

CLINTON SUBAREA PLAN

ISLAND COUNTY DEPARTMENT OF PLANNING AND
COMMUNITY DEVELOPMENT
Revised November 7, 2025

Based on the June 2025 draft prepared by
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Table of Contents

Definitions.....	6
Executive Summary	8
Community Vision for 2045.....	8
Goals and Policies	8
Growth Opportunities for Clinton	13
Chapter 1. Introduction and Subarea Planning Framework.....	15
1.1. Purpose of the Clinton Subarea Plan	15
1.1.1. What is a Subarea Plan	15
1.1.2. Why Create the Clinton Subarea Plan.....	16
1.1.3. Plan Elements.....	16
1.1.4. Plan Scope.....	17
1.1.5. Community Engagement Framework	18
1.2. Policy Framework.....	18
1.2.1. 2025 Island County Comprehensive Plan Update.....	18
1.2.2. Relevant State Planning Policy.....	18
1.2.3. Clinton History.....	18
1.2.4. Previous Planning Efforts	18
Chapter 2. Demographics and Population.....	20
2.1. Introduction.....	20
2.2. Existing Conditions	20
2.2.1. Population Overview	20
2.2.2. Education	22
Chapter 3. Zoning and Land Use.....	22
3.1. Introduction.....	22
3.2. Existing Conditions	23
3.2.1. Existing Land Use	23
3.2.2. Physical Character.....	25
3.2.3. Existing Zoning Classifications	25
3.3. Population Growth Analysis	25
3.3.1. Buildable Lands Analysis	25
3.3.2. Accommodating Future Growth in Clinton	26
3.3.3. Barriers and Recommendations for Increased Housing Types	26

2025 Clinton Subarea Plan | Island County Comprehensive Plan

3.4. Land Use Goals and Policies	27
Chapter 4. Housing	29
4.1. Introduction	29
4.2. Existing Conditions	29
4.2.1. Housing Stock	29
4.2.2. Housing Occupancy and Tenure	30
4.2.3. Housing Costs	31
4.3. Buildable Lands Analysis	32
4.4. Housing Constraints	32
4.4.1. Limited Housing Growth	32
4.4.2. Infrastructure Constraints	33
4.5. Housing Goals and Policies	33
Chapter 5. Utilities, Infrastructure and Services	33
5.1. Introduction	33
5.1.1. Other Related Plans	33
5.2. Capital Facilities	34
5.2.1. Drinking Water Availability	34
5.2.2. Wastewater	34
5.2.3. Stormwater	35
5.3. Utilities	35
5.3.1. Electricity	35
5.3.2. Waste and Recycling	35
5.4. Other Services	35
5.4.1. Law Enforcement	35
5.4.2. Fire Protection	35
5.4.3. Schools	36
5.5. Capital Improvement Plan	37
5.6. Utilities, Infrastructure, and Services Goals and Policies	37
Chapter 6. Environment and Climate	38
6.1. Introduction	38
6.2. Existing Conditions	38
6.2.1. Wetlands	38
6.2.2. Geologically Hazardous Areas	38

6.2.3. Critical Aquifer Recharge Areas	38
6.2.4. Frequently Flooded Areas	39
6.2.5. Fish and Wildlife Conservation Areas.....	39
6.3. Environmental Factors and Considerations	43
6.4. Environment and Climate Goals and Policies	43
Chapter 7. Parks and Open Space	43
7.1. Introduction.....	43
7.2. Existing Conditions	44
7.2.1. Local Parks	44
7.2.2. Open Space	44
7.3. Considering Needs	44
7.4. Park and Recreation Demands	45
7.5. Parks and Open Space Goals and Policies	48
Chapter 8. Transportation	48
8.1. Introduction.....	48
8.1.1. Other Related Plans	48
8.2. Existing Conditions	49
8.2.1. Roadways	49
8.2.2. Functional Roadway Classifications	52
8.2.3. Roadway Classifications.....	52
8.2.4. Pedestrian and Bicycle Infrastructure	53
8.2.5. Washington State Ferries (WSF).....	55
8.2.6. Public Transit	55
8.3. Level of Service (LOS) Analysis	57
8.4. The Island Regional Transportation Organization (IRTPO)	57
8.5. Finance Plan.....	57
8.6. Transportation Goals and Policies	57
Chapter 9. Economic Development	58
9.1. Introduction.....	58
9.2. Existing Conditions	58
9.3. Business Profile	60
9.4. Opportunities for Economic Development.....	61
9.5. Economic Activity Tracking	61

2025 Clinton Subarea Plan | Island County Comprehensive Plan

9.6. Economic Development Goals and Policies	63
Chapter 10. Implementation.....	63
Appendix A: Community Engagement	65
Appendix B: Comprehensive Plan Consistency Matrix.....	74

Table of Figures

Figure 2-1: Clinton's Population Comparison (By Age)	21
Figure 3-1: Clinton Land Use and Zoning	24
Figure 6-1: Wetlands	40
Figure 6-2: Geologically Hazardous Area – Steep and Unstable Slopes	41
Figure 6-3: FEMA Flood Zones.....	41
Figure 7-1: Parks and Open Space	46
Figure 7-2: Parks Level of Service	47
Figure 8-1: Island County Roadway Classifications (Clinton)	51
Figure 8-2: Proposed Ken's Korner to Clinton Trail	53
Figure 8-3: Existing Pedestrian Crossing.....	54
Figure 8-4: Clinton Public Transit Routes and Facilities	56
Figure 9-1: Employment Inflow/Outflow for Clinton	60

Table of Tables

Table 2-1: Population Characteristics	21
Table 2-2: Education Characteristics	22
Table 4-1: Housing Mix	29
Table 4-2: Housing Stock (by age of unit).....	30
Table 4-3: Housing Occupancy Rates	30
Table 4-4: Housing Tenure	31
Table 4-5: Housing Burden in Clinton	31
Table 4-6: Clinton Housing Capacity Analysis	32
Table 9-1: Clinton Jobs by Category.....	58

Definitions

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

(a) For rental housing, 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; or

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

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

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

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

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

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

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

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

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

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

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

2025 Clinton Subarea Plan | Island County Comprehensive Plan

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

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

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

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

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

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

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

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

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

Executive Summary

Community Vision for 2045

The vision statement for the Clinton Subarea Plan is an ideal future condition based on past planning documents, community feedback, and analysis within this subarea plan. See Appendix A for a summary of the outreach effort and results.

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

Goals and Policies

Chapters 3 through 9 of the Clinton Subarea Plan each contain a set of goals and policies designed to implement the community vision statement.

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

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

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

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

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

- PCD = Island County Planning & Community Development
- CCC = Clinton Community Council

2025 Clinton Subarea Plan | Island County Comprehensive Plan

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

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

LU Goal 3: Study appropriate area boundaries for a Clinton Non-Municipal Urban Growth Area (NMUGA).

Policy	Lead and Partners	Timeline	Priority
LU 3.1: Develop materials to provide the community with information on what becoming an NMUGA would mean for Clinton and meaningfully engage the community for input/feedback.	PCD	Short	High
LU 3.2: Establish a boundary for the Clinton NMUGA based on accommodating projected growth over the succeeding 20-year period.	PCD State Agencies	Long	Medium
LU 3.3: Conduct a financial feasibility study to determine the potential cost and available funding sources for providing necessary urban governmental services, including storm drain and sewer services.	ETP PCD, CWD	Long	Medium
LU 3.4: Evaluate the need for land use designation changes or the establishment of new land uses within Clinton.	PCD	Long	Medium
LU 3.5: Determine appropriate urban densities for the future NMUGA based on population projections and the County's population growth projections.	PCD	Long	Medium
LU-3.6: Consider Environmentally Critical Areas in and around Clinton to inform a future NMUGA boundary.	PCD	Long	Medium

Housing Goals and Policies

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

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

Utilities, Infrastructure and Services Goals and Policies

UT Goal 1: Plan for capital facilities to be available prior to or concurrent with new development.

Policy	Lead and Partners	Timeline	Priority
UT 1.1: Collaborate with ICPH on the outcomes of their 2025 septic study to promote creative alternative solutions to private septic service.	ICPH PCD	Medium	High
UT 1.2: Continue to require that new development makes code required improvements to infrastructure and utilities.	PCD	Short	High
UT 1.3: Coordinate with utility providers to adequately plan for capital facilities to support future growth in the community.	PCD PW, CWD	Short	Medium

Environmental Goals and Policies

2025 Clinton Subarea Plan | Island County Comprehensive Plan

ENV Goal 1: Encourage protection of the environment and enhancement of the area's quality of life while still permitting growth with respect to natural limitations.

Policy	Lead and Partners	Timeline	Priority
ENV 1.1: Evaluate the potential impacts of present and future hazards when planning for future growth and discourage growth in areas subject to natural hazards.	PCD DEM State Agencies	Short	High
ENV 1.2: Maintain an updated set of Critical Areas data to inform residents and applicants of potentially environmentally sensitive areas within their properties	PCD State Agencies	Short	High
ENV 1.3: Evaluate, record, and preserve established wildlife corridors.	PCD	Medium	Medium
ENV 1.4: Promote the use of native vegetation in residential neighborhoods.	PCD	Long	Low
ENV 1.5: Using updated modeling, appropriately regulate development in frequently flooded areas along sole access roads exposed to sea-level rise and king tides, including exploring the establishment of an overlay allowing for greater landscaping and lower density in such exposed areas.	PCD DEM	Long	Low

Parks and Open Space Goals and Policies

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

Policy	Lead and Partners	Timeline	Priority
POS 1.1: Carry out the project list for Dan Porter Park in the 2025 Island County Parks, Recreation, and Open Space Element and look for opportunities to complete an assessment of Clinton Beach Park for projects to include in future Comprehensive Plan periodic updates.	PW PCD	Short	Medium
POS 1.2: Promote a community volunteer clean-up program.	CCC	Medium	Medium
POS 1.3: Identify and apply for funding opportunities including grants, local partnerships, and sponsorships, and consider park impact fees to fund future park and open space acquisition and maintenance.	PW CCC	Medium	Low

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

Policy	Lead and Partners	Timeline	Priority
POS 2.1: Identify land, including Environmentally Critical Areas, in Clinton for potential acquisition as neighborhood parks and open space.	PW	Medium	High
POS 2.2: Catalog existing official trails to identify gaps in service and increase community connectivity.	PW	Short	High
POS 2.3: Advertise local recreational opportunities organized by the Clinton Community Council and other local organizations.	CCC	Short	Medium

POS 2.4: Encourage the development of vacant and underused land as pedestrian-oriented community spaces in the downtown core area.	PCD PW	Long	Medium
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Transportation Goals and Policies			
TR Goal 1: Increase Clinton's transportation network safety and efficiency.			
Policy	Lead and Partners	Timeline	Priority
TR 1.1: Coordinate with state, regional, and local agencies, including WSDOT, to implement a "safe systems approach" using best practices to advance transportation safety for all users of the transportation system including transit, bicycle, and pedestrian activities.	PW WSDOT	Long	High
TR 1.2: Create clear wayfinding signage to move residents and visitors more efficiently through Clinton and to Clinton's commercial goods and services.	PW	Medium	High
TR 1.3: Coordinate with WSDOT to evaluate the potential classification of SR 525 under a contextual roadway classification system.	PW WSDOT	Long	Low
TR 1.4: Where feasible, upgrade and expand sidewalks in strategic locations such as the Rural Center Zone, around daycares, schools, and in high traffic areas.	PW WSDOT	Short	Medium
TR Goal 2: Increase pedestrian and bicycle safety and connectivity.			
Policy	Lead and Partners	Timeline	Priority
TR 2.1: Complete the Clinton to Ken's Korner multi-use trail along SR 525.	PW	Medium	High
TR 2.2: Conduct an Americans with Disabilities Act (ADA) assessment of public realm areas to ensure usability for all residents.	PW	Medium	Medium
TR 2.3: Minimize vehicular curb cuts into businesses from SR 525 through shared access or rear access off alleys and secondary roads.	PCD PW, WSDOT	Medium	Medium
TR 2.4: Introduce physical separation such as planter strips between pedestrian walkways and travel lanes where possible along SR 525.	PW WSDOT	Medium	Medium
TR 2.5: Coordinate with WSDOT and relevant agencies to study the reduction of speed limits and potential for pedestrian buffers along SR 525 and collector streets in Clinton's core.	PW WSDOT	Long	Medium
TR 2.6: Study pedestrian safety design techniques such as lowering the speed limit on County roads to 30 mph or adding enhanced crossing improvements.	PW PCD	Short	Medium

2025 Clinton Subarea Plan | Island County Comprehensive Plan

Economic Development Goals and Policies			
ED Goal 1: Increase economic growth opportunities in Clinton's downtown core.			
Policy	Lead and Partners	Timeline	Priority
ED 1.1: Explore the creation of a business improvement district to combine resources and focus on collectively addressing future needs within Clinton's commercial areas.	ETP CCC	Medium	High
ED 1.2: Provide businesses with information on economic resources available through Island County's Economic Development Council initiative as well as external resources.	ETP CCC	Short	Medium
ED Goal 2: Address barriers to commercial development.			
Policy	Lead and Partners	Timeline	Priority
ED 2.1: Study opportunities for sewer and septic solutions to ease the individual burden of septic for new businesses.	ICPH	Medium	High
ED 2.2: Amend development standards within the Rural Center Zone along SR 525 and cross-streets in Clinton to create flexibility in future development.	PCD WSDOT	Short	High
ED 2.3: Coordinate with WSDOT on implementing traffic calming measures on SR 525 between Humphrey Road and Bob Galbreath Road to increase pedestrian safety and walkability. (See Transportation goals and policies)	PW WSDOT	Long	High
ED Goal 3: Establish a cohesive sense of place along Clinton's the SR 525 frontage.			
Policy	Lead and Partners	Timeline	Priority
ED 3.1: Create zoning standards for future commercial development abutting SR 525.	PCD	Medium	Medium
ED 3.2: Coordinate with WSDOT on future streetscape improvements along SR 525, such as street trees, street furniture, and landscaping.	PW PCD CCC WSDOT	Long	Medium

Growth Opportunities for Clinton

Growth Outlook

The Clinton community has been designated as a Limited Area of More Intensive Rural Development (LAMIRD), under the state's Growth Management Act (GMA). Island County has historically called these areas RAIDs (Rural Area of more Intensive Development) and is shifting to using the State's terminology. LAMIRDS are designated rural areas that are characterized by greater density located outside of cities and Urban Growth Areas (UGAs). The intent is to seek to limit rural sprawl by allowing for development, density of multiple use types, and the establishment of an outer boundary to reflect the existing development pattern within them. Despite their ability to accommodate growth, they are not intended to have urban levels of services and are therefore limited in the amount of growth they can accommodate.

Clinton has been comprised of two LAMIRDS, zoned Rural Center and Rural Residential – see Figure 3-1 on page 27. Rural Center designated areas are generally adjacent to State Route 525 (SR 525), while Rural Residential areas buffer the RC area from the surrounding rural areas. The Rural Center and Rural Residential Zones both allow residential development at low densities. Development permitted within

Clinton requires review and approval by Island County Public Health to apply health and safety standards relating to the need for private septic that can be accommodated on each lot. Island County has not identified a specific growth target for any LAMIRD, however the established identity of Clinton as the gateway to Whidbey Island from the south and the developed nature of the community create potential for Clinton to play a large part in accommodating future growth in Island County.

Growth Restrictions as a LAMIRD

As mentioned in the previous section, Clinton's growth is limited by the boundaries of the LAMIRD as adopted by the 1998 Island County Comprehensive Plan. Per [Washington Administrative Code \(WAC\) 365-196-425](#), counties had to designate LAMIRD boundaries as part of their initial comprehensive plan under the GMA. LAMIRD boundaries are required to follow a logical outer boundary delineated by the built environment when the act was established. While there is a process for changing the boundaries of Mixed-Use LAMIRDS, they must follow the same criteria as initial designation and cannot be used to expand the LAMIRD with vacant parcels for infill purposes. Thus, expansions of Mixed-Use LAMIRDS are rare and difficult. Boundary changes to residential LAMIRDS are not permitted under GMA. LAMIRDS are rural areas and are only required to provide "rural governmental services" to their residents, which are less intensive than urban services. This limits growth potential by requiring rural densities. Per the WAC, rural governmental services typically include domestic water service, fire and police protection, roadways and public transportation, and public utilities such as electrical, telecommunications, and natural gas lines. Crucially, rural governmental services do not include storm or sanitary sewers. Due to the rural nature of LAMIRDS, sanitary sewer service may be provided only if:¹

1. Necessary to protect basic public health and safety and the environment;
2. Financially supportable at rural densities; and
3. Does not permit urban development.

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

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

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

During the comprehensive planning process, Island County is relying on all of our LAMIRDS, including Clinton, to achieve the allocated housing growth targets. Housing development in LAMIRDS is generally

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

restricted by infrastructure availability and creative solutions are needed to see any kind of significant housing growth. Even with those creative solutions, further restrictive development standards such as low permitted densities, building heights, and lot coverage standards promote primarily single-family and low-density housing. For Clinton to realize its full vision as a vibrant gateway, it needs the support of expanded infrastructure under an NMUGA if it is to support measurable growth over the next couple of decades.

Designation as an NMUGA

To implement a NMUGA designation, Clinton would need to be served by urban governmental services defined under RCW 36.70A.030 in order for the full potential of the zoning designations to be realized. In the meantime, new development would be reviewed by ICPH for septic and water service requirements. In addition, new development would be required to be subject to no protest agreements for future public sewer service.

A study was completed for a Comprehensive Sewer Plan in Clinton in 2003, which may be updated as part of this process. The study established several alternatives and is described in further in the Past Studies section of this plan.

The County has included in the Comprehensive Plan Capital Facilities Plan that the County will pursue a study and a phased plan to provide sewer or alternate septic service as it seeks to implement this Comprehensive Plan and the Clinton Subarea Plan. Funding for the Clinton sewer study could come from Real Estate Excise Taxes (REET) or other fund sources. The study is anticipated to be complete within 10 years.

In addition to the infrastructure phased plan, Island County will consider future amendments to the Comprehensive Plan to establish a formal boundary for Clinton as an NMUGA. By considering a future NMUGA designation of Clinton, Island County can include funding options and plan for the required studies for transition of Clinton to realize its potential as an NMUGA over the course of the 20-year lifespan of the comprehensive plan.

Chapter 1. Introduction and Subarea Planning Framework

1.1. Purpose of the Clinton Subarea Plan

1.1.1. What is a Subarea Plan

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

1.1.2. Why Create the Clinton Subarea Plan

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

1.1.3. Plan Elements

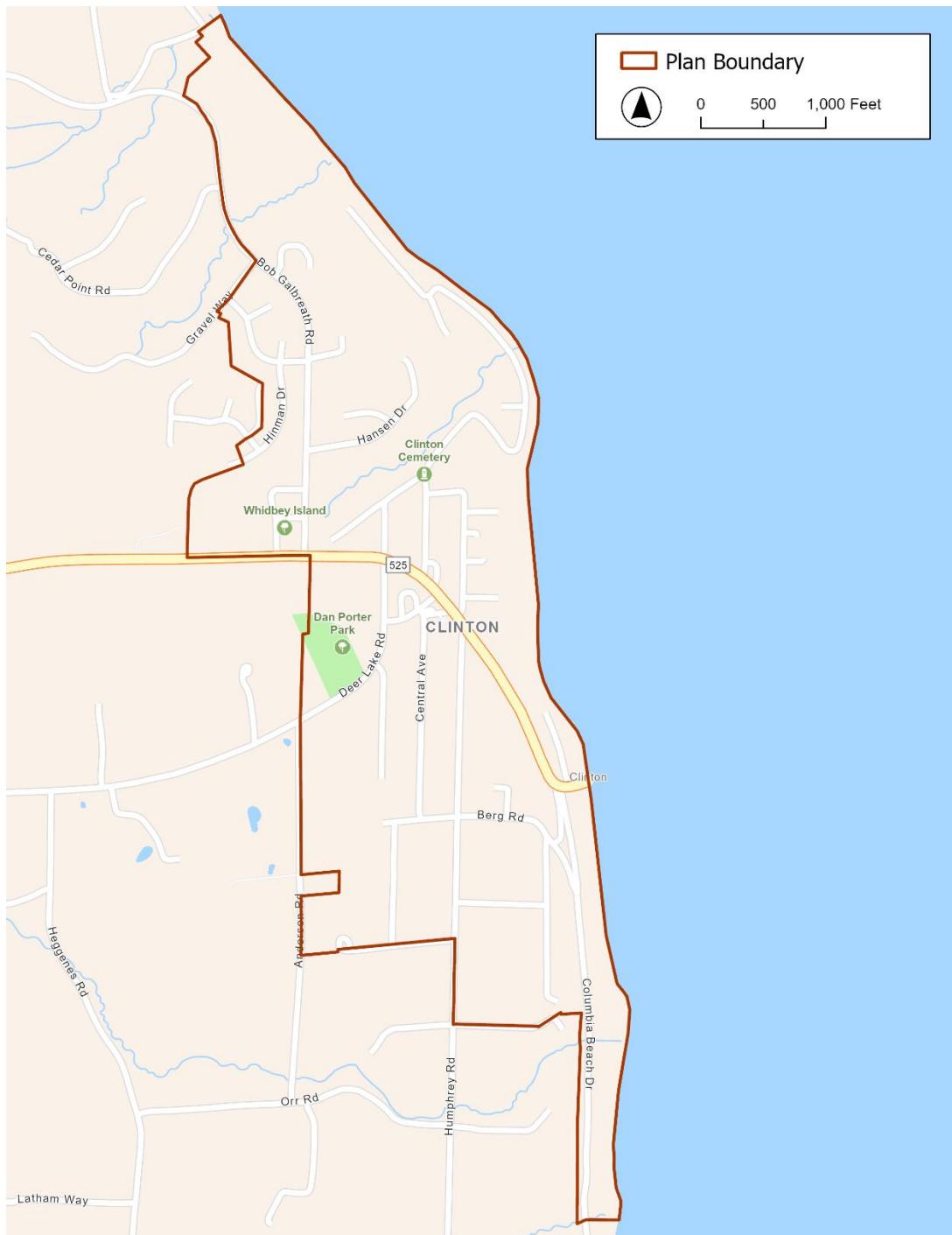
The Clinton Subarea Plan contains the following elements displayed as chapters:

- **Chapter 1: Introduction and Subarea Planning Framework** - defines the purpose of the Clinton Subarea Plan as well as the policy framework in relation to the Island County Comprehensive Plan.
- **Chapter 2: Demographics and Population** - describes the socioeconomic characteristics of the Clinton community.
- **Chapter 3: Land Use and Zoning** - describes the existing and planned land use and zoning for the Clinton community. Growth patterns and character of land uses are evaluated within this section.
- **Chapter 4: Housing** - evaluates existing housing stock, housing conditions, and strategies for accommodating future housing growth in a Clinton.
- **Chapter 5: Utilities, Infrastructure, and Services** - evaluates existing service and creative strategies for providing additional infrastructure to the community.
- **Chapter 6: Environment and Climate** - focuses on evaluating the natural environment and critical areas within Clinton. Critical areas may include wetlands, Critical Aquifer Recharge Areas, Fish and Wildlife Habitat Conservation Areas, frequently flooded areas, geologically hazardous areas, shorelines, Critical Drainage Areas, and archaeologically significant areas.
- **Chapter 7: Parks and Open Space** - identifies and evaluates park and open space areas within Clinton, including programming and levels of service for residents.
- **Chapter 8: Transportation** - describes both local and regional transportation within Clinton. This includes all methods, from ferry access to Clinton to SR 525 and local roads. Public transit and non-motorized methods of transportation, such as walking and bicycling are also evaluated.
- **Chapter 9: Economic Development** - builds off past studies to define strategies for economic growth in Clinton's Rural Center.

1.1.4. Plan Scope

The data collected for this plan's existing conditions reports and addressed by its policies applies to the area shown in **Figure 1-1**. This area the adopted Clinton LAMIRD. Due to the small size of Clinton, Census and consumer data used in the Subarea Plan is collected from the slightly larger area, using Census Designed Place (CDP) boundaries as defined by the US Census Bureau.

Figure 1-1 Subarea Plan Study Area



1.1.5. Community Engagement Framework

Island County initiated a community engagement process in the development of the Clinton subarea plan. This included multiple touch points with the Clinton Community Council, an in-person community workshop, and community events such as the Clinton Market and a booth at the Island County Fair as part of the larger Comprehensive Plan periodic update outreach process. In addition to in-person events, the County created a project website to provide interested residents and stakeholders with project updates, a project survey, and an interactive community map to identify opportunities for improvement, community resources, and other physical characteristics. A workshop was held in February 2025 to present draft findings to the community and the Community Council. The plan has been updated to include community feedback.

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

1.2. Policy Framework

1.2.1. 2025 Island County Comprehensive Plan Update

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

1.2.2. Relevant State Planning Policy

Under the GMA, Clinton is designated as a LAMIRD. RCW 36.70A.070(5) and WAC 365-196-425(6) allow Counties in Washington State to designate isolated pockets of more intense development in rural areas as LAMIRDS. In 2022, RCW 36.70A.070 was amended to allow for development or redevelopment of any building size, scale, use or intensity within a LAMIRD area subject to confirmation from all existing public facilities and public services. The code section has specific size restrictions and other requirements for development within LAMIRDS. One of the goals of this subarea plan is to determine how future development growth can be accommodated in the Clinton LAMIRD inclusive of infrastructure needs.

1.2.3. Clinton History

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

1.2.4. Previous Planning Efforts

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

2025 Clinton Subarea Plan | Island County Comprehensive Plan

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

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

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

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

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

Analysis of Past Studies

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

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

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

Chapter 2. Demographics and Population

2.1. Introduction

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

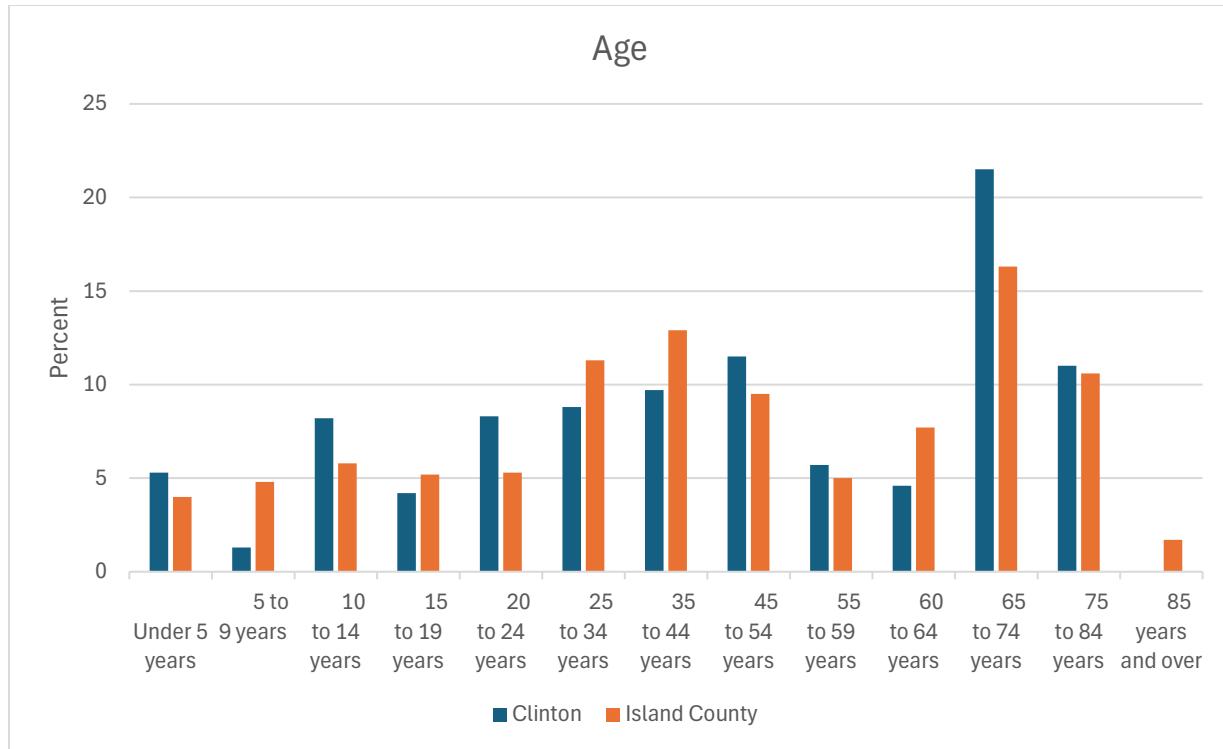
2.2. Existing Conditions

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

2.2.1. Population Overview

As of 2023 American Community Survey (ACS), the Clinton CDP population was 1,367 people. The median age is 46.1 years old, above Island County's median of 45.7 years old. Clinton's population tends to be generally in line with that of the overall Island County. The 65 to 74 years old category is higher with Clinton having more of this segment than Island County. This age range makes up 20.9 percent of the Clinton community compared to just 15.7 percent for Island County. This indicates that more residents in Clinton are approaching or just entering into the historically typical retirement years. This is illustrated in **Figure 2-1**, Clinton's Population Comparison (By Age).

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



Source: 2023 ACS Survey, US Census Bureau

Similarly, Clinton's population has a similar racial composition to Island County, however a larger percentage (approximately 86.9 percent) identify as White, with a smaller percentage of the population 7.2 percent of the Clinton community identifying as Two or More Races compared to 13.8 percent for Island County. Hispanic populations typically identify under "some Other Race," "White," or "Two or More Races," making it difficult to discern their population within the Clinton area through the Census. This data is in **Table 2-1: Population Characteristics, Clinton's Population Comparison (By Race)**.

Table 2-1: Population Characteristics

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

Source: 2023 ACS Survey, US Census Bureau

2.2.2. Education

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

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

Table 2-2: Education Characteristics

Age by Educational Attainment	Clinton		Island County	
	Total	Percent	Total	Percent
Population 18 to 24 years	97	100%	6,563	100%
Less than high school graduate	65	67.0	656	10
High school graduate (includes equivalency)	27	27.8	4,190	63.8
Some college or associate's degree	5	5.2	1,434	21.8
Bachelor's degree or higher	0	0.0	283	4.3
Population 25 years and over	847	100%	64,690	100%
Less than 9th grade	0	0.0	1,127	1.7
9th to 12th grade, no diploma	80	9.4	1,406	2.2
High school graduate (includes equivalency)	174	20.5	14,587	22.5
Some college, no degree	137	16.2	16,953	26.2
Associate's degree	60	7.1	6,829	10.6
Bachelor's degree	205	24.2	13,989	21.6
Graduate or professional degree	191	22.6	9,799	15.1
High school graduate or higher	767	90.6	62,157	96.1
Bachelor's degree or higher	396	46.8	23,788	36.8

Source: 2023 ACS Survey, US Census Bureau

Chapter 3. Zoning and Land Use

3.1. Introduction

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

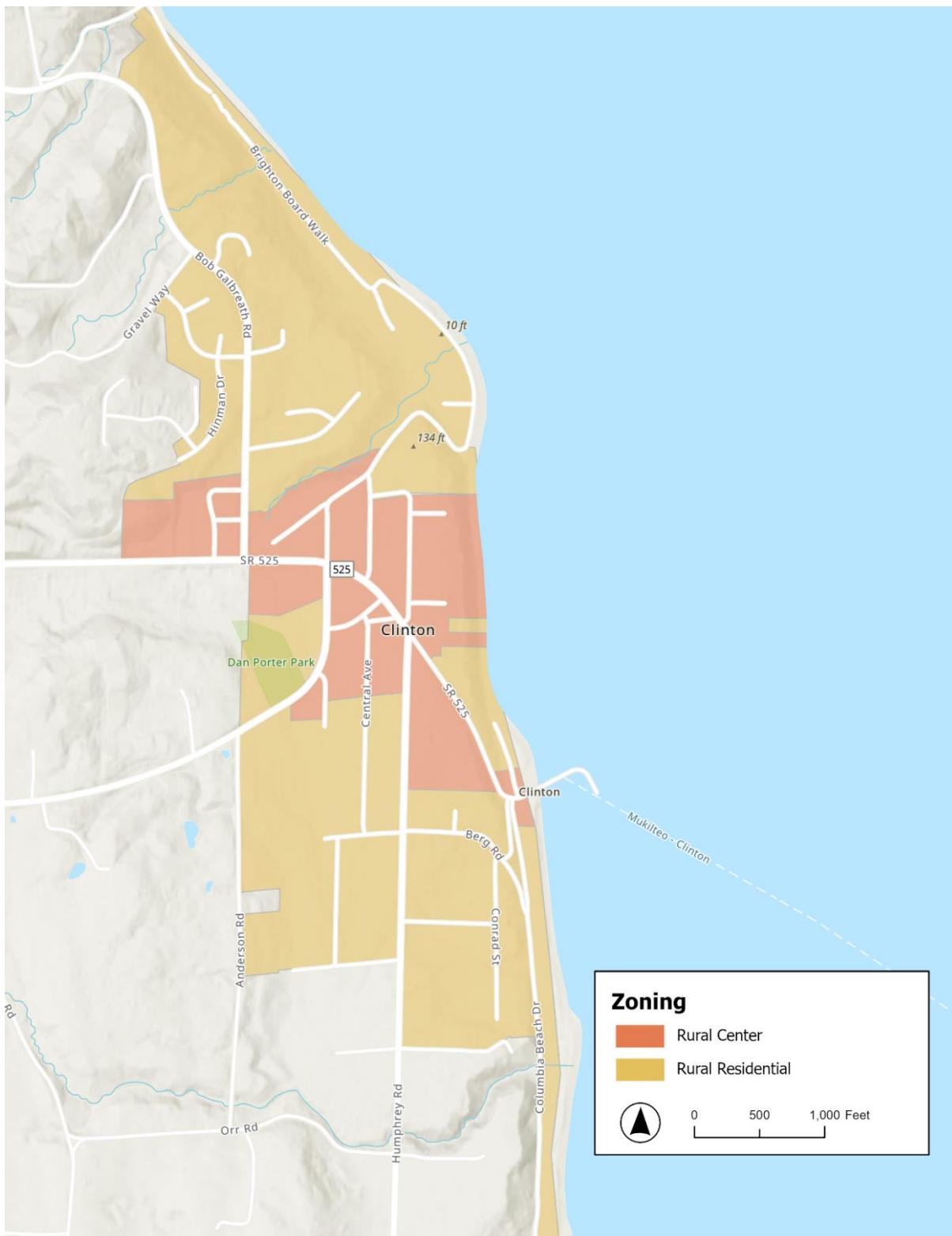
3.2. Existing Conditions

3.2.1. Existing Land Use

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

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

Figure 3-1: Clinton Land Use and Zoning



Source: Island County

3.2.2. Physical Character

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

3.2.3. Existing Zoning Classifications

Rural Residential (RR)

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

Rural Center (RC)

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

3.3. Population Growth Analysis

3.3.1. Buildable Lands Analysis

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

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

3.3.2. Accommodating Future Growth in Clinton

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

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

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

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

3.3.3. Barriers and Recommendations for Increased Housing Types

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

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

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

The major findings from the checklists were that low maximum densities, high minimum lot sizes, and restrictive permitting requirements may present significant barriers to building low and mid-rise housing types. These barriers can be largely attributed to the rural nature of LAMIRDs and the necessity for any developments in LAMIRDs to be serviced by individual wells and septic systems.

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

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

3.4. Land Use Goals and Policies

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

Policy LU 1.1: Modify existing development standards to increase permitted densities and allow additional housing types, such as multi-family, in mixed-use areas, subject to infrastructure availability.

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

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

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

Policy LU 1.5: Modify the development standards for parcels along SR 525 in coordination with WSDOT, such as decreasing setbacks, to more easily permit pedestrian access to new development, especially on parcels that have unique shapes/sizes.

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

Policy LU 1.7: Evaluate permitted uses within the Rural Center zone in Clinton to expand the types of businesses and services that can be located in the downtown core.

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

Policy LU 2.1: Create zoning standards to help establish or reinforce the desired character of Clinton for future use development abutting SR 525.

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

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

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

LU Goal 3: Study appropriate area boundaries for a Clinton Non-Municipal Urban Growth Area (NMUGA).

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

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

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

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

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

Policy LU-3.6: Consider Environmentally Critical Areas in and around Clinton to inform a future NMUGA boundary.

Chapter 4. Housing

4.1. Introduction

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

4.2. Existing Conditions

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

4.2.1. Housing Stock

Clinton has 719 total units of housing within its Census designated place (CDP) boundary, approximately 122 (17 percent) of which are vacant. Clinton is primarily comprised of single-family housing units, which make up 663 (92.2 percent) of the total units. The remaining units are a mixture of multiple unit buildings (16 units) and the remaining four units are mobile homes. Community feedback indicates that there may be recent construction of more manufactured homes in Clinton in addition to those reported by the Census Bureau, though not a significant number. Per the 2023 ACS, the median home price is \$603,900, slightly above Island County's median of \$595,100.

Table 4-1: Housing Mix

Housing Mix	Units
Total housing units	719
1-unit, detached	663
1-unit, attached	0
2 units	0
3 or 4 units	16
5 to 9 units	0
10 to 19 units	0
20 or more units	0
Manufactured home	40

Source: U.S. Census Bureau, 2023 ACS 5-Year Estimates

Clinton's housing stock tends to be older with 61 percent of homes constructed before 1980. This indicates slow housing construction in recent years and census data estimates that no new units have been built in the community since 2020 as reflected in the census data, although public comments have noted that new homes have been built in the area after 2020. **Table 4-2**, Housing Stock (by Age of Unit) shows the breakdown of homes by year built:

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

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

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

4.2.2. Housing Occupancy and Tenure

Nearly 20 percent of homes in Clinton are classified as vacant. The census does not have formal methodology for counting vacation rentals, but most are classified as vacant which may explain the higher than average vacancy rate when compared to Island County and Washington State. However, this is not absolute and some vacation rentals likely show up as rentals. When compared to Langley, which has some similar geographic features and location characteristics, Clinton's occupancy rate is nearly identical.

Table 4-3, Housing Occupancy Rates, shows Clinton's occupancy rate compared to other areas within Island County as well as the County and the State as a whole.

Table 4-3: Housing Occupancy Rates

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

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

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

Table 4-4: Housing Tenure

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

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

4.2.3. Housing Costs

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

Table 4-5: Housing Burden in Clinton

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

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

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

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

4.3. Buildable Lands Analysis

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

The analysis did not identify a housing unit allocation set specifically to Clinton and instead focused growth targets across the mixed-use LAMIRD's within Island County, of which Clinton is a part of. Until a more locally specific study is done, this information is the best available for use in helping understand Clinton's future need. This methodology is helpful for planning future zoning standards and population growth. A total capacity of 158 dwelling units in the Rural Center zone and 88 units in the Rural Residential zone was identified for a total capacity of 246 dwelling units in Clinton, as shown in **Table 4-6**, Clinton Housing Capacity Analysis.

Table 4-6: Clinton Housing Capacity Analysis

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

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

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

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

4.4. Housing Constraints

4.4.1. Limited Housing Growth

As Clinton grows, housing prices, vacancy rates, mix in housing types, and construction starts are meaningful data to collect and analyze to assess the health of the local housing supply. Home prices will likely continue to climb as the area grows and demand for housing increases. Proximity to the ferry combined with being a tranquil community along the Sound make it a desirable place to live. To accommodate likely future demand for housing at lower costs than single-family houses, more housing construction will need to occur that includes more affordable housing including duplexes and townhouses. These are the most likely market-rate affordable housing types based on current and likely near-term infrastructure and utility availability. Recent trends are not favorable to housing growth keeping up with population growth as only 7.5 percent increase in existing housing stock has been built since 2010, while

the population has grown by nearly 400 people. This indicates a potential housing shortage as population continues to increase. Affordability will continue to be an issue in Clinton given there are many housing burdened individuals, especially renters. To help with this, construction of more units of a diverse single and multi-family mix for both rental and ownership is recommended.

4.4.2. Infrastructure Constraints

One of the greatest barriers to housing growth is sewage capacity or other alternatives to individual septic systems. Individual septic systems limit growth. Island County is researching strategies to address infrastructure constraints as part of implementation of the 2025 Comprehensive Plan periodic update.

Sewage or community septic solutions will be needed to support development of a range of housing types in the Rural Center and Rural Residential zones. Pursuing NMUGA designation may facilitate the future development of a sewage or community septic network that could create much needed capacity and flexibility in development options.

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

4.5. Housing Goals and Policies

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

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

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

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

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

Chapter 5. Utilities, Infrastructure and Services

5.1. Introduction

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

5.1.1. Other Related Plans

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

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

5.2. Capital Facilities

5.2.1. Drinking Water Availability

System Description

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

Level of Service Analysis

Per the Clinton Water District Annual June 2024 Consumer Confidence Report, the CWD is current with all required testing by the State Department of Health. The District's sampling for Volatile Organic Compounds and Synthetic Organic Compounds has shown no detection of any of the regulated contaminants established by the Environmental Protection Agency.² The last water quality monitoring performed was in 2024, with the next round occurring in 2025. As of the 2016 analysis, all of the compounds found in Clinton's water supply were found to be at lower levels than the U.S. EPA allows. CWD currently has 792 connections, serving a population of approx. 1,940 people, and has an unspecified capacity per the [Washington Department of Health](#). In the 2006 [CWD Water System Plan](#) update, it was determined that the district has the capacity to support approx. 835 connections; however, as a Group A water system, CWD has the ability to apply for more water rights.

5.2.2. Wastewater

System Description

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

Level of Service & Capacity Analysis

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

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

5.2.3. Stormwater

System Description

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

Level of Service & Capacity Analysis

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

5.3. Utilities

5.3.1. Electricity

System Description

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

5.3.2. Waste and Recycling

System Description

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

5.4. Other Services

5.4.1. Law Enforcement

System Description

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

Level of Service & Capacity Analysis

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

5.4.2. Fire Protection

System Description

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

and 13 volunteer EMTs. Services provided by the district include fire suppression, emergency medical, marine and cliff rescue, fire and safety education, disaster preparation, and community risk reduction.

Level of Service & Capacity Analysis

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

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

Deficiencies & Proposed Improvements

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

5.4.3. Schools

System Description

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

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

Level of Service & Capacity Analysis

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

Deficiencies & Proposed Improvements

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

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

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

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

5.5. Capital Improvement Plan

In July 2024, Island County prepared and adopted a six-year Capital Improvement Plan (CIP) which identified anticipated spending and project priorities from 2024 through 2029. Project descriptions are identified by group and by separate planning and program efforts, which may apply countywide. The CIP will be continually updated to address future projects as priorities and funding sources change. More information can be found in the Capital Facilities Element and Plan within the Island County 2025 Comprehensive Plan periodic update.

5.6. Utilities, Infrastructure, and Services Goals and Policies

UT Goal 1: Plan for capital facilities to be available prior to or concurrently with new development.

Policy UT 1.1: Collaborate with ICPH on the outcomes of their 2025 septic study to promote creative alternative solutions to private septic service.

Policy UT 1.2: Continue to require that new development makes code required improvements to infrastructure and utilities.

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

Chapter 6. Environment and Climate

6.1. Introduction

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

6.2. Existing Conditions

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

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

6.2.1. Wetlands

Per the US Fish and Wildlife Service's National Wetlands Inventory wetlands in Clinton are relatively small, with the largest being around 5-acres. As shown in **Figure 6-3**, wetland areas are found throughout the study area, primarily in residential areas. Regardless of size, these wetlands provide benefits including food and habitat for fish and wildlife, including western toads, regulating water level and flow, stabilizing streams and shorelines, and improving water quality. Human disturbances to wetlands, including run-off, landscape alteration, and changes in drainage, threaten the beneficial functions of wetlands, specifically water quality and habitat. Parcels with identified wetlands will need to undergo development review to protect wetlands and see how potential impacts due to development may be avoided or mitigated.

6.2.2. Geologically Hazardous Areas

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

6.2.3. Critical Aquifer Recharge Areas

All of Island County is considered a Critical Aquifer Recharge Area since the U.S. Environmental Protection Agency designated Island County with "Sole Source Aquifer" status in 1982. This means that a majority of the population relies on aquifers as the main source of drinking water, and therefore,

contamination of the aquifers would create a public health hazard. Rainwater infiltration is the only source for regenerating the water supply available in aquifers and also serves to prevent sea water from entering the aquifer. Critical Aquifer Recharge Areas are ranked into three categories: “low,” “medium,” and “high” risk of contamination. Development in Critical Aquifer Recharge Areas in Island County is subject to the requirements of local, state, and federal permits and laws.

6.2.4. Frequently Flooded Areas

Frequently Flooded Areas include streams, rivers, lakes, coastal areas, wetlands, or other high groundwater ponds that could be threatened by flooding due to intense storms, high tides, sea-level rise, or other hydrologic phenomena. Development in Frequently Flooded Areas in Island County are subject to the requirements established in the Island County Code, Chapter 14.02.A. King tides and sea level rise are of specific concern to Clinton and its residents who have and will be impacted by king tides. Rising sea levels are expected to increase the areas of Clinton exposed to frequent flooding whether through rising seas, king tides, or inland flooding from a higher water table. The 2025 Comprehensive Plan update contains an interactive [vulnerability study](#) which explores the impacts of frequently flooded areas and other climate exacerbated hazards. Refer to the Island County Planning and Community Development Comprehensive Plan website for modeling and maps on the subject.

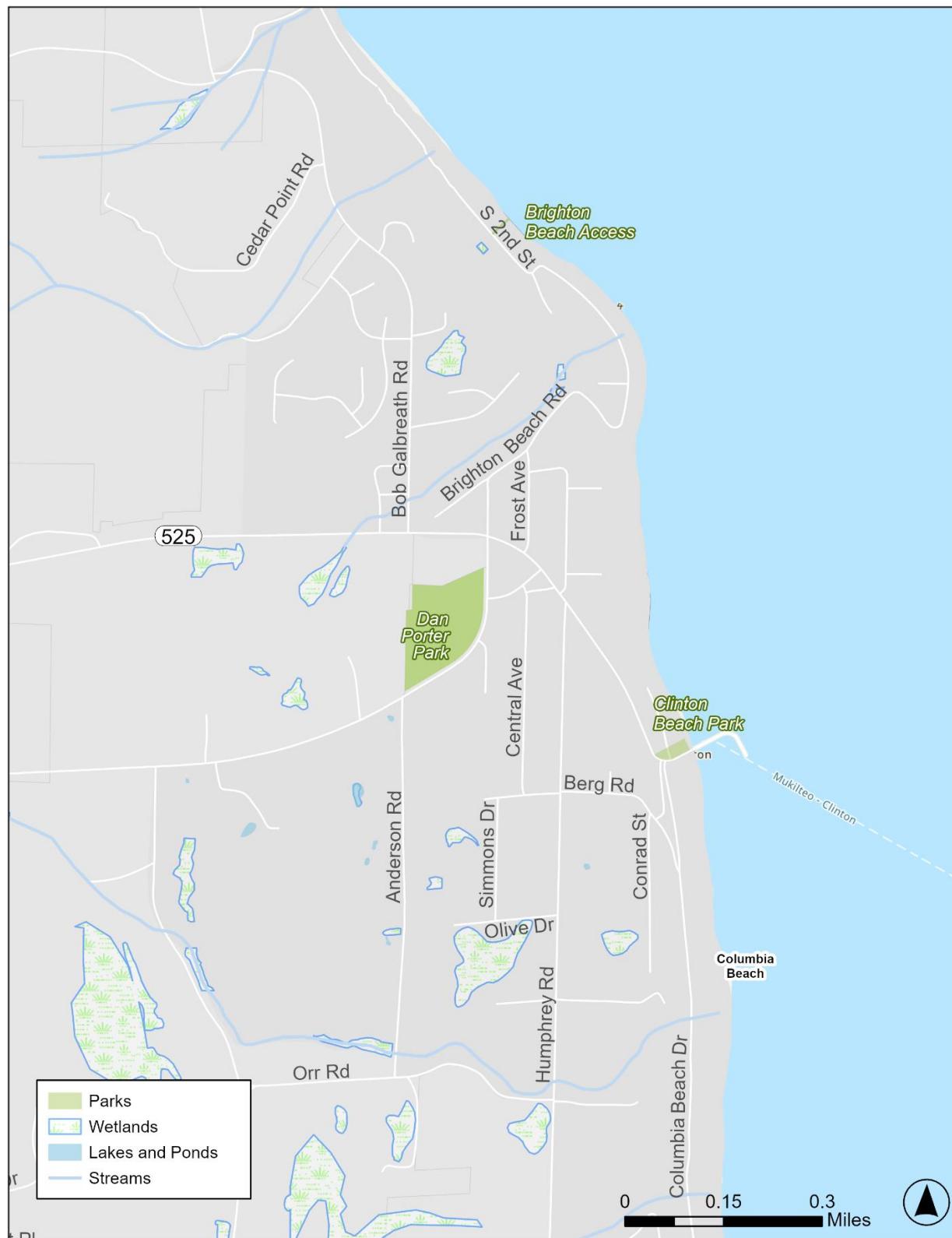
The Federal Emergency Management Agency (FEMA) designates boundaries of high-risk flood zones. The entire shoreline of Clinton is designated as a high-risk flood area as shown in **Figure 6-6**.

6.2.5. Fish and Wildlife Conservation Areas

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

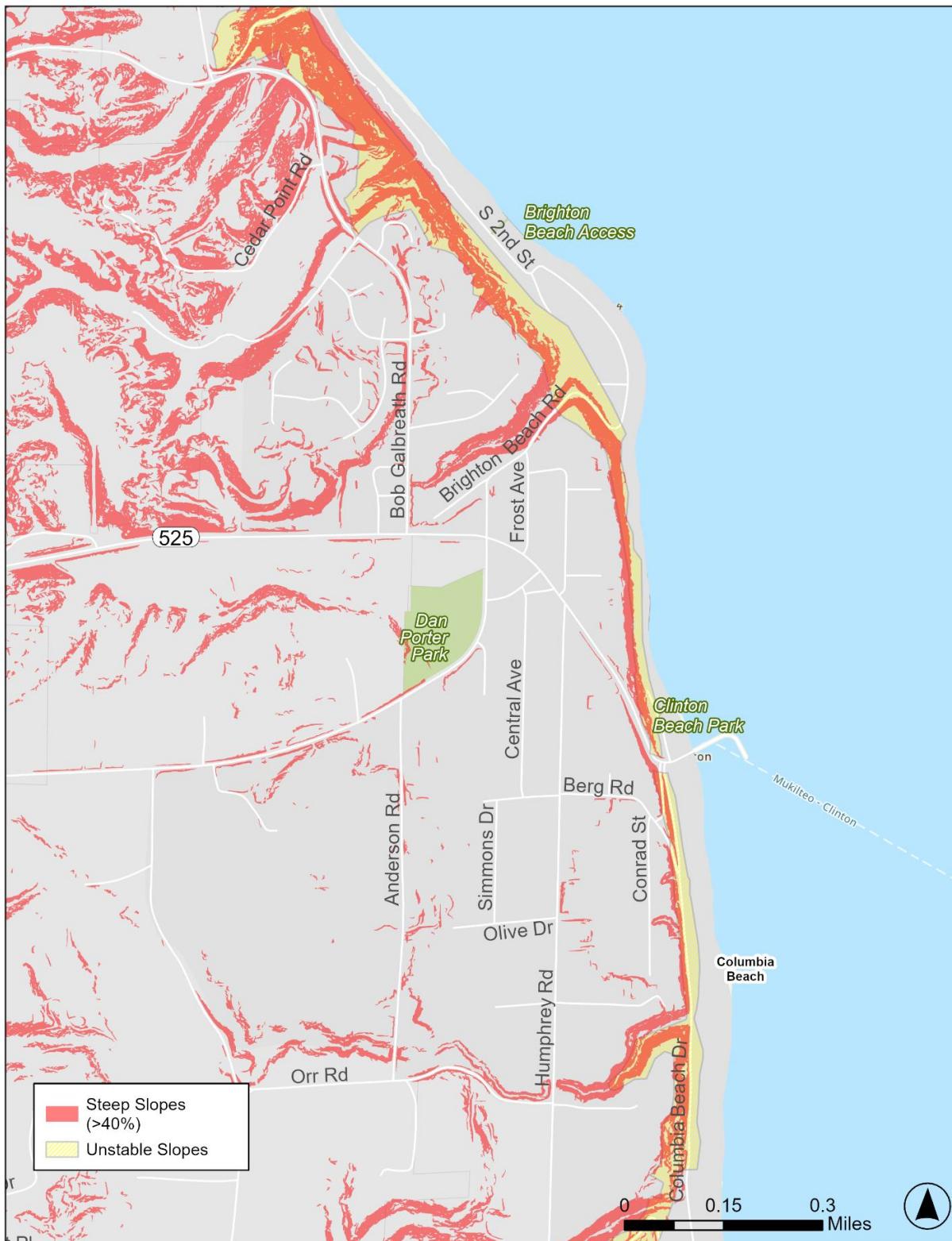
Two streams, Deer Creek and an unnamed stream along Brighton Beach Road, in Clinton are designated by the Washington Department of Fish & Wildlife as fish distribution streams for salmon, one for the endangered Coho salmon population. In addition, the proposed Ken’s Korner to Clinton Trail is in the vicinity of the headwaters of Old Clinton Creek. Clinton has almost three miles of Shoreline along the Puget Sound – an important habitat for marine species. Shorelines are regulated and protected separately by the Island County Shoreline Master Program in Island County Code, Chapter 17.05.A.

Figure 6-1: Wetlands



Source: US Fish and Wildlife Service, ESRI

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



Source: US Geological Survey, ESRI

Figure 6-3: FEMA Flood Zones



Source: FEMA

6.3. Environmental Factors and Considerations

Clinton's largest environmental considerations are its relationship with its Environmentally Critical Areas and the Puget Sound and its tributaries in the area. For example, protections for fish in its streams and sensitivity of the area's groundwater supply mean future development in the area will have to meet regulations intended to protect water quality and habitat areas. Much of the shoreline is exposed to king tide flooding and sea level rise, located in flood zones, and thus require developmental considerations and limitations to ensure these have minimal impacts on the community. This plan's environmental policies intended to reinforce existing county policies to allow the community to develop in a manner ensuring habitat and environmental protection as well as a resilient community against natural hazards.

6.4. Environment and Climate Goals and Policies

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

ENV Goal 1: Encourage protection of the environment and enhancement of the area's quality of life while still permitting growth with respect to natural limitations.

Policy ENV 1.1: Evaluate the potential impacts of present and future hazards when planning for future growth and discourage growth in areas subject to natural hazards.

Policy ENV 1.2: Maintain an updated set of Critical Areas data to inform residents and applicants of potentially environmentally sensitive areas within their properties

Policy ENV 1.3: Evaluate, record, and preserve established wildlife corridors.

Policy ENV 1.4: Promote the use of native vegetation in residential neighborhoods.

Policy ENV 1.5: Using updated modeling, appropriately regulate development in frequently flooded areas along sole access roads exposed to sea-level rise and king tides, including exploring the establishment of an overlay allowing for greater landscaping and lower density in such exposed areas.

Chapter 7. Parks and Open Space

7.1. Introduction

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

7.2. Existing Conditions

7.2.1. Local Parks

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

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

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

7.2.2. Open Space

Open Space is a broad term that includes all land which contains natural areas, habitat lands, natural drainage features, and/or other environmental, cultural, scenic resources, and interior gathering spaces. Interior gathering space can be especially beneficial during winter months. This includes Critical Areas, trails, forest lands, waterways, and civic spaces. Most open space is privately owned and intended to remain largely undeveloped, except for civic spaces. In addition to Critical Areas (discussed in Chapter 6), Clinton also has one civic space – the Clinton Community Hall (see 7-1, Parks and Open Space).

The Clinton Community Hall is a 501(c)(3) non-profit, community-supported organization located off of SR 525 between Dan Porter Park and the Ferry Terminal. The Clinton Community Hall was formally incorporated in 1910 as Clinton Progressive Association that operates a civic, non-partisan, non-denominational and non-profit organization to benefit the entire South Whidbey community. Currently, a seven-person Board of Directors manage the Community Hall, which serves as a community gathering and event space and can be rented out for private events.

7.3. Considering Needs

The Island County 2045 Comprehensive Plan Parks and Recreation Element uses benchmarks as a measurement for how well served residents are with park and open space areas. Island County benchmarks include the number of acres of open space available per 1,000 population. For example, the Parks and Recreation Element includes a finding that the County has 43.3 acres of open space per 1,000 population and that with the projected population growth, the County will, without buying any additional open space, have 36.5 acres per 1,000 population. In both cases, this is found to be considerably above peer jurisdictions. The Parks and Recreation Element does not break the County down into subareas. Based on the 2022 U.S. Census Bureau Clinton has 1,165 residents and approximately 10 acres of park space between Dan Porter Park and the Clinton Beach Park. Clinton does not have any formal trails, though the rural nature and ample natural areas provide for a number of unofficial trails. As discussed in the Transportation Chapter of the subarea plan, the Island County Transportation Improvement Plan (TIP) in the Comprehensive Plan 2025 update identifies the Clinton to Ken's Korner multi-use Trail along SR 525. This trail is proposed to run from Deer Lake Road in Clinton to the Ken's Korner shopping center which is approximately 2.5 miles. A portion of this is within the Clinton community study area.

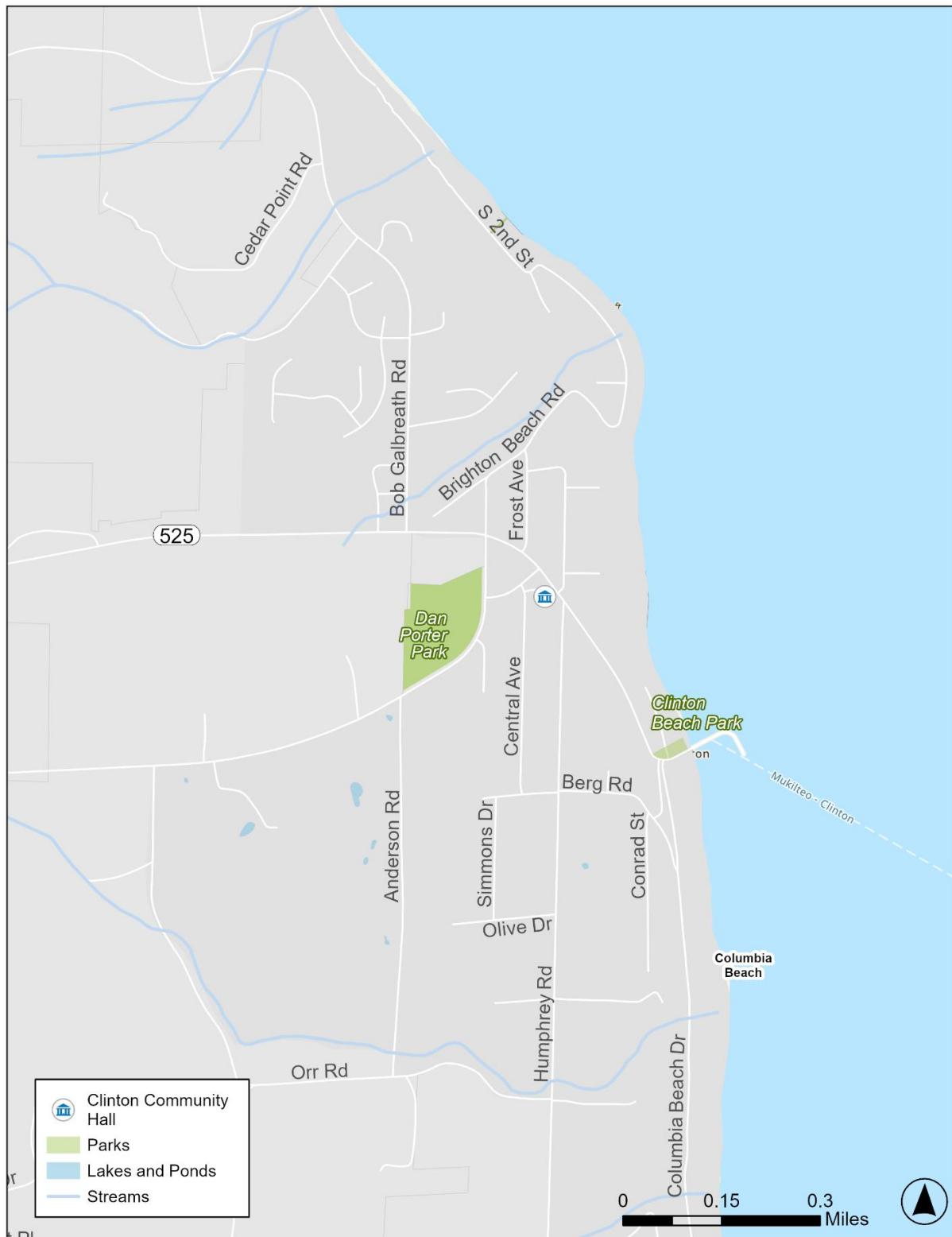
Acres of park land is only one way to measure the service residents are receiving from existing parks and open space facilities. If parks are consolidated into one larger, regional serving park, it may often leave neighborhoods without easily accessible open space. Given the long, linear shape of Clinton, much of the community is not within a $\frac{1}{4}$ mile (generally regarded as a comfortable 10-minute walking distance for most people) distance of the existing park either Dan Porter Park or the Clinton Beach Park. This is shown in **Figure 8-2**, Parks Level of Service. To create equitable parks and open space opportunities for all residents, neighborhood park areas should be identified and acquired such as in both the northern and southern residential areas of Clinton.

7.4. Park and Recreation Demands

As noted above, the Clinton community is well-served based on a traditional LOS analysis and does not need to add any park facilities to meet current demand. However, additional opportunities could help make open space closer to the areas of the community outside the $\frac{1}{4}$ mile travel distance of the existing parks. Largely private beachfront access and large lots with yards for recreational use provide additional opportunities for outdoor recreation that are not included within that LOS calculation. One potential public beach access point to explore is east of Brighton Beach Road where it curves before turning north along the shoreline. Neighboring unincorporated areas as well as the cities of Langley and Freeland provide more park and open space opportunities in close driving distance and many youth leagues and other programs span the South Whidbey area.

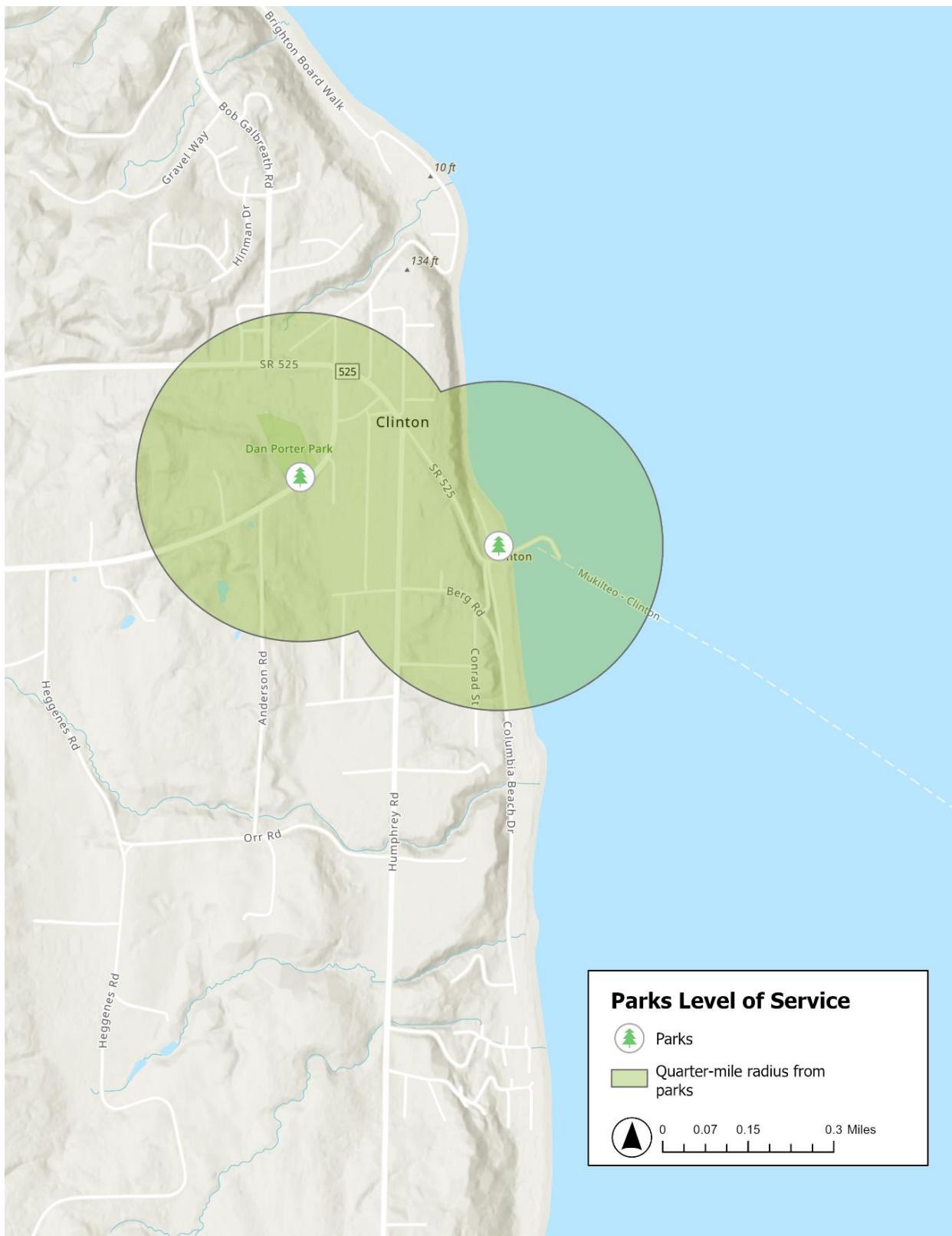
Island County is in the process of updating the Parks and Recreation Element of the 2025 Comprehensive Plan. Additional recommendations for improvements in Clinton may result from future studies or plans.

Figure 7-1: Parks and Open Space



Source: ESRI

Figure 7-2: Parks Level of Service



7.5. Parks and Open Space Goals and Policies

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

Policy POS 1.1: Carry out the project list for Dan Porter Park in the 2025 Island County Parks, Recreation, and Open Space Element and look for opportunities to complete an assessment of Clinton Beach Park for projects to include in future Comprehensive Plan periodic updates

Policy POS 1.2: Promote a community volunteer cleanup program.

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

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

Policy POS 2.1: Identify land, including Environmentally Critical Areas, in Clinton for potential acquisition as neighborhood parks and open space.

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

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

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

Chapter 8. Transportation

8.1. Introduction

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

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

8.1.1. Other Related Plans

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

- Island County Comprehensive Plan, 2025
- Island County Six-Year TIP, 2025-2030
- Island County Non-Motorized Trails Plan, 2018

8.2. Existing Conditions

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

8.2.1. Roadways

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

State Highways (Washington State Route 525)

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

SR 525 is the only state-maintained road and highway in Clinton, with the rest being local streets. The speed limit of SR 525 within Clinton is 30 mph, and the speed increases once vehicles exit the Clinton boundary. The rest of the roads within Clinton are local with speeds around 35 mph. To the east, SR 525 runs up until the Ferry Terminal, including a 2-mile shoulder for the ferry vehicle queue, and continues south at the Mukilteo Ferry Terminal towards the City of Lynnwood. To the west, SR 525 provides access to the rest of Whidbey Island by traveling to Freeland and continuing north until it intersects with and continues as SR 20, traveling the remainder of Whidbey Island to the Deception Pass Bridge, then on to provide access, via a branch off the main part of SR 20, to the Anacortes Ferry Terminal, on Fidalgo Island.

Secondary Arterial

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

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

Collector Roads

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

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

Local Access

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

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

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



Source: WSDOT

8.2.2. Functional Roadway Classifications

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

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

8.2.3. Roadway Classifications

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

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

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

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

⁴ NCHRP Research Report 2011. Available at: [Chapter 1 - Context Classification System Overview | Context Classification Application: A Guide | The National Academies Press](https://www.nap.edu/read/23286)

⁵ NCHRP Research Report 2011 (Chapter 4). Available at: [Chapter 4 - Rural Town | Context Classification Application: A Guide | The National Academies Press](https://www.nap.edu/read/23286)

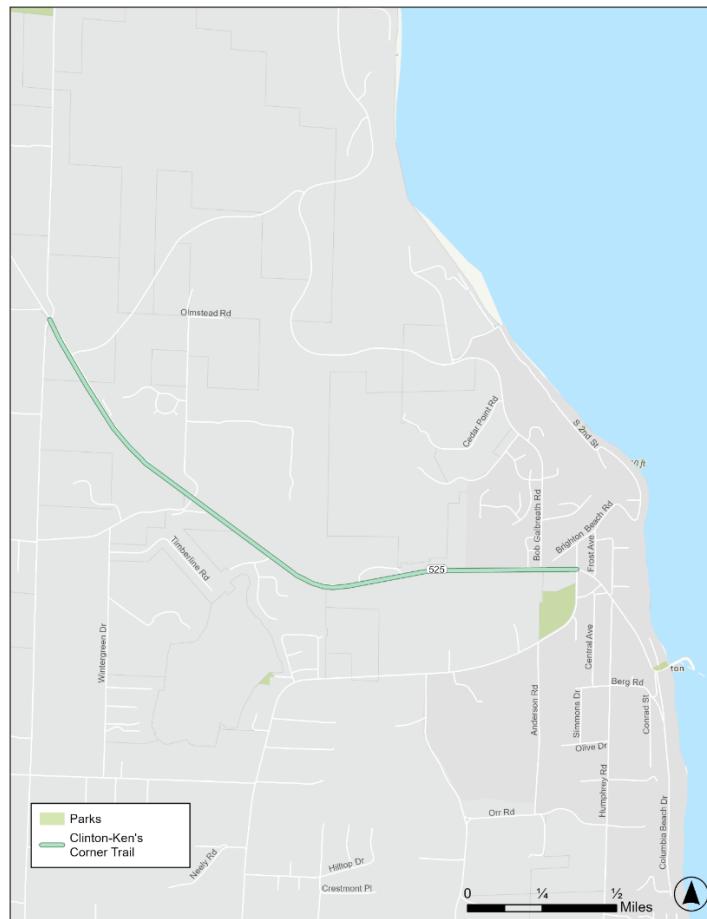
While Clinton matches much of the same characteristics described above, the presence of the Washington State Ferry Terminal at the waterfront creates the need to expedite traffic off the ferry and through Clinton to maintain route timing. Slowing traffic through traffic signals or other traffic calming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

Policies for coordination with the WSDOT, jurisdiction over SR 525, are included within this section.

8.2.4. Pedestrian and Bicycle Infrastructure

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

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



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

Figure 8-3: Existing Pedestrian Crossing at Deer Lake Rd.



To maximize pedestrian safety, the existing marked crosswalk should be enhanced to meet industry best practices, WSDOT design standards, and the [Federal Highway Administration's Safe Transportation for Every Pedestrian \(STEP\)](#) guidance as they continue to evolve around pedestrian safety. This could include improvements relating to ADA and accessibility, pedestrian-actuated signals or other traffic calming measures, which increase pedestrian safety when crossing SR 525. One consideration is a stop light at one of the collector streets, Dear Lake or Humphrey, that could be electronically activated to prioritize west-bound off-boarding ferry traffic, while allowing for easier pedestrian and vehicle crossings of SR 525 at other times.

Depending on the type of future improvement considered, WSDOT may require the County to perform an Intersection Control Evaluation, which may result in WSDOT recommendation for a specific type of intersection improvement which best fits this particular intersection. This may include signalized intersection improvements, pedestrian walk signals, or installation of a roundabout. The multimodal safety benefits of roundabouts are well-documented, but roundabouts on State highways often require a larger physical footprint than pedestrian crossings or traffic signals and are far more expensive to construct.

8.2.5. Washington State Ferries (WSF)

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

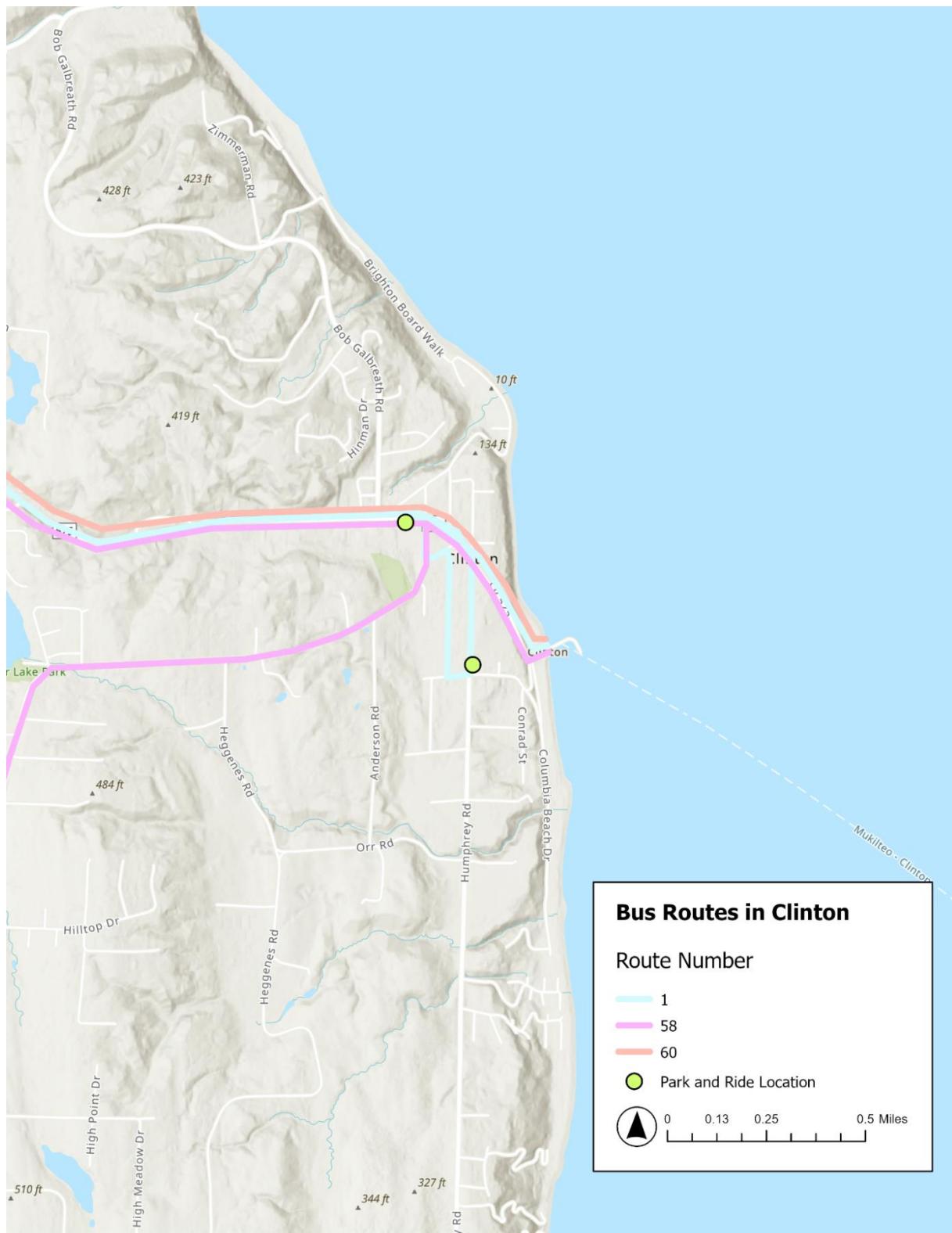
WSF operate 39 daily sailings to and from Clinton, with departures every 30 minutes between 4:40am and 10pm with hours sailings from 10pm until 12:30am. With 3.4 million passengers riding the route in 2022, Clinton sees approximately 240 passengers per sailing pass through or stop in town. Ferry traffic is critically important to the Clinton community and Whidbey Island as a whole. While ferry traffic does present some safety concerns within the community relating to SR 525, it also provides a method for residents and visitors to access the community which would otherwise only have limited accessibility from the north.

WSDOT periodically provides updates to the Clinton Community, generally through presentations at the regular Clinton Community Council meetings. Meetings have covered such topics as updates on future timing/availability as well as improvements, including the electrification program. The WSF 2040 Long-Range Plan calls for construction of overhead loading and holding area improvements, with terminal electrification anticipated to occur on a similar timeline as the terminal overhead loading project. Clinton Terminal electrification construction improvements are planned to begin in 2027. Community engagement will be an important component of future planning efforts with WSDOT anticipating future meetings being used to inform the community of timing and process updates.

8.2.6. Public Transit

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

Figure 8-4: Clinton Public Transit Routes and Facilities



Source: Island Transit

8.3. Level of Service (LOS) Analysis

More information can be found in the Capital Facilities Element and Plan within the Island County 2025 Comprehensive Plan periodic update.

8.4. The Island Regional Transportation Organization (IRTPO)

The IRTPO, founded in 2016, carries out joint transportation planning efforts by Island County, cities, ports, Island Transit, major employers and the WSDOT. Their current regional plan recognizes that WSDOT has adopted LOS D for SR 525, but as a Highway of State Significance facility, SR 525 is not subject to Island County's transportation concurrency ordinance requirements for development review to maintain LOS D. WSDOT's LOS standards recognize that SR 525 serves urban and rural areas that are generally farther from transit alternatives, have fewer alternative roadway routes, and locally adopted LOS standards in these areas are generally LOS "D" or better. This means that cars can travel the posted speed limit at least two thirds of the time between 4:00 and 6:00 PM. Traffic Operations Forecast

The Federal Highway Administration uses a Safe Systems Approach in transportation planning. The system involves anticipating human mistakes by designing and managing road infrastructure to keep the risk of a mistake low. When a mistake leads to an accident, the impact on the human body is minimized and doesn't result in a fatality or serious injury. Safe Systems can be used to help carry out a goal of making Clinton's transportation network safer and more efficient.

In addition, WSDOT uses a contextual roadway classification system to balance multiple considerations, including land use function, when designing roadway improvements. Such an approach can help SR 525 in Clinton function like a main street, providing a range of goods and services as well as accommodating the cars and freight that need to use the highway for other destinations.

8.5. Finance Plan

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

8.6. Transportation Goals and Policies

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

Policy TR 1.1: Coordinate with state, regional, and local agencies, including WSDOT, to implement a "safe systems approach" using best practices to advance transportation safety for all users of the transportation system including transit, bicycle, and pedestrian activities.

Policy TR 1.2: Create clear wayfinding signage to move residents and visitors more efficiently through Clinton and to Clinton's commercial goods and services.

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

Policy TR 1.4: Where feasible, upgrade and expand sidewalks in strategic locations such as the Rural Center Zone, around daycares, schools, and in high traffic areas.

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

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

Policy TR 2.2: Conduct an ADA assessment of public realm areas to ensure usability for all residents.

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

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

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

Policy TR 2.6: Study pedestrian safety design techniques such as lowering the speed limit on County roads to 30 mph or adding enhanced crossing improvements.

Chapter 9. Economic Development

9.1. Introduction

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

9.2. Existing Conditions

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

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

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

Table 9-1: Clinton Jobs by Category

Job Category	Count	Share
Agriculture, Forestry, Fishing and Hunting	0	0.0%
Mining, Quarrying, and Oil and Gas Extraction	0	0.0%
Utilities	2	1.0%
Construction	34	17.0%

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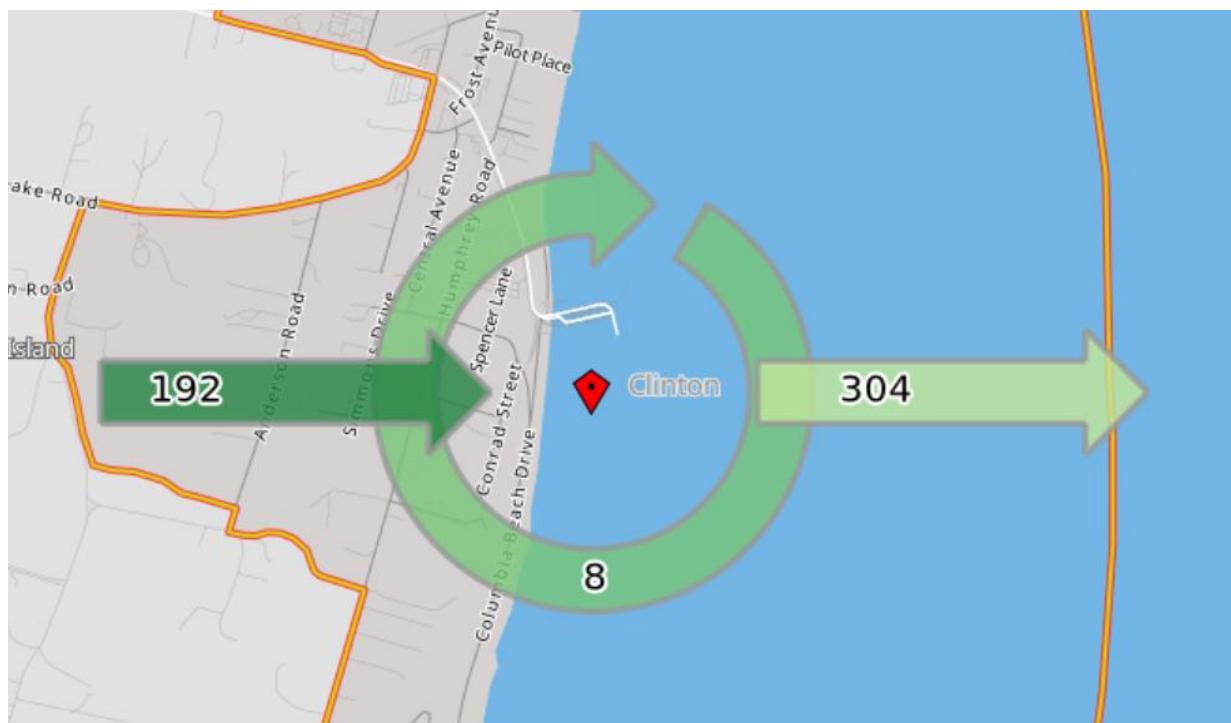
Job Category	Count	Share
Manufacturing	2	1.0%
Wholesale Trade	0	0.0%
Retail Trade	14	7.0%
Transportation and Warehousing	17	8.5%
Information	9	4.5%
Finance and Insurance	4	2.0%
Real Estate and Rental and Leasing	1	0.5%
Professional, Scientific, and Technical Services	21	10.5%
Management of Companies and Enterprises	0	0.0%
Administration & Support, Waste Management and Remediation	15	7.5%
Educational Services	0	0.0%
Health Care and Social Assistance	4	2.0%
Arts, Entertainment, and Recreation	0	0.0%
Accommodation and Food Services	48	24.0%
Other Services (excluding Public Administration)	29	14.5%
Public Administration	0	0.0%
Total	200	

Source: LEHD OntheMap, US Census Bureau

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

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

Figure 9-1: Employment Inflow/Outflow for Clinton



Source: LEHD OntheMap, US Census Bureau

9.3. Business Profile

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

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

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

9.4. Opportunities for Economic Development

Island County's employment opportunities and commerce options are currently limited and stand to grow. Successful economic development in Clinton can turn the area into an economic node. Economic development has strong ties with nearly all other sections of this plan to improve the economic state of the Clinton area. Clinton's location at the nexus of SR 525 and the ferry terminal can be seen as a unique opportunity to capitalize on a consistent source of potential revenue in the area. Currently, there are few employers in the Clinton area and future development is limited by sewage capacity. For a substantial increase in business development to occur, utility upgrades, including sewer will need to be planned and built, intrinsically tying economic development in Clinton to the utility policies and measures outlined in Chapter 5. Further barriers to development exist due to limited workforce housing, potentially posing hiring challenges for local businesses and in turn, leading to a smaller consumer base due to a smaller resident population. Clinton's economic opportunities are twofold, capturing activity from ferry traffic and increasing the number of people living in Clinton. For workers, the ferry terminal presents an opportunity for Clinton's residents to easily commute to Everett, Mukilteo, and beyond. Therefore, housing and employment in Clinton will benefit from any increased commercial or residential density. Increased housing and commercial options with access to the ferry terminal eases the ability of those living near the terminal to commute across the sound and encourages ferry traffic to stop in Clinton. Enhancing advertising for and increasing the number of businesses along SR 525 has been a long-identified need in past and present studies of Clinton's economic opportunities.

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

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

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

9.5. Economic Activity Tracking

To aid in the growth of Clinton, tracking economic data over time will allow future planning efforts and growth to understand how spending, trips, businesses, and visitation change in response to implementing the policies in this section. For example, a yearly update of business revenue for retail and food-based businesses along 525 will show if efforts to market and direct ferry traffic to stop in Clinton are having a meaningful economic impact. Furthermore, creating a living tracker for areas where development

standard changes are implemented will reveal the effectiveness of the standards and what changes are required over the course of the creation of a Clinton NMUGA. Island County does not currently track economic activity in this manner, partnerships with local entities such as the Clinton Chamber of Commerce or the Economic Development Council of Island County should be explored to track this information.

9.6. Economic Development Goals and Policies

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

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

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

ED Goal 2: Address barriers to commercial development.

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

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

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

ED Goal 3: Establish a cohesive sense of place along Clinton's SR 525 frontage.

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

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

Chapter 10. Implementation

The Clinton Subarea Plan is a component of the overall Island County Comprehensive Plan and provides goals and policies specific to the identified needs of the Clinton community. This document guides future growth and development within Clinton and should be the basis for decision-making within Clinton in the future.

This subarea plan includes policies for development standards that are unique to Clinton and are included in the Island County Code Appendix A, LAMIRD. All land use and zoning is consistent with the broader Island County classifications and the Rural Center and Rural Residential zoning, which exists within the Clinton community to govern future development. The Island County zoning code does have some provisions that are unique to Clinton and some of the other rural areas within the County. As part of implementing actions resulting from adoption of the comprehensive plan or with a periodic zoning code update, Island County may choose to amend, add, or remove zoning standards specific to Clinton consistent with the goals and policies within this plan.

This subarea plan is community-driven and action in the future is intended to be a collaboration between the community, Island County, and other entities such as the Washington State Department of Transportation and Washington State Ferries.

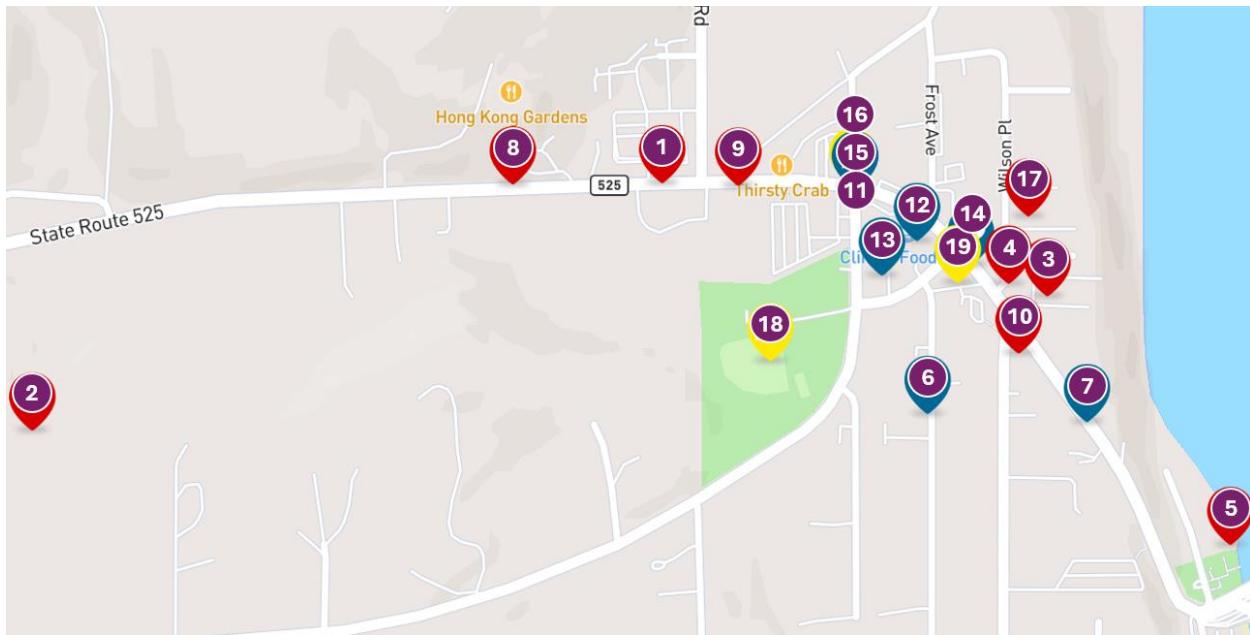
This plan is intended to be updated periodically in order to stay relevant in relation to changing social, technological, and market factors. Community engagement throughout the life of the plan, both during

update processes and during implementation periods, is important to keeping the plan actionable and at the forefront of decision-making within Clinton.

Appendix A: Community Engagement

Webmap

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



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

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

Online Survey

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

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

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

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

Sticky Note Outreach

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

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

Total number of responses: 64

Feedback	Number of Responses	Notes
The ability to safely cross 525 on foot	12	Responses ranged from wanting a tunnel/ bridge to the need for more walkability at the businesses on 525 to safety concerns
More biking/multiuse paths and trails	7	Residents want more grade separated ways of getting around Clinton whether for recreation or transport
Water shortages/conservation	6	Clear concern about the ability of the county/utilities to provide water for Clinton's present and future demands
Housing	6	Affordable housing and increasing housing stock through smaller apartments and some density were highlighted multiple times.
Residential Ferry Treatment	4	Residents wanted some form of priority or reservation system for boarding the Clinton ferry.
Increased business activity	4	Residents want a way to increase local small business activity (not chains) and bring in more jobs

Trends

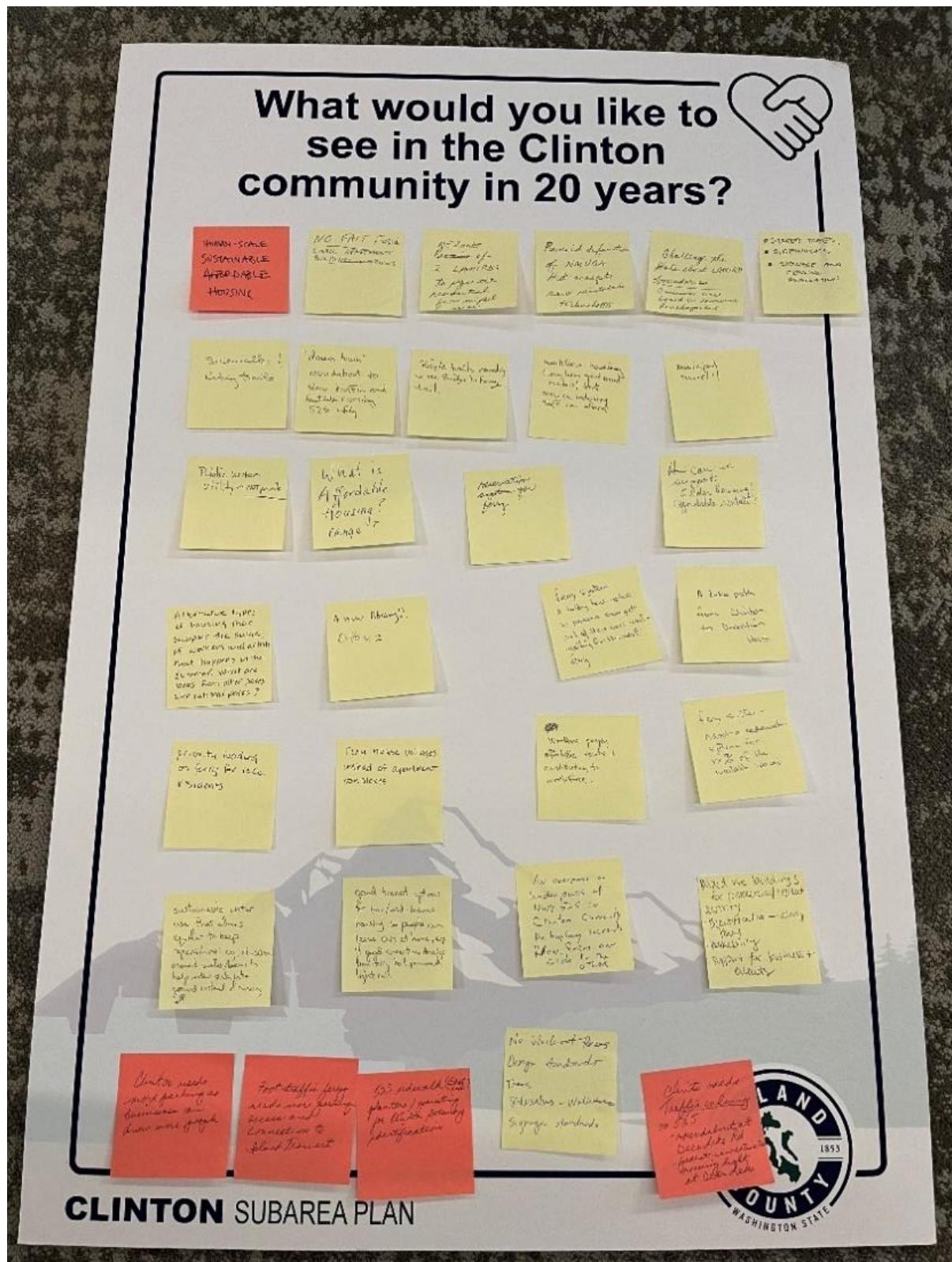
- 525 and the inability to cross it and safely walk across it and the highway's knock-on effects were the largest concern. Ranging from simply being able to cross the road to the economic impacts on businesses to the lack of sidewalks, the highway's effect was a concern across all events and topics.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

Community Meeting Response Boards:

Community Meeting Response Boards:



Community Meeting Response Boards:



Appendix B: Comprehensive Plan Consistency Matrix

The purpose of this Appendix is to show the consistency of the Clinton Subarea Plan with the Island County Comprehensive Plan as required by the Growth Management Act (GMA). A subarea plan is a long-range planning document for a specific geographical area. It includes goals and policies that form the planning framework for future development. The policy framework for the subarea plan comes from the GMA, regional policies, and the Island County Countywide Planning Policies. The Clinton Subarea is a part of the Land Use Element within the Island County Comprehensive Plan. The Clinton Subarea Plan provides additional detailed policies to a specific geographic location for future designation as a Non-municipal Urban Growth Area.

RCW 36.70A.080 Comprehensive plans- Optional elements (2) *"A comprehensive plan may include, where appropriate, subarea plans, each of which is consistent with the comprehensive plan."*

The Clinton Subarea Plan is consistent with the Island County Comprehensive Plan and meets the requirements of the GMA.

CONSISTENCY	
Consistency with County Wide Planning Policies (CWPPS) (CWPPS) All plan elements must be consistent with relevant county-wide planning policies (CWPPs) and, where applicable, Multicounty Planning Policies (MPPs), and the GMA. (See: RCW 36.70A.100, RCW 36.70A.210, WAC 365-196-400(2)(c), WAC 365-196-400(2)(c) ,WAC 365-196-305, and WAC 365-196-520)	<input checked="" type="checkbox"/> All plan elements are consistent with the relevant policies from the CWPPS to the GMA..
Consistency Between Elements All plan Elements must be consistent with each other. (See: RCW 36.70A.070 and WAC 365-197-400(2)(f))	<input checked="" type="checkbox"/> Elements have been updated to reflect the new CWPPs and updated population and employment projections.
Consistency with Other Jurisdictions The plan must be coordinated with the plans of adjacent jurisdictions.	<input checked="" type="checkbox"/> Significant joint planning efforts occurred in the development of the new CWPPs and the related Plan updates.

2025 Clinton Subarea Plan | Island County Comprehensive Plan

(See: RCW 36.70A.100 and WAC 365-196-520)		
Public Participation		
Ensure public participation in the comprehensive planning process A process for early and continuous public participation in the development regulation development and amendment process.	<input checked="" type="checkbox"/>	See Appendix A, which outlines the community engagement framework undertaken for the subarea plan.
(See: RCW 36.70A.020(11), RCW 36.70A.035, RCW 36.70A.130, RCW 36.70A.140, WAC 365-196-600(3), RCW 36.70A.130(2), RCW 36.70A.130(2)(b), and RCW 36.70A.130(2)(a))		
PLAN AMENDMENTS		
The plan describes the process for making amendments. Plan provides that amendments are to be considered no more often than once a year, not including the exceptions described in RCW 36.70A.130(2). (See: WAC 365-196-640)	<input checked="" type="checkbox"/>	The subarea plan is being adopted as part of the 2025 update to the Island County Comprehensive Plan.
Future Land Use Map		
A future land use map showing the city limits and urban growth area (UGA) boundaries. (See: RCW 36.70A.070(1), RCW 36.70A.110(6), WAC 365-196-400(2)(d), and WAC 365-196-405(2)(i)(ii))	<input checked="" type="checkbox"/>	The Clinton is designated as a LAMIRD with the intent of exploring future designation as a NMUGA in the Land Use Element of the Island County Comprehensive Plan.
PHYSICAL ACTIVITY		

Consideration of urban planning approaches that increase physical activity. <i>(See: RCW 36.70A.070(1) and WAC 365-196-405 (2)(j))</i>	<input checked="" type="checkbox"/> See Land Use Goal 1 in the Clinton Subarea Plan promotes pedestrian access and safety.
Designating Natural Resource Lands	
Criteria for designating natural resource lands consistent with minimum guidelines to classify agricultural, forest, mineral lands and critical areas. <i>(See: RCW 36.70A.050, WAC 365-190, and WAC 365-195, see 900-925)</i>	<input checked="" type="checkbox"/> No natural resource dedicated lands currently exist in Clinton.
Uses on Agricultural Land	
Policies for agriculturally designated lands limiting non-agricultural uses to lands with poor soils or otherwise not suitable for agricultural purposes, and policies limiting the allowable range of accessory uses to those allowed by statute. (See: RCW 36.70A.177(3))	<input checked="" type="checkbox"/> N/A. None in Clinton.
Designation of Mineral Lands	
Review of designated mineral resource lands taking into consideration new information, including data available from the Department of Natural Resources, relating to mineral resource deposits when reviewing	<input checked="" type="checkbox"/> N/A. None in Clinton.

mineral resource land designations. Minerals include sand, gravel and valuable metallic substances.		
(See: RCW 36.70A.131, RCW 36.70A.030(11), and WAC 365-190-070)		
Major Industrial Development or Master Planned Locations		
If the county is eligible and has designated a major industrial development or master planned location outside of the UGA, is the area consistent with the criteria in the GMA?	<input checked="" type="checkbox"/>	N/A
(See: RCW 36.70A.365, RCW 36.70A.367, WAC 365-196-465, and WAC 365-196470)		
Master Planned Resorts		
If the county has permitted a master planned resort, meet all requirements.	<input checked="" type="checkbox"/>	N/A
(See: RCW 36.70A.360, RCW 36.70A.362, and WAC 365-196-460)		
Rural Element		

<p>A rural element that establishes patterns of rural densities and uses considering local circumstances.</p>	<p><input checked="" type="checkbox"/> The sub-area plan does not seek to or propose any changes to lands zoned rural, thus ensuring there will be no infringement on rural lifestyle uses under the plan's jurisdiction.</p>
<p>(See: RCW 36.70A.030(15), RCW 36.70A.030(16), RCW 36.70A.030(17), RCW 36.70A.070(5), and WAC 365-196-425)</p>	
<p>Limited Urban Services</p>	
<p>Policies that limit urban services in rural areas. The plan may include optional techniques such as Limited Areas of More Intensive Rural Development (LAMIRD) and to plan for isolated pockets of more intense development in a rural area.</p>	<p><input checked="" type="checkbox"/> Clinton is already a LAMIRD and has Rural Center and Rural Residential Zoning that includes measures designed to promote more intensive development and preserve rural lands. Non-urban level services are anticipated to serve the area, until such time a study is completed about a NMUGA designation.</p>
<p>(See: RCW 36.70A.110(4), RCW 36.70A.070(5)(b), and WAC 365-196-425(6))</p>	
<p>C. SHORELINE ELEMENT</p>	
<p>Shorelines of the state</p>	
<p>Plan acknowledges that for shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 are added as one of the goals of this chapter as set forth in RCW</p>	<p><input checked="" type="checkbox"/> The Shoreline Management Element (SME) of the Island County Comprehensive Plan applies, which are the goals and policies approved in accordance with RCW 90.58.</p>

<p>36.70A.020 w/o creating an order of priority among the fourteen goals.</p> <p>(See: <i>RCW 36.70A.480 and WAC 365-196-580</i>)</p>	
D. HOUSING	
Goals, Policies, and Objectives	
<p>Goals, policies, and objectives for the preservation, improvement, and development of housing,</p> <p>(See: <i>RCW 36.70A.070(2)(b) and WAC 365-196-410(2)(a)</i>)</p>	<p><input checked="" type="checkbox"/> The Housing Chapter of the Clinton Subarea Plan includes goals and policies to provide additional housing types to align with the needs of the community.</p>
<p>Inventory and Analysis</p> <p>An inventory and analysis of existing and projected housing needs over the planning period.</p> <p>(See: <i>RCW 36.70A.070(2)(a), WAC 365-196-410(2)(b) and WAC 365-196-410(2)(c)</i>)</p>	<p><input checked="" type="checkbox"/> Housing policies in the Clinton Subarea Plan call for the evaluation of the RR and RC Zones to allow additional housing types.</p>
<p>Sufficient Land for Housing</p> <p>Identification of sufficient land for housing, including but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes, and foster care facilities.</p> <p>(See: <i>RCW 36.70A.070(2)(c)</i>)</p>	<p><input checked="" type="checkbox"/> The subarea plan includes buildable lands and housing capacity analysis. Areas suitable for housing are identified.</p>
<p>Adequate Provisions</p>	

Adequate provisions for existing and projected housing needs for all economic segments of the community. (See: <i>RCW 36.70A.070(2)(d) and WAC 365-196-410</i>)	<input checked="" type="checkbox"/> Housing policies allow for denser housing and more variety in RR and RC Zones, and the sub-area plan calls for a study to utility capacity for future housing density.
Affordable Housing Program <u>Program under RCW 36.70A.540, identification of land use designations.</u> (See: <i>RCW 36.70A.540 and WAC 365-196-870</i>)	<input checked="" type="checkbox"/> N/A
Manufactured Housing Policies so that manufactured housing is not regulated differently than site-built housing. (See: <i>RCW 35.21.684, RCW 35.63.160, RCW 35A.21.312, and RCW 36.01.225</i>)	<input checked="" type="checkbox"/> Manufactured housing is considered a single-family housing type in Island County
Accessory Dwelling Units The County must allow two ADUs in an urban growth area. (See: <i>RCW 36.70A.680 and RCW 36.70A.681</i>)	<input checked="" type="checkbox"/> Housing policies in the Clinton Subarea Plan call for the encouragement of ADU construction with single-family residential development in the RR Zones.
E. NATURAL RESOURCES	
Public Water Supplies	
Provisions for protection of the quality and quantity of groundwater used for public water supplies. (See: <i>RCW 36.70A.070(1)</i>)	<input checked="" type="checkbox"/> Policies in the Environment and Climate Chapter of the Clinton Subarea Plan underscore the importance of protection and enhancement of the environment.
Public Lands	

2025 Clinton Subarea Plan | Island County Comprehensive Plan

<p>Identification of lands useful for public purposes such as utility corridors, transportation corridors, landfills, sewage treatment facilities, stormwater management facilities, recreation, schools, and other public uses.</p> <p>(See: RCW 36.70A.150 and WAC 365-196-340)</p>	<p><input checked="" type="checkbox"/> The County's Capital Facilities element includes locations for new facilities, and Island County will fund a study for sewer and/or alternate septic system feasibility for Clinton.</p>
<p>Open Space Corridors</p> <p>(See: RCW 36.70A.160 and WAC 365-196-335)</p>	<p><input checked="" type="checkbox"/> The Parks and Open Space policies in the Clinton Subarea Plan call for an expansion of recreation opportunities in Clinton and exploration of a bike and pedestrian connection to Ken's Korner.</p>
<p>Discharges into waters of the state</p> <p>(See: RCW 36.70A.070(1), WAC 365-196-405(1)(e), and RCW 90.56.010(26))</p>	<p><input checked="" type="checkbox"/> Critical Areas in Island County have been designated for protection and management. Critical Areas include wetlands, geologically hazardous areas, critical aquifer recharge areas, frequently flood areas, and fish and wildlife habitat conservation areas.</p>
<p>Critical Areas</p>	

<p>Policies to designate and protect critical areas including wetlands, fish and wildlife habitat protection areas, frequently flooded areas, critical aquifer recharge areas, and geologically hazardous areas. In developing these policies, the county must have included the best available science (BAS) to protect the functions and values of critical areas, and give “special consideration” to conservation or protection measures necessary to preserve or enhance anadromous fisheries.</p>	<input checked="" type="checkbox"/>	<p>Island County has goals and policies for Environmentally Critical Areas. These are anticipated to be updated, including BAS after the 2025 Comprehensive Plan update.</p>
<p>(See: <i>RCW 36.70A.030(5)</i>, <i>RCW 36.70A.172</i>, <i>WAC 365-195-900</i>, <i>WAC 365-195-905</i>, <i>WAC 365-195-910</i>, <i>WAC 365-195-915</i>, <i>WAC 365-195-900</i>, and <i>WAC 365-195-925</i>)</p>		
<p>Forest and Agricultural Land Inside UGAs</p>		
<p>If forest or agricultural lands of long-term commercial significance are designated inside an urban growth area, there must be a program authorizing Transfer (or Purchase) of Development Rights.</p>	<input checked="" type="checkbox"/>	<p>N/A, no forest or agricultural lands of long-term commercial significance are designated in the to be studied as a future Clinton NMUGA.</p>
<p>(See: <i>RCW 36.70A.060(4)</i>)</p>		
<p>Conserving Forest and Agricultural Lands</p>		

2025 Clinton Subarea Plan | Island County Comprehensive Plan

<p>Policies encouraging the conservation of productive forest and agricultural lands and discouraging incompatible uses.</p> <p>(See: RCW 36.70A.020(8), WAC 365-190-050, and WAC 365-196-815)</p>	<input checked="" type="checkbox"/>	<p>The plan does not include any changes to existing rural lands and by extension any agricultural facilities in the Clinton area. Parks and Open Space policy in the Clinton Subarea Plan seeks to ensure protected lands, including forests are preserved.</p>
<p>F. TRANSPORTATION ELEMENT</p>		
<p>Inventory</p>		
<p>An inventory of air, water, and ground transportation facilities and services, including transit alignments, state-owned transportation facilities, and general aviation airports.</p>	<input checked="" type="checkbox"/>	<p>The Transportation Chapter of the Clinton Subarea Plan overviews the transportation network in the Clinton area.</p>
<p>(See: RCW 36.70A.070(6)(a)(iii)(A) and WAC 365-196-430(2)(c))</p>		
<p>Level of Service (LOS) Standards</p>		
<p>Adopted levels of service (LOS) standards for all arterials, transit routes and highways.</p>	<input checked="" type="checkbox"/>	<p>The 2025 update of Island County's Comprehensive Plan contains these standards.</p>
<p>(See: RCW 36.70A.070(6)(a)(iii)(B) and WAC 365-196-430)</p>		
<p>Locally-Owned Transportation Facilities</p>		
<p>Identification of specific actions to bring locally-owned transportation facilities and services to established LOS.</p>	<input checked="" type="checkbox"/>	<p>None required</p>
<p>(See: RCW 36.70A.070(6)(a)(iii)(D) and WAC 365-196-430)</p>		
<p>Traffic Forecast</p>		

A forecast of traffic for at least 10 years, including land use assumptions used in estimating travel. (See: RCW 36.70A.070(6)(a)(i), RCW 36.70A.070(6)(a)(iii)(E), and WAC 365-196-430(2)(f))	<input checked="" type="checkbox"/> The 2025 update of Island County's Comprehensive Plan includes these forecasts.
Projected Demand	
A projection of state and local system needs to meet current and future demand. (See: RCW 36.70A.070(6)(a)(iii)(F) and WAC 365-196-430(2)(f))	<input checked="" type="checkbox"/> The 2025 update of Island County's Comprehensive Plan includes system needs to meet demand.
Pedestrian and Bicycle Component	
A pedestrian and bicycle component. (See: RCW 36.70A.070(6)(a)(vii) and WAC 365-196-430(2)(j))	<input checked="" type="checkbox"/> Pedestrian and Bicycle Infrastructure concerns policies, goals, and existing conditions for pedestrians and bicycles in the subarea.
Transportation Demand Management	
A description of any existing and planned transportation demand management (TDM) strategies, such as HOV lanes or subsidy programs, parking policies, etc. (See: RCW 36.70A.070(6)(a)(vi) and WAC 365-196-430(2)(i))	<input checked="" type="checkbox"/> The Transportation Element includes goals and policies to promote transportation demand management such as non-SOV modes of travel including vanpools and preferential ferry loading for HOV.
Future Funding	
An analysis of future funding capability to judge needs against probable funding resources. (See: RCW 36.70A.070(6)(a)(iv)(A) and WAC 365.196-430(2)(k)(iv))	<input checked="" type="checkbox"/> The Transportation Element including funding for future improvements as well as a method for reassessment of needs and funding.

Multiyear Financing Plan	
A multi-year financing plan based on needs identified in the comprehensive plan, the appropriate parts of which serve as the basis for the 6-year street, road or transit program. (See: RCW 36.70A.070(6)(a)(iv)(B), RCW 35.77.010, and WAC 365-196-430(2)(k)(ii))	<input checked="" type="checkbox"/> The Transportation Element includes financing methodology and a TIP.
Funding Shortfalls	
If probable funding falls short of meeting identified needs: a discussion of how additional funds will be raised, or how land use assumptions will be reassessed to ensure that LOS standards will be met. (See: RCW 36.70A.070(6)(a)(iv)(C) and WAC 365-196-430(2)(l)(ii))	<input checked="" type="checkbox"/> Island County's Comprehensive Plan includes these reassessment methods for funding and prioritization.
Intergovernmental Coordination	
A description of intergovernmental coordination efforts, including an assessment of the impacts of the transportation plan and land use assumptions on the transportation systems of adjacent jurisdictions and how it is consistent with the regional transportation plan. (See: RCW 36.70A.070(6)(a)(v) and WAC 365-196-430(2)(a)(iv))	<input checked="" type="checkbox"/> Intergovernmental coordination is covered in the Transportation Element.
G. UTILITIES FORECAST	
Location and Capacity	

<p>The general location, proposed location and capacity of all existing and proposed utilities. (See: <i>RCW 36.70A.070(4)</i> and <i>WAC 365-195-420</i>)</p>	<p><input checked="" type="checkbox"/> Existing and proposal utilities are included in the Utilities Element.</p>
<p>H. CAPITAL FACILITIES ELEMENT</p>	<p>I</p>
<p>Policies or Procedures</p> <p>Policies or procedures to ensure capital budget decisions are in conformity with the comprehensive plan. (See: <i>RCW 36.70A.120</i>)</p>	<p><input checked="" type="checkbox"/> the Capital Facilities Element provides language requiring fiscal policies be consistent with the plan.</p>
<p>Inventory</p> <p>An inventory of existing capital facilities owned by public entities. (See: <i>RCW 36.70A.070(3)(a)</i> and <i>WAC 365-196-415(2)(a)</i>)</p>	<p><input checked="" type="checkbox"/> Included in the Capital Facilities Element.</p>
<p>Forecast of Needed Capital Facilities</p> <p>The forecast of future need should be based on projected population and adopted levels of service (LOS) over the planning period. (See: <i>RCW 36.70A.070(3)(b)</i> and <i>WAC 365-196-415(2)(b)</i>)</p>	<p><input checked="" type="checkbox"/> Included in the Capital Facilities Element.</p>
<p>Proposed Locations</p>	

2025 Clinton Subarea Plan | Island County Comprehensive Plan

Proposed locations and capacities of expanded or new capital facilities. (See: <i>RCW 36.70A.070(3)(c) and WAC 365-196-415 (3)(c)</i>)	<input checked="" type="checkbox"/> Included in the Capital Facilities Element.
Six-Year Plan	
A six-year plan (at least) identifying sources of public money to finance planned capital facilities. (See: <i>RCW 36.70A.070(3)(d), RCW 36.70A.120 and WAC 365-196-415(2)(c)</i>)	<input checked="" type="checkbox"/> Included in the Capital Facilities Element.
Reassessing the Land Use Element	
A policy or procedure to reassess the Land Use Element if probable funding falls short of meeting existing needs. (See: <i>RCW 36.70A.070(3)(e) and WAC 365-196-415(2)(d)</i>)	<input checked="" type="checkbox"/> Policies for reassessment of the Land Use Element to help address funding short falls are included in the Comprehensive Plan.
Impact Fees	
If impact fees are collected: identification of public facilities on which money is to be spent. (See: <i>RCW 82.02.050(4) and WAC 365-196-850</i>)	<input checked="" type="checkbox"/> N/A - Not collected in Island County.
Siting Essential Public Facilities	
Provisions for siting essential public facilities (EPFs), consistent with CWPPs and RCW 36.70A.200.	<input checked="" type="checkbox"/> Included in the Capital Facilities Element.

<p>This section can be included in the Capital Facilities Element, Land Use Element, or in its own element. Sometimes the identification and siting process for EPFs is part of the CWPPs. Jurisdictions should consider OFM's list of EPFs that are required or likely to be built within the next six years. Regional Transit Authority facilities are included in the list of essential public facilities.</p>	
<p>(See: WAC 365-196-340, WAC 365-196-345, WAC 365-196-400, WAC 365-</p>	
<p>196-405, WAC 365-196-410, WAC 365-196-415, WAC 365-196-420, WAC</p>	
<p>365-196-425, WAC 365-196-430, WAC 365-196-435, WAC 365-196-440, WAC</p>	
<p>365-196-445, WAC 365-196-550, RCW 71.09.020(14), RCW 36.70A.200(1), and WAC 365-196-550(d))</p>	
A. URBAN GROWTH AREAS (UGAs)	
UGA Review	
<p>Review and update, if needed, UGA boundaries. Based on population projection made for the County by OFM, the county and each city must include areas and densities sufficient to permit the urban growth projected to occur in the county or city for the succeeding twenty year period, except UGAs</p>	<p><input checked="" type="checkbox"/> N/A, Clinton is not located within a UGA.</p>

2025 Clinton Subarea Plan | Island County Comprehensive Plan

<p>completely within a national historic reserve.</p>	
<p>(See: <i>RCW 36.70A.110(2)</i>, <i>RCW 36.70A.110(6)</i>, <i>RCW 36.70A.130</i>, and <i>WAC 365-196-310</i>)</p>	
<p>UGA Expansion – 100-Year Floodplain</p>	<p><input checked="" type="checkbox"/> No urban growth area expansions are proposed.</p>
<p>If there is an urban growth area (UGA) expansion into the 100-year floodplain of a river segment that is located west of the Cascade crest and when the river has a mean annual flow of 1,000 or more cubic feet per second, it meets the statutory exceptions to the general ban on such UGA expansions.</p>	
<p>(See: <i>RCW 36.70A.110(8)</i>)</p>	
<p>Population Projections</p>	
<p>A consistent population projection throughout the plan which should be consistent with the Office of Financial Management forecast for the county or the county's sub-county allocation of that forecast.</p>	<p><input checked="" type="checkbox"/> The Buildable Lands Analysis was the basis for the 2025 update to the Island County Comprehensive Plan, including future designation of a Clinton NMUGA.</p>
<p>(See: <i>RCW 43.62.035</i> and <i>WAC 365-196-405(2)(f)</i>)</p>	
<p>Population Densities and Building Intensities</p>	

Estimates of population densities and building intensities based on future land uses.	<input checked="" type="checkbox"/> The Buildable Lands Analysis was the basis for the 2025 update to the Island County Comprehensive Plan, including future designation of a Clinton NMUGA.
(See: <i>RCW 36.70A.070(1)</i> and <i>WAC 365-196-405(2)(c)(i)</i>)	