



ISLAND COUNTY PLANNING COMMISSION AGENDA

August 20, 2025, at 6:00 p.m.

BOCC HEARING ROOM, ROOM 102B, 1 NE 6TH ST COUPEVILLE, WA

ONLINE VIA ZOOM

Meeting to be held in the Board of Island County Commissioners Hearing Room, Room 102B, 1NE 6th St., Coupeville, WA and online. Interested parties can attend or join remotely at the link or via phone number listed below:

Join Zoom Webinar

<https://zoom.us/j/95162252211>

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1. CALL TO ORDER
2. ROLL CALL
3. APPROVAL OF MINUTES –
4. PUBLIC COMMENT – *Submittal of written comments are encouraged prior to the day of the meeting. Public Comment may be submitted via email to PlanningCommission@IslandCountyWA.gov. Please state your name and address when giving public testimony. Public comments are limited to 3 minutes per person.*
5. DIRECTOR'S REPORT –
6. PUBLIC HEARING – The Planning Commission will hear public testimony on the revised Countywide Planning Policies to address the Oak Harbor Urban Growth Area allocations and will consider the Findings of Fact recommendations prepared by staff.
7. ADJOURN

Please visit our website for related documents: <https://www.islandcountywa.gov/235/Planning-Commission>

The public may submit comments in writing to Planning & Community Development at 1 NE 7th St., Coupeville, WA 98239 or PlanningCommission@IslandCountyWA.gov.



Island County Planning and Community Development

Jonathan Lange, AICP, CFM
Director

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~MEMORANDUM~

TO: Island County Planning Commissioners

**FROM: Long Range Planning
Island County Planning & Community Development**

DATE: August 8, 2025

SUBJECT: Planning Commission Meeting August 20, 2025

The Planning Commission will hold a public hearing on August 20, 2025, at 6 p.m. to consider public input before making a recommendation on the revised Countywide Planning Policies following reassessment of the housing allocations for Oak Harbor's Urban Growth Area (UGA).

Background:

Oak Harbor submitted a proposal to the County for a UGA expansion on April 22, 2025.

The County holds the authority for granting UGA expansions under WAC 365-196-310(3)(d). The County's comprehensive plan must be coordinated with the City's plan (RCW 36.70A.100) and demonstrate how the UGA will be served during the planning period. Planning for increased density in a UGA, or a UGA expansion, requires an annexation plan (WAC 365-196-330(3)(g)) and Capital Facilities Plan (RCW 36.70A.070(3), WAC 365-196-310(3)(e and g)).

In order to justify the proposed UGA expansion, the County requested additional information from the City. The City declined to provide the additional plans that are required for the UGA expansion. Without a plan to provide urban infrastructure and services, and without a plan for annexation, the City's proposal to expand the UGA is not viable. Consequently, the County declined to move forward with the UGA proposal from the City.

WAC 365-196-415(2)(d)(iii)(G) outlines a reassessment process for the population projection when probable funding for capital facilities falls short during the planning period. Due to the lack of plans and funding for annexation and extending services in Oak

Harbor's UGA, the County is following the reassessment process to propose a reduction in the total population projection to account for the dwelling units that could not be accommodated in the UGA. The housing allocation and population changes will require a revision of the Countywide Planning Policies.

The Planning Commission will consider a recommendation to the Board of Island County Commissioners on the revisions to the population projection and Countywide Planning Policies. Included in the packet is the Findings of Fact, prepared by staff. The Planning Commission will take action on the Findings of Fact following the public hearing.

Attachments:

- Findings of Fact
- Revisions to Countywide Planning Policies

For more information, please contact:

Emily Neff (360) 678 - 7807 or e.neff@islandcountywa.gov

BEFORE THE PLANNING COMMISSION
OF ISLAND COUNTY, WASHINGTON

FINDINGS OF FACT IN THE MATTER OF
ADOPTING REVISED COUNTYWIDE
PLANNING POLICIES AFTER
REASSESSMENT FOR THE 2025
COMPREHENSIVE PLAN UPDATE

Summary

The Washington State Growth Management Act (GMA) requires that cities and counties adopt comprehensive plans. The GMA further requires that counties adopt Countywide Planning Policies (CPPs) (RCW 36.70A.210 & WAC 365-196-305) to guide and coordinate issues of regional significance. The CPPs are intended to guide intergovernmental planning efforts, fully implement the planning goals identified in the GMA, and ensure that the actions of government agencies are coordinated and consistent with one another.

Island County initially adopted CPPs in 1992. These CPPs were subsequently revised in 1998, 1999, 2015, and 2017. Island County, and the municipalities within Island County, are currently reviewing and updating their comprehensive plans (due in June 2025), updated CPPs have been developed to address changes to state law, areas of concern from past updates, and to facilitate countywide comprehensive planning efforts.

The development of revised CPPs was a collaborative process. A Countywide Planning Group (CPG) comprised of representatives from the planning departments of Oak Harbor, Coupeville, Langle, and Island County, along with a representative from Naval Air Station Whidbey Island (NASWI), was formed to facilitate this effort. Following RCW 36.70A.110, local tribes were invited to participate in these planning efforts. Approximately 15 CPG meetings were held between May 2023 and December 2023 to discuss revisions to the CPPs, a uniform buildable lands analysis methodology, and the creation of a new housing methodology, following the Washington State Legislature's passing of House Bill 1220 in 2021. Among CPG members, a general consensus on the changes to the CPPs was reached in November 2023. The CPG members then agreed to forward the proposed revisions to their respective planning commissions and elected bodies for further review.

The Island County Planning Commission (hereafter, the Planning Commission) recommended approval of the CPPs to the Board of Island County Commissioners on February 2, 2024, following a public hearing. The Board adopted the CPPs on March 26, 2024 (Ordinance C-08-24) following a public hearing. After the Board's adoption, the CPPs were ratified by all three jurisdictions.

After the CPPs were adopted, jurisdictions worked independently on their land capacity analyses. Jurisdictions are required to coordinate with the County on any Urban Growth Area (UGA) changes. Oak Harbor and Island County began discussions on the UGA for Oak

Harbor in September of 2024. Oak Harbor formally proposed a UGA expansion in a letter to the County dated April 22, 2025.

The County holds the authority for granting UGA expansions under WAC 365-196-310(3)(d) and requested additional information from the City to justify the expansion, including a Capital Facilities Plan and Annexation Plan. The City declined to provide these planning documents. Planning for urban densities in a UGA requires urban infrastructure including sewer, water, sidewalks etc. per RCW 36.70A.070(3), WAC 365-196-310(3)(e and g). Most often these services are provided during annexation. Without a plan to provide essential urban infrastructure and services, and without a plan for annexation of the UGA, the City's expansion proposal was not viable. The County declined to move forward with the UGA expansion proposal in its comprehensive plan. Consequently, the County followed the reassessment process outlined under WAC 365-196-415(2)(d)(iii)(G) to reduce the population projection to account for the population that could not be accommodated in the existing unincorporated UGA. This change requires a revision to the population projection and the CPPs.

The Planning Commission has reviewed the revised CPPs produced by the CPG and makes the following findings and recommendations.

Findings

1. Island County conducts planning activities in accordance with Chapter 36.70 RCW, the Planning Enabling Act.
2. The planning activities of Island County, and the planning activities of municipalities within Island County, are further regulated by the provisions of RCW 36.70A, the Growth Management Act (GMA).
3. The GMA requires counties and cities to periodically update their comprehensive plans and development regulations (RCW 36.70A.130(5)). Island County last completed a periodic update in 2016; and Island County must complete an update by December 31, 2025.
4. The GMA requires that counties subject to GMA adopt CPPs, and further requires that these policies be developed with the cooperation of the municipalities within the county (RCW 36.70A.210(2)).
5. CPPs are written policy statements used to establish a countywide framework from which county and municipal comprehensive plans are developed and adopted to ensure consistency between plans, as required by RCW 36.70A.100 and RCW 36.70A.210(1).
6. In order to address the requirements of the GMA, Island County and the jurisdictions within Island County adopted CPPs in 1992, which were subsequently revised in 1998, 1999, 2015, and 2017.

7. In the seven years since the CPPs were last amended, the GMA has evolved through legislative amendments, judicial interpretations, and Growth Management Hearing Board decisions.
8. The GMA does not specifically address amendments to the CPPs; however, Island County's CPPs include population projections and allocations to jurisdictions from the previous planning period. Island County's CPPs should be updated with each periodic update to properly plan for current population and housing allocations, to address countywide planning concerns, and to comply with current legal requirements.
9. The CPPs state that the document may be amended through approval by the Island County Board of County Commissioners, and ratified once the CPPs are adopted by a majority of the cities and towns within Island County.
10. To develop the revised CPPs, the CPG comprised of representatives from the planning departments of Oak Harbor, Coupeville, Langley, and Island County, along with a representative from NASWI, was formed. In accordance with RCW 36.70A.110, local tribes were invited to participate in these planning efforts; and the Swinomish Tribe participated in two meetings.
11. The CPG held approximately 15 meetings between May 2023 and January 2024 to discuss revisions to the CPPs, a uniform buildable lands analysis methodology, and the creation of a new housing methodology following the 2021 State Legislature's passing of House Bill 1220.
12. A draft CPP document was prepared and distributed to CPG members; changes were discussed at CPG meetings and CPG members were given ample opportunity to edit and comment on the document.
13. Among CPG members, a general consensus on the proposed changes to the CPPs was reached in November 2023.
14. On November 15, 2023, the Planning Commission held a public hearing on the proposed 2045 population projection of 102,639; this population projection reflects an increase of 15,782 people or 8,717 dwelling units. The majority of the Planning Commission believed that the recommended population represented the most probable forecast based on past trends, as well as current economic and demographic conditions.
15. On December 6, 2023, and December 20, 2023, the Planning Commission reviewed the draft CPPs in a work session.
16. On February 7, 2024, the Planning Commission held a public hearing to consider comments on the revised CPPs for the 2025 Comprehensive Plan Periodic Update.
17. It was the consensus of the majority of the Planning Commission on November 15, 2023, that the population projection represented the most favorable forecast.

Following the public hearing on February 7, 2024, it was the consensus of the majority of the Planning Commission that the housing allocations, as presented in the CPPs, represents the most favorable outcome in meeting the State mandated housing requirements in the 2025 Comprehensive Plan Update.

18. The total population projection was adopted by the County on December 12, 2023 (Resolution C-85-23) to reflect a total projected population of 102,639 people by the year 2045.
19. The City conducted a Land Capacity Analysis for the city limits and calculated a capacity of 3,735 dwelling units. The County conducted a Land Capacity Analysis which indicated the UGA could support 464 dwelling units if annexation plans and infrastructure plans supported rezoning. This left a deficit of 1,333 dwelling unit deficit.
20. On April 22, 2025 the City of Oak Harbor proposed an expanded UGA to accommodate the 1,333 dwelling unit deficit.
21. The City's proposed UGA expansion did not include an adequate Capital Facilities Plan and annexation plan, to describe how essential urban infrastructure such as sanitary sewers, water, sidewalks, and other facilities would be provided to the new housing and residents.
22. In July 2025, the County considered Oak Harbor's proposal for a UGA expansion and determined that the proposed expanded UGA could not reasonably be served by the City within the 20-year planning period without an annexation plan and adequate Capital Facilities Plan. Additionally, the City's plan did not include provisions for serving the existing UGA to support the 464 dwelling unit capacity the County had calculated.
23. Based on the results of the Land Capacity Analyses and absence of infrastructure plans, the County reassessed its population growth projections for the planning period, according to the process set forth in WAC 365-196-415(2)(d)(iii)(G), to achieve a reduction of 1,797 dwelling units.
24. The reassessment of the 1,797 dwelling units will result in a decrease in the overall population forecast of 4,013 people. The new population projection for the County is 98,626 people by 2045.
25. A 20-year population projection of 98,626 is within the low-to medium-range of population growth predicted by the Office of Financial Management for Island County.

Conclusion

The Island County Planning Commission has reviewed the proposed revised Countywide Planning Policies and hereby recommends that the Board of Island County Commissioners adopt, by ordinance, the revised and updated Countywide Planning Policies. The Planning Commission further recommends that the revised Countywide Planning Policies and Population Projections are hereby amended and replace and supersede all previous Countywide Planning Policies.

Respectfully submitted through the Island County Planning and Community Development Department to the Board of Island County Commissioners, pursuant to RCW 36.70.430, this _____ day of _____ 2025 by,

Steve Schwalbe
Chair, Island County Planning Commission

Countywide Planning Policies 2025 Periodic Update

1. General Provisions

1.1 Purpose

The Washington State Growth Management Act (GMA) requires that cities and counties adopt comprehensive plans. The GMA further requires that counties adopt Countywide Planning Policies (CPPs) (RCW 36.70A.210 & WAC 365-196-305) to guide and coordinate issues of regional significance. The following goals and policies are intended to guide intergovernmental planning efforts, fully implement the planning goals identified in the GMA, and ensure that the actions of government agencies within Island County are coordinated and consistent with one another.

1.2 Applicability

These policies are intended to apply countywide. Any government agency or special service district within Island County that conducts planning activities or provides public services shall be subject to the goals and policies identified in these CPPs; specifically:

1. Planning policies and plans adopted or enforced by government agencies and special service districts shall be consistent with these goals and policies.
2. All decisions by government agencies and special service districts regarding the provision or construction of public services and facilities shall be consistent with these goals and policies.
3. These goals and policies should not be construed to otherwise reduce, diminish, or supersede those planning and land use powers reserved exclusively for the municipalities or Island County by Washington State law.

1.3 Definitions

The following definitions shall be used in the interpretation and application of the CPPs.

1. Affordable Housing: 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.

1. **Agency, Government:** The county government of Island County, a municipality within Island County, or a department or agency of the State of Washington.
2. **County:** The county government of Island County. This term is used throughout this document to differentiate between the jurisdictional limits of the government of Island County, and the geographic area encompassed by Island County.
3. **Development Regulation:** Controls placed on development or land use activities by the county or municipalities, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, official controls, planned unit development ordinances, platting regulations, subdivision and short subdivision ordinances, and binding site plan ordinances together with any amendments thereto.
4. **Facility of Statewide or Countywide Significance:** Those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, regional transit authority facilities as defined in RCW 81.112.020, state and local correctional facilities, solid waste handling facilities, and inpatient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020. Public school facilities and municipal sewage treatment facilities shall also be considered facilities of statewide or countywide significance. Throughput transmission facilities and major utilities, as defined in Island County Code (ICC), shall not be considered facilities of statewide or countywide significance. This definition is intended to be used synonymously with the term “essential public facilities”.
5. **Future Planning Area (FPA):** An area immediately outside of, and adjacent to, a Non-Municipal Urban Growth Area. FPAs are designated by the county to reserve areas which may be necessary for future urban growth and to protect land which has been identified as resource land of long-term commercial significance, and land extensively constrained with critical areas, key entrance roads, and areas of historical significance. Broadly, such areas are intended to provide an opportunity for long-term planning beyond the normal twenty year planning horizon.
6. **Joint Planning Area (JPA):** Areas immediately outside of, and adjacent to, Municipal Urban Growth Areas. JPAs are jointly designated by the county and municipalities to reserve areas which may be necessary for future urban growth and to protect land which has been identified as resource land of long-term commercial significance, land extensively constrained with critical areas, key entrance roads, and areas of historical significance. Broadly, such areas are intended to provide an opportunity for long-term planning beyond the normal twenty year planning horizon.
7. **Municipality or Municipal:** A legally incorporated or duly authorized association of inhabitants of a limited area for local government or other public purposes. For purposes of interpreting this document, “municipality” or “municipal” is intended

to refer to the current incorporated jurisdictions in Island County (Coupeville, Langley, and Oak Harbor) as well as any city or town incorporated after the establishment of these CPPs.

8. **Planning Goals or Planning Policies:** Statements, goals, and specific policies expressed in the GMA, CPPs, or a comprehensive plan adopted by the county or a municipality.
9. **Resource Lands of Long Term Commercial Significance:** Lands zoned Commercial Agriculture (CA) in accordance with the ICC and RCW 36.70A.170 and RCW 36.70A.050.
10. **Rural Area(s):** As used in this document the term “rural area” is intended to refer to all of the land area in Island County outside of Urban Growth Areas. Generally (with the exception of Rural Areas of More Intense Development), rural areas are intended to facilitate agriculture, forestry, and other resource dependent uses and activities which depend on rural resources and lands. Other uses may be permitted in the rural area when consistent with the GMA’s definition of rural character.
11. **Rural Area of More Intense Development (RAID):** Areas of existing more intense rural development designated by the county pursuant to RCW 36.70A.050(d) and WAC 365-196-425(6). This term is synonymous with, and intended to be used interchangeably with, the term “Limited Area of More Intense Rural Development” (LAMIRD) as used in the GMA. The Island County Comprehensive Plan contains a more complete definition as well as designation criteria for RAIDs.
12. **Rural Character:** Refers to patterns of land use and development established by the county in the Rural Element of the Island County Comprehensive Plan. For purposes of interpreting this document, the definition of rural character shall be the definition contained in the Island County Comprehensive Plan.
13. **Service, Public:** Includes fire protection and suppression, law enforcement, public health, education, parks and recreation, environmental protection, utilities, and other services or facilities provide by government agencies or special service districts. This term is synonymous with, and is intended to be used interchangeably with, the term “public facilities”.
14. **Service, Rural:** Those public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services are those services necessary to support development which is consistent with the definition of rural character and do not include storm or sanitary sewers, except as otherwise authorized by RCW 36.70A.110(4).
15. **Service, Urban:** Those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and

sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, transportation and public transit services, and other public utilities associated with urban areas and normally not associated with rural areas. Urban services are intended to accommodate and facilitate urban development consistent with the policies expressed in the comprehensive plans adopted by county and municipalities.

16. **Special Service District:** Independent governmental units that exist separately from local governments to provide public services to limited areas using public funds, including but not limited to sewer and water districts, fire districts, and school districts.
17. **Sprawl, Sprawling:** Scattered, poorly planned urban development that often occurs in urban fringe and rural areas. Generally, sprawl is neither reflective of urban character nor rural character. Sprawl occurs at densities too high to maintain rural character, but too low to provide the full range of social, economic, and cultural amenities typically associated with cities and towns. Sprawl is also characterized by forms of development which are difficult or costly to serve with high quality urban services.
18. **Urban Character, Urban Form:** Refers to a pattern of urban growth characterized by a high concentration of economic, social, and cultural amenities, as well as a full range of housing types and densities. Each municipality in Island County has adopted a comprehensive plan which is expressive of their desired urban Form and character.
19. **Urban Development, Urban Growth:** A pattern of growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. Additionally, the term urban development includes all forms of development that are inconsistent with the county's adopted definition of rural character.
20. **Urban Growth Area (UGA):** Areas within which urban growth is encouraged and outside of which growth can occur only if it is consistent with rural character and not urban development or urban in nature. In Island County, UGAs have been established around each municipality.
21. **Urban Growth Area, Non-Municipal (NMUGA):** An area characterized by an extensive pattern of urban development which was established prior to the adoption of the GMA and which does not include an incorporated municipality. In Island County, a NMUGA has been established around the unincorporated area of Freeland in recognition of an existing pattern of urban development. The Freeland NMUGA is subject to the planning goals and policies set forth in the Island County Comprehensive Plan and the Freeland Subarea Plan.

- 22. Urban Growth Boundary (UGB):** The line separating UGAs from surrounding rural areas. The UGB is intended to preserve rural character in rural areas and prevent low-density sprawling development by focusing and encouraging urban growth in designated UGA.

2. Countywide Planning Goals

Island County and the municipalities have identified the following goals as being of countywide concern. These goals are intended to establish a foundation for, and guide the interpretation of, the policies contained in this document. [Failure or inability to fully meet these goals shall not be construed to render the comprehensive plan or development regulations of any party to these policies invalid.](#)

1. **Intergovernmental coordination:** Island County, the City of Langley, the Town of Coupeville, the City of Oak Harbor, state agencies, and special service districts will work together to address issues of regional, or countywide, importance in a coordinated fashion. Proactive communication and coordination will improve the quality of planning activities and reduce the likelihood of disputes. Proactive outreach to tribes should be conducted to invite their participation in the updating of the CPPs.
2. **Joint City and County Planning:** Decisions regarding JPAs, UGAs, areas for future UGA expansions, and JPA overlay designations will be made by the county and municipalities in a cooperative fashion.
3. **Public Participation:** Island County citizens will be involved in the planning process and public comments will be considered by the county and municipalities before making planning decisions involving issues of countywide concern.
4. **Urban Growth Areas:** All decisions regarding the designation of new UGAs, adjustments to existing UGAs, population forecasting, and the allocation of population to UGAs will be made using clearly stated and rational criteria.
5. **Urban Development:** The social and economic vitality of Island County's cities and towns will be reinforced by ensuring that urban development occurs only within designated UGAs.
6. **Rural Development:** Island County's unique rural atmosphere and lifestyle will be protected from sprawling low density development and inappropriate uses; also, rural land use plans will ensure that permitted development is consistent with the availability of rural services and resources.
7. **Public Services:** Adopted land use and economic development plans will be reinforced and supported by public service and infrastructure investments. Decisions on infrastructure investments and the provision of public services will be made in a way which strengthens and reinforces adopted planning goals and policies.

8. **Urban Services:** In order to protect and enhance the quality of life enjoyed by the residents of Island County's municipalities and UGAs, urban development will be provided with high quality urban services. The Municipalities will work to provide services at a level that promotes and fosters urban development in a manner consistent with their adopted planning goals and policies. Urban services will not be provided outside of UGAs to protect Island County's rural character and prevent scattered sprawling development patterns which are inefficient and costly to serve.
9. **Facilities of Countywide or Statewide Significance:** In recognition of the fact that some uses are difficult to site, but may be regionally significant or essential, the county, municipalities, and state agencies will work together to develop consistent policies and regulations governing, but not prohibiting these facilities.
10. **Transportation:** Island County should be served by an efficient, well connected, multimodal transportation system. Transportation plans, spending decisions, and regulations will be consistent with and reinforce adopted land use and economic development plans.
12. **Affordable Housing:** Housing affordable to all income levels will be planned for and accommodated throughout Island County including in rural areas, NMUGAs, and municipalities.
13. **Economic Development:** Develop a coordinated and diverse economic base that provides employment opportunities and improves the wellbeing of all economic segments of Island County's population. The county and municipalities will consider economic development broadly by incorporating planning policies throughout their planning documents that are supportive of a coordinated economic development strategy.
13. **Critical Areas:** The county and municipalities will work together to ensure that planning policies, and development regulations designed to protect Island County's natural resources and critical areas are consistent with one another.
14. **Historic Preservation:** Preserve and protect cultural resources as well as lands, sites, and structures that have historic or archaeological significance.
15. **Water Resources:** Protect the long-term viability of Island County's drinking water supply and the rights of Island County's existing residents, by considering the relationship between allowed densities and known and/or verifiable water supplies.
16. **Climate Resilience and Natural Disasters:** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.

17. **Public Health:** Promote the health of people of all ages and abilities by adopting policies and regulations that encourage safe, healthy habits, surroundings, and equitable access through the communities we plan, build, and preserve.

3. Countywide Planning Policies

The following policies are intended to facilitate the realization of the countywide goals identified above. These policies are further intended to guide the development of county and municipal comprehensive plans and development regulations where such plans and regulations involve issues of countywide concern.

3.1 General Provisions

1. Except as otherwise stated, municipalities shall be responsible for establishing long range plans and planning policies for UGAs. The municipalities shall also be exclusively responsible for regulating land use and development within the incorporated portions of UGAs.
2. Housing units in ~~municipal~~ unincorporated UGAs will be ~~attributed to~~ counted as part of the ~~municipality, not the~~ County's housing allocation.
- ~~3.2~~ The county shall be responsible for regulating land use and development activities within unincorporated portions of UGAs; however, the county must coordinate and be consistent with the associated municipality ~~to ensure that any new uses authorized by a county permit or development regulation are consistent with the municipality's planning goals and policies~~, as well as any applicable CPPs.
- ~~4.3~~ Growth and development within NMUGAs shall be planned for, managed, and regulated by the county.
- ~~5.4~~ The county and the municipalities should coordinate where appropriate, the development and implementation of long-range plans for youth services, senior services, fire protection, police services, air quality, transportation, solid waste, public and private utilities, watershed and storm-water planning, and environmental plans for the protection of critical areas.
- ~~6.5~~ Growth and development outside of UGAs shall be planned for, managed, and regulated by the county, except that planning within JPAs shall be subject to the JPA policies described below in section 3.2.
- ~~7.6~~ The County will be the nominal lead for the State Environmental Policy Act (SEPA) review of the CPPs.

3.2 Joint Planning Area Policies

1. For each UGA, the county and the municipality associated with the UGA shall collaboratively designate a JPA. Broadly, such areas are intended to provide an opportunity for long-term planning beyond the normal twenty-year planning horizon.
 - a. When identifying properties for inclusion in the JPA, the following shall be given first consideration:
 - i. Lands adjacent to the UGA;
 - ii. Lands adjacent to essential public facilities and urban services;
 - iii. Lands that facilitate connectivity to established or projected transportation corridors; and
 - iv. Lands where inter-jurisdictional long-term coordination would be beneficial due to the sensitive nature of adjacent uses.
 - b. When possible, resource lands of long-term commercial significance should be considered for exclusion from the JPA.
 - c. JPA boundary lines shall be drawn, wherever practical, in order to:
 - i. Be contiguous and not contain any holes;
 - ii. Follow street alignments, water courses, and other physical boundaries;
 - iii. Be kept straight, simple, and logical; and
 - iv. Follow parcel boundaries (not dividing a parcel).
2. The county and the municipality shall also collaboratively produce a long-term conceptual plan for the JPA as follows:
 - a. Two broad overlay designations shall apply within JPAs as follows; Potential Growth Areas (PGA) and Long Term Rural Significance (LRS). These designations need not be applied to all land within the JPA, land may be left undesignated; however, sufficient quantities of both PGA and LRS land should be designated to guide and control future development and UGA expansions.
 - b. The JPA overlay designation of PGA should be considered for lands which are;
 - i. Already characterized by urban development,
 - ii. Served by urban services, particularly sanitary sewer, or
 - iii. Determined by the municipality and the county to be the most logical and effective location to accommodate future UGA expansions.
 - c. Land should not be assigned a JPA overlay designation of PGA if such land meets the criteria for an LRS designation unless when such designation meets the criteria established in 3.2(2)(e) of this chapter.
 - d. JPA overlay designation of LRS should be considered for lands which are:

- i. Extensively constrained by critical areas, flood hazards, or tsunami hazards, except when this land could be used to fulfill open space requirements;
 - ii. Determined by the county and/or municipality to have long-term cultural, scenic or environmental benefits, except when this land could be used to fulfill open space requirements;
 - iii. Resource lands of long-term commercial significance;
 - iv. Classified as forest lands or farm and agricultural lands and with property valuation at current use classification under RCW 84.34.020(2) or RCW 84.33.035; or
 - v. Within or in close proximity to Accident Potential Zones, and areas highly impacted by aircraft noise identified in Air Installations Compatible Use Zones (AICUZ) program noise contour maps.
 - e. JPA designations shall not be assigned in such a way that future UGA expansions are completely precluded, forestalled, or rendered impractical; areas must be provided to allow for future UGA expansions. Lands designated LRS may be considered for re-designation to PGA when:
 - i. A LRS designation would create a non-contiguous (“donut hole”) area of county land with future UGA expansions;
 - ii. A LRS designation would preclude, forestall, or make impractical the future and logical expansion of the UGA;
 - iii. A LRS designated area is located adjacent to or in close proximity to established or projected transportation corridors;
 - iv. A LRS designated area is needed to facilitate or provide access and connectivity to established or projected transportation corridors;
 - v. A LRS designated area is located adjacent to or in close proximity to essential public facilities or urban services;
 - vi. A LRS designated area is needed to facilitate the logical extension of urban services or for the siting of essential public facilities; or
 - vii. A LRS designated area is needed for the logical expansion of the UGA, and will be used to fulfill open space requirements.
 - f. Lands designated LRS that perform a critical recharging effect on aquifers used for potable water or lands which contain significant flood hazard areas should remain LRS when possible.
3. The county shall adopt the PGA and LRS designations as comprehensive plan overlay designations which will apply in addition to any underlying comprehensive plan or zoning designations.

4. The county may adopt a FPA around the Freeland NMUGA and assign overlay designations in accordance with the criteria provided in Section 3.2.
5. A conceptual JPA plan should be prepared by the county in cooperation with each municipality consistent with the above criteria, the planning goals and policies expressed in this document, and any applicable county planning goals and policies. The county and municipalities should then work together to resolve any concerns prior to final adoption by the county.
6. Proposals to modify a UGA or JPA may be made by a municipality or the county. Modifications to JPA plans shall be subject to the procedures and criteria identified above and should generally be reviewed during the periodic update cycle mandated by the GMA or sooner if needed to ensure consistency with adopted criteria.
7. For lands assigned a designation of PGA, the county shall adopt planning policies which limit or restrict development that could interfere with the efficient utilization of such lands for future urban development. The county shall also adopt planning policies which provide municipalities notification of significant development proposals (such as land divisions, site plan approvals, or major transportation projects) within the JPA, and shall provide the affected municipality with the ability to comment on such proposals.
8. For lands assigned a designation of LRS the county shall adopt planning policies and which protect the agricultural, environmental, forestry, aesthetic, or cultural values of such lands.

3.3 Urban Growth Areas

Consistent with the provisions of RCW 36.70A.110, a UGA been established around each municipality. A NMUGA has also been established in Freeland in recognition of the fact that Freeland is already characterized by urban development. Existing UGAs may be modified when it can be demonstrated that the proposed modification is consistent with the following policies. These policies are intended to implement countywide planning goals 2.1, 2.2, 2.4, and 2.5 as well as GMA planning goals one, two, and four as provided for in RCW 36.70a.020.

1. The review of a UGA for possible expansion is a significant undertaking. Generally, UGAs should only be enlarged or modified during the periodic update process; however, UGAs may be modified outside of the periodic update process if necessary to accommodate major and unanticipated fluctuations in Island County's population, or if necessary to accommodate a large employer or institution which cannot reasonably be accommodated within an existing UGA.
2. UGAs may be expanded during a GMA mandated periodic update cycle if necessary to accommodate a 20 year supply of buildable land as required by RCW 36.70A.110.

3. UGAs may be expanded outside of a GMA mandated periodic update cycle if the expansion is necessary for one of the following reasons. For purposes of interpreting these policies, “the start of the planning period” shall mean the date on which the most recent periodic update was completed.
 - a. Population growth in the UGA since the start of the planning period equals or exceeds fifty percent of the population growth allocated to the UGA at the start of the planning period; or
 - b. Employment growth in the UGA since the start of the planning period equals or exceeds fifty percent of the employment growth allocated to the UGA at the start of the planning period; or
 - c. Written notification is provided by the Department of Defense, or other reliable and verifiable information is obtained, indicating that prior to the next periodic update cycle, Naval Air Station Whidbey Island (NASWI) staffing will increase in a manner which would result in population growth equal to or exceeding fifty percent of the population growth allocated to the UGA at the start of the planning period; or
 - d. An opportunity is presented to bring a large scale business, industry, institution, or other significant employer to Island County, and the county and municipality agree that due to the facility or institution’s unique characteristics there is no suitable land available inside the current UGA.
4. UGAs shall be sized to include only the land necessary to accommodate twenty years of population and employment growth based on the methodology included in Appendix A. This methodology is intended to provide for a reasonable market factor.
5. In considering potential UGA expansion scenarios, municipalities should consider alternative measures such as increasing the densities allowed within their existing UGA or altering the uses allowed by their land use plan and zoning regulations. The viability of such measures should then be discussed with the county. In determining the viability of such alternative measures, the municipalities may consider a full range of economic, social, and real estate market factors.
6. After a thorough consideration of all other reasonable measures the UGA may be expanded in order to relieve a critical shortage of buildable land. If it is determined that an expansion or modification of a UGA is necessary, the UGA boundaries must be evaluated on a countywide basis, be based on a county population projection that does not exceed the Office of Financial Management (OFM) published ranges, and include an evaluation of the growth and housing allocations outlined in Appendix B.
7. Land shall be considered for inclusion within the UGA in the following order::
 - a. Land with a JPA overlay identified as urban holding areas designation of PGA.

- b. Land within a JPA which has not been assigned a JPA overlay designation except as provided for in 3.3.8.
 - c. Land with a JPA overlay designation of LRS which is not extensively constrained by critical areas; which does not contain significant flood or tsunami hazard areas; or which is not designated as resource lands or long-term commercial significance.
- 8. Land which is extensively constrained by critical areas, which contain flood or tsunami hazard zones, or which is designated as resource land of long-term commercial significance, should be considered the lowest priority for inclusion within a UGA and should only be included within a UGA based on the following criteria:
 - a. The lands are needed to provide contiguity between PGA and other developable lands;
 - b. The lands will be preserved by their natural and environmental values with park or open space designations;
 - c. No other land exists which can reasonably be added to the UGA;
 - d. The land being considered can be reasonably served by urban services; and
 - e. A transfer of development rights (TDR) program has been enacted per WAC 365-196-815(1)(a).
- 9. Under no circumstances shall a UGA be expanded into a designated tsunami or flood hazard area unless the land is assigned an extremely low intensity comprehensive plan designation such as park or open space.
- 10. UGAs may be reduced in size if:
 - a. Revised population estimates or allocations indicate that the existing UGA is larger than necessary to accommodate a 20 year supply of buildable land.
 - b. Densities within the UGA have been increased such that the UGA is larger than necessary to accommodate a 20 year supply of buildable land.
 - c. It is determined that urban services including public sewer and water cannot reasonably be provided to the area included in the proposed UGA reduction. Any UGA reduction proposed on the basis of this criterion shall ensure that any population currently allocated to the area included in the proposed reduction is redistributed elsewhere within the UGA, or to another UGA.
- 11. UGAs may be modified by simultaneously including and excluding land so that the total area of the UGA is not altered, provided that land shall be considered for inclusion based on the criteria expressed in policies 3.3.5, 3.3.6, 3.3.7, 3.3.8, and 3.3.9 above.
- 12. Land shall not be removed from a UGA if it is already characterized by urban development, permits have been issued authorizing urban development, or urban

services have been extended into the area, unless the area is physically separated from and not adjacent to existing urbanized areas and would otherwise qualify as a RAID.

13. UGA modifications outside of the period update cycle may be proposed by a municipality, the county, or an individual. Modifications proposed by municipalities or individuals shall be submitted to the county in a manner consistent with the county's procedures for comprehensive plan amendments and placed on the county's annual review docket (per Chapter 16.26 ICC). Modifications proposed by individuals shall not be approved by the county unless the modification is supported by the legislative authority of the affected municipality.
14. For any proposed UGA modification a current land capacity analysis shall be prepared and shall utilize the procedures described in Appendix A. The land capacity analysis should be performed by the respective jurisdiction.

3.4 Urban Development

The following policies have been adopted to ensure that urban development occurs only within designated UGAs, and that urban growth is orderly, compact, contiguous, and adequately served by urban services. These policies are intended to implement countywide planning goals 2.4, 2.5, and 2.8 as well as GMA planning goals one, two, and twelve.

1. Urban development shall take place only within municipalities and UGAs/NMUGAs.
2. Each municipality shall prepare land use plans, planning policies, and development regulations for their UGA. These plans, planning policies, and development regulations shall be used to regulate development activities within the incorporated boundaries of the municipality. For land within a UGA, but outside the incorporated boundaries of a municipality, the county's planning policies and development regulations shall apply until such time that the land is annexed. Upon annexation the municipality's planning policies and development regulations shall apply.
3. Urban development shall be expressive of urban character. Planning policies and development regulations should be adopted by the county and the municipalities to ensure that urban development is not wasteful of land or resources, and that urban development proceeds in an orderly contiguous fashion.
4. Planning policies and development regulations shall be adopted which require that new development, including subdivisions, short subdivisions, site plan approvals, and building permits for new homes and commercial or industrial buildings within a designated UGA be served by public sewer and water.
5. Development regulations may be adopted by the municipalities or by the county, in the case of the Freeland NMUGA), variances or waivers may be granted from

the above requirement in situations where public sewer and water cannot be provided economically due to topographical constraints or an inability to obtain the approval of intervening land owners. Waivers or variances shall not be used to permit land division.

6. The construction or installation of new private wells and septic systems within UGAs should be strongly discouraged and only allowed through a variance or waiver as described above in policy 3.4.5. When permitted, these systems should be considered an interim solution until public sewer or water service can be provided.
7. The municipalities and county agree that steps should be taken during each periodic update cycle to increase the percentage of Island County's overall growth occurring within UGAs. The municipalities and the county should work to foster, promote, and accommodate additional housing and job growth within existing UGAs and shall adopt policies to accomplish this objective.
8. Municipalities shall not annex land outside an UGA.
9. Land recently added to a UGA shall not be annexed until any appeal periods or proceedings associated with the UGA expansion have lapsed or been resolved.
10. Each municipality should include specific policies to guide the incorporation process in their comprehensive plans.
11. It is recognized that urban growth and development should be regulated by the municipalities. Accordingly, the following policies are intended to facilitate and encourage the annexation of land outside of existing municipal boundaries but within UGAs. These policies are also intended to ensure that urban development occurs in a logical, incremental, and rational fashion, and to prevent the county from authorizing development within a UGA which forestalls or frustrates future urban development or the realization of the municipality's-planning goals and policies:
 - a. Land outside of existing municipal boundaries but within a UGA shall be assigned a county comprehensive plan and zoning designation of Urban Holding (UH) until such time that it is annexed by a municipality. Once the annexation process is complete, the municipality's planning policies, zoning designations, and development regulations shall be used to regulate development.
 - b. Island County will support the incorporation of NMUGAs and provide technical assistance as needed, provided that all annexation and incorporation proposals involving land associated with a NMUGA will be reviewed against the relevant incorporation/annexation criteria set forth in state law, including a thorough analysis of fiscal impacts.
 - c. In allocating projected growth to UGAs, priority should be given to UGAs over NMUGAs within the same planning area.

- d. The county shall continue to work with local jurisdictions to adopt planning policies and development regulations that will facilitate anticipated urban development, annexation and the provision of urban services in those areas designated UH.
12. Incorporation proposals involving land outside the boundaries of a NMUGA shall not be supported or approved by the county.

3.5 Rural Development

1. All development outside of UGAs shall be consistent with the county's definition of rural character (ICC 17.03.040).
2. Allowed land uses in the rural areas should primarily be agricultural or low density residential in nature. In order to support the economic and social vitality of existing cities and towns, non-residential, non-agricultural uses in rural areas should generally be limited to small scale home businesses and non-residential uses which are directly related to, and supportive of, agricultural uses. Small scale recreation and tourist uses may also be appropriate in rural areas, and higher density housing and certain commercial uses may be permitted in the county's RAIDs. The county shall adopt planning policies.
3. In establishing allowed densities and uses in rural areas, the county shall consider the long-term availability of known and /or verifiable water supplies, the general suitability of the area for on-site septic systems, the presence of critical areas including geologically unstable areas, and flood or tsunami hazards.
4. The county shall plan for the timely and efficient provision of rural services.
5. In general, public facilities and buildings should not be located in rural areas unless their function or service area is best served by a location outside of a UGA.
6. The municipalities and the county have agreed that the percentage of growth occurring within UGAs should be increased. The county should adopt planning policies and development regulations in order to achieve this objective.

3.6 Public Facilities and Services

1. New urban services and facilities shall not be provided or extended outside of UGAs. In particular, sanitary sewer systems may not be extended outside of existing UGAs unless necessary to respond to a documented public health hazard caused by existing development which cannot be remedied in any other reasonable way.
2. Public services and facilities shall be provided in a manner which is consistent with, and helps to implement all aspects of locally adopted comprehensive plans and development regulations.

3. Public services and facilities shall not be provided in a manner which is contrary to locally adopted comprehensive plans and development regulations.
4. Within UGAs, provisions must be made to ensure that necessary urban services are available or in place prior to, or concurrent with, urban development.
5. Consistent with GMA requirements, locally adopted comprehensive plans and development regulations shall specifically identify how urban services will be provided throughout UGAs.
6. With respect to services or facilities of regional significance, municipalities and the county should coordinate capital facilities planning and funding within UGAs.
7. The county and the municipalities will work together to implement, enforce, and update the Coordinated Water System Plan and any associated planning-policies or development regulations.
8. Public services and facilities should be located in areas which are accessible by all modes of transportation. In particular, public services serving low income or mobility impaired citizens should be located in close proximity to transit stops and in areas with a well developed network of sidewalks and paths.
9. In general, public facilities and buildings should not be located in rural areas. In evaluating the appropriate location for public buildings and facilities, sites should be considered in the following order of preference:
 - a. Sites within existing municipalities.
 - b. Sites outside of existing municipalities, but within UGAs.
 - c. Sites outside of an existing municipality, or UGA, but within a RAID.
 - d. Sites in rural areas, but only when it can be shown that the public service requires a location in a rural area due to its unique operational characteristics or service area requirements.

3.7 Facilities of Countywide or Statewide Significance

The county and the municipalities are required by the GMA (RCW 36.70A.200) to include provisions in their comprehensive plans and development regulations addressing essential public facilities. The following policies are intended to guide the designation, location, expansion, and modification of facilities of countywide or statewide significance and to ensure full compliance with GMA requirements.

1. The county and municipalities shall ensure that their planning policies and development regulations contain policies and procedures allowing for, and governing facilities of statewide or countywide significance.
2. The county and each municipality should establish a process through their comprehensive plans or development regulations for identifying and regulating

the location and development of essential public facilities. These policies and regulations should, at a minimum, include:

- a. A process for determining whether or not a given facility or service meets the definition of an essential public facility.
 - b. A process, including specific criteria, for evaluating alternative locations.
 - c. Provisions to ensure that the environment, public health, and safety are protected.
 - d. For facilities outside of UGAs, provisions to ensure, to the extent possible, the facility is consistent with the county's adopted definition of rural character.
3. To the extent possible, essential public facilities should be located in a manner which is consistent with, and supportive of adopted land-use, transportation, and economic development plans.
 4. Essential public facilities shall be located within a UGA unless it can be demonstrated that a rural location is the most appropriate location based on the specific characteristics and operational needs of the facility. Mere convenience or expediency is not sufficient to demonstrate compliance with this requirement.
 5. Essential public facilities located outside of a UGA should be self contained and should not require the extension or provision of urban services. In the event that it is absolutely necessary to extend urban services to allow for the establishment of an essential public facility that would otherwise be impossible to establish, urban services shall be provided in a manner which precludes further extension or connections in the intervening areas. In such instances, the extension of urban services shall not be used to service rural development or to justify future UGA expansions that could not otherwise be supported by the policies of this document.
 6. The county and municipalities shall not preclude the establishment or provision of an essential public facility when proposals for such services or facilities are consistent with these policies, as well as any planning policies and development regulations adopted by the county or municipalities regulating essential public facilities.
 7. The county, in collaboration with the affected municipality shall review proposals for facilities of countywide or statewide significance in UGAs, taking into consideration these policies, as well as applicable county and municipal policies and regulations.

3.8 Transportation

1. The transportation element of the county's comprehensive plan should include UGA components to ensure consistency among planning jurisdictions. All transportation planning, including that of federal or state agencies, and port

districts, should be jointly and cooperatively developed, adopted and implemented through coordinated and collaborative planning efforts.

2. The county and municipalities should each actively participate in multi-county, multi-jurisdiction, regional transportation planning, including planning for Washington State Ferries.
3. The county and municipalities will cooperate in the analysis of, and response to, any major industrial, retail, commercial, recreation, or residential development proposal that may impact the transportation systems in Island County.
4. The capacity of the transportation system must be planned, built, and managed to meet planned land use densities in UGAs.
5. The planned transportation system should be implemented in a coordinated and cost effective manner utilizing a fair and sufficient method of funding.
6. The county and municipalities shall work together in identifying and preserving transportation corridors in JPAs and unincorporated UGAs. The location and extent of such corridors should be based on the street classifications and/or future street maps recommended or identified in the Transportation Elements of municipal comprehensive plans.
7. The purchase of right-of-way, or the construction of transportation projects necessary to facilitate urban development, within unincorporated UGAs shall be the responsibility of the municipality associated with the UGA.
8. The county and municipalities will coordinate their respective transportation plans for consistency and interconnectedness in JPAs and unincorporated UGAs. For developments occurring in a JPA or an unincorporated UGA, that may impact future transportation corridors, the County will notify the municipality responsible for the UGA or JPA of the development and provide the municipality with an opportunity to comment on the proposal.
9. Pursuant to RCW 36.70A.430, a multi-jurisdiction environmental and permitting process should be established for reviewing and coordinating state and local permits for transportation projects that cross municipal or county boundaries. This policy may be carried out through the development of inter-local agreements with the municipalities within Island County as well as adjoining counties and municipalities.

3.9 Housing

In order to meet the need for affordable housing and to accommodate the housing needs for all economic segments of the population (per the State's requirements in RCW 36.70A), the county and municipalities will consider the following policies in the development of locally adopted comprehensive plans (refer to Appendix B for details on housing allocations and methodology):

1. A wide range of housing development types and densities throughout Island County shall be accommodated to meet the needs of a diverse population and provide affordable housing and lifestyle choices for all;
2. Manufactured home parks at urban densities, should be located within UGAs and/or RAIDs;
3. Multi-family housing should be located within UGAs and/or RAIDs;
4. Publicly funded emergency housing and permanent supportive housing should be located in close proximity to employment centers, transit stops, and other public services.
5. The comprehensive plans of the county and the municipalities should consider the following housing policies:
 - a. Development of single-room occupancy housing, planned residential developments, and accessory dwelling units;
 - b. Establishment of a public/private housing trust fund to provide loans and grants for development of low to moderate income housing and housing for persons with special needs;
 - c. Identification of publicly owned properties within UGAs or RAIDs that could serve as possible sites for the development of affordable low income housing; and
 - d. Identification of regulatory relief actions such as inclusionary zoning, density bonuses for the development of lower-cost housing or in-lieu payments into a housing trust fund, forgiveness of impact or mitigation fees for low-income housing as authorized under the GMA or priority permit process treatment of housing developments intended for or including affordable housing.
6. Provisions for housing affordable to all income levels will be required elements of the housing, land use, economic development and comprehensive plans of the county and municipalities.

3.10 Land Use & Public Health

Access to clean air and water, healthy food, affordable housing, adequate transportation, and opportunities for physical activity, are all key factors that contribute to a positive quality of life. The GMA encourages the availability of affordable housing, efficient multimodal transportation systems, retaining open spaces, enhancing recreational opportunities and requires communities to plan for bicycle and pedestrian transportation and physical activity. Establishing a deliberate connection between land use and public health will assist the county and the municipalities in realizing these GMA objectives. Therefore, it is the policy of the county and the municipalities that the following policies should be considered when developing or revising county or municipal planning policies and development regulations:

1. Roadway systems should be planned, built, and managed to encourage alternative transportation modes to the single-occupant vehicle. Transportation systems should support active, independent mobility for users of all ages and abilities, including children, youth, families, older adults, and individuals with disabilities. Each jurisdiction should encourage:
 - a. Use of public transportation;
 - b. Development of linked on-street bicycle routes and pedestrian and bicycle corridors;
 - c. Adequate pedestrian facilities; and
 - d. Provisions for connections between different modes of transportation.
2. Development within UGAs should encourage enhanced community access and promote healthy active lifestyles through:
 - a. An appropriate mix of land uses and intensities of land uses;
 - b. Well connected street grids;
 - c. Non-motorized access to transportation;
 - d. Appropriate pedestrian and bicycle facilities that allow for safe travel; and
 - e. Regionally connected trail systems.
3. A countywide system of non-motorized trails should be established in accordance with the Island County Non-Motorized Trails Plan. Trail development should be completed through regional collaboration and prioritize linking multi-modal transportation, schools, urban development, places of employment, and recreational facilities.
4. Residents should have adequate access to “open space” areas. Open spaces include land which contains natural areas, habitat lands, natural drainage features, and/or other environmental, cultural and scenic resources. Such land should be preserved and provided to residents for recreational use when appropriate. Open spaces should be linked to non-motorized transportation and public transportation.
5. Residents should have access to healthy food choices. Consideration should be given to establishing land use patterns and development regulations that support such access. Land use and development regulation amendments should consider the potential to remove existing barriers to healthy food choices, if they exist. Home and community gardens within UGAs should be encouraged and supported through design and permitting processes.
6. Access to affordable housing influences, and is influenced by, residents health. Housing services should be planned with collaboration of health and economic development expertise. Development of multi-family affordable housing should be encouraged near major employment opportunities, public services including

healthcare, public transportation, retail providing healthy food options, and open spaces such as parks and trails.

3.11 Economic Development & Employment

To ensure future economic vitality, broaden employment opportunities, and meet the needs of projected growth while retaining a high-quality environment, the county and the municipalities have determined that the following policies should guide local economic development planning efforts:

1. Economic growth should be encouraged within the capacities of the county's natural resources, public services and public facilities;
2. The Economic Development Element of the Island County Comprehensive Plan and the comprehensive plans of the municipalities should, at a minimum:
 - a. Consider the goods, services and employment requirements of existing and projected population;
 - b. Identify the land use, infrastructure, transportation, and labor market requirements of businesses which have the highest probability of economic success in Island County and the least negative impact on the quality of life;
 - c. Based on citizen input, existing land use patterns, and local capacity (geographic environmental and other considerations), determine areas suitable for retail, commercial and industrial uses; and
 - d. Encourage expansion of the tax base to support the infrastructure and services required to support a growing or changing population.
3. Future retail, commercial, and industrial development should be encouraged in UGAs and RAIDs as identified in the comprehensive plans adopted by the county and municipalities.
4. Land use regulations and infrastructure plans of the county and municipalities should be amended or developed in a manner that supports economic development elements of locally adopted comprehensive plans.
5. Economic development in each of Island County's planning areas should proceed in a coordinated fashion consistent with locally adopted comprehensive plans and development regulations.
6. The county, municipalities, and port districts should work collaboratively to address issues of intergovernmental coordination and overlapping responsibility.

4. Administration and Implementation

The purpose of this section is to ensure that the CPPs are administered jointly in a collaborative fashion by the county and municipalities.

4.1 Countywide Planning Group

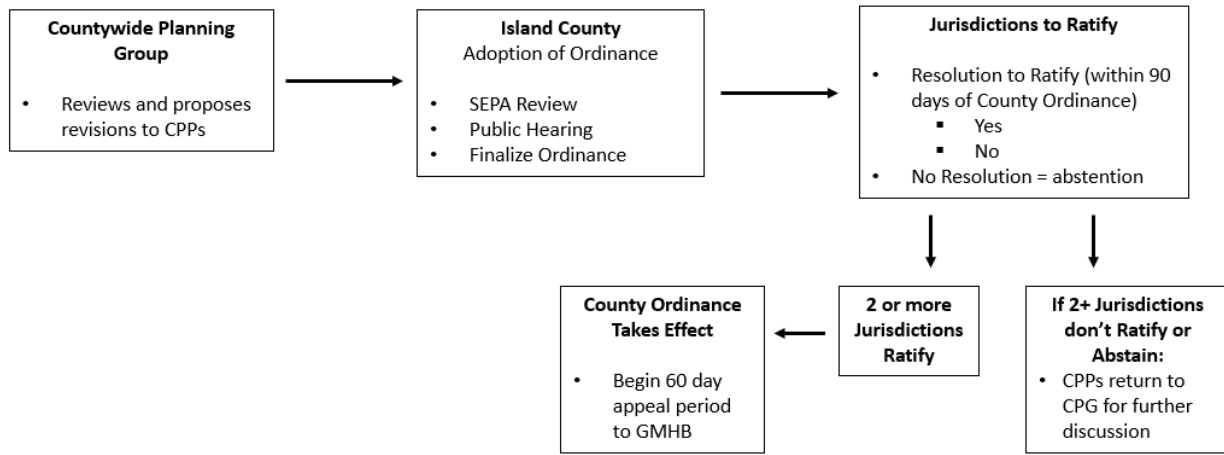
1. A Countywide Planning Group (CPG) shall be formed for the purpose of discussing and coordinating countywide planning issues. This group shall be comprised of representatives from the planning departments of Coupeville, Island County, Langley, and Oak Harbor.
2. The CPG shall meet at least two times each year or more frequently as needed.
3. Matters of overlapping concern or jurisdiction should be discussed by the CPG before being advanced for legislative approval by the county or municipalities.

4.2 Procedures for Adopting or Amending Countywide Planning Policies

1. The CPPs shall be reviewed, updated, or amended as needed during the periodic update and review cycle required by RCW 36.70A.130, provided that any amendments or updates are consistent with the requirements of the GMA.
2. Amendments to the CPPs may be made outside of the normal periodic update cycle if necessary to address unforeseen or unanticipated events which must be addressed prior to the next periodic update cycle. In such instances, revisions may be proposed by a municipality or the county and should be drafted jointly by the CPG prior to being advanced to the legislative bodies representing Coupeville, Island County, Langley, and Oak Harbor.
3. At least two years before the periodic review deadline established by RCW 36.70A.130 the CPG shall begin a series of meetings to discuss planning issues of countywide importance that may affect the periodic updates of the municipalities or the county.
4. If necessary amendments or updates are identified during the CPG meetings they shall be forwarded to the BOCC for consideration. If the BOCC makes a decision to adopt the proposed revisions, they shall only become effective when ratified by the majority of legislative bodies representing Coupeville, Island County, Langley, and Oak Harbor.

Refer to the Ratification process below for more details:

Island County Countywide Planning Policies Ratification Process



4.3 Population Projections and Land Capacity Analysis

1. As part of the periodic review process required by RCW 36.70A.130, the CPG shall review, and if necessary, revise the 20 year population projection. The county should lead this effort in cooperation with the municipalities.
2. In reviewing the 20 year population projection, the CPG shall utilize the medium series projection range issued by OFM as a base, or starting point. The CPG shall then analyze the assumptions used in the development of OFM's forecasting model. In those instances where OFM's assumptions differ from locally observed conditions or trends, adjustments may be made to the medium series projection.
 - a. When a mid-cycle evaluation is requested, or if the CPG deviates from the OFM medium projection, in addition to other relevant data, the following will be re-evaluated to ensure that county population projections and/or allocations are still valid and correct.
 - i. Migration factors (including commuter patterns, retirees, and county job growth);
 - ii. Building permits for new construction compared to projected population growth;
 - iii. Growth locations and densities (permit data); and
 - iv. Project impacts, if expansion evaluation is pursuant to 3.3.3 (c) or (d).
3. Once a general consensus has been reached by the members of the CPG, the CPG's population projection recommendation shall be forwarded to the Island County Planning Commission and the BOCC for consideration. Based on the Planning Commission's recommendation, the BOCC shall either adopt the 20 year population projection developed by the CPG or refer the matter back to the CPG for further work.

4. BOCC adoption of a population projection shall include a resolution identifying the population projection to be used. The population projection decision shall only become final when ratified by the majority of legislative bodies representing Coupeville, Island County, Langley, and Oak Harbor.
5. After the population projection has been ratified, the CPG shall develop a plan for allocating the projected population growth to each jurisdiction. This regional allocation process should meet the requirements of RCW 36.70A.020 and be based on jobs, infrastructure, services, past growth trends, demographic characteristics, economic conditions, and housing market data. See Appendix B for more details on regional allocations.
6. For each UGA, a land capacity analysis shall be performed to determine if the UGA has sufficient capacity, with reasonable market factors in accordance with procedures provided in Appendix A, to accommodate the projected growth in population and jobs. The land capacity analysis should be conducted by the jurisdiction responsible for the UGA ([municipalities for incorporated UGAs and the County for unincorporated UGAs](#)) and shall utilize the procedures described in Appendix A.
7. If, based on the results of the land capacity analysis described above, it is determined that a UGA does not have sufficient capacity to accommodate 20 years of population and job growth, the UGA may be expanded as necessary to accommodate the anticipated growth, provided that any proposed expansion shall be consistent with the applicable criteria contained in section 3.3 of these policies.
8. If, based on the results of the land capacity analysis described above, it is determined that a UGA has significantly more capacity than is required to accommodate 20 years of population and job growth, the UGA may be reduced in size if requested by the jurisdiction responsible for the UGA, or if otherwise required to comply necessary to comply with the GMA, provided that any proposed reduction shall be consistent with the applicable criteria enumerated in section 3.3.
9. [Following WAC 365-196-415\(2\)\(d\), reassessment may be considered if a jurisdiction cannot provide probable funding for capital facilities required to support housing allocations.](#)

4.4 Monitoring and Reporting Procedures

1. In order to facilitate future analysis, the county and municipalities will maintain development records which include:
 - a. The number of housing units permitted and constructed annually. This information shall be collected and maintained in a manner which makes it possible to differentiate between new “additional” units and replacement units.

- b. The number of land divisions approved, the size of the parcel divided, the number of new or additional lots created through each division, the gross and net density achieved by each division, and the quantity of land used for public purposes within each division.
 - c. The number of multi-family development projects approved, the number of units contained within each development, the gross and net density achieved by each development, and the maximum density permitted in the zone where each project is located.
 - d. The square footage of new commercial or industrial buildings permitted and constructed. This information should be collected and maintained so that it is possible to calculate the floor area or site coverage ratios of each development.
2. The data described above should be provided to Island County Planning Department by the end of January each year for the purpose of maintaining an accurate buildable lands inventory. Following the receipt of this information the county may produce an annual report summarizing development trends in Island County and distribute this report to the municipalities and special service districts as appropriate.
3. GIS data should be provided to Island County by the end of January each year to reflect any changes made to municipal land use or zoning maps. Additionally, Island County should provide updated parcel information to the municipalities.

5. Fiscal Impact Statement

It is the opinion of the county and municipalities that the CPPs, in themselves, have no fiscal impact and are an agreed upon method of guiding the planning activities required by the GMA. As the GMA and these policies are implemented to their maximum extent, county government may lose some tax base needed to operate essential services which serve both the county and municipalities. To compensate for this, legislation may be required to provide tax base sharing. Neither the fiscal impacts of implementing the GMA itself, nor the development of land use plans and development regulations necessary to implement the GMA, are addressed herein.

Countywide Planning Policies

Appendix A: Buildable Lands Procedures

1. DEFINITIONS

1. **Critical Areas:** Mapped and verified streams, wetlands, lakes, ponds, frequently flooded areas, steep slopes, and geologically hazardous areas, and their maximum associated buffers.
2. **Critical Area Constraint Factor:** A number representing the percentage of land (specific to each area analyzed) which is presumed to be constrained by critical areas, and therefore less likely to be available for development.
3. **Development Potential, Non-Residential & Multi-Family Residential:** The number of acres available for non-residential and multi-family residential development in each industrial, commercial, mixed use, and multi-family zone. In this analysis, development potential is used as a subtotal to express the gross capacity of vacant or re-developable parcels before the total development potential is calculated.
4. **Development Potential, Single-Family Residential:** The potential number of lots or dwelling units which can be created by dividing or developing vacant or partially vacant parcels in zones which permit single-family residential development. In this analysis, development potential is used as a subtotal to express the gross capacity of vacant or partially vacant parcels before the total development potential is calculated.
5. **Low Probability for Development:** Parcels which are not likely to be available for development because they are owned by a charitable organization, institution, or governmental entity. Low probability development parcels shall be identified based on Assessor's parcel data. Parcels which are tax exempt based on Assessor's parcel data shall be considered low probability development parcels. Parcels with an easement that restricts future development shall also be considered low probability development parcels.
6. **Partially Vacant Parcel:** A partially vacant parcel is a parcel which contains an existing dwelling unit but which is large enough to be divided.
7. **Public Purpose Land:** Includes land required for such things as streets, drainage facilities, and parks/open space.
8. **Re-Developable Parcel:** A parcel zoned for non-residential uses or multi-family residential uses that has the potential to be redeveloped and used more intensively.
9. **Total Development Potential, Non-Residential & Multi-Family Residential:** The total gross quantity of land available for multi-family or non-residential development before land is subtracted to account for public purposes and critical areas.

10. **Total Development Potential, Single-Family Residential:** The total gross number of lots or dwelling units which could be created by dividing and/or developing all vacant and partially vacant parcels available for single-family development before land is subtracted to account for public purposes and critical areas.
11. **Total Net Capacity:** The total net capacity of each single-family, multi-family, industrial, commercial, and mixed use zone after land is subtracted for public purposes and critical areas. Total net capacity is expressed in acres for multi-family and non-residential zones, and dwelling units or lots for single-family zones.
12. **Vacant Parcel:** A parcel which is either vacant or has an improved value of less than \$4,000 based on Assessor's parcel data. Parcels which contain a mobile or manufacture home shall not be considered vacant even if they have an improved value of less than \$4,000.
13. When the term **value** is used in this document it shall mean the assessed value identified in the Island County Assessor's database.
14. When the term **BOCC** is used in this document it shall mean the Board of Island County Commissioners.

2. ASSUMPTIONS:

1. **Affordable Housing:** Within all areas, identify buildable lands to accommodate all income levels as defined by the State. The State defines the income brackets as percentages of the area median income, separated as follows: 0-30% non-permanent supportive housing, 0-30% permanent supportive housing, 30-50%, 50-80%, 80-100%, 100-120%, greater than 120%, and emergency housing.
2. **Employment Density:** For commercial and industrial lands the following assumptions should be used:
 - a. Commercial, UGA: 17 employees per acre
 - b. Industrial: 8 employees per acre
3. **Public Land:** In RAIDs and UGAs, 15% of available land will be needed for public purposes.
4. **Re-Development Factor:** It is assumed that 50% of multi-family, commercial, and industrial parcels with an improvement to land value of less than 1:2 will be available for redevelopment during the planning period (20 years from the date of the most recent periodic update).
5. **Household Size (or Persons per Household):** An average household size will be used for each area analyzed based on census data.
6. **Partially Vacant Parcels:** Due to the smaller minimum lot sizes typically allowed within urban growth boundaries, it is not always practical to assume a parcel that is twice the minimum lot size will be able to subdivide due to the orientation of an

existing structure on the property. To account for this, a defined percentage of parcels between 2 and 4 times the minimum lot size in the zone should be deducted based on a sliding scale. Parcels located in rural areas shall be considered partially vacant if they are at least twice the minimum lot size required by the zone in which they are located.

Criteria	Adjustment Factor
2-2.5 times the minimum lot size	90%
2.6-3 times the minimum lot size	75%
3.1-4 times the minimum lot size	25%
> 4 times the minimum lot size	0%

7. **Rural Capacity Deficiencies:** If there is a capacity deficiency identified in the rural area of any one of the planning areas, the allocated population or jobs which are represented by that deficiency will be allocated to the UGA(s) within that planning area. If more than one UGA exists within that planning area, the population or jobs will be allocated in accordance with the same percentage of allocation used in the regional allocation process.
8. **Seasonal/Recreational adjustment factor:** Some dwelling units will not be available for residential occupancy, as they are used for short term rentals (e.g. VRBOs), second homes, etc. A seasonal/recreational factor will be based on the most current census data, but may be refined using local data.
9. **Vacancy Rate adjustment factor:** A reasonable factor for vacant units will be based on the most current census data, but may be refined using local data.
10. **Vacant Parcels adjustment factor:** To account for vacant parcels that will not fully develop to the maximum density allowed over the next planning period, the capacity calculation for vacant parcels will be reduced by a 10% adjustment factor.

3. RURAL ANALYSIS STEPS:

1. Identify all parcels within a RAID or UGA and exclude these parcels from further analysis.
2. Determine the critical area constraint factor for rural areas by combining all critical area GIS layers, calculating the number of acres constrained by critical areas within rural areas. The result is a critical area constraint factor for the rural area.
3. Separate parcels by zoning category and identify lands zoned park/open space, special review district, airport, or any other designation which does not allow for residential development. These parcels should be excluded from further analysis.

4. For each zoning designation, identify all low probability for development based on tax classification. Parcels which are publicly owned or tax exempt (parks, schools, churches, etc.) should be considered low probability development and excluded from further analysis.
5. For each zoning designation, calculate the development potential of all vacant parcels. The development potential of vacant parcels is determined by dividing the parcel area required by the minimum lot size allowed in the zone, and rounding down, and applying the vacant parcels adjustment factor. For example, a 17 acre parcel in the rural zone could be divided into three five acre parcels ($17/5 = 3.4$) and accommodate three dwelling units.
6. For each zoning designation calculate the development potential of all partially vacant parcels by dividing the parcel area by the minimum lot size, rounding down and subtracting one to account for the existing dwelling unit. For example, a 17 acre parcel in the rural zone with an existing home on it could be divided into three five acre parcels and two *additional* homes could be constructed on the resulting parcels. [$(17/5 = 3.4) - 1 = 2.4$]. Additionally, identify all the parcels that fall within are 2 to 3.5 times the minimum lot size or greater; discount a portion of these based on the sliding scale below provided in Section 2.5.
7. For each zoning designation determine the total development potential by adding the results from steps four and five together. This step allows the total build-out capacity for each, non-RAID, rural zoning designation to be determined (in dwelling units).
8. As a final step, add the resulting total development potential figures for each zoning designation together to determine the total development potential for areas outside of RAIDs and UGAs. Apply the critical area constraint factor and the seasonal/recreational adjustment factor to determine an appropriate amount of land to deduct from the development potential. This step will allow the total net capacity of the rural area (excluding RAIDs) to be determined (in number of dwelling units).
9. In order to determine the number of people that can be accommodated, the dwelling unit totals from steps six or seven can be multiplied by the average household size, with the vacancy rate adjustment factor applied. The average household size should be determined using the most recent census data available.

4. RAID ANALYSIS STEPS:

4.1 General Steps

1. Identify all parcels which are either located within a UGA or outside of a RAID. Exclude these parcels from further analysis.
2. For each zoning designation, identify all low probability for development based on tax classification. Parcels which are publicly owned or tax exempt (parks,

schools, churches etc.) should be considered low probability for development and excluded from further analysis.

3. Separate residential RAIDs from non-residential RAIDs by zoning designation. Residential RAID parcels should be analyzed separately from non-residential RAID parcels as described below.
4. Determine the critical area constraint factor for each RAID by combining all critical area GIS layers, calculating the number of acres constrained by critical areas within each RAID. The result is a critical area constraint factor for each RAID.

4.2 Determining the Capacity of Single Family Residential RAID Zones

1. For each residential RAID zoning designation calculate the development potential of all vacant parcels. The development potential of vacant parcels is determined by dividing the parcel area by the minimum lot size allowed in the zone, and rounding down, and applying the vacant parcels adjustment factor.
2. For each residential RAID zoning designation calculate the development potential of all partially vacant parcels. For purposes of this analysis, a partially vacant parcel is a parcel that is at least two times as large as the minimum lot size allowed by the zone. Calculate the development potential of all partially vacant parcels by dividing the parcel area by the minimum lot size allowed in the zone and rounding down and subtracting one in order to account for the existing dwelling unit. Additionally, identify all the parcels that fall within are 2 to 3.5 times the minimum lot size or greater; discount a portion of these based on the sliding scale below provided in Section 2.5.
3. For each residential RAID zoning designation determine the total development potential by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally, apply the critical area constraint factor and the seasonal/recreational adjustment factor to determine an appropriate amount of land to deduct from the development potential. This step allows the total net capacity for each residential RAID zoning designation to be determined (in dwelling units).
4. Add the resulting total net capacity figures for each residential RAID zoning designation together to determine the total development potential for all residential RAID zones. This step will allow the total combined net capacity of residential RAID zones to be determined (in number of dwelling units).
5. In order to determine the number of people which can be accommodated, the dwelling unit totals from steps three or four can be multiplied by the average household size, with the vacancy rate adjustment factor applied. The average household size should be determined using the most recent census data available.

4.3 Determining the Capacity of Multi-Family & Mixed-Use Residential RAID Zones

See Section 5.3, UGA Multi-Family and Mixed-Use Residential instructions.

4.4 Determining Capacity of Non-Residential RAID Zones

1. For each non-residential RAID zoning designation identify all vacant parcels. Once all of the vacant parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the non-residential development potential of all vacant parcels (in acres) for each non-residential RAID zoning designation.
2. For each non-residential RAID zoning designation identify all re-developable parcels. A parcel should be considered re-developable if the parcel data indicates that the improvement value to land value ratio is less than 1:2. Once all of the re-developable parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the non-residential development potential of all re-developable parcels (in acres) for each non-residential RAID zoning designation. As a final step, deduct 50% in order to account for the re-development factor.
3. For each non-residential RAID zoning designation determine the total development potential by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally apply the critical area constraint factor and deduct an appropriate amount of land. This step allows the total net capacity for each non-residential RAID zoning designation to be determined (in acres).
4. Add the resulting total net capacity figures for each non-residential RAID zoning designation together to determine the total development potential for all non-residential RAID zones. This step will allow the total combined build-out capacity of non-residential RAID zones to be determined (in acres).
5. In order to determine the number of jobs which can be accommodated in non-residential RAID zones, the acreage totals from step four can be multiplied by the average industrial and commercial employment densities.

5. UGA ANALYSIS STEPS:

5.1 General Steps

1. Sort parcels by zoning or comprehensive plan designation using Assessor's parcel data and/or any other applicable information.
2. For each UGA, identify all the low probability for development parcels in each zoning designation. Low probability for development parcels should include land which is tax exempt (parks, schools, churches, and public facilities). Parcels, located in developed tracts, used for stormwater drainage and landscaping should be identified and removed from the analysis. These parcels typically are a requirement of the site plan and are not available for redevelopment. Remove all

condominiums and gas stations from the results. Condominiums may show up in the results due to the relatively low improvement to land value of any one unit, however, the aggregate improvement to land value generally makes condominiums unlikely to redevelopment. Gas stations often have a low improvement to property value because they generally have very limited facilities and expensive real estate; however, they are highly unlikely to redevelop. These parcels should be excluded from further analysis.

3. For each UGA, compile all available critical area mapping information and merge these layers into a single layer to determine the total quantity of constrained acreage in each zoning designation. Calculate the percentage of land area within each UGA that is constrained by critical areas by comparing number of acres constrained by critical areas to the total number of acres in each UGA. This calculation will result in a critical area constraint factor for each UGA.
4. Based on available zoning or comprehensive plan information, sort all parcels into the following groups: (a) parcels zoned for single family home development (freestanding homes, townhomes, or other forms of individual lot development); (b) parcels zoned for multi-family or mixed-use residential development (apartments, condominiums, mobile home parks, and other forms of multi-unit per parcel development); (c) commercial and mixed-use commercial zones; and (d) industrial zones. For each of the following groups, describe how housing at each income level will be accommodated (i.e., moderate-, low-, very low-, and extremely low-income households). Each of these groups should then be analyzed separately as described below.

5.2 UGA Capacity - Single Family Zones

1. For each single-family zoning designation calculate the development potential of all vacant parcels. The development potential of vacant parcels is determined by dividing the parcel area by the minimum lot size allowed in the zone, rounding down, and applying the vacant parcels adjustment factor. When planning policies or development regulations specify both a minimum and maximum density, both should be calculated to produce a range. Developments since the adoption of the most recent development regulations should be used to select the most likely density for expected development to achieve within this potential range.
2. For each single-family zoning designation calculate the development potential of all partially vacant parcels. For purposes of this analysis, a partially vacant parcel is a parcel that is at least two times as large as the minimum lot size allowed by the zone. Calculate the development potential of all partially vacant parcels by dividing the parcel area by the minimum lot size allowed in the zone and rounding down and subtracting one in order to account for the existing dwelling unit. When planning policies or development regulations specify both a minimum and maximum density, both should be calculated to produce a range. Additionally, identify all the parcels that fall are 2 times the minimum lot size or greater; discount a portion of these based on the sliding scale provided in Section 2.5.

3. For each single-family zoning designation determine the total development potential by adding the results of steps one and two together. Next, determine the amount of land needed for public purposes and deduct this percentage from the total development potential. Finally, apply the critical area constraint factor for the UGA and the seasonal/recreational adjustment factor to determine an appropriate amount of land to deduct from the development potential. This step allows the total net capacity for each single-family zoning designation in the UGA to be determined (in dwelling units).
4. Add the resulting total net capacity figures for each residential single-family zoning designation in the UGA together to determine the total development potential for all single-family zones in the UGA. The result of this step will be the total combined capacity of all single-family zones in the UGA (in number dwelling units).
5. In order to determine the number of people that can be accommodated in the UGA's, single-family zones the dwelling unit totals from steps three or four can be multiplied by the average household size, with the vacancy rate adjustment factor applied. The average household size should be determined using the most recent census data available.

5.3 UGA Capacity – Multi-Family and Mixed-Use Residential Zones*

*Also used for RAID Capacity – Multi-Family and Mixed-Use Zones

1. Identify all vacant parcels zoned for multi-family and mixed-use residential development. Determine the development potential of these parcels by multiplying the acreage of the parcels by the density permitted in the zone and applying the vacant parcels adjustment factor. For zones with both a minimum and a maximum density, calculate the development potential at both the minimum allowed density and the maximum permitted density. Developments since the adoption of the most recent development regulations should be used to select the most likely density for expected development to achieve within this potential range.
2. For all areas designated for multi-family and mixed-use residential identify the parcels which can be redeveloped. In order to be re-developable, a parcel should have an improvement to land value ratio of less than 1:2. Determine the development potential of these parcels by multiplying the acreage of the parcels by the density permitted in the zone. As a final step, deduct 50% in order to account for the redevelopment factor. For zones with both a minimum and a maximum density calculate the development potential at both the minimum allowed density and the maximum permitted density.
3. For each multi-family and mixed-use residential zoning designation determine the total development potential by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally, apply the critical area constraint factor for the UGA and the seasonal/recreational adjustment factor to determine an

appropriate amount of land to deduct from the development potential. This step allows the total net capacity for each multi-family and mixed-use residential zoning designation in the UGA to be determined (in dwelling units).

4. Add the resulting total net capacity figures for each multi-family and mixed-use residential zoning designation in the UGA together to determine the total development potential for all multi-family and mixed-use residential zones in the UGA. The result of this step will be the total combined capacity of all multi-family and mixed-use residential zones in the UGA (in dwelling units).
5. In order to determine the number of people that can be accommodated in the UGA's multi-family and mixed-use residential zones, the dwelling unit totals from steps three or four can be multiplied by the average household size, with the vacancy rate adjustment factor applied. The average household size should be determined using the most recent census data available.

5.4 UGA Capacity – Commercial & Mixed-Use Commercial Zones

1. For each commercial or mixed-use commercial UGA zoning designation identify all vacant parcels. Once all of the vacant parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the commercial and mixed-use commercial development potential of all vacant parcels (in acres) for each non-residential commercial and mixed use zoning designation.
2. For each commercial or mixed-use commercial UGA designation identify all re-developable parcels. A parcel should be considered re-developable if the parcel data indicates that the improvement value to land value ratio is less than 1:2. Once all of the re-developable parcels have been identified, calculate the total combined acreage of these parcels. As a final step, deduct 50% in order to account for the redevelopment factor. The result is the development potential of all re-developable parcels (in acres) for each commercial or mixed-use commercial UGA zoning designation.
3. For each commercial or mixed-use commercial UGA zoning designation determine the total development potential by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally apply the critical area constraint factor and deduct an appropriate amount of land. This step allows the total net capacity for each commercial or mixed-use commercial UGA zoning designation to be determined (in acres).
4. Add the resulting total net capacity figures for each commercial or mixed-use commercial UGA zoning designation together to determine the total development potential for all commercial or mixed use UGA zones. This step will allow the total combined build-out capacity of commercial or mixed-use commercial UGA zones to be determined (in acres).

5. In order to determine the number of jobs which can be accommodated in commercial or mixed-use commercial UGA, the acreage totals from steps three or four can be multiplied by the average commercial employment density.

5.5 UGA Capacity – Industrial Zones

1. For each industrial UGA zoning designation identify all vacant parcels. Once all of the vacant parcels have been identified, calculate the total combined acreage of these parcels. The resulting number is the development potential of all vacant parcels (in acres) for each industrial UGA zoning designation.
2. For each industrial UGA designation identify all re-developable parcels. A parcel should be considered re-developable if the parcel data indicates that the improvement value to land value ratio is less than 1:2. Once all of the re-developable parcels have been identified, calculate the total combined acreage of these parcels. As a final step, deduct 50% in order to account for the redevelopment factor. The result is the development potential of all re-developable parcels (in acres) for each industrial UGA zoning designation.
3. For each industrial UGA zoning designation determine the total development potential by adding the results of steps one and two together. Next determine the amount of land needed for public purposes and deduct an appropriate amount of land. Finally apply the critical area constraint factor and deduct an appropriate amount of land. This step allows the total net capacity for each industrial UGA zoning designation to be determined (in acres).
4. Add the resulting total net capacity figures for each industrial UGA zoning designation together to determine the total development potential for all industrial UGA zones. This step will allow the total combined build-out capacity of industrial UGA zones to be determined (in acres).
5. In order to determine the number of jobs which can be accommodated in commercial or mixed use UGA, the acreage totals from steps three or four can be multiplied by the average industrial employment density.

Countywide Planning Policies

Appendix B: Housing Allocation Methodology

Background

In 2021, House Bill 1220 amended the GMA and changed how housing is allocated during the comprehensive plan update process. The guidance shifted from encouraging affordable housing, to mandating that jurisdictions plan for and accommodate housing affordable to all income levels.

These changes prompted Island County's CPG to revisit how housing is allocated in the CPPs and develop a new process for allocating housing to jurisdictions that meets the requirements in RCW 36.70A.

Assumptions

The past housing methodology for Island County allocated growth to four sub areas and then further divided the growth in each of the subareas, largely according to past population growth trends.

In developing a new methodology, the following assumptions were utilized:

- Following the spirit of the GMA, growth should be prioritized in urban areas where jobs, infrastructure, and services exist to support diverse housing types.
- Each jurisdiction should accommodate an equitable allocation of new housing for each income level (i.e., moderate income, low income, very low income, extremely low income, permanent supportive housing, and emergency housing).
- Housing should no longer be divided by sub area first (i.e., north, central, and south Whidbey, and Camano) and instead shall be allocated directly by jurisdiction including Unincorporated Island County, Oak Harbor, Coupeville, and Langley.
- Unincorporated Island County's share of the population and housing allocations will subsequently be divided between the Freeland NMUGA, [UGAs outside of municipal boundaries](#), RAIDs, and other rural areas.
- No jurisdiction shall be unreasonably burdened by their housing allocation; therefore, no jurisdiction shall be assigned a housing allocation that increases their existing housing stock by more than 60 percent.
- Sewer extensions will be needed within all UGAs to support growth within a municipality. Similarly, septic or sewer improvements will be needed in many of the county's RAIDs and NMUGAs to support growth.

- Relevant data associated with NASWI should be considered in combination with data from the City of Oak Harbor, rather than unincorporated Island County, to accurately reflect patterns of residence, employment, and use of amenities.

Approach

The following steps were taken to arrive at percentage allocations for the jurisdictions:

- The OFM Medium population estimate was used as the basis for Island County's population growth and housing allocations.
- Census data on the quantity and location of jobs, specifically the Longitudinal Employer Household Dynamics (LEHD) dataset, was utilized to inform the baseline percentages for the countywide allocations.
 - LEHD 2019 data was used instead of the 2020 data due to impacts from the COVID-19 pandemic. More current data within this data set was not available as of November 2023.
- The following additional weights were created and applied to the baseline jobs percentages:
 - The LEHD 2019 Origin-Destination Employment Statistics (LODES) data was used in combination with data from the 2019 NASWI Military Personnel Housing Survey to determine the number of jobs in a jurisdiction. A flow ratio was then assigned to reflect the number of employed persons residing in the same jurisdiction.
 - Transportation accessibility was assessed using Washington State Department of Transportation (WSDOT) transit data paired with Island County parcel data. Transit routes were buffered 0.5 mile to generate a percentage of parcels that are reasonably serviced by transit. A buffer from routes instead of stops was used due to the offering of flag stops by Island Transit.
 - North America Industry Classification System (NAICS) employment data, specifically the LEHD 2019 Work Area Profile, "educational services" (NAICS 61), and "health care and social assistance" (NAICS 62) categories were selected and combined to represent social service locations in jurisdictions.
- The CPG agreed on the following weights to apply to the allocation methodology: 75% to Jobs, 10% to Transportation, 10% to Social Services, and 5% to Flow Ratio.
- A cap was applied to jurisdictions to avoid unreasonably burdening any jurisdiction with planning for extreme increases in housing and population during a single planning period (as referenced in the assumptions).
 - Coupeville's Cap: Using a recently completed Land Capacity Analysis (2022), the total housing allocation for Coupeville was reduced to reflect its location within Ebey's Landing National Historical Reserve as well as RCW 36.70.A.110(2), which states that "*In the case of urban growth areas*

contained totally within a national historical reserve, the city [town] may restrict densities, intensities, and forms of urban growth as determined to be necessary and appropriate to protect the physical, cultural, or historic integrity of the reserve.” The reserve presents unique constraints to new residential development for Coupeville, as it limits potential growth internally due the presence of historic resources, and externally, due to a mixture of critical areas and conservation easements. As a result, Coupeville is not well-positioned to accommodate significant growth beyond its recently completed Land Capacity Analysis and relies on a cap to maintain its unique built environment and surrounding natural resources.

- Langley’s Cap: The total growth allocated to Langley after the weighting was applied would have exceeded 60 percent of the 2020 existing housing; therefore, Langley’s allocation was capped to limit growth to 60 percent over the 20-year planning period.
- Final percentages for each jurisdiction were inputted into the Washington State Department of Commerce’s Housing for All Planning Tool (HAPT), utilizing Method A, to generate housing and affordability allocations for each jurisdiction. The CPG reviewed both methods (Method A and B) provided by Commerce and determined Method A was a better fit for our growth patterns and unique circumstances.
- [In July 2025, the County considered Oak Harbor’s request for a UGA expansion and determined that the proposed expanded UGA could not reasonably be served by the City within the 20-year planning period without an annexation and adequate Capital Facilities Plan. Therefore, the County followed WAC 365-196-415\(2\)\(d\)\(iii\)\(G\) to reduce the population projection by 1,797 dwelling units. Oak Harbor’s housing allocations were adjusted to reflect the capacity for the city limits, and the total population projection for the county was reduced by 4,013 people.](#)

Included below are figures that represent the data and tools used to produce the allocations.

Figure 1 – Final Weights and Distributions [\(Original Allocations\)](#)

Figure 2 – Data Sets Used [\(Original Allocations\)](#)

Baseline job allocations	Share	Count		Transportation	Parcels Serviced	Total parcels	Share
Unincorporated Island County	24.28%	6,715		Unincorporated Island County	25,867	43,323	59.71%
- <i>Freeland</i>	4.77%	1,237		Coupeville	1,054	1,271	82.93%
- <i>Clinton</i>	0.88%	229		Oak Harbor	8,332	8,381	99.42%
Coupeville town	7.93%	2,057		Langley	876	913	95.95%
Langley city	2.27%	588					
Oak Harbor city	21.18%	5,497					
Oak Harbor + NAS Whidbey (estimated)	65.52%	16,597		Social Services	Jobs Count	Share	
- <i>NAS Whidbey</i>	42.76%	11,100		Unincorporated Island County	925	22.87%	
- <i>NAS Whidbey military personnel</i>	Added to Oak Harbor	9,000		Coupeville	1050	25.96%	
- <i>NAS Whidbey civilian contractors</i>	Added to Oak Harbor	2,100		Langley	81	2.00%	
Total	100%	25,957		Oak Harbor	1988	49.16%	
Flow Ratios	Outflow%	Inflow%	Retained%	Employed	Residing	Emp/res	
Oak Harbor	36.62%	37.82%	63.38%	16,597	16,927	98.05%	
Langley	92.65%	94.90%	7.35%	588	408	144.12%	
Coupeville	91.23%	95.10%	8.77%	2,057	1,140	180.44%	
Uninc. Island County	84.07%	44.84%	15.93%	6,305	21,837	28.50%	
- <i>Freeland</i>	87.10%	90.70%	12.90%	1,237	894	138.37%	
- <i>Clinton</i>	96.40%	93.90%	3.60%	229	385	59.48%	
- <i>Camano Island</i>	92.50%	51.20%	7.50%	1,163	7,577	15.35%	
Inter-Island County Total	52.28%	26.78%	47.42%	25,547	40,312	63.37%	

Figure 3 – Work Area Profile ([Original Allocations](#))

Work Area Profile Report - 2019		Island County		Oak Harbor		Langley		Coupeville		Unincorporated Island County
Total All Jobs		Count	Share	Count	Share	Cou	Share	Cou	Share	
Total All Jobs		14,857	100.0%	5,497	100.0%	588	100.0%	2,057	100.0%	6,715
Jobs by NAICS Industry Sector		Count	Share	Count	Share	Cou	Share	Cou	Share	
Agriculture, Forestry, Fishing and Hunting		171	1.2%	0	0.0%	0	0.0%	7	0.3%	164
Mining, Quarrying, and Oil and Gas Extraction		13	0.1%	0	0.0%	0	0.0%	0	0.0%	13
Utilities		57	0.4%	5	0.1%	0	0.0%	15	0.7%	37
Construction		1,197	8.1%	226	4.1%	3	0.5%	28	1.4%	940
Manufacturing		797	5.4%	149	2.7%	1	0.2%	8	0.4%	639
Wholesale Trade		192	1.3%	32	0.6%	5	0.9%	13	0.6%	142
Retail Trade		1,978	13.3%	884	16.1%	68	11.6%	70	3.4%	956
Transportation and Warehousing		448	3.0%	129	2.3%	0	0.0%	0	0.0%	319
Information		162	1.1%	17	0.3%	7	1.2%	3	0.1%	135
Finance and Insurance		320	2.2%	161	2.9%	16	2.7%	32	1.6%	111
Real Estate and Rental and Leasing		333	2.2%	177	3.2%	6	1.0%	23	1.1%	127
Professional, Scientific, and Technical Services		696	4.7%	180	3.3%	32	5.4%	38	1.8%	446
Management of Companies and Enterprises		75	0.5%	62	1.1%	0	0.0%	0	0.0%	13
Administration & Support, Waste Management and Remediation Services		498	3.4%	121	2.2%	6	1.0%	12	0.6%	359
Educational Services		1,772	11.9%	1,167	21.2%	22	3.7%	152	7.4%	431
Health Care and Social Assistance		2,272	15.3%	821	14.9%	59	10.0%	898	43.7%	494
Arts, Entertainment, and Recreation		432	2.9%	127	2.3%	28	4.8%	9	0.4%	268
Accommodation and Food Services		1,947	13.1%	893	16.2%	283	49.1%	172	8.4%	533
Other Services (excluding Public Administration)		650	4.4%	194	3.5%	24	4.1%	33	1.6%	399
Public Administration		847	5.7%	152	2.8%	22	3.7%	544	26.4%	129
Health Care and Social Assistance		Count	Percent Share							
Unincorporated Island County		494	21.74%							
Coupeville		898	39.52%							
Langley		59	2.60%							
Oak Harbor		821	36.14%							
			100.00%							
Educational Services		Count	Percent Share							
Unincorporated Island County		431	24.32%							
Coupeville		152	8.58%							
Langley		22	1.24%							
Oak Harbor		1,167	65.86%							
			100.00%							
Combined Healthcare + Educational Services		Count	Percent Share							
Unincorporated Island County		925	22.87%							
Coupeville		1,050	25.96%							
Langley		81	2.00%							
Oak Harbor		1,988	49.16%							
			100.00%							

Figure 4 – Flow Ratio Table ([Original Allocations](#))

ESTIMATES WITH EXTRAPOLATED NASWI DATA

Inter-county flows	Outflow (%)	Outflow (#)	Retained (%)	Retained (#)	Inflow (%)	Inflow (#)
Oak Harbor	23.67%	4,988	61.15%	11,939	34.06%	2,330
Coupeville	1.77%	374	3.92%	766	5.17%	354
Langley	1.10%	232	0.90%	176	1.17%	80
Uninc. Island County	73.46%	15,480	34.02%	6,643	59.60%	4,077
- <i>Freeland</i>	2.22%	468	2.18%	426	4.85%	332
- <i>Clinton</i>	1.12%	236	0.76%	149	0.99%	68
- <i>Camano Island</i>	32.70%	6,892	3.51%	685	1.43%	98
Island County Total	100%	21,074	100%	19,524	100%	6,841

Intra-county flows	Outflow (%)	Outflow (#)	Retained (%)	Retained (#)	Inflow (%)	Inflow (#)
Oak Harbor	13.98%	1,211	77.10%	11,098	56.45%	3,947
Coupeville	7.69%	666	0.70%	100	22.93%	1,603
Langley	1.64%	142	0.21%	30	6.84%	478
Uninc. Island County	77.52%	6,715	22.00%	3,167	13.79%	964*
- <i>Freeland</i>	--	311	--	115	--	790
- <i>Clinton</i>	--	135	--	14	--	147
- <i>Camano Island</i>	--	118	--	567	--	498
Island County Total	100%	8,662	100%	14,395	100%	6,992

Flow Ratios	Outflow%	Inflow%	Retained%	Employed	Residing	Emp/res
Oak Harbor	36.62%	37.82%	63.38%	16,597	16,927	98.05%
Langley	92.65%	94.9%	7.35%	588	408	144.12%
Coupeville	91.23%	95.1%	8.77%	2,057	1,140	180.44%
Uninc. Island County	84.07%	44.84%	15.93%	6,305	21,837	28.50%
- <i>Freeland</i>	87.1%	90.7%	12.9%	1,237	894	138.37%
- <i>Clinton</i>	96.4%	93.9%	3.6%	229	385	59.48%
- <i>Camano Island</i>	92.5%	51.2%	7.5%	1,163	7,577	15.35%
Inter-Island County Total	52.28%	26.78%	47.42%	25,547	40,312	63.37%

Extrapolated figures:

Residing on base: 1,458

Residing in Oak Harbor: 7,497

Residing in Coupeville: 472

Residing in Langley: 10

Residing outside of Island County: 2,071

Figure 5 – Transportation Map ([Original Allocations](#))

Island County Transit Service
1/2 mile from Route



Figure 6 – HAPT Allocations (Original Allocations)

Projection Year: 2045 Population Target = 102,639			Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing Needs (Temporary)	
Island County			Total	0-30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%	
	Countywide Estimated Housing Supply (2020)		37,272	1,210	18	2,915	7,479	5,878	4,734	15,038	116
	Countywide Additional Units Needed (2020-2045)		8,717	986	838	1,775	1,512	717	683	2,206	265
	Sum of Allocation to Jurisdictions (from User Inputs)		8,717	986	838	1,775	1,512	717	683	2,206	266
User Input - % Share of County Population Growth. Values must sum to 100%			100.00% Met Target	<-- Sum of user inputs for jurisdiction shares of county future net housing need. If below 100%, increase shares. If above 100%, decrease shares.							
	* The location of 10 existing permanent supportive housing units within Island County is unknown. Therefore, they are not included in the jurisdiction table below.		Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing Needs (Temporary)	
			Total	Non-PSH	PSH *	>30-50%	>50-80%	>80-100%	>100-120%	>120%	
27.39 %	Unincorporated Island County	Estimated Housing Supply (2020)	25,445	598	8	1,580	3,311	3,676	3,788	12,484	28
		Allocation Method A (2020-2045)	2,388	270	230	486	414	196	187	604	73
4.02 %	Coupeville town	Estimated Housing Supply (2020)	1,017	73	0	191	162	77	118	396	0
		Allocation Method A (2020-2045)	350	40	34	71	61	29	27	89	11
5.12 %	Langley city	Estimated Housing Supply (2020)	743	74	0	34	90	125	107	313	21
		Allocation Method A (2020-2045)	446	50	43	91	77	37	35	113	14
63.47 %	Oak Harbor city	Estimated Housing Supply (2020)	10,057	465	0	1,110	3,916	2,000	721	1,845	67
		Allocation Method A (2020-2045)	5,533	626	532	1,127	960	455	434	1,400	168

Figure 7 – HAPT Income Distributions ([Original Allocations](#))

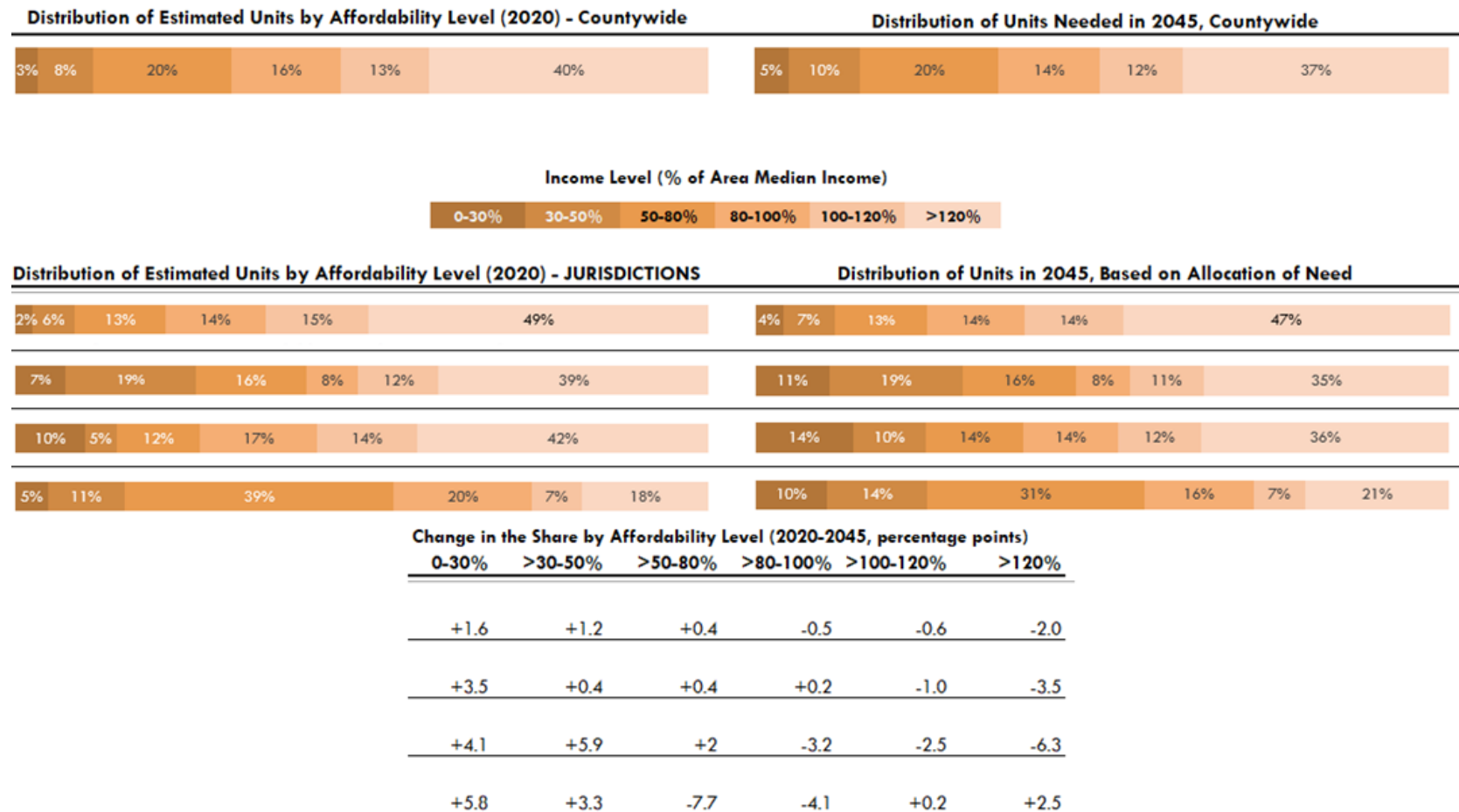


Figure 8 – HAPT Allocations (Following reassessment July 2025)

Island County		Projection Year: 2045 Population Target = 98,626		Permanent Housing Needs by Income Level (% of Area Median Income)							Emergency Housing Needs (Temporary)
				Total	0-30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%
		Countywide Estimated Housing Supply (2020)	37,272	1,210	18	2,915	7,479	5,878	4,734	15,038	116
		Countywide Additional Units Needed (2020-2045)	6,919	784	764	1,505	1,221	541	509	1,594	233
		Sum of Allocation to Jurisdictions (from User Inputs)	6,919	784	764	1,505	1,221	541	509	1,594	233
User Input - % Share of County Population Growth. Values must sum to 100%				100.00% Met Target	<-- Sum of user inputs for jurisdiction shares of county future net housing need. If below 100%, increase shares. If above 100%, decrease shares.						
		* The location of 10 existing permanent supportive housing units within Island County is unknown. Therefore, they are not included in the jurisdiction table below.									
		Permanent Housing Needs by Income Level (% of Area Median Income)								Emergency Housing Needs (Temporary)	
		Total	0-30%		>30-50%	>50-80%	>80-100%	>100-120%	>120%		
34.52 %	Unincorporated Island County	Estimated Housing Supply (2020)	25,445	598	8	1,580	3,311	3,676	3,788	12,484	28
		Allocation Method A (2020-2045)	2,388	270	230	486	414	196	187	604	73
5.06 %	Coupeville town	Estimated Housing Supply (2020)	1,017	73	0	191	162	77	118	396	0
		Allocation Method A (2020-2045)	350	40	34	71	61	29	27	89	11
6.44 %	Langley city	Estimated Housing Supply (2020)	743	74	0	34	90	125	107	313	21
		Allocation Method A (2020-2045)	446	50	43	91	77	37	35	113	14
53.98 %	Oak Harbor city	Estimated Housing Supply (2020)	10,057	465	0	1,110	3,916	2,000	721	1,845	67
		Allocation Method A (2020-2045)	3,735	391	390	761	648	307	293	945	135