructure systems, and student/staff furniture modernization. Additional improvements have been identified for the South Whidbey Elementary School and South Whidbey High School facilities. A full list of identified improvement needs can be found on the [South Whidbey School District website](#).

In the November 7, 2023, special election, the South Whidbey Community voted to authorize a total of \$79,800,000 in bonds to fund future projects, including construction and maintenance of facilities. The school district has prepared a comprehensive plan for future capital improvements to be covered under the bond measure.

5.5. Capital Improvement Plan

In July 2024, Island County prepared and adopted a six-year Capital Improvement Plan (CIP) which identified anticipated spending and project priorities from 2024 through 2029. Project descriptions are identified by group and by separate planning and program efforts which may apply countywide. The CIP will be continually updated to address future projects as priorities and funding sources change.

5.6. Utilities, Infrastructure, and Services Goals and Policies

UT Goal 1: Ensure capital facilities are available prior to or concurrently with new development.

Policy UT 1.1: Utilize the results from Island County Public Health septic study to promote creative solutions for residents to address issues with private septic service.

Policy UT 1.2: Ensure new development makes the required improvements to infrastructure and utilities.

Policy UT 1.3: Coordinate with utility providers to adequately plan for capital facilities to support future growth in the community.

Chapter 6. Environment and Climate

6.1. Introduction

Clinton is a rural area surrounded by significant natural resources and environmentally sensitive areas, including almost three miles of shoreline, densely forested areas, and steep slopes. As Clinton grows, it will be increasingly important that these natural resources are protected and managed in an environmentally considerate manner. Part of Clinton's growth will be adapting to present and future climate and natural hazards. This chapter evaluates the hazards and environmental constraints Clinton faces and policies to ensure a resilient and conservation conscious future for its citizens and assets.

6.2. Existing Conditions

Critical Areas in Island County are environmentally sensitive natural resources that have been designated for protection and management. Critical Areas include wetlands, geologically hazardous areas, critical aquifer recharge areas, frequently flood areas, and fish and wildlife habitat conservation areas. In Island County, development in or near Critical Areas are regulated by Island County Code Title XVII, Chapter 17.02B and 17.05. The critical areas for Island County will be updated in 2026 as part of the 2025 Comprehensive Plan update.

Critical Areas in Clinton have been identified and mapped to ensure protection of these sensitive areas during future development. The following sections detail each type of Critical Area found within Clinton and consider how this may impact future growth in the community. Future site-specific development plans will still require additional fieldwork completed by a qualified professional to identify site specific conditions.

6.2.1. Wetlands

Wetlands in Clinton are relatively small, with the largest being around 5-acres. As shown in **Figure 6-3**, wetland areas are found throughout the study area, primarily in residential areas. These wetlands provide benefits including food and habitat for fish and wildlife, regulating water level and flow, stabilizing streams and shorelines, and improving water quality. Human disturbances to wetlands, including run-off, landscape alteration, and changes in drainage, threaten the beneficial functions of wetlands, specifically water quality and habitat.

Due to the relatively limited presence of wetland areas within Clinton, they do not pose much of an impact to future growth. Parcels with identified wetlands will need to undergo development review to see how potential impacts due to development may be avoided or mitigated.

6.2.2. Geologically Hazardous Areas

Geologically Hazardous Areas are areas susceptible to erosion, landslides, or seismic activity. In Clinton, steep slopes are a potential hazard. A majority of Clinton is located on a steep bluff that runs parallel to the shoreline, presenting landslide potential. Developments in Geologically Hazardous Areas in Island County are subject to the requirements established in the Island County Code, Chapters 11.02, 11.03, and 17.02B.

6.2.3. Critical Aquifer Recharge Areas

All of Island County is considered a Critical Aquifer Recharge Area since the U.S. Environmental Protection Agency (EPA) designated Island County with "Sole Source Aquifer" status in 1982. This means

that a majority of the population relies on aquifers as the main source of drinking water, and therefore, contamination of the aquifers would create a public health hazard. Rainwater infiltration is the only source for regenerating the water supply available in aquifers and also serves to prevent sea water from entering the aquifer. Critical Aquifer Recharge Areas are ranked into three categories: “low,” “medium,” and “high” risk of contamination. Development in Critical Aquifer Recharge Areas in Island County is subject to the

6.2.4. Frequently Flooded Areas

Frequently Flooded Areas include streams, rivers, lakes, coastal areas, wetlands, or other high groundwater ponds that could be threatened by flooding due to intense storms, high tides, sea-level rise, or other hydrologic phenomena. Development in Frequently Flooded Areas in Island County are subject to the requirements established in the Island County Code, Chapter 1402A. King tides and sea level rise are of specific concern to Clinton and its residents who have and will be impacted by king tides. Rising sea levels are expected to increase the areas of Clinton exposed to frequent flooding whether through rising seas, king tides, or inland flooding from a higher water table. The 2025 Comprehensive Plan update contains an interactive [vulnerability study](#) which explores the impacts of frequently flooded areas and other climate exacerbated hazards. Refer to the Comprehensive Plan for modeling and maps on the subject.

The Federal Emergency Management Agency (FEMA) designates boundaries of high-risk flood zones. The entire shoreline of Clinton is designated as a high-risk flood area.

6.2.5. Fish and Wildlife Conservation Areas

Fish and Wildlife Conservation Areas include areas associated with endangered, threatened, and sensitive species, streams and waterbodies, natural preserves, and habitats of local importance. These areas are particularly sensitive to pollution from development and other human activities.

Two streams in Clinton are designated by the Washington Department of Fish & Wildlife as fish distribution streams for salmon, one for the endangered Coho salmon population. In addition, Clinton has almost three miles of Shoreline along the Puget Sound – an important habitat for marine species. Shorelines are regulated and protected separately by the Island County Shoreline Master Program in Island County Code, Chapter 17.05A.

Figure 6-1: Wetlands

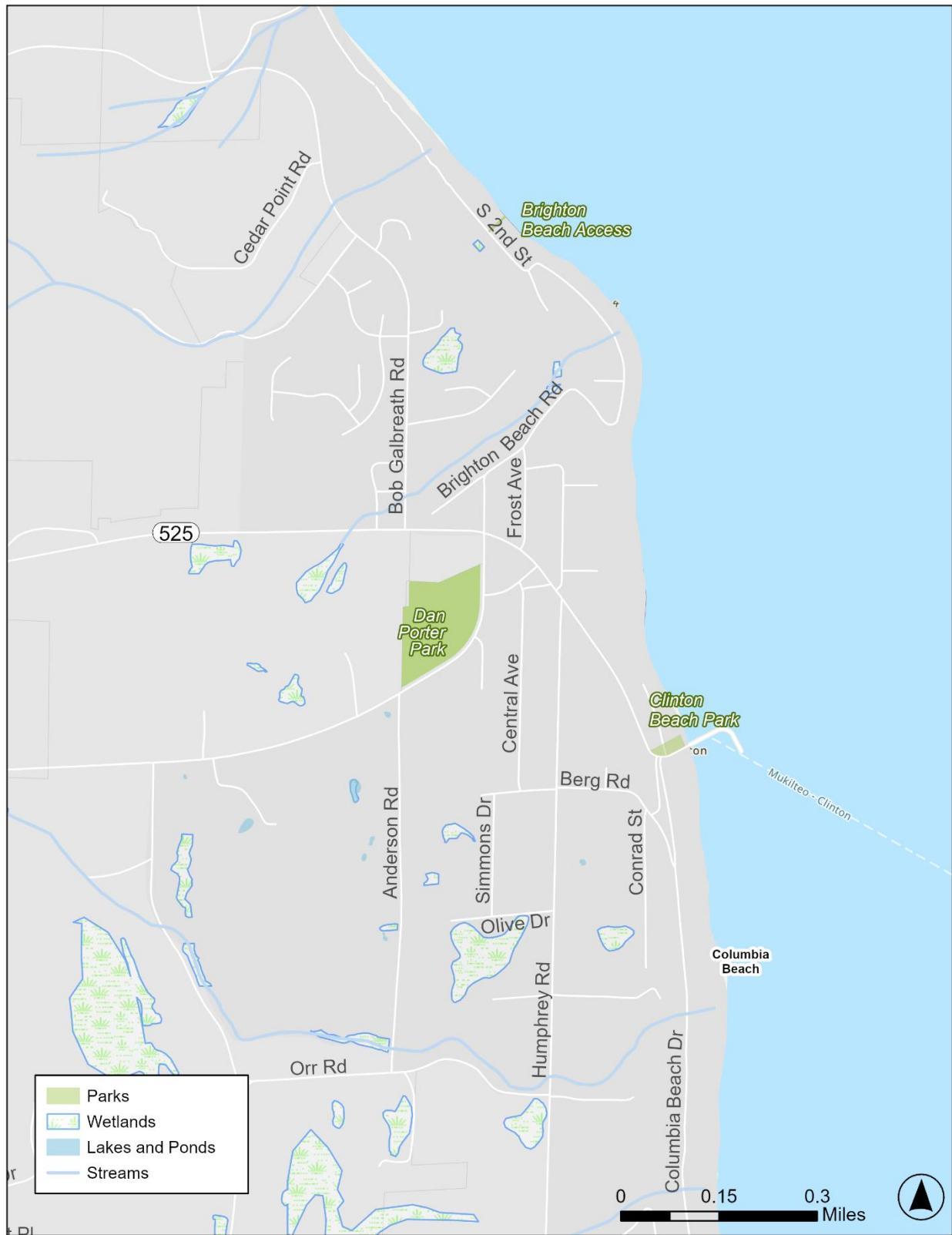
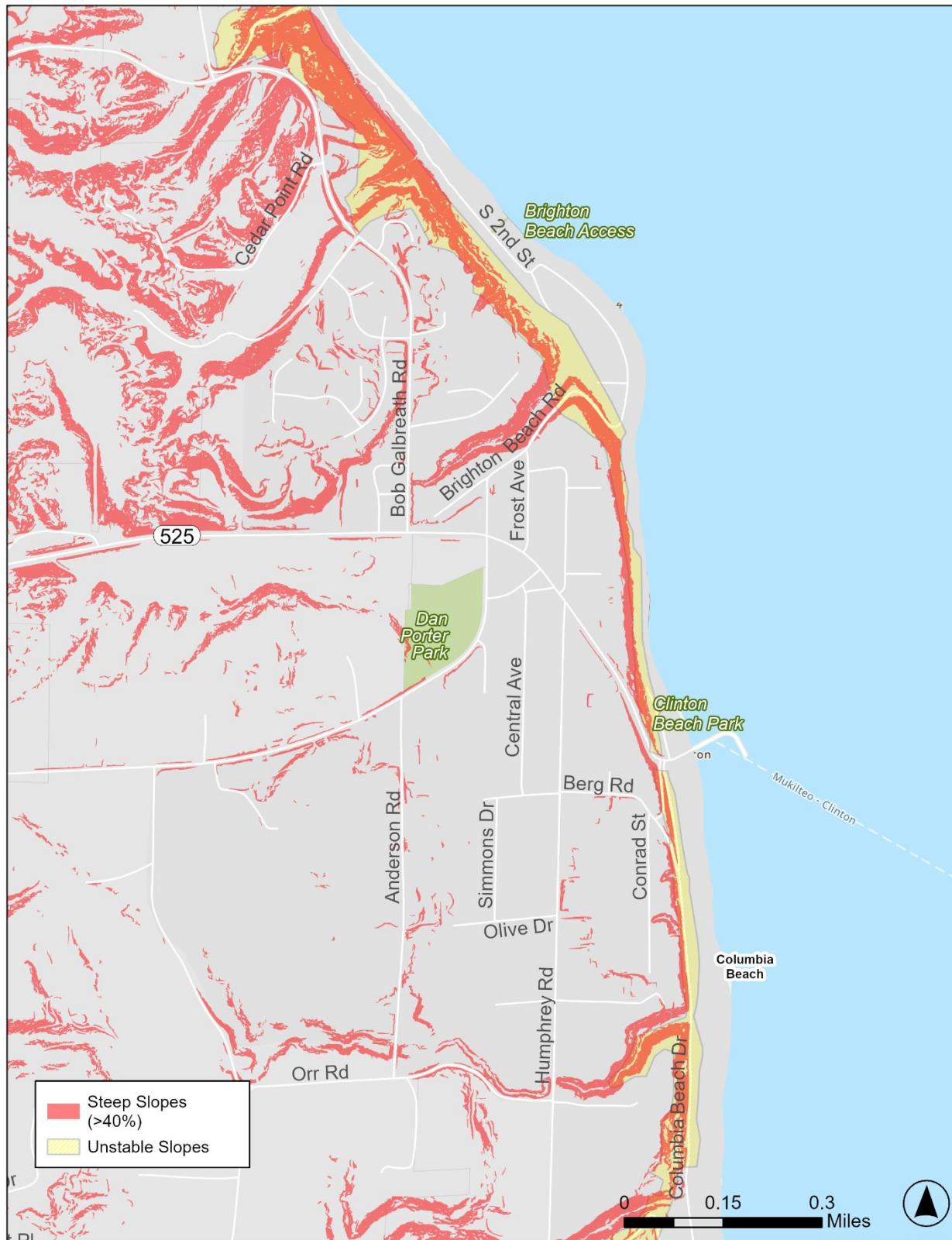


Figure 6-2: Geologically Hazardous Area – Steep and Unstable Slopes



Source: ESRI, USGS

Figure 6-3: FEMA Flood Zones



Source: FEMA

6.3. Environmental Factors and Considerations

Clinton's largest environmental consideration is its relationship with the Puget Sound and its tributaries in the area. Protections for fish in its streams and sensitivity of the area's groundwater supply mean future development and policies in the area will have to ensure high water quality and habitat protection. Much of the shoreline is exposed to king tide flooding and sea level rise, located in flood zones, and thus require developmental considerations and limitations to ensure these have minimal impacts on the community. Taking a proactive approach in the development of this plan, early in the planning stages, will allow the community to develop in a manner ensuring habitat and environmental protection as well as a resilient community against natural hazards.

6.4. Environment and Climate Goals and Policies

Goals and policies are not included for this section of the Subarea Plan because the County's Critical Areas Ordinance (ICC 17.02B) and Shoreline Master Program (ICC 17.05A) are our environmental code and policy documents and Clinton does not have unique standards.

Chapter 7. Parks and Open Space

7.1. Introduction

Parks and open spaces such as trails, community gathering areas, and natural areas are central components of any community's well-being, allowing accessible spaces to connect with nature, participate in physical activities, and build community. Clinton's coastal location provides the community with access to the Puget Sound and beaches such as Columbia Beach. Additionally, there are two designated parks in Clinton with many others near the area. Ensuring access to and quality of parks and open space is vital to the health, prosperity, and natural resources in any community. This section lays out the existing conditions for Clinton's parks and open space, as well as policies to future evaluation of level of service and potential maintenance and improvement.

7.2. Existing Conditions

7.2.1. Local Parks

Clinton has two designated parks – Dan Porter Park and Clinton Beach Park (see **7-1, Parks and Open Space**).

- Dan Porter Park is a 9.4-acre park located on Deer Lake Road. The park includes 5.4-acres of forested land and features a ballfield, playground, covered structure, and additional open green space.
- Clinton Beach Park is a small 0.6-acre park located next to the Ferry Terminal. The park provides direct access to the beach and also includes bathrooms, covered bicycle parking, tables, and informational signage.

As a rural area, many of the lots for single-family residences in the area have large yards for recreational use as well. While not publicly accessible, they do provide many residents with outdoor spaces for recreation and hobbies such as gardening.

7.2.2. Regional

Clinton is surrounded by a multitude of other parks and recreational spaces in south Whidbey Island. The open space resources listed below are not within the Clinton community but are accessible to the residents. This includes but is not limited to:

- Possession Point State Park, Possession Sound Preserve, and Possession Beach Waterfront Park to the south
- Deer Lake Park, Dave Mackie Park, and Trustland Trails to the west
- South Whidbey Sports Complex, Putney Woods County Park, and Saratoga Woods to the north

7.2.3. Open Space

Open Space is a broad term that includes all land which contains natural areas, habitat lands, natural drainage features, and/or other environmental, cultural, and scenic resources. This includes Critical Areas, trails, forest lands, waterways, and civic spaces. Most open space is privately owned and intended to remain largely undeveloped, except for civic spaces. In addition to Critical Areas (discussed in Chapter 7), Clinton also has one civic space – the Clinton Community Hall (see **7-1, Parks and Open Space**).

The Clinton Community Hall is a 501(c)(3) non-profit, community-supported organization located off of SR 525 between Dan Porter Park and the Ferry Terminal. The Clinton Community Hall was formally

incorporated in 1910 as Clinton Progressive Association that operates a civic, non-partisan, non-denominational and non-profit organization to benefit the entire South Whidbey community. Currently, a seven-person Board of Directors manage the Community Hall, which serves as a community gathering and event space and can be rented out for private events.

7.3. Level of Service

Level of service (LOS) is a measurement for how well served residents are with park and open space areas. Island County measures LOS by the number of acres of open space available per 1,000 residents and represented as a ratio. In the 2016 Island County Parks and Recreation Plan and Capital Facilities Element, Island County set an LOS standard of 3.5 acres of open space per 1,000 residents and 0.5 miles of trails per 1,000 residents. Based on the 2022 U.S. Census Bureau projection of 1,165 residents and the approximately 10 acres of park space between Dan Porter Park and the Clinton Beach Park, Clinton currently has an LOS of 8.6, well exceeding the Island County standard. This does not include the approximately 3 miles of shoreline, much of which has beach access and is publicly accessible. Clinton does not have any formal trails, though the rural nature and ample natural areas provide for a number of unofficial trails. As discussed in the Transportation Chapter of the subarea plan, the Island County 2024-2029 Six-Year Transportation Improvement Plan (TIP) identifies the Clinton to Ken's Korner multi-use Trail along SR 525. This trail is proposed to run from Deer Lake Road in Clinton to the Ken's Korner shopping center which is approximately 2.5 miles. A portion of this is within the Clinton community study area and would surpass the LOS trails standard for Clinton's population. The current TIP has tentative completion of this project marked for 2027/2028, dependent on availability of funding.

Acres of park land is only one way to measure the level of service residents are receiving from existing parks and open space facilities. If parks are consolidated into one larger, regional serving park, it may often leave neighborhoods without easily accessible open space. Given the long, linear shape of Clinton, much of the community is not within a ¼ mile (generally regarded as a comfortable 10-minute walking distance for most people) distance of the existing park either Dan Porter Park or the Clinton Beach Park. This is shown in **Figure 8-2**, Parks Level of Service. In order to create equitable parks and open space opportunities for all residents, neighborhood park areas should be identified and acquired in both the northern and southern residential areas of Clinton.

7.4. Park and Recreation Demands

As noted above, the Clinton community is well-served based on a traditional LOS analysis and does not need to add any park facilities to meet current demand. Ample beachfront access and large lots with yards for recreational use provide additional opportunities for outdoor recreation which are not included within that LOS calculation. Neighboring unincorporated areas as well as the cities of Langley and Freeland provide more park and open space opportunities in close driving distance and many youth leagues and other programs span the South Whidbey area.

Island County is in the process of updating the Parks and Recreation Element of their 2025 Comprehensive Plan. Additional recommendations for improvements in Clinton may result from those studies.

Figure 7-1: Parks and Open Space

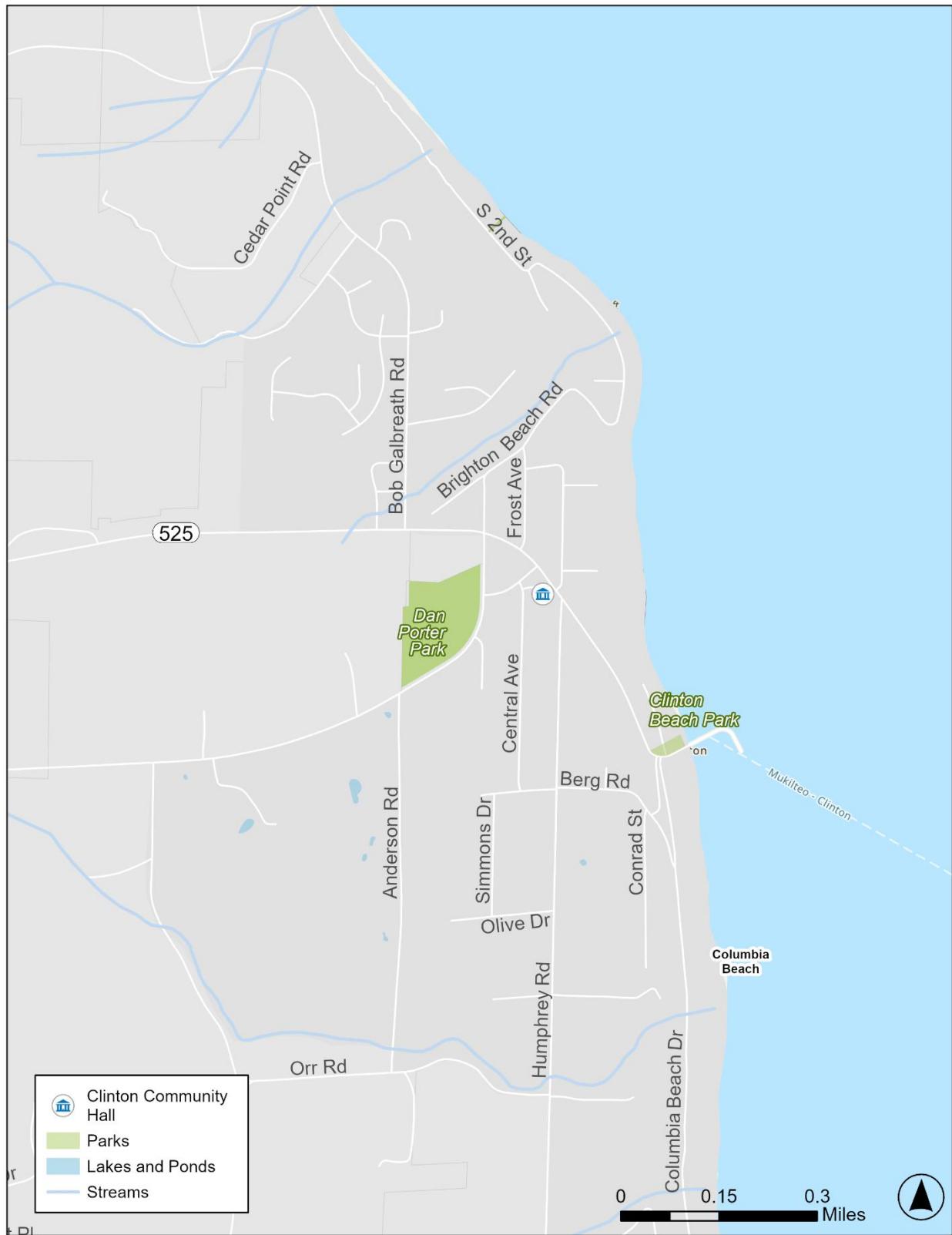
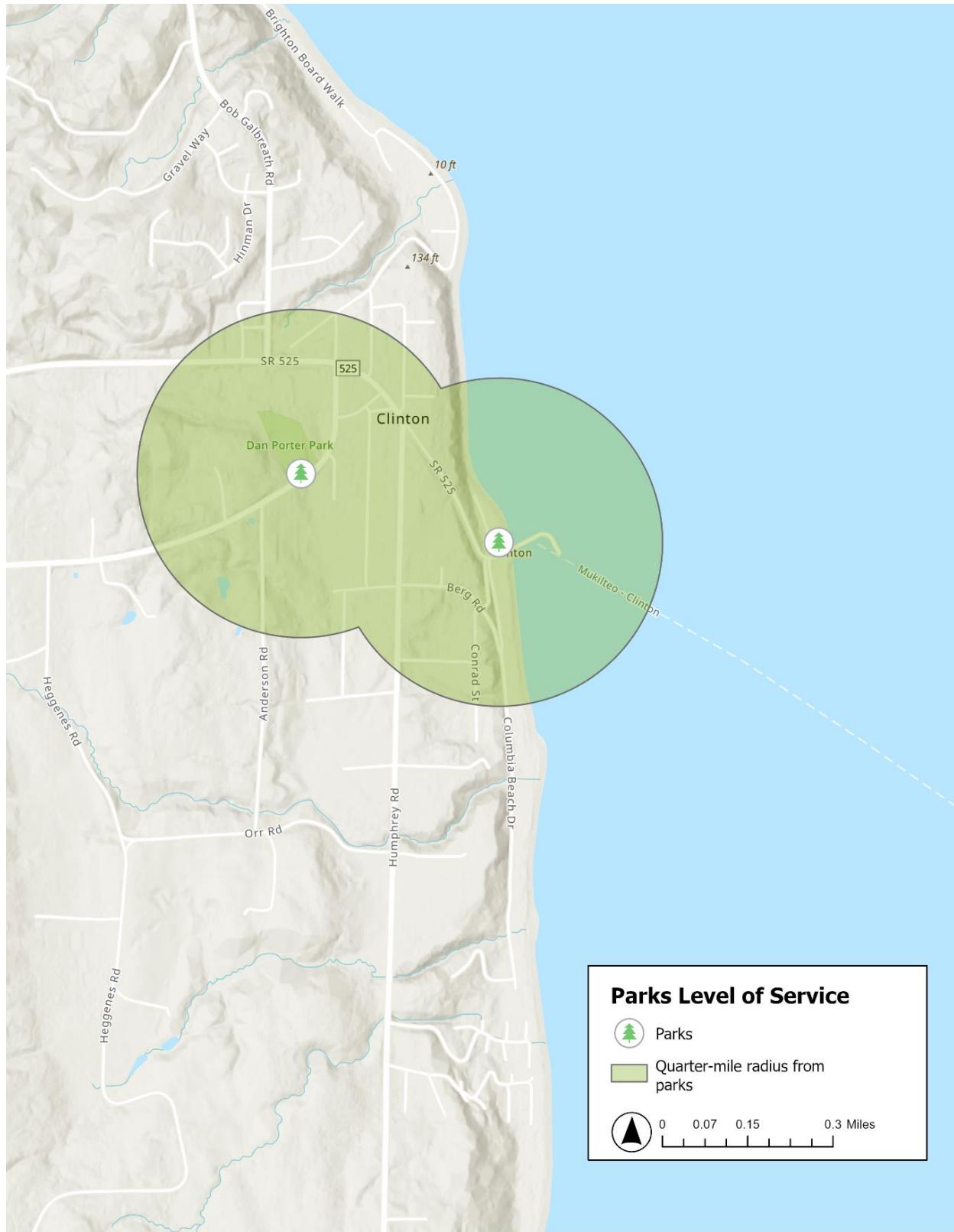


Figure 7-2: Parks Level of Service



7.5. Parks and Open Space Goals and Policies

POS Goal 1: Preserve and enhance Clinton's existing park and open space areas.

Policy POS 1.1: Complete an assessment of Dan Porter Park and Clinton Beach Park as part of the 2025 Island County Comprehensive Plan periodic update and implement capital improvement plan (CIP) recommendations

Policy POS 1.2: Promote the community volunteer cleanup program.

Policy POS 1.3: Identify and apply for funding opportunities including grants, local partnerships, sponsorship, and park impact fees to fund future park maintenance and open space acquisition

POS Goal 2: Expand open space and recreational opportunities within Clinton.

Policy POS 2.1: Identify land in Clinton for potential acquisition and development as neighborhood parks.

Policy POS 2.2: Catalog existing official trails to identify gaps in service and increase community connectivity.

Policy POS 2.3: Advertise local recreational opportunities organized by the Clinton Community Council and other local organizations.

Policy POS 2.4: Encourage the development of vacant and underutilized land as pedestrian-oriented community spaces in the downtown core area.

Chapter 8. Transportation

8.1. Introduction

The way in which people move around a community is critical to how it functions. Transportation impacts long-term economic development, community character, safety, and the overall urban design.

Transportation mobility typically includes personal vehicles, public transit, rideshare and carshare, and active modes such as walking, biking, and rolling (wheelchairs and mobility devices). Planning for transportation improvements in Clinton focuses primarily around Washington State Route 525 (SR 525) as it plays such a prominent role in not just how residents move within Clinton, but how visitors and residents of the larger Whidbey Island area move through Clinton. Future planning for local roadways which run perpendicular and feed into SR 525 is also an important consideration as these roads are the primary way for residents to access the community's main commercial services area.

8.1.1. Other Related Plans

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

- Island County Comprehensive Plan, 2025
- Island County Six-Year Transportation Improvement Plan (TIP), 2025-2030
- Island County Non-Motorized Trails Plan, 2018

8.2. Existing Conditions

Clinton is primarily served by SR 525 which originates from the ferry terminal and runs through Clinton into the rest of Whidbey Island. All of Clinton's businesses are located along SR 525, which serves as travelers' only access from the ferry through Clinton into Whidbey Island. Humphrey Road is the primary collector road, running north-south from the residential area to the south of the terminal up to SR 525. Island transit provides public transit services to and from the ferry terminal.

8.2.1. Roadways

Per the Transportation Element of the 2016 Comprehensive Plan, Clinton's roadways have the following designations. These are shown in **Figure 8-1**, Island County Roadway Classifications (Clinton), and defined consistent with the Comprehensive Plan as follows.

State Highways (Washington State Route 525)

The State Highway system serves as the primary roadway system within Island County. State Highways connect many of the subareas within the County, including Oak Harbor and Clinton on Whidbey Island and Camano Island to the City of Stanwood. WSDOT classifies certain State Highways, including SR 525, as Highways of Statewide Significance (HSS). This designation indicates that the highway has travel characteristics indicative of substantial statewide and interstate travel and are needed to connect major communities.

SR 525 is the only state-maintained road and highway in Clinton, with the rest being local streets. The speed limit of SR 525 within Clinton is 30 mph, and the speed increases once vehicles exit the Clinton boundary. The rest of the roads within Clinton are local with speeds around 35 mph. To the east, SR 525 runs up until the Ferry Terminal, including a 2-mile shoulder for the ferry vehicle queue, and continues south at the Mukilteo Ferry Terminal towards the City of Lynnwood. To the west, SR 525 provides access

to the rest of Whidbey Island by traveling Freeland and continuing north until it intersects with and continues as SR 20, traveling the remainder of Whidbey Island to the Anacortes Ferry Terminal.

Secondary Arterial

Secondary Arterials support the Major Arterial system by providing another tier of mobility and access between the Major Arterial and Collector networks. These roadways also connect two or more communities and may serve as an alternate route to a Major Arterial or State Highway. While still some of the busiest roadways on the county roadway network, Secondary Arterials typically have lower traffic speeds and/or volumes as compared to Major Arterials.

In Clinton, Bob Galbreath Road, which connects Clinton to the City of Langley, and Deer Lake Road, which connects Clinton to the Major Arterial of Cultus Bay Road, are identified as Secondary Arterials.

Collector Roads

Collectors provide both access and mobility for Island County between the arterial network and local access streets. The predominant function of these roadways is to collect traffic from neighborhoods and local streets. They may provide for considerable local traffic that originates or is destined to points along the corridor, while providing direct access to adjacent properties.

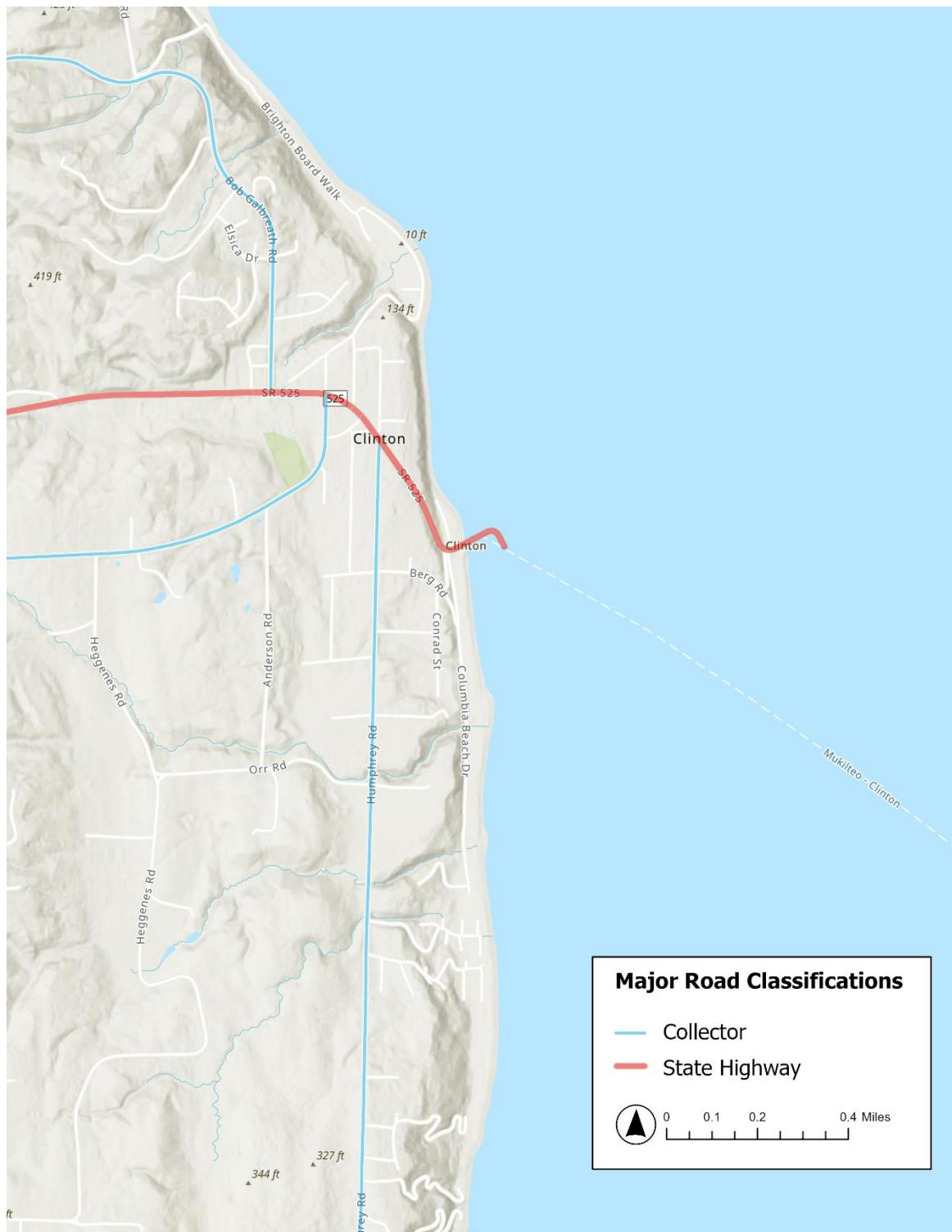
In Clinton, Humphrey Road running south adjacent to the shore is classified as a Collector.

Local Access

Local access streets provide for direct access to adjoining properties, commercial businesses, and similar traffic destinations. Local access roads typically carry low volumes of traffic to low activity land uses. While these roadways typically have low speeds, some of the rural access roadways have higher posted speeds.

All other roadways within Clinton are classified as local access roads and provide access to the surrounding residential community off of State Route 525.

Figure 8-1: Island County Roadway Classifications (Clinton)



8.2.2. Functional Roadway Classifications

In addition to the Functional Classification system adopted by Island County, there are Federal and State roadway designations that are used to determine funding eligibility under Federal-Aid programs. The Federal Functional Classification system provides a hierarchy of roadways as defined by the Federal Highway Administration (FHWA) and is maintained for Washington State roadways by WSDOT³. Due to the regional context of the Functional Roadway Classification, some roadways may have different designations.

Within Clinton, State Route 525 is classified as an Other Principal Arterial while Humphrey Road, Bob Galbreath Road, and Deer Lake Road are all Minor Collectors.

8.2.3. Contextual Roadway Classifications

In 2022, the National Cooperative Highway Research Program (NCHRP) produced a Research Report (Report No. 1022) on contextual classifications for highways within the United States. Per the report, the purpose of context classification is to characterize roadways based on land use data and define how users expect to move in and around an area (known as transportation expectations). Understanding context clarifies the multiple roles a roadway plays or is intended to play in the community. It lets practitioners identify and analyze the impacts and tradeoffs necessary to balance user needs and safety and address other community issues.⁴

There are five major context classifications, of which Rural Town is most applicable to Clinton and specifically to the role that SR 525 plays within the community. While designated as a State Highway, it also serves as the primary commercial core of the community which would typically warrant lower traffic speeds and additional pedestrian focus. Based on case studies and analysis, the Research Report recommends that Rural Town transportation expectations should generally match the following characteristics⁵:

- **Users/Vehicles:** Regional vehicle and freight traffic. Moderate pedestrian activity. Potential for some bicyclists.
- **Movement:** Moderate quality of service and slower vehicle speeds. Delays acceptable to local traffic. High quality of service for nonmotorized users due to street-oriented development patterns
- **Permeability:** High vehicle, bicyclist, and pedestrian access opportunities. Direct pedestrian access to land uses. Vehicle and bicyclist access may be provided on adjacent roadways within the network.
- **Network:** Expanded street network within a limited area serving immediate land uses. May include cross streets accessing dispersed areas in surrounding rural area(s). Through traffic concentrated on the primary roadway.
- **Speed:** Motorized 25 to 35 miles per hour (MPH)

³ WSDOT Functional Classification Map Application. Available at: <https://wsdot.wa.gov/about/transportation-data/roadway-data/functional-classification>

⁴ NCHRP Research Report 2011. Available at: [Chapter 1 - Context Classification System Overview | Context Classification Application: A Guide | The National Academies Press](https://www.nap.edu/read/23282)

⁵ NCHRP Research Report 2011 (Chapter 4). Available at: [Chapter 4 - Rural Town | Context Classification Application: A Guide | The National Academies Press](https://www.nap.edu/read/23282)

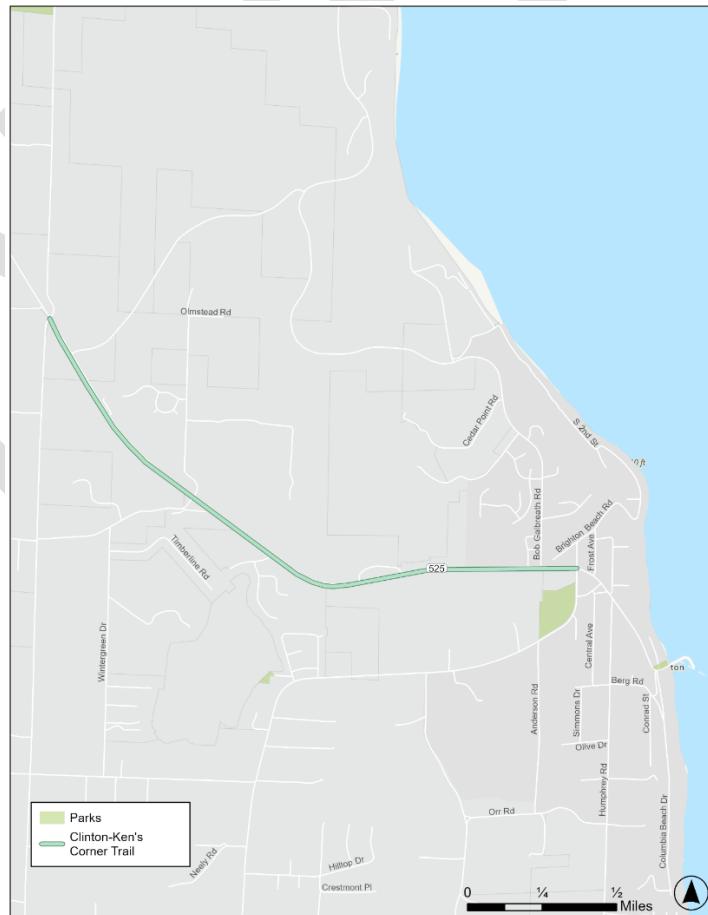
While Clinton matches much of the same characteristics described above, the presence of the Washington State Ferry Terminal at the waterfront creates the need to expedite traffic off the ferry and through Clinton to maintain route timing. Slowing traffic through traffic signals or other traffic calming measures may necessitate modifications to the ferry schedule or identification of an alternative off-loading method that does not pass directly through the community center. The current posted speed through Clinton (30 mph) is within the recommended Rural Town range, however it is noted that speeds, especially heading downhill towards the ferry terminal, regularly exceed this limit due in large part to the wide nature of the roadways and lack of pedestrian crossings.

Policies for coordination with the Washington State Department of Transportation (WSDOT), jurisdiction over SR 525, are included within this section.

8.2.4. Pedestrian and Bicycle Infrastructure

There are some sidewalks along SR 525 near the Ferry Terminal and other retail frontages, but most streets do not contain sidewalks. There is no existing bike infrastructure – including trails or bike lanes – within Clinton, however, the construction of the approximately two-mile Clinton to Ken's Korner multi-use trail from Deer Lake Road to Ken's Korner shopping center is planned for construction in 2027, as described in Island County's 2025-2030 Transportation Improvement Plan (TIP). When completed, this project will provide Clinton with its first paved multi-use trail.

Figure 8-2: Proposed Ken's Corner to Clinton Trail



At present, there are two marked pedestrian crossing of SR 525 within Clinton, located at the intersection of Deer Lake Road and SR 525, and at Hunziker Ln (private)/Columbia Beach and SR 525. The existing infrastructure has a marked crosswalk and a continuous overhead flashing pedestrian signal meant to warn cars of the potential of pedestrians to cross in this area. There is no ability for users to activate the signal on demand or to have it change to stop traffic, and pedestrians are forced to rely on drivers seeing them and stopping, which creates a dangerous situation for both the pedestrian and drivers who may be forced to stop suddenly due to not expecting to have to stop in this area. A small bulb-out on the southern side of the street is intended to shorten the distance that pedestrians are in the street area. An image of the current intersection is shown in **Figure 8-2**, Existing Pedestrian Crossing.

Figure 8-3: Existing Pedestrian Crossing



To maximize pedestrian safety, the existing marked crosswalk needs to be enhanced to an ADA-compliant high-visibility crossing with a user-activated rectangular rapid flashing beacon (RRFB) with amber flashing lights, a pedestrian hybrid beacon (aka HAWK signal) with red flashing lights or, if signal warrants can be met, a full traffic signal with lead pedestrian interval (LPI) signal phases.

Due to the location on SR 525, WSDOT will likely require the County to perform an Intersection Control Evaluation (ICE), which may result in WSDOT recommendation for a roundabout. The multimodal safety benefits of roundabouts are well-documented, but roundabouts on State highways often require a larger physical footprint than pedestrian crossings or traffic signals and are far more expensive to construct.

8.2.5. Washington State Ferry

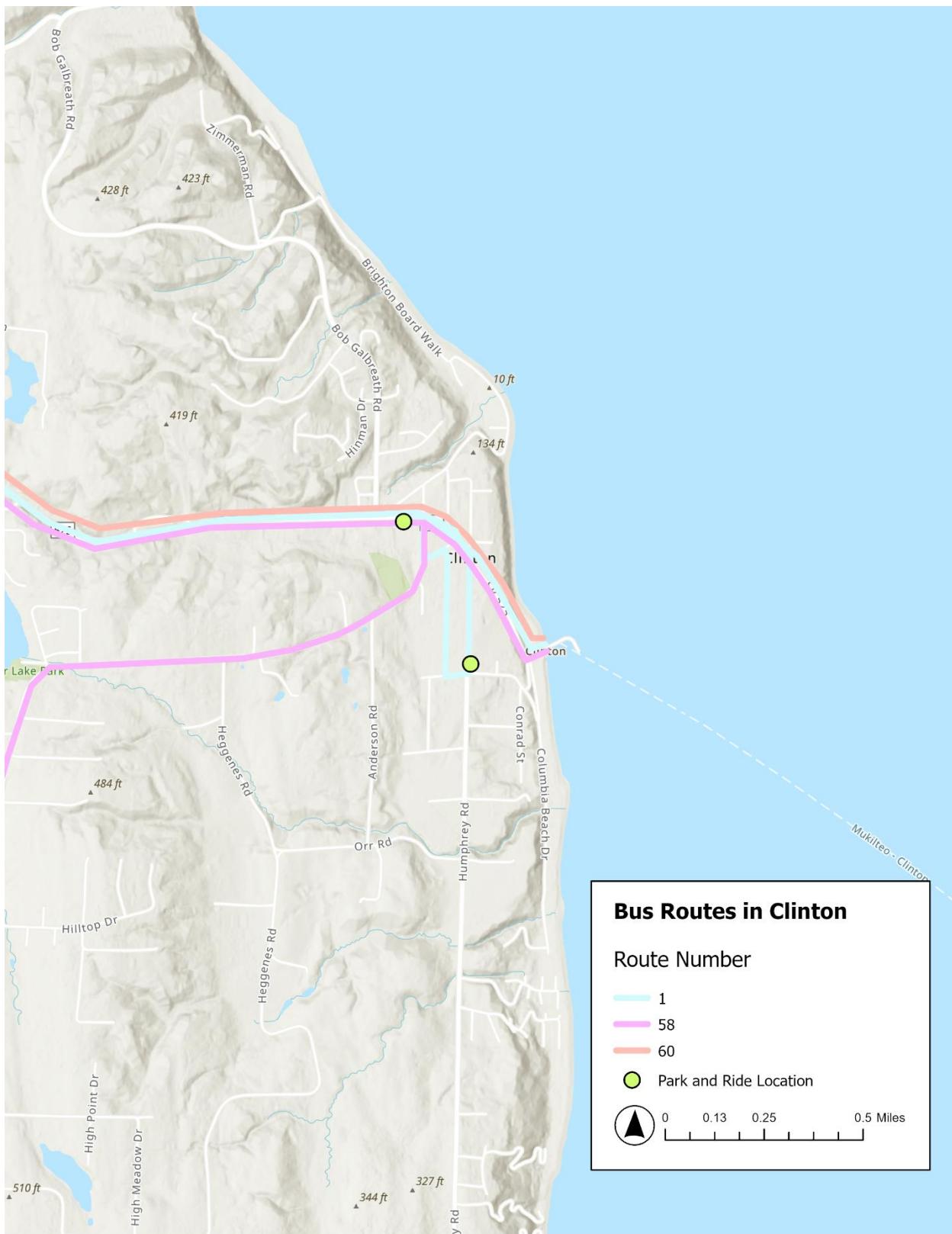
Washington State Ferries provides a vehicle and pedestrian connection across the Puget Sound between the Clinton Ferry Terminal and the Mukilteo Ferry Terminal. SR 525 runs through Clinton directly to the Ferry Terminal and has a 2-mile shoulder for the ferry vehicle queue. There is a small parking lot at the terminal and two park-and-rides: Deer Lake Road and Humphrey Road. The trip between Clinton and Mukilteo takes approximately 20 minutes, depending on weather conditions. Once in Mukilteo, riders can resume travel on SR 525 or other regional transit services to make connections to their destination.

Washington State Ferries operate 39 daily sailings to and from Clinton, with departures every 30 minutes between 4:40am and 10pm with hours sailings from 10pm until 12:30am. With 3.4 million passengers riding the route in 2022, Clinton sees approximately 240 passengers per sailing pass through or stop in town.

8.2.6. Public Transit

Island Transit provides fare-free transit service on Whidbey and Camano Islands including routes in Clinton. Route 1 runs between Harbor Station in Oak Harbor and the Clinton Ferry Terminal and includes stops at three park-and-rides. Passengers can transfer to other Island Transit Routes at Harbor Station. Route 58 provides service between the Clinton Ferry Terminal and Scatchet Head. Route 60 provides service from the Ferry to Freeland and includes stops in Langley and along SR 525. The Clinton Commuter Route provides six weekday evening trips from the Ferry Terminal to Clinton park-and-ride and Humphrey Road park-and-ride. Paratransit service is also provided within $\frac{3}{4}$ mile of each route. **Figure 8-3**, Clinton Public Transit Routes and Facilities, shows the location of current transit routes available to serve residents. These routes are subject to change based on service providers as well as changes in land uses over time which may increase or decrease demand in different parts of the County.

Figure 8-4: Clinton Public Transit Routes and Facilities



8.3. Level of Service (LOS) Analysis

Clinton does not have unique LOS standards. More information can be found in the Capital Facilities Element and Plan within the Island County 2025 Comprehensive Plan periodic update.

The Island Regional Transportation Organization (IRTPO) regional plan recognizes that WSDOT has adopted LOS D for SR 525, but as a HSS facility, SR 525 is not subject to Island County's transportation concurrency ordinance requirements for development review to maintain LOS D.

8.4. Traffic Operations Forecast

The section is pending analysis being completed as part of the Island County 2025 Comprehensive Plan periodic update.

8.5. Finance Plan

Clinton does not have an individual financing plan for transportation projects. Instead, the Transportation Improvement Plan (TIP) is adopted annually for a six-year period.

8.6. Transportation Goals and Policies

TR Goal 1: Increase Clinton's transportation network safety and efficiency.

Policy TR 1.1: Coordinate with WSDOT on potential streetscape improvements, traffic calming measures, and signal improvements on SR 525 through Clinton.

Policy TR 1.2: Create clear wayfinding signage to move residents and visitors more efficiently through Clinton and to everyday commercial uses and necessary services.

Policy TR 1.3: Coordinate with WSDOT to evaluate the potential classification of SR 525 under a contextual roadway classification system.

TR Goal 2: Increase pedestrian and bicycle safety and connectivity.

Policy TR 2.1: Complete the Clinton to Ken's Korner multi-use trail along SR 525.

Policy TR 2.2: Conduct an Americans with Disabilities Act (ADA) assessment of public realm areas to ensure usability for all residents.

Policy TR 2.3: Minimize vehicular curb cuts into businesses from SR 525 through shared access or rear vehicular access off alleys and secondary roads.

Policy TR 2.4: Introduce physical barriers such as planter strips between pedestrian walkways and travel lanes where possible.

Policy TR 2.5: Coordinate with WSDOT and relevant agencies to study the reduction of speed limits and potential for pedestrian buffers along SR 525 and collector streets in Clinton's core.

Policy TR 2.6: Lower the speed limit on County roads to 30 mph, or lower where possible

Chapter 9. Economic Development

9.1. Introduction

Clinton's location as the gateway to Whidbey Island from the Clinton Ferry terminal gives the area unique potential to capture revenue from a consistent stream of ferry traffic while catering to existing and future residents. There are a small number of businesses in Clinton and this section will focus on the present state of Clinton's economy and put forth policies which capitalize on Clinton's unique characteristics to enhance local economic activity.

9.2. Existing Conditions

Clinton's economy is largely based around uses serving local residents and visitors to South Whidbey. Whether it is car rentals for those travelling the island or quick serve retail and restaurants, Clinton's small economy is primarily visitor-serving uses. Most of Clinton's workers leave the area for work elsewhere, with few living and working in Clinton. **Table 9-1: Clinton Jobs by Category**, Clinton Jobs by Category, shows the breakdown of jobs in Clinton by industry. In 2017, the Port of South Whidbey performed a market study which looked at how the city can enhance its Rural Center zoned area to bring about more development, jobs, and commerce. The study identified six action items to help realize the market opportunities in Clinton's center:

- Complete streets
- Electronic queuing for ferry
- Establish a community drainfield
- Catalytic projects to increase development in the urban center
- Develop a road grid
- Recruit new businesses

Economic development goals and priorities in this section seek to incorporate these goals in the context of creating realistic growth and development targets for Clinton.

Table 9-1: Clinton Jobs by Category

Job Category	Count	Share
Agriculture, Forestry, Fishing and Hunting	0	0.0%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%
Utilities	2	1.0%
Construction	34	17.0%
Manufacturing	2	1.0%
Wholesale Trade	0	0.0%
Retail Trade	14	7.0%
Transportation and Warehousing	17	8.5%
Information	9	4.5%
Finance and Insurance	4	2.0%
Real Estate and Rental and Leasing	1	0.5%
Professional, Scientific, and Technical Services	21	10.5%
Management of Companies and Enterprises	0	0.0%

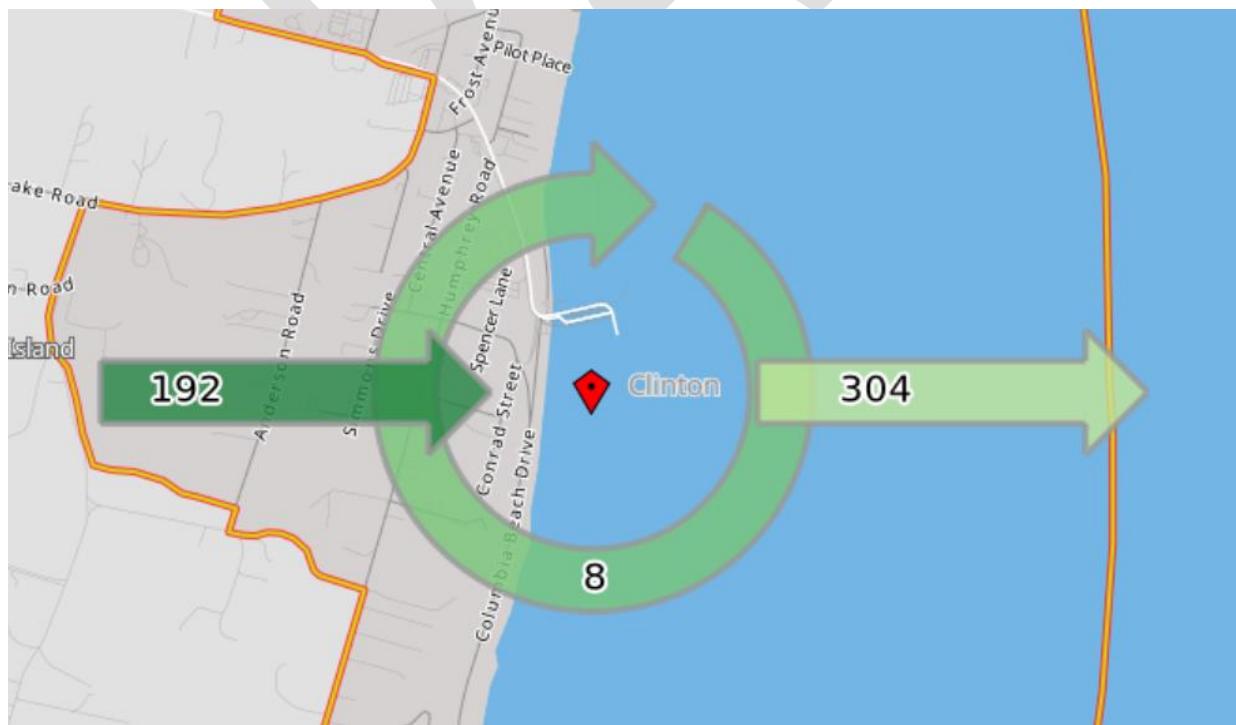
Job Category	Count	Share
Administration & Support, Waste Management and Remediation	15	7.5%
Educational Services	0	0.0%
Health Care and Social Assistance	4	2.0%
Arts, Entertainment, and Recreation	0	0.0%
Accommodation and Food Services	48	24.0%
Other Services (excluding Public Administration)	29	14.5%
Public Administration	0	0.0%
Total	200	

Source: LEHD OntheMap, US Census Bureau

Clinton is home to approximately 200 jobs and 504 employed persons, per 2023 US Census estimates. The majority of Clinton's residents commute out of the area for employment as shown in **Figure 9-1**, Employment Inflow/Outflow for Clinton. Those working in Clinton overwhelmingly commute in, with few living and working in town. Given the rural nature of Clinton, this can be expected, however it does put added emphasis on the importance of SR 525 to access communities within Whidbey Island to the north and the Washington Ferry System to provide access to the larger King and Snohomish County areas which have larger employment opportunities.

The largest industries in terms of employment within Clinton are accommodation and food services (24% of total employees) and construction (17%). The median income in Clinton is \$69,570, with most residents earning between \$50,000 and \$150,000 annually.

Figure 9-1: Employment Inflow/Outflow for Clinton



9.3. Business Profile

According to ESRI Business Analyst data, there are approximately 57 businesses incorporated in Clinton. This figure includes personal LLCs and other flow-through entities. The largest employers in Clinton are the ferry terminal and Clinton's Fire/EMS station. Cozy's Roadhouse is the largest private employer. There are few chain businesses in Clinton, making most locally owned small businesses. A strong community of local businesses is an important foundation in the economic development of any area. Initial feedback from Clinton residents has shown a stated need for increased investment and focus on enhancing and expanding local business opportunities in Clinton's core.

Per ESRI and the Bureau of Labor Statistics (BLS), Clinton's residents spend less than average communities per capita on many consumer goods and food. They spend more on gifts donation and healthcare than the average community. These trends may be reflective of a small number of restaurants and consumer goods stores in the Clinton area. It is important to remember that given the relatively small population in Clinton, trends based on this data are likely to be more variable.

Given the number of small local businesses and the limited consumer market with physical constraints of being on an island, small businesses can often struggle to stay afloat. The Economic Development Council for Island County (EDC) often provides grants for small businesses (as recently as 2023) and offers business advising for small businesses looking to expand or start. Additionally, Island County's Rural County Economic Development initiative provides grants to local governments and public organizations with the goal of stimulating private investment and retaining employment in the county's rural areas.

9.4. Opportunities for Economic Development

Island County's employment opportunities and commerce options are currently limited and stand to grow. Successful economic development in Clinton can turn the area into an economic node. Economic development has strong ties with nearly all other sections of this plan to improve the economic state of the Clinton area. Clinton's location at the nexus of SR 525 and the ferry terminal present a unique opportunity to capitalize on a consistent source of potential revenue in the area. Currently, there are few employers in the Clinton area and future development is limited by sewage capacity. Clinton's economic opportunities are twofold, capturing activity from ferry traffic and increasing the number of people living in Clinton. For workers, the ferry terminal presents opportunity for Clinton's residents to easily commute to Everett, Mukilteo, and beyond. Therefore, housing and employment in Clinton will benefit from any increased commercial or residential density. Increased housing and commercial options with access to the ferry terminal eases the ability of those living near the terminal to commute across the sound and encourages ferry traffic to stop in Clinton. Enhancing advertising for and increasing the number of businesses along SR 525 has been a long-identified need in past and present studies of Clinton's economic opportunities.

The focus of Clinton's economic development is to create a sustainable commercial environment in the area's core serving residents and ferry traffic. By encouraging ferry traffic to stop for food, goods, and services in Clinton, the area can have self-sustaining commercial amenities and begin establishing itself as an economic node. Many existing barriers exist to becoming a self-sustaining commercial area. As of 2022, only four people had moved into Clinton in the last year, indicating a minimal population influx. This minimal growth, along with stagnant commercial development, means there is currently little development in Clinton. To encourage growth, Clinton should:

- strive to improve how the rural center zone is developed,
- implement traffic calming and signage to increase commercial activity,
- work with the community to promote local development and businesses, and
- ensure utility infrastructure supports growth.

Economic policies in this plan utilize planning solutions to encourage commercial activity in Clinton and along 525. It is important to note the broad multi-disciplinary impact all areas of planning have on economic development. Many policies in other sections of this plan will impact Clinton's economic development and a Clinton's potential success is rooted in the community's housing market, transportation structure, utility availability, and general character.

9.5. Economic Activity Tracking

To aid in the growth of Clinton, tracking economic data over time will allow future planning efforts and growth to understand how spending, trips, businesses, and visitation change in response to implementing the policies in this section. For example, a yearly update of business revenue for retail and food-based businesses along 525 will show if efforts to market and direct ferry traffic to stop in Clinton are having a meaningful economic impact. Furthermore, creating a living tracker for areas where development standard changes are implemented will reveal the effectiveness of the standards and what changes are required over the course of the creation of a Clinton NMUGA. Island County does not currently track economic activity in this manner, partnerships with local entities such as the Clinton Chamber of Commerce or the Economic Development Council of Island County should be explored to track this information.

9.6. Economic Development Goals and Policies

ED Goal 1: Increase economic growth opportunities in Clinton's downtown core.

Policy ED 1.1: Explore the creation of a business improvement district to combine resources and focus on collectively addressing the future needs within Clinton's commercial areas.

Policy ED 1.2: Provide businesses with information on economic resources available through Island County's Rural County Economic Development initiative as well as external resources.

ED Goal 2: Address barriers to commercial development.

Policy ED 2.1: Study opportunities for septic solutions to ease the individual burden of septic tanks for new businesses.

Policy ED 2.2: Amend development standards such as setbacks within the Rural Center zone along SR 525 in Clinton to create flexibility in future development.

Policy ED 2.3: Coordinate with WSDOT on implementing traffic calming measures on SR 525 between Humphrey Road and Bob Galbreath Road to increase pedestrian safety and walkability.
(See Transportation goals and policies)

ED Goal 3: Establish a cohesive sense of place within the SR 525 corridor.

Policy ED 3.1: Create land use guidelines for future commercial development abutting SR 525.
(See Land Use goals and policies)

Policy ED 3.2: Coordinate with WSDOT on future streetscape improvements along SR 525, such as street trees, street furniture, and landscaping.

Chapter 10. Implementation

This chapter establishes the processes and procedures by which the goals and policies are enacted. It also defines the relationship of the Clinton subarea plan to the Zoning Code and other planning documents applicable to Clinton and defines the process for amendment of the subarea plan.

The Executive Summary at the beginning of this document contains prioritization information, responsible entities, and actions for how this plan will be implemented.

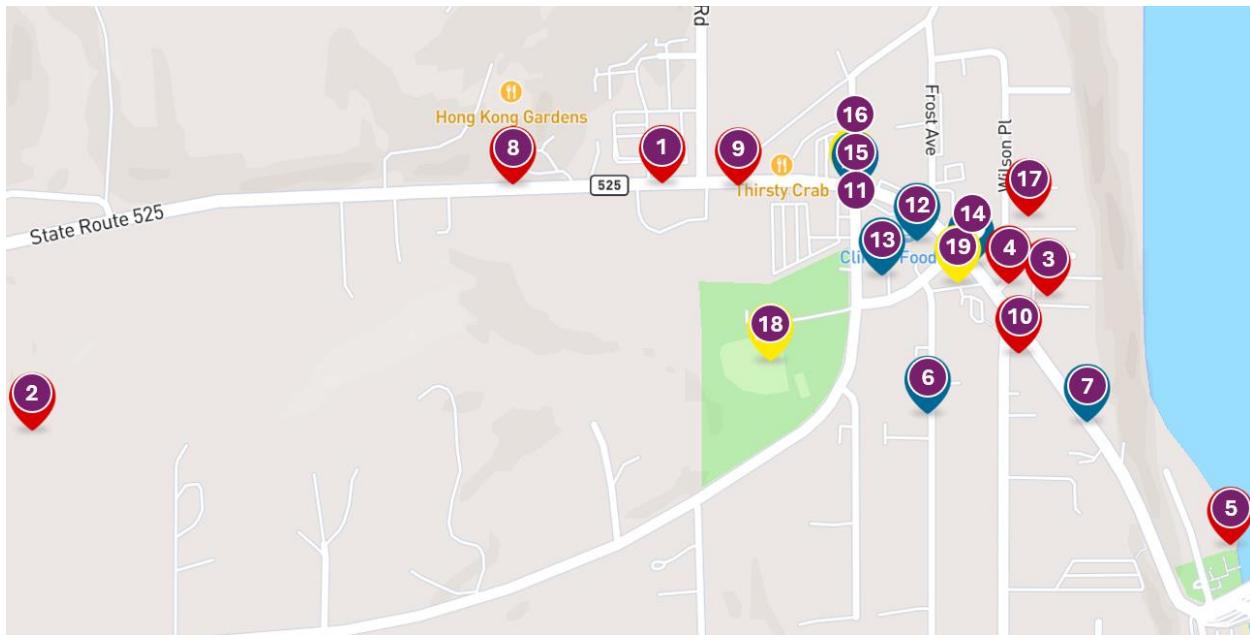
This section will be completed with zoning code updates consistent with the 2025 Island County Comprehensive Plan periodic update to ensure consistency between the two documents.

DRAFT

Appendix A: Community Engagement

Webmap

The online interactive map was available between June 26, 2024 and September 13, 2024 and accessible for comment on Island County's 2045 webpage. The answers were publicly displayed on Island County's Interactive Community map webpage. The responses and location of response are displayed below. The final two comments (18 and 19) are examples, not community responses.



Map Number	Comment
1	<p>This area is ripe for business. We should be looking at other successful tourist/seaside communities businesses and see what we are lacking and what is successful.</p> <p>If we can give ferry-goers a reason to stop it will help other surrounding businesses. A rising tide lifts all boats...</p> <p>Promoting development will help retain jobs on island and offer careers for youth.</p>
2	Explore ways to expand public access/ swimming area at Deer Lake. Consider eliminating motorized boats for such a small lake it is dangerous and polluting.
3	Clinton would benefit from more walkable sidewalks, accessible for wheelchair users, stroller users, pedestrians, and other travelers. It would benefit from landscaped paths for dog walkers and parents with kids who want to stop and look at plants, bugs, and flowers. Landscaping in the median and on the verges would help slow traffic, cool the ferry waiting area, and increase the feeling of "community" vs "thoroughfare" for Clinton. Working with the DOT to make the highway feel more like a neighborhood might be tricky but the side streets could be designed, planted, and landscaped for a more walkable community.
4	Clinton needs sewage treatment capacity or a septic alternative if it is going to evolve into the thriving mixed use commercial/residential gateway community that it can be.
5	Acquiring and expanding access to public beaches would strengthen Clinton's identity as a beachfront community for guests and residents alike

Map Number	Comment
6	If Clinton is to be a walkable neighborhood, typical urban design standards should be required at infill lots- Limit fences at the street, provide sidewalks, porches to address the street, etc.
7	Clinton lacks a coherent look. Street trees, either in the median strip, or at the roadsides would be a really helpful, and welcoming signal to both visitors and regulars that there is a worthwhile community here. They might also help slow traffic.
8	Sometimes start up businesses throw all their junk out in their yard, and call that merchandise display. These junkyard businesses make everything around them look like junk. Is there some kind of regulation we could look into to limit this kind of activity in the future?
9	Clinton is basically a drive-through for people rushing to and from the ferry. Clinton could be more of a destination with restaurants and shops that would attract tourists and us folks further up the island. Hopefully, it could also be an area for low income housing, especially useful as it is close to the ferry and bus routes.
10	Add sidewalk at least at SE corner of 525/Humphrey to keep parked cars from blocking sightlines of drivers trying to watch for uphill traffic and to allow pedestrians to walk without being in ferry waiting lane.
11	If you think about adding more growth to Clinton - apt. buildings, etc. it's important to consider that we are on wells, and many of us are having water issues already - where will you get additional water from? it is too expensive to pipe it in and then there is septic issues. I don't think a lot of businesses will go for spending money to hook up to sewer and where would a sewer treatment plant be located.
12	1. The highway traffic coming into Clinton towards the ferry is usually coming fast. It needs to be slowed down. It is dangerous for pedestrians to cross safely. It's also not very pretty. 2. There are multiple areas where people cut into the ferry lane, causing road rage.
13	The support and development of a "Clinton Arts District" could be a major reason for tourists to stop and visit Clinton, as their first destination, on arriving to the island. This would in turn include visiting one of our local eateries, and exploring our village, before continuing on their island adventure.
14	Need to slow traffic and provide safe pedestrian/bike crossing of State Route 525
15	Dangerous intersection due to ferry line, speed of traffic, and short sight distance around downhill curve.
16	Clinton to Ken's Korner Trail is a much-needed future planned facility to safely get pedestrians and bicyclists away from fast moving vehicles getting off of the ferry. The trail will also provide transit and bike route connections into the City of Langley.
17	This bluff area should not be commercial. sensitive area.
18	Example comment: This park gets a lot of use during the summer!
19	Example comment: This is my favorite coffee shop to stop at before the ferry!

Online Survey

Between June 30th, 2024 and September 4th, 2024, the online survey was available to take. The survey asked respondents about five questions related to the Clinton Subarea Plan. Below are all responses sorted by the five questions.

Online Survey Feedback
What challenges do you think Clinton faces?
Traffic, reasons to capture business including year round, an aging population, erosion, failing septic, invasive plants
To be more than just a place you pass through on your way to and from the ferry. Becoming a destination.
The highway bisects the downtown corridor, hindering walkability and viability of business. The county has never successfully figured out how to have septic and businesses operate in a way that leaves building owners feeling positive about their government
Layout and ferry lines
Lack of businesses such as cafes, small stores and gardening
Inadequate representation, resources, and attention given its population
Over-development and construction of huge residential structures along Maxwelton Beach by distant landowners, who only care about making money and nothing about their devastating impact on septic systems, the aquifer, the wetlands and the beach.
Due to highway speeds and funky street layouts, businesses in Clinton struggle with visibility. I also think the current infrastructure is somewhat dangerous for bicyclists.
Need more restaurants, shops.
We MUST have (desperately need): 1. better health care, 2. better ferry service; 3. better retail compatible with arboreal environment
Concerned citizens need to be proactive, and work as a team rather than focused on individual, self-beneficial agenda's.
Walkability / bikeability. lack of a central "hub" or ability to walk to multiple shops within a single errand (with rare exceptions). Being bisected by 525. The hill makes walking more challenging
Need to limit density. Improved walkability and bikeability.
What opportunities are there to grow the Clinton community?
Day tourism, food, beach attractions, motorcycle events (FIFO ferry privileges like Isle of Vashon and the Tiddler), Arts/Farms/Garden tours
The ability and need to expand business opportunities.
Actually build a relationship with DOT and figure out walkability across the highway. Figure out parcel zoning to build necessary infrastructure.
Lean in to ecotourism activities, cycling and active health
Check out the newish Speak Easy. Cannot get into it. Also, why aren't wineries marketing in dt Clinton?- Good trails and/or pedestrian paths. Walking on 525 or Bob Galbraith is not fun.
Incorporate!
A major purpose of the LAMIRD is to provide housing for some percentage of new growth to So Whidbey. This was the purpose of the UGA we created in Freeland some 20 years ago. The Freeland UGA is totally non functional, don't repeat in Clinton
We don't want to grow it! Protect its natural beauty, the environment, the quiet, our aquifer, and our quality of life.
A larger library and more casual restaurants would help provide meeting places for residents.

Online Survey Feedback
I have a fantasy of taking the complex at the food mart and turning it into a college...maybe move Skagit valley college,,, and as an incentive like many cities do for corporations, we lessen taxes, or deal on water... etc.
more everyday/common retail with prices competitive to Amazon; more decent restaurants, open full time; BETTER SIGNAGE
Being uphill from the ferry dock, Clinton could become a community for mainland day-trippers. Clinton would need small, niche-filling shops and eateries similar to those found in Port Gamble, Edmonds, the San Juan Islands, Anacortes, and Port Townsend.
More businesses and shops. Better connection between shops. Better marking for pedestrian crossings & bike lanes
It depends on what you mean by growth. Growth to me means improving the community as it is for the benefit of the current citizens.
What do you love about your community?
Walkability, friendliness of neighbors, dog access, good food, kitschy/fun shops, easy access to the south island
It's location.
Clinton is for the actual locals.
The farms and rural feel
Convenience to ferry.
Individuals and businesses working together
The incredible natural beauty. Having neighbors we know, not rental strangers who disrespect us, shooting off fireworks, hitting golf balls into the Sound, flying drones in front of our houses, burning fires in drought, holding raucous parties at night.
I love that many fellow residents maintain both an independent spirit and a care for neighbors and our natural environment.
that there are no chain stores... (not sure how that Dairy Queen snuck in there)
sense of community, big trees
We have lived here 12 years, and even though our home tripled in value during the pandemic, we chose to stay in Clinton. We can safely walk to the grocery store, library, park, post office, pub, or ferry dock.
There are already lots of great businesses in Clinton - the community hall, Nosh - a post office, library, park food store, brewery - a new yoga studio! a small salon. And being close to the ferry is convenient as a resident.
It is slow paced. It is not too dense so that we are elbow to elbow but yet we have a sense of community. Minimal traffic congestion
What are important community assets in Clinton?
Community Center, Library, Ferry Terminal, a Myriad of parks, walkable streets, transit, the people,
The beach, community hall, the current businesses.
Beer
Small farms, natural beauty, agritourism and ecotourism
All the businesses in Clinton main st, library and park
The parks. The Whidbey Institute forests. The trails. The beaches. The natural beauty. The views. The Maxwelton wetlands. The relative quiet. The residents.
Library, parks, bus system, parking for transit & ferry
close proximity to the ferry. why don't we have something to cash in on all those day walk ons?
library, post office, grocery stores
It's just-up-the-hill from the ferry dock, with many empty buildings that could transform into boutiques, book stores, antique shops, or special interest shops to attract day-trippers.

Online Survey Feedback		
Proximity to the ferry, hub for people who live far out in south Whidbey, things to do that aren't a 15-minute drive to Langley		
It depends on how you define Clinton. I personally have everything I want now.		
As we begin to draft the Clinton Subarea Plan, are there questions or comments the team can answer?		
How will we plan for a rapidly aging community and the much younger one that will be replacing them as the housing on the mainland increases in price		
Good question...I'm sure I'll have some as the plan progresses.		
Yes, what happened to the feedback from two years ago at the Progressive Hall.		
What assurances do we have that our input will matter?		
why hasn't drainage been a priority? We all lost possessions during King Tide that could have been alleviated with some good drainage in beach communities. Island County is more concerned about salmon than owners' safety.		
How can we get Clinton on a path to incorporation?		
Do we have to accept the state's growth projections? How can we avoid overpopulation, urbanization, pollution, stress on our aquifer, salt water intrusion, destruction of our water from septic waste, and degradation of our environment?		
so many places are empty in Clinton, I'd love to see an extra "eye sore" tax. rather than have owners just 'sit' on the properties.		
Why does county prohibit big signage and allow trashy-looking little signs, including POLITICAL, to litter roadsides? (There should be uniform signs at side roads for products and services. Look at Maine and Sanibel Island for examples.))		
Along with a 20-year-plan, there should be 2, 5, 7, 10, and 15 year goals that work towards the 20 year plan. Long term goals can only be met achieving short term goals.		
Room for development along a side street - like Humphrey, Deer Lake Road or S. Central Ave - could give Clinton a more "Langley"-like feel. How can we make it easier to walk across the street vs. drive across the street to run multiple errands in Clinton?		
More specific about the outcomes expected and what this means for the community both short term 5-10 years and long term 20-30 years.		

Sticky Note Outreach

The following are key themes and the areas with the most emphasis from community members at the Clinton Summer Market and Open House events. Feedback was gathered from questions about what residents want to see in Clinton in the next 20 years and about specific parts of the sub-area plan such as parks and economic development.

Responses have been simplified into themes and categories to emphasize areas of greatest concern.

Total number of responses: 64

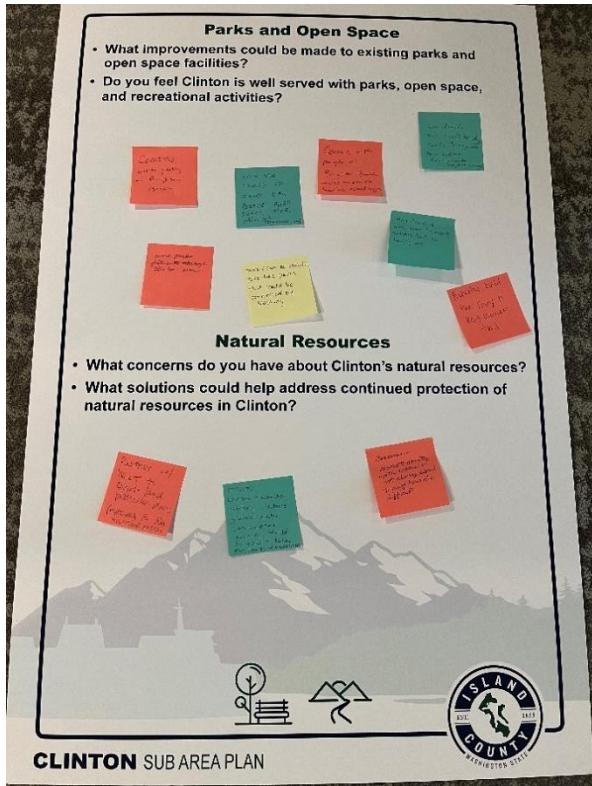
Feedback	Number of Responses	Notes
The ability to safely cross 525 on foot	12	Responses ranged from wanting a tunnel/ bridge to the need for more walkability at the businesses on 525 to safety concerns

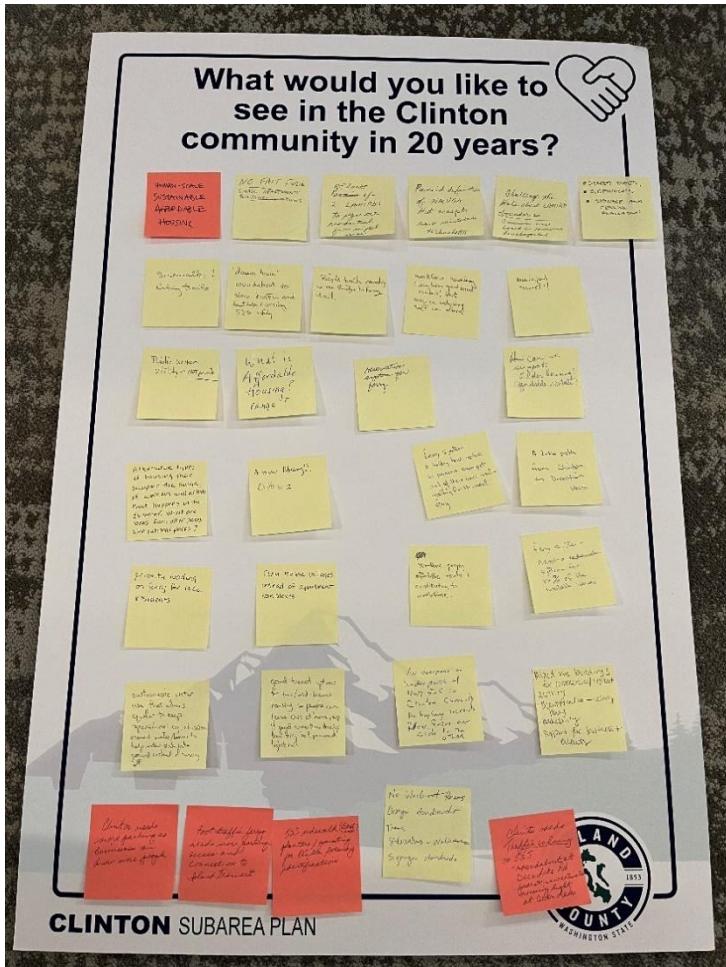
More biking/multiuse paths and trails	7	Residents want more grade separated ways of getting around Clinton whether for recreation or transport
Water shortages/conservation	6	Clear concern about the ability of the county/utilities to provide water for Clinton's present and future demands
Housing	6	Affordable housing and increasing housing stock through smaller apartments and some density were highlighted multiple times.
Residential Ferry Treatment	4	Residents wanted some form of priority or reservation system for boarding the Clinton ferry.
Increased business activity	4	Residents want a way to increase local small business activity (not chains) and bring in more jobs

Trends

- 525 and the inability to cross it and safely walk across it and the highway's knock-on effects were the largest concern. Ranging from simply being able to cross the road to the economic impacts on businesses to the lack of sidewalks, the highway's effect was a concern across all events and topics.
- Respondents were generally in favor of increasing housing options, stock, and affordability.
- Most comments centered around obstacles to creating a community feel and placemaking. Examples are the highway bisecting the town, a desire for more trails and sidewalks, how to increase housing and local business numbers, and the barriers water shortages and sewer pose for placemaking in Clinton.
- Overall, respondents were receptive to the idea of growing Clinton and were proactive in voicing concerns and hopes for how to do so.

Response Boards:





Appendix B: Comprehensive Plan Consistency Matrix

CONSISTENCY		
Consistency with County Wide Planning Policies (CWPPS) All plan elements must be consistent with relevant county-wide planning policies (CWPPs) and, where applicable, Multicounty Planning Policies (MPPs), and the GMA. (See: <i>RCW 36.70A.100, RCW 36.70A.210, WAC 365-196-400(2)(c), WAC 365-196-305, and WAC 365-196-520</i>)	<input checked="" type="checkbox"/>	Throughout.
Consistency Between Elements All plan Elements must be consistent with each other. (See: <i>RCW 36.70A.070 and WAC 365-197-400(2)(f)</i>)	<input checked="" type="checkbox"/>	Elements have been updated to reflect the new CWPPs and updated population and employment projections.
Consistency with Other Jurisdictions The plan must be coordinated with the plans of adjacent jurisdictions. (See: <i>RCW 36.70A.100 and WAC 365-196-520</i>)	<input checked="" type="checkbox"/>	Significant joint planning efforts occurred in the development of the new CWPPs and the related Plan updates.
Public Participation Ensure public participation in the comprehensive planning process A process for early and continuous public participation in the development regulation development and amendment process. (See: <i>RCW 36.70A.020(11), RCW 36.70A.035, RCW 36.70A.130, RCW 36.70A.140, WAC 365-196-600(3), RCW 36.70A.130(2), RCW 36.70A.130(2)(b), and RCW 36.70A.130(2)(a)</i>)	<input checked="" type="checkbox"/>	See Appendix X. Section 2.4 outlines the community engagement framework undertaken for the sub-area plan. Section 1.3 outlines the community engagement framework
PLAN AMENDMENTS The plan describes the process for making amendments. Plan provides that amendments are to be considered no more often than once a year, not including the exceptions described in RCW 36.70A.130(2). (See: <i>WAC 365-196-640</i>)	<input checked="" type="checkbox"/>	Section 11, Implementation outlines the process for amending the sub-area plan

PRIVATE PROPERTY		
A process to assure that proposed regulatory or administrative actions do not result in an unconstitutional taking of private property. <i>(See: RCW 36.70A.370 and Attorney General's Advisory Memorandum: Avoiding Unconstitutional Takings of Private Property)</i>	<input checked="" type="checkbox"/>	No changes to land use are proposed in the sub-area plan.
Future Land Use Map		
A future land use map showing the city limits and urban growth area (UGA) boundaries. <i>(See: RCW 36.70A.070(1), RCW 36.70A.110(6), WAC 365-196-400(2)(d), and WAC 365-196-405(2)(i)(ii))</i>	<input checked="" type="checkbox"/>	Clinton is not in a UGA and no future land use changes are expected as a result of this plan. See Figure 4-X
PHYSICAL ACTIVITY		
Consideration of urban planning approaches that increase physical activity. <i>(See: RCW 36.70A.070(1) and WAC 365-196-405 (2)(j))</i>	<input checked="" type="checkbox"/>	See Objectives 8.2 (access to parks and open space) and 9.2 (enhancing pedestrian facilities)
Designating Natural Resource Lands		
Criteria for designating natural resource lands consistent with minimum guidelines to classify agricultural, forest, mineral lands and critical areas. <i>(See: RCW 36.70A.050, WAC 365-190, and WAC 365-195, see 900-925)</i>	<input checked="" type="checkbox"/>	No natural resource dedicated lands currently exist in Clinton.
Uses on Agricultural Land		
Policies for agriculturally designated lands limiting non-agricultural uses to lands with poor soils or otherwise not suitable for agricultural purposes, and policies limiting the allowable range of accessory uses to those allowed by statute. (See: RCW 36.70A.177(3))	<input checked="" type="checkbox"/>	N/A. None in Clinton
Designation of Mineral Lands		
Review of designated mineral resource lands taking into consideration new information, including data available from the Department of Natural Resources, relating to mineral resource deposits when reviewing mineral resource land designations. Minerals include sand, gravel and valuable metallic substances.	<input checked="" type="checkbox"/>	N/A. None in Clinton

(See: RCW 36.70A.131, RCW 36.70A.030(11), and WAC 365-190-070)		
Major Industrial Development or Master Planned Locations		
If the county is eligible and has designated a major industrial development or master planned location outside of the UGA, is the area consistent with the criteria in the GMA?	<input checked="" type="checkbox"/>	N/A
(See: RCW 36.70A.365, RCW 36.70A.367, WAC 365-196-465, and WAC 365-196-470)		
Master Planned Resorts		
If the county has permitted a master planned resort, meet all requirements.	<input checked="" type="checkbox"/>	N/A
(See: RCW 36.70A.360, RCW 36.70A.362, and WAC 365-196-460)		
Rural Element		
A rural element that establishes patterns of rural densities and uses considering local circumstances, including a written record explaining how the rural element harmonizes the planning goals of the GMA and meets the requirements of 36.70A.070(5); allows rural development, forestry, and agriculture in rural areas; provides for a variety of rural densities, uses, essential public facilities and rural governments services; and includes measures that apply to rural development and protects the rural character of the area.	<input checked="" type="checkbox"/>	The sub-area plan does not seek to or propose any changes to lands zoned rural, thus ensuring there will be no infringement on rural lifestyle uses under the plan's jurisdiction
(See: RCW 36.70A.030(15), RCW 36.70A.030(16), RCW 36.70A.030(17), RCW 36.70A.070(5), and WAC 365-196-425)		
Limited Urban Services		
Policies that limit urban services in rural areas. The plan may include optional techniques such as Rural Areas of Intense Development (RAIDs), clustering, density transfer, design guidelines, and conservation easements to accommodate rural uses not characterized by urban growth.	<input checked="" type="checkbox"/>	Clinton is already a RAID and has zoning measures designed to preserve rural lands
(See: RCW 36.70A.110(4), RCW 36.70A.070(5)(b), and WAC 365-196-425(4))		Policy 10.3 seeks to establish a specific area for business development
		Policies 4.2 and 4.3 concern concentrating development in the rural center zone

C. SHORELINE ELEMENT	
Shorelines of the state	
Plan acknowledges that for shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 are added as one of the goals of this chapter as set forth in RCW 36.70A.020 w/o creating an order of priority among the fourteen goals. (See: RCW 36.70A.480 and WAC 365-196-580)	<input checked="" type="checkbox"/> The Shoreline Management Element (SME) of the Island County Comprehensive Plan applies, which is the goals and policies approved in accordance with RCW 90.58.
D. HOUSING	
Goals, Policies, and Objectives	
Goals, policies, and objectives for the preservation, improvement, and Housing, (See: RCW 36.70A.070(2)(b) and WAC 365-196-410(2)(a))	<input checked="" type="checkbox"/> Section 5.5 goals and policies development of housing.
Inventory and Analysis	
An inventory and analysis of existing and projected housing needs over the planning period. (See: RCW 36.70A.070(2)(a), WAC 365-196-410(2)(b) and WAC 365-196-410(2)(c))	<input checked="" type="checkbox"/> Housing, Policy H 4.2 - Housing Inventory Housing, Section 5.3 – Housing Needs Analysis
Sufficient Land for Housing	
Identification of sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and foster care facilities. (See: RCW 36.70A.070(2)(c))	<input checked="" type="checkbox"/> Section 4.3 and Section 5.3 identify buildable lands and housing capacity through a land analysis. Areas suitable for housing are identified.
Adequate Provisions	
Adequate provisions for existing and projected housing needs for all economic segments of the community. (See: RCW 36.70A.070(2)(d) and WAC 365-196-410)	<input checked="" type="checkbox"/> Housing, Policy 5.1 – allows for denser housing in rural center zone. Housing Policy 5.2 – looks for how to increase utility capacity for future housing Housing Policy 5.3 – seeks to limit the impact of vacation rentals on available housing.
Affordable Housing Program	
Program under RCW 36.70A.540, identification of land use designations. (See: RCW 36.70A.540 and WAC 365-196-870)	n/a

Manufactured Housing		
Policies so that manufactured housing is not regulated differently than site built housing. (See: RCW 35.21.684, RCW 35.63.160, RCW 35A.21.312, and RCW 36.01.225)	<input checked="" type="checkbox"/>	Housing, Section 4.2.1 - Manufactured housing is considered a single family housing type in Island County
Accessory Dwelling Units		
If the county has a population of over 125,000: provisions for accessory dwelling units (ADUs) to be allowed in single family residential areas. (See: RCW 36.70A.400 and RCW 43.63A.215(3))	<input checked="" type="checkbox"/>	Not required in Island County, but provided below: Housing, Goal 5.2 - encourages the construction of middle housing types
E. NATURAL RESOURCES		
Public Water Supplies		
Provisions for protection of the quality and quantity of groundwater used for public water supplies. (See: RCW 36.70A.070(1))	<input checked="" type="checkbox"/>	References will be updated with the 2025 update of Island County's Comprehensive Plan
Public Lands		
Identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses. (See: RCW 36.70A.150 and WAC 365-196-340)	<input checked="" type="checkbox"/>	References will be updated with the 2025 update of Island County's Comprehensive Plan
Open Space Corridors		
Identification of open space corridors within and between urban growth areas, including lands useful for recreation, wildlife habitat, trails, and connection of critical areas. (See: RCW 36.70A.160 and WAC 365-196-335)	<input checked="" type="checkbox"/>	Figure 5- Parks and Open Space shows open space in the Clinton area
Discharges into waters of the state		
Where applicable, a review of drainage, flooding, and stormwater run-off in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state.	<input checked="" type="checkbox"/>	Section 7.2.5 - Frequently flooded areas, 7.2.4 - Sea Level Rise, and Figures 7-X show areas exposed to flood risk from rainfall, sea level rise, and king tides

<p>(See: RCW 36.70A.070(1), WAC 365-196-405(1)(e), and RCW 90.56.010(26))</p>	<p>Policy 7.1 - provides guidance to limit the impact of flooding events</p>
<p>Critical Areas</p> <p>Policies to designate and protect critical areas including wetlands, fish and wildlife habitat protection areas, frequently flooded areas, critical aquifer recharge areas, and geologically hazardous areas. In developing these policies, the county must have included the best available science (BAS) to protect the functions and values of critical areas, and give “special consideration” to conservation or protection measures necessary to preserve or enhance anadromous fisheries.</p>	<p><input checked="" type="checkbox"/> Environmental and Climate, Section 7.2, Existing Conditions – defines and calls for protection of critical areas Natural Resources such as wetlands and habitat.</p>
<p>(See: RCW 36.70A.030(5), RCW 36.70A.172, WAC 365-195-900, WAC 365-195-905, WAC 365-195-910, WAC 365-195-915, WAC 365-195-900, and WAC 365-195-925)</p>	<p>Policy 7.2 calls for the protection and preservation of habitat and natural features.</p>
<p>Forest and Agricultural Land Inside UGAs</p> <p>If forest or agricultural lands of long-term commercial significance are designated inside an urban growth area, there must be a program authorizing Transfer (or Purchase) of Development Rights.</p>	<p><input checked="" type="checkbox"/> N/A, no forest or agricultural lands of long-term commercial significance are designed inside of Clinton</p>
<p>(See: RCW 36.70A.060(4))</p>	
<p>Conserving Forest and Agricultural Lands</p> <p>Policies encouraging the conservation of productive forest and agricultural lands and discouraging incompatible uses.</p>	<p><input checked="" type="checkbox"/> The plan does not include any changes to existing rural lands and by extension any agricultural facilities in the Clinton area. Policy 7.2 seeks to ensure protected lands, including forests are preserved.</p>
<p>(See: RCW 36.70A.020(8), WAC 365-190-050, and WAC 365-196-815)</p>	
<p>F. TRANSPORTATION ELEMENT</p>	
<p>Inventory</p>	

<p>An inventory of air, water, and ground transportation facilities and services, including transit alignments, state-owned transportation facilities, and general aviation airports.</p>	<p><input checked="" type="checkbox"/> Transportation, Section 9.2, 9.2.1-9.2.4 - overviews the transportation network in the Clinton area</p>
<p>(See: RCW 36.70A.070(6)(a)(iii)(A) and WAC 365-196-430(2)(c))</p>	<p>References, specifically maps, will be updated with the 2025 update of Island County's Comprehensive Plan</p>
<p>Level of Service (LOS) Standards</p>	<p><input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan</p>
<p>Adopted levels of service (LOS) standards for all arterials, transit routes and highways.</p>	
<p>(See: RCW 36.70A.070(6)(a)(iii)(B) and WAC 365-196-430)</p>	
<p>Locally-Owned Transportation Facilities</p>	
<p>Identification of specific actions to bring locally-owned transportation facilities and services to established LOS.</p>	<p><input checked="" type="checkbox"/> None required</p>
<p>(See: RCW 36.70A.070(6)(a)(iii)(D) and WAC 365-196-430)</p>	
<p>Traffic Forecast</p>	<p><input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan</p>
<p>A forecast of traffic for at least 10 years, including land use assumptions used in estimating travel.</p>	
<p>(See: RCW 36.70A.070(6)(a)(i), RCW 36.70A.070(6)(a)(iii)(E), and WAC 365-196-430(2)(f))</p>	
<p>Projected Demand</p>	
<p>A projection of state and local system needs to meet current and future demand.</p>	<p><input checked="" type="checkbox"/> Transportation, Page 50 - 2036 Baseline Traffic Volumes and Improvements</p>
<p>(See: RCW 36.70A.070(6)(a)(iii)(F) and WAC 365-196-430(2)(f))</p>	
<p>Pedestrian and Bicycle Component</p>	
<p>A pedestrian and bicycle component.</p>	<p><input checked="" type="checkbox"/> Transportation, Section 9.2.2 - Pedestrian and Bicycle Infrastructure concerns policies, goals, and existing conditions for pedestrians and bicycles in the sub-area.</p>
<p>(See: RCW 36.70A.070(6)(a)(vii) and WAC 365-196-430(2)(j))</p>	
<p>Transportation Demand Management</p>	

<p>A description of any existing and planned transportation demand management (TDM) strategies, such as HOV lanes or subsidy programs, parking policies, etc.</p>	<input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan
<p>(See: RCW 36.70A.070(6)(a)(vi) and WAC 365-196-430(2)(i))</p>	
<p>Future Funding</p>	
<p>An analysis of future funding capability to judge needs against probable funding resources.</p>	<input checked="" type="checkbox"/> Transportation, Pages 64-75- Section 5 Transportation Funding Situation: provides discussion about anticipated shortfall and methods of dealing with shortfall
<p>(See: RCW 36.70A.070(6)(a)(iv)(A) and WAC 365.196-430(2)(k)(iv))</p>	
<p>Multiyear Financing Plan</p>	
<p>A multi-year financing plan based on needs identified in the comprehensive plan, the appropriate parts of which serve as the basis for the 6-year street, road or transit program.</p>	<input checked="" type="checkbox"/> To be updated per Island County's 2024-2029 Capital Improvement Program and references will be updated with the 2025 update of Island County's Comprehensive Plan
<p>(See: RCW 36.70A.070(6)(a)(iv)(B), RCW 35.77.010, and WAC 365-196-430(2)(k)(ii))</p>	
<p>Funding Shortfalls</p>	
<p>If probable funding falls short of meeting identified needs: a discussion of how additional funds will be raised, or how land use assumptions will be reassessed to ensure that LOS standards will be met.</p>	<input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan
<p>(See: RCW 36.70A.070(6)(a)(iv)(C) and WAC 365-196-430(2)(l)(iii))</p>	
<p>Intergovernmental Coordination</p>	
<p>A description of intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions and how it is consistent with the regional transportation plan. (See: RCW 36.70A.070(6)(a)(v) and WAC 365-196-430(2)(a)(iv))</p>	<input checked="" type="checkbox"/> To be updated per Island County's 2024-2029 Capital Improvement Program
<p>G. UTILITIES FORECAST</p>	
<p>Location and Capacity</p>	
<p>The general location, proposed location and capacity of all existing and proposed utilities.</p>	<input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan
	<p>Utilities, Section X - Inventory and Analysis</p>

<p>(See: <i>RCW 36.70A.070(4)</i> and <i>WAC 365-195-420</i>)</p>	<p>Utilities, Section X - Natural Gas Utilities, Section X - Electrical Utilities Utilities, Section X - Puget Sound Energy Utilities, Section X- Telecommunications Utilities Utilities, Section X - Water Resources Utilities, Map X - Cascade Natural Gas Service Areas and Transmission Facilities Utilities, Map X - Puget Sound Energy Service Areas and Transmission Facilities Utilities, Map X - Communication Towers</p>
<p>H. CAPITAL FACILITIES ELEMENT</p>	
<p>Policies or Procedures</p>	
<p>Policies or procedures to ensure capital budget decisions are in conformity with the comprehensive plan.</p>	<p><input checked="" type="checkbox"/> N/A</p>
<p>(See: <i>RCW 36.70A.120</i>)</p>	
<p>Inventory</p>	
<p>An inventory of existing capital facilities owned by public entities.</p>	<p><input checked="" type="checkbox"/> To be updated per Island County's 2024-2029 Capital Improvement Program</p>
<p>(See: <i>RCW 36.70A.070(3)(a)</i> and <i>WAC 365-196-415(2)(a)</i>)</p>	
<p>Forecast of Needed Capital Facilities</p>	
<p>The forecast of future need should be based on projected population and adopted levels of service (LOS) over the planning period.</p>	<p><input checked="" type="checkbox"/> To be updated per Island County's 2024-2029 Capital Improvement Program</p>
<p>(See: <i>RCW 36.70A.070(3)(b)</i> and <i>WAC 365-196-415(2)(b)</i>)</p>	
<p>Proposed Locations</p>	
<p>Proposed locations and capacities of expanded or new capital facilities.</p>	<p><input checked="" type="checkbox"/> To be updated per Island County's 2024-2029 Capital Improvement Program</p>
<p>(See: <i>RCW 36.70A.070(3)(c)</i> and <i>WAC 365-196-415 (3)(c)</i>)</p>	
<p>Six-Year Plan</p>	
<p>A six-year plan (at least) identifying sources of public money to finance planned capital facilities.</p>	<p><input checked="" type="checkbox"/> information found in Island County's 2024-2029 Capital Improvement Program and 2025 comprehensive plan</p>
<p>(See: <i>RCW 36.70A.070(3)(d)</i>, <i>RCW 36.70A.120</i> and <i>WAC 365-196-415(2)(c)</i>)</p>	
<p>Reassessing the Land Use Element</p>	
<p>A policy or procedure to reassess the Land Use Element if probable funding falls short of meeting existing needs.</p>	<p><input checked="" type="checkbox"/> N/A</p>
<p>(See: <i>RCW 36.70A.070(3)(e)</i> and <i>WAC 365-196-415(2)(d)</i>)</p>	

Impact Fees	<input checked="" type="checkbox"/> N/A - Not collected in Island County
If impact fees are collected: identification of public facilities on which money is to be spent. (See: <i>RCW 82.02.050(4)</i> and <i>WAC 365-196-850</i>)	
Siting Essential Public Facilities	
Provisions for siting essential public facilities (EPFs), consistent with CWPPs and RCW 36.70A.200.	<input checked="" type="checkbox"/> To be updated per Island County's 2024-2029 Capital Improvement Program
This section can be included in the Capital Facilities Element, Land Use Element, or in its own element. Sometimes the identification and siting process for EPFs is part of the CWPPs. Jurisdictions should consider OFM's list of EPFs that are required or likely to be built within the next six years. Regional Transit Authority facilities are included in the list of essential public facilities. (See: <i>WAC 365-196-340</i> , <i>WAC 365-196-345</i> , <i>WAC 365-196-400</i> , <i>WAC 365-196-405</i> , <i>WAC 365-196-410</i> , <i>WAC 365-196-415</i> , <i>WAC 365-196-420</i> , <i>WAC 365-196-425</i> , <i>WAC 365-196-430</i> , <i>WAC 365-196-435</i> , <i>WAC 365-196-440</i> , <i>WAC 365-196-445</i> , <i>WAC 365-196-550</i> , <i>RCW 71.09.020(14)</i> , <i>RCW 36.70A.200(1)</i> , and <i>WAC 365-196-550(d)</i>)	
A. URBAN GROWTH AREAS (UGAs)	
UGA Review	
Review and update, if needed, UGA boundaries. Based on population projection made for the County by OFM, the county and each city must include areas and densities sufficient to permit the urban growth projected to occur in the county or city for the succeeding twenty year period, except UGAs completely within a national historic reserve. (See: <i>RCW 36.70A.110(2)</i> , <i>RCW 36.70A.110(6)</i> , <i>RCW 36.70A.130</i> , and <i>WAC 365-196-310</i>)	<input checked="" type="checkbox"/> N/A – Clinton is not located within a UGA
UGA Expansion – 100-Year Floodplain	<input checked="" type="checkbox"/>

<p>If there is an urban growth area (UGA) expansion into the 100-year floodplain of a river segment that is located west of the Cascade crest and when the river has a mean annual flow of 1,000 or more cubic feet per second, it meets the statutory exceptions to the general ban on such UGA expansions.</p>	<p>No urban growth area expansions are proposed at this time that will affect the Clinton sub-area</p>
<p>(See: RCW 36.70A.110(8))</p>	
<p>Population Projections</p>	<p><input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan</p>
<p>A consistent population projection throughout the plan which should be consistent with the Office of Financial Management forecast for the county or the county's sub-county allocation of that forecast.</p> <p>(See: RCW 43.62.035 and WAC 365-196-405(2)(f))</p> <p>Population Densities and Building Intensities</p>	<p><input checked="" type="checkbox"/> References will be updated with the 2025 update of Island County's Comprehensive Plan</p>
<p>Estimates of population densities and building intensities based on future land uses.</p> <p>(See: RCW 36.70A.070(1) and WAC 365-196-405(2)(c)(i))</p>	

CLINTON SUBAREA PLAN

March 2025



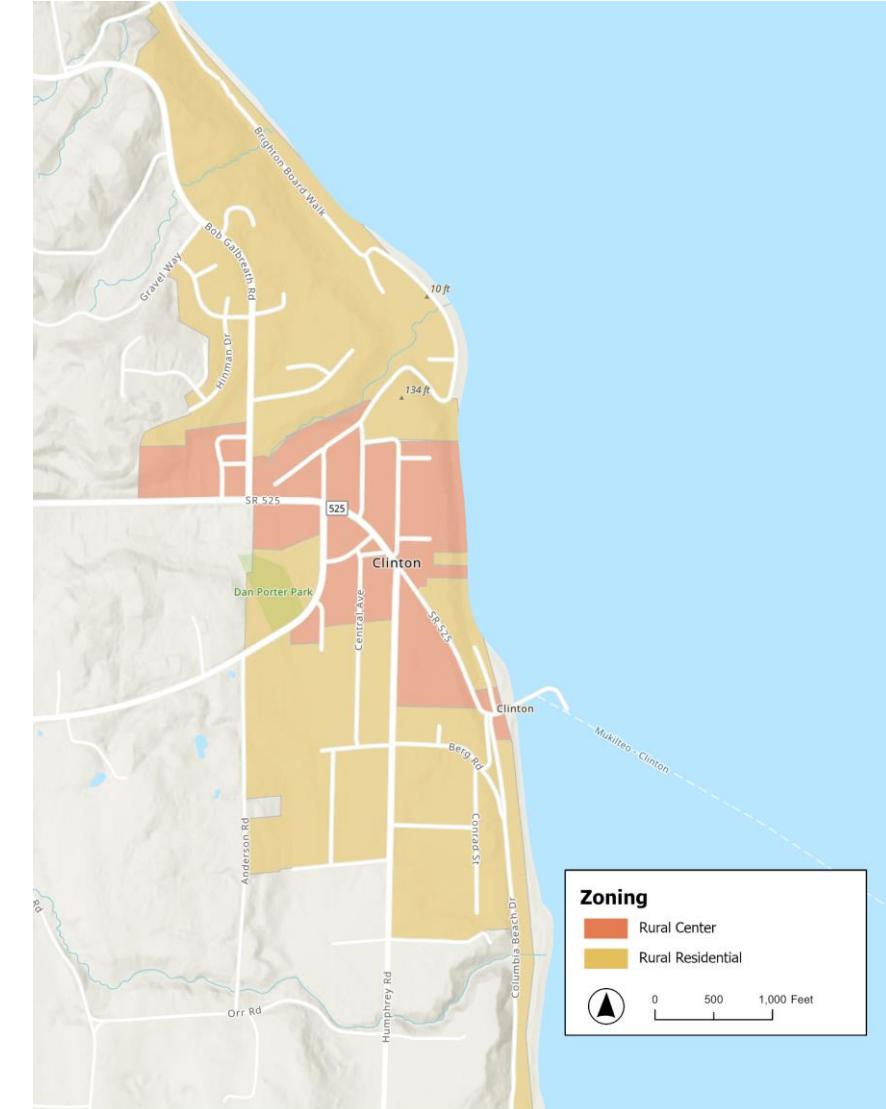
Clinton Subarea Plan

What is the Plan?

- A focused planning effort on Clinton, as part of the 2025 Island County Comprehensive Plan update.
- Goals and policies to guide the future development of the area
- Based on community outreach, past area economic studies, planning goals, and local needs

Subarea Plan Elements:

- Transportation
- Economic Development
- Utilities
- Environment and Climate
- Land Use
- Housing
- Parks and Open Space



Past Studies

Key Findings from Past Studies Analysis

- Past studies were a great foundation for the Clinton Subarea plan
- Common goal of trying to facilitate economic development and a sense of place in Clinton
- Pedestrian safety around SR 525 is a long-standing concern for the community
- Past documents have not generally laid out actions to take for implementation of goals

Past Studies Reviewed

- Clinton Gateway Plan
- Clinton Market Study
- Comprehensive Sewer Plan
- Clinton Future Search Conference



Vision Statement (2045)

Clinton is a vibrant, walkable mixed-use rural community at the southern gateway to Whidbey Island. The Clinton community serves the needs of year-round residents through a variety of housing types for a full range of residents, from young families to retirees. The commercial corridor around Washington State Route 525 (SR 525) is the central community hub, with a mixture of small businesses, local restaurants, and essential community services and open space. In 2045, Clinton has grown at a modest pace year after year while retaining the character of the community and preserving the vital natural resources and open space that is an essential element to life in south Whidbey. SR 525 has been restructured to be a walkable, pedestrian-oriented corridor with traffic calming measures that slow pass-through ferry traffic and invite in passersby to stop and spend time in the downtown area.



Key Findings

- Current Rural Center zoning requirements may limit growth potential – recommendations made for current zoning improvements and future amendments
- Infrastructure improvements are necessary for future growth and pedestrian safety, primarily around SR 525
- High economic potential exists in Clinton's core from ferry traffic and surrounding neighborhoods
- Placemaking strategies may increase sense of place and pedestrian safety and drive economic growth
- Groundwork for NMUGA designation comes through infrastructure improvement planning – Subarea plan describes the process and requirements



What is a Goal and Policy?

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

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



Sample Goals and Policies

Land Use Goals and Policies			
LU Goal 1: Encourage efficient development within the Clinton Rural Center land use designation.			
Policy	Lead and Partners	Timeline	Priority
LU 1.1: Modify existing development standards to increase permitted densities in mixed-use areas, subject to infrastructure availability.	PCD CWD	Short	High
LU 1.2: Establish a 0.5 acre or less minimum lot size standard within the Rural Center zone with parameters for ICPH review.	PCD ICPH	Short	High
LU 1.3: Specify design standards in place of requiring conditional use permits for mixed-use development.	PCD	Short	High
LU 1.4: Modify existing development standards to allow up to 8 dwelling units per building in all mixed-use developments in mixed-use LAMIRDs.	PCD ICPH CWD	Short	High
LU 1.5: Modify the development standards for parcels along SR 525 in coordination with WSDOT, either through setback variance or decreasing setbacks, to more easily permit development on address parcels which have unique shapes/sizes	PCD WSDOT	Short	Medium
LU 1.6: Evaluate the potential for changes within the right of way on Island County owned roads to increase traffic calming and pedestrian safety and wayfinding.	PW PCD	Short	High
LU 1.7: Evaluate permitted uses within the Rural Center zone (either Countywide or within Clinton specifically) to expand the types of businesses and services which can be developed in the downtown core.	PCD	Short	Medium

Subarea Plan Leads and Partners

- **PCD** = Island County Planning & Community Development
- **CCC** = Clinton Community Council
- **WSDOT** = Washington State Department of Transportation
- **ETP** = External Technical Partner (this refers to a technical consultant specializing in that specific focus area)
- **PW** = Island County Public Works Department
- **CWD** = Clinton Water District
- **ICPH** = Island County Public Health
- **DEM** = Department of Emergency Management



LAMIRD and NMUGA Differences

LAMIRD

- Limited Area of More Intense Rural Development
- Limit rural sprawl by allowing for development
- Density of use types above typical rural areas
- Restricted uses compatible with rural lifestyle
- No system level utility requirements
- Low density

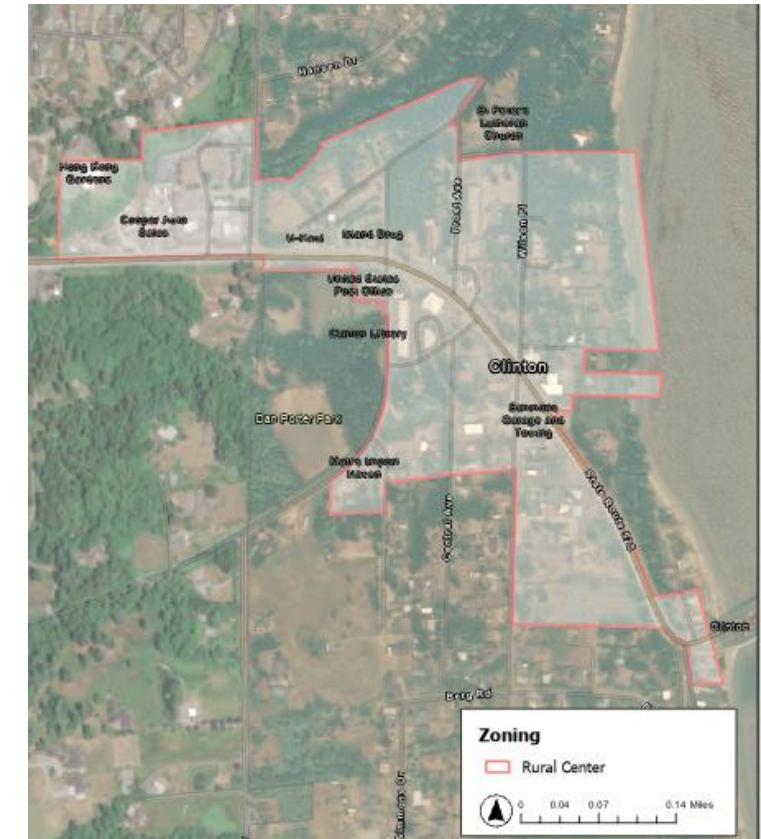
NMUGA

- Non-Municipal Urban Growth Area
- Designated, unincorporated areas where urban growth will be encouraged and supported with urban levels of service.
- Required urban governmental services such as sidewalks, sewer and fire
- Higher density than LAMIRD
- Expanded land use allowances and new outer boundaries



What could an NMUGA Allow in Clinton?

- Plan for increases in residential density and a mixture of housing opportunity and commercial services
- Could reconsider outer boundary
- Urban level infrastructure systems, including stormwater, sewer, and sidewalks
- Concentrate growth in Clinton's core while retaining rural feel outside of the rural center area
- This is a long process including community input and growth would occur over years



How to Comment before March 21

- **Public Engagement Website:**
www.islandcounty2045.com/compplan/clinton
- **Email:** CompPlan@islandcountywa.gov
- **In Writing:** via U.S. Mail to the Planning and Community Development Department, 1 NE 7th St, Coupeville, WA 98239



Next Steps

- **Now thru March 21:** Public review and comment on Draft Subarea Plan
- **Fall 2025:** Final Clinton Subarea Plan
- **Dec. 2025:** Comp Plan Adoption



Q&A





ISLAND COUNTY FACILITIES

WORK SESSION AGENDA

MEETING DATE: 3/12/2025

To: Melanie Bacon, Chair
Board of Island County Commissioners
From: Ryan Beach, Director

Amount of time requested for agenda discussion. 50 minutes

DIVISION: Not Applicable

Agenda Item No.: 1

Subject: Island County Jail Feasibility Study Project Update

Description: Presentation from CGL updating board on the Jail Feasibility Study

Attachment: Presentation

Request: (Check boxes that apply)

<input type="checkbox"/> Move to Consent	<input type="checkbox"/> Move to Regular
<input checked="" type="checkbox"/> None/Informational	<input type="checkbox"/> Schedule a Public Hearing
<input type="checkbox"/> Signature Request	<input type="checkbox"/> Other: _____

IT Review: Not Applicable

Budget Review: Not Applicable

P.A. Review: Not Applicable

CGL

Island County, WA Jail Feasibility Study

PROJECT UPDATE

March 2025



Island County Jail Feasibility Study – Project Update

THE STUDY

- **Foundational Work (2024)**
 - Sheriff and County leadership recognize Jail and Juvenile Detention facility shortcomings
 - IC Steering Committee convened
 - RFP for professional services issued
- **Selection of CGL Companies**
 - CGL + local architect KMD selected to perform analyses and prepare report
 - Assess the existing facilities, forecast the future needs, provide recommendations

Island County Jail Feasibility Study – Project Update

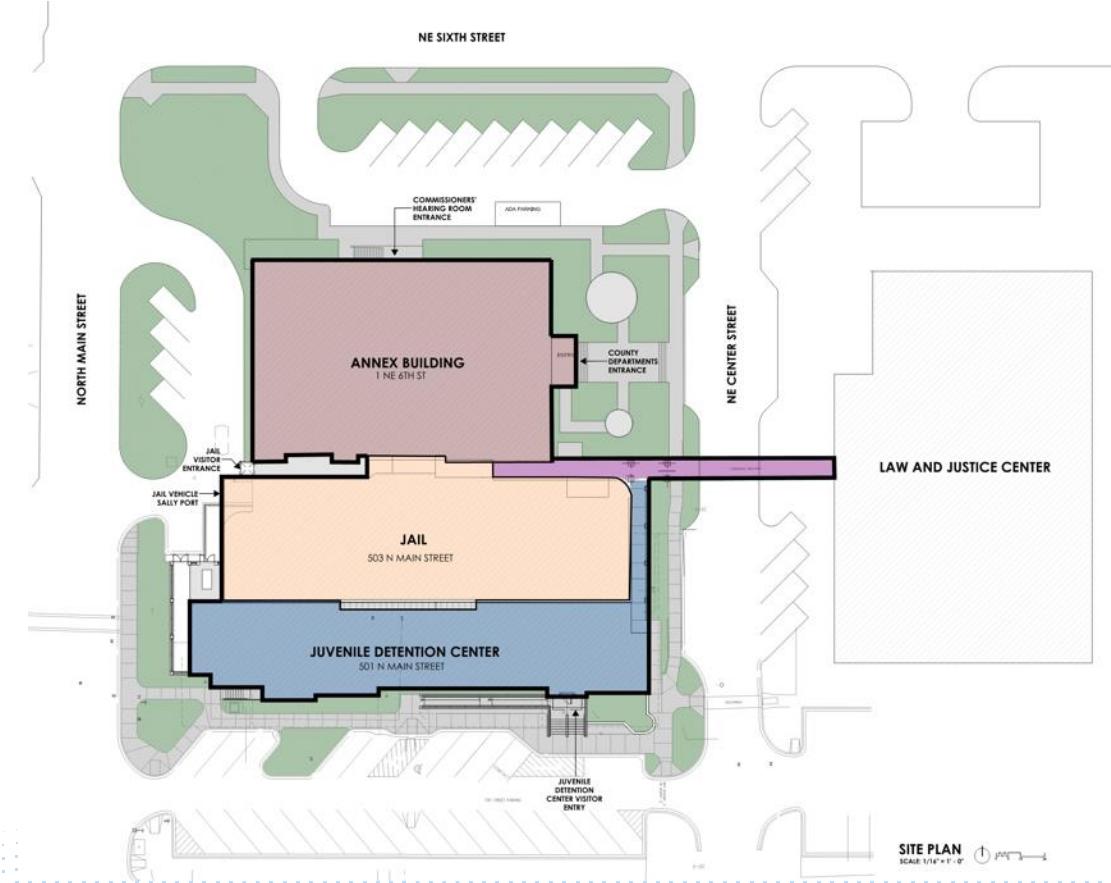
COMPLETED TASKS

- **Task 1: Project Kickoff**
 - 12/9/24: Kick-off Meeting with Jail Replacement Steering Committee
- **Task 2: Site Visits & Virtual Stakeholder Interviews**
 - 12/9/24 – Consulting team tour of Jail and JDC; informal discussions w/ inmates
 - 12/30/24 – 1/24/25: Virtual interviews with 15 justice system stakeholders
- **Task 3: Facility Conditions Overview**
 - Facility Condition Assessment
 - Operational Evaluation

Island County Jail Feasibility Study – Project Update

MAJOR ISSUES

- Lack of space and facility design compromise the program goals and mission
- Jail building has reached the end of useful life; renovation/expansion costly and unlikely to meet program needs
- Access and circulation are poor
- Minimal accommodations for special management populations and inmates with behavioral health issues
- Indirect supervision model necessitated by design and staffing levels = not a best practice
- Site opportunities for replacement facilities in Island County are limited

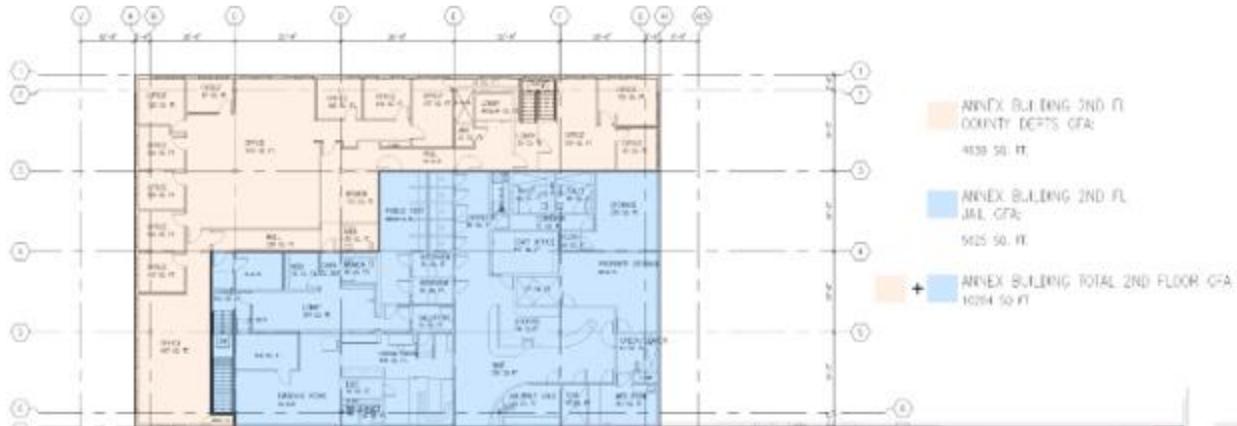


EXISTING CONDITIONS – FACILITY ASSESSMENT FINDINGS

Annex Building – Office Functions

- Mechanical system at end of life
- Obsolete Electrical system needs to be replaced
- Deteriorating Plumbing requires replacement
- Decouple fire sprinkler system from domestic water
- Further expanding jail functions into Annex would require substantial investment and results would likely not meet Sheriff's requirements

Suitable for continued general Office use



EXISTING CONDITIONS – FACILITY ASSESSMENT FINDINGS

Annex Building – Jail Functions

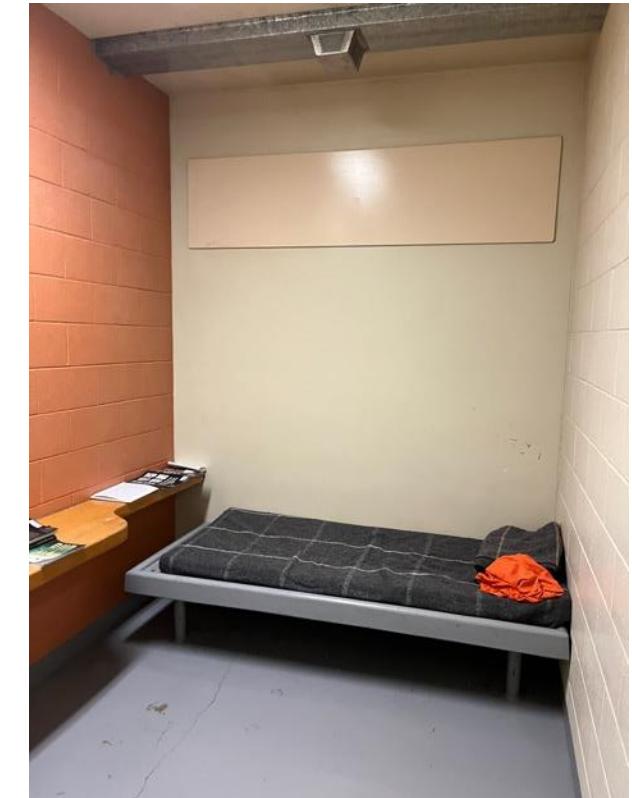
- MEP issues (see prior slide)
- Not ADA compliant
- Doors and hardware are from 1982 and in addition to age-required replacement are not detention grade in some locations
- Lack of windows and access to daylight
- Low floor-to-floor height (11'-2" at second floor) lowers ceiling heights; allow inmates easier access to ceilings appurtenances = safety and security risk.
- Extensive and costly demolition and modification required to comply with current code requirements and modern detention standards

Not suitable for continued use as a jail

EXISTING CONDITIONS – FACILITY ASSESSMENT FINDINGS

Jail Building

- Not ADA compliant
- Door hardware aged and not detention grade in places
- Emergency generator is beyond useful life and requires replacement
- Deteriorating plumbing system includes hot water piping running beneath the kitchen floor slab
- No access to daylight throughout interior
- Original roof installed in 1982 is far beyond its life expectancy and should be replaced
- Lack of safety and ligature-resistant features
- Lack of site area to provide an outdoor recreation area at ground level with access to nature



EXISTING CONDITIONS – FACILITY ASSESSMENT FINDINGS

Jail Building, continued

- No medical or mental health housing
- Inadequate program space
- Site does not allow for expansion with new construction w/o demolition of either the Annex or the JDC; would require temporary relocation of the jail
- Constrained site and height restrictions in Coupeville limit expansion potential
- Structural system (cast-in-place concrete bearing walls supporting precast hollow slab planks) limits modification potential, e.g., modifying layout or adding windows
- Extensive and costly renovation required to comply with current code requirements and modern detention standards
- Concerns re: unforeseen conditions

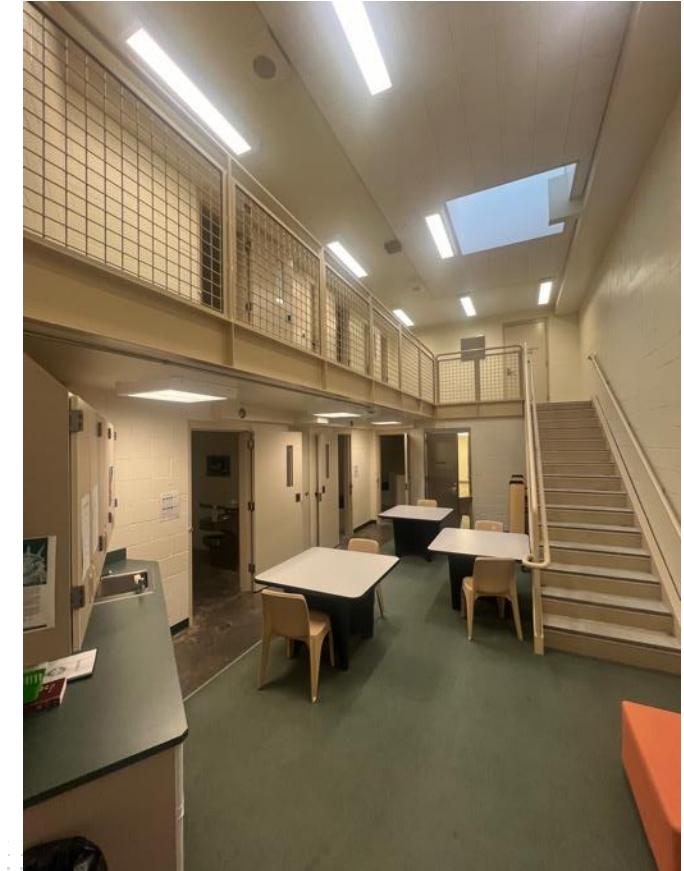
Not suitable for continued use as a jail

EXISTING CONDITIONS – FACILITY ASSESSMENT FINDINGS

Juvenile Detention Center

- Newer construction and overall good condition
- Inefficient HVAC system = 7 individual package units
- Increased maintenance for the multiple heat pump units
- Limited access to daylight and views to the outside
- No outdoor recreation area

Potential to repurpose building if a replacement for the JDC is developed off-site



EXISTING CONDITIONS – OPERATIONAL EVALUATION

Jail

- Limited bedspace; population routinely exceeds operational capacity
- Design does not support a direct supervision inmate management model
- No therapeutic housing for inmates with medical and mental health diagnoses, special program needs, and behavioral issues
- Inadequate Medical and Behavioral Health clinical and office space
- Lack of privacy for confidential discussions in Intake, Medical, and Behavioral Health
- Entire facility lacks natural light and biophilic features; negatively affects inmates and staff
- Deficient inmate programs space
- Inequities in programming for women due to lack of space



EXISTING CONDITIONS – OPERATIONAL EVALUATION

Jail, continued

- Inaccessible and unwelcoming public reception and visitation areas
- Operational circulation is poor
- Inadequate storage space
- Safety and security risks at sally port
- Minimal administrative space
- No staff support or wellness amenities
- Maintenance issues due to obsolescence and age of facility and systems; operating in “fix-on-failure” mode
- Current CMMS is poorly designed and complicates maintenance program

The Island County Jail is not fulfilling the intended purpose or supporting the Sheriff's mission

EXISTING CONDITIONS – OPERATIONAL EVALUATION

Juvenile Detention Center

- Understaffed and underutilized due to position vacancies; transporting juveniles out-of-county
- Housing and facility design do not align with current best practices for juveniles
- Minimal natural light
- No outdoor recreation or biophilic features
- No staff wellness amenities
- The majority of the JDC's components were deemed capable of meeting the County's requirements. However, several important components (e.g., Housing design, Behavioral Health, program space, Staffing) are falling well short of meeting the stated goals of Juvenile program managers.

Building may be operationally suitable for alternative justice system uses