

ELEMENT 01 – LAND USE

1.1 INTRODUCTION

The Land Use Element is the cornerstone of the Island County Comprehensive Plan. Its purpose is to ensure that an adequate supply of land and a desired mix of uses are available for projected growth and support the successful implementation of the other comprehensive plan elements. This nexus is established through the Future Land Use Map and the adopted goals and policies.

Guided by the County's vision statement, the Land Use goals and policies allow for Island County's growth and development over the next 20 years while protecting its one-of-a-kind landscape, unique ecology, and natural resources. Island County's exceptional features attract residents and visitors from around the world. As the county grows, it strives to maintain those special characteristics that make it a great place to live, work, farm, fish, recreate, and visit.

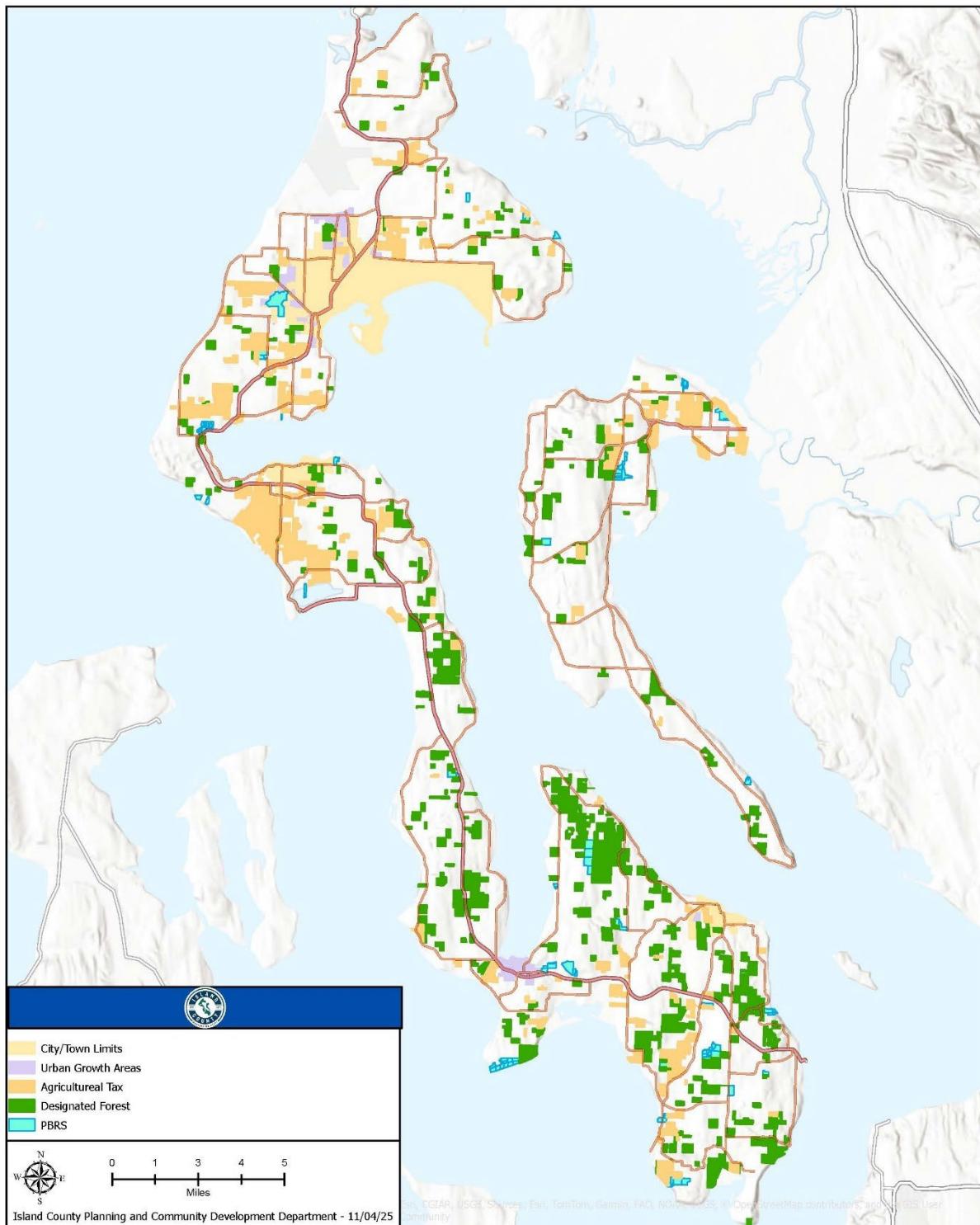
The goals and policies in the Land Use Element reflect the County's values and form the basis of its land use strategy. Through its goals and policies, the County aims to reduce development pressures and patterns of sprawl within rural areas, agricultural lands, and other areas of long-term significance. At the same time, the County seeks to reduce land-consuming development patterns and provide a framework for urban development within existing neighborhoods and areas with more intensive development. These goals and policies provide a land use foundation to develop a healthy, diverse economy where employment, housing, and retail opportunities abound. They also preserve open space, shorelines, scenery, and cultural resources, while balancing public with private interests in the development and protection of Island County's resources. As such, the Land Use Element represents Island County's policy plan for growth and directs future land use and conservation decisions.

The County is responsible for setting goals and policies for its unincorporated areas, which are comprised of the unincorporated portions of municipal urban growth areas (UGAs), non-municipal UGAs (NMUGAs), rural lands, resource lands, special review districts, master planned resorts, and limited areas of more intensive rural development (LAMIRDs). UGAs are the areas in which urban growth is most suitable and appropriate. The County has three municipal UGAs and one NMUGA. Rural lands are lands not included in urban growth designations, or lands designated as agricultural, forest, or mineral resource lands. LAMIRDs permit the infill, development, or redevelopment of pre-existing rural communities outside of UGAs at a density greater than typical rural development.

The following sections provide detailed information about Island County's land use conditions and overall development strategy. For additional information about the comprehensive plan's regulatory framework, implementation strategies, and data regarding population, housing, or economic conditions and projections, refer to the plan's Introduction Section and Appendix B.

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MAP 1A Designated Forest, Agriculture Tax, and PBRS Properties



1.2 GROWTH ACCOMMODATIONS

Island County's population increased from 4,704 people in 1910 to 86,857 people by 2020, representing a compound annual growth rate of 2.68%.

The county's 2045 projected population is 99,202, based on the Office of Financial Management (OFM) mid-range projection adjusted down for infrastructure concerns on North Whidbey Island. This projects a total increase of 12,345 people, with 4,107 of those in the unincorporated county, over the 20-year planning period. This total population is less than previously projected in earlier environmental documentation, and more in line with observed growth in Island County (a population of 118,800 was projected for 2020 during the 1998 update, a population of 110,050 was projected for 2025 in the 2005 update, and a population of 87,917 was projected for 2036 in the 2016 update). Revised projections correspond to a minor reduction in anticipated impacts and a slight decrease in needed housing. (see Appendix B).

1.3 FUTURE LAND USE CONCEPTS AND CONSIDERATIONS

Island County proposes a definitive, effective growth management strategy that will fully implement all of the goals and policies set forth in the Growth Management Act (GMA) (RCW 36.70A) as well as respond to citizens' unique preferences and needs while also protecting resource lands. The County recognizes that the future well-being of its citizens and the conservation of the county's resources depends on an effective land use strategy.

1.3.1 MEASURES TO PROTECT RURAL CHARACTER

Rural character is one of the county's most valued assets, providing the quality of life desired by many Island County residents. Low density developments foster privacy, individuality, and a sense of personal freedom. Community centers, such as shops and convenience stores, provide needed services and places for spontaneous or planned socialization with neighbors and friends. People in rural areas expect, tolerate, and prepare for the minor inconveniences that come with living in widely scattered and sparsely developed areas (e.g., many homes use alternative heat sources such as wood stoves and propane heating) and understand that infrastructure may be limited.

Transportation patterns in rural areas are characterized by meandering two-lane roads that offer pleasant views of forests, farms, fields, and the water. Travelers typically experience only short waits at stop signs with very few (or no) stop lights; traffic flows smoothly with few delays and pedestrians often walk on shoulders beside the road, rather than sidewalks.

Scattered convenience stores and small commercial centers serve small clusters of rural residents. Small towns or cities exist nearby, and the attractions of metropolitan areas generally are within a 1½ hour drive or less. Although these compact settlements are moderately dense in scale, the surrounding rural areas dominate the landscape.

Wildlife sightings are common in rural areas. Large, undeveloped areas provide habitat and assist with aquifer recharge. Lakes, ponds, wetlands, and streams are critical habitat areas as well as recreational amenities. There are more natural, informal recreation areas than formal

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recreational facilities, such as ball fields, bowling alleys, pickle ball courts, and golf courses. Passive recreation takes the form of pedestrian and equestrian trails winding through lands both private and public, and beaches.

Agricultural and forest lands, as well as undeveloped open space, contribute to rural character. This environment provides diverse and significant cultural/natural amenities. Views of old farmhouses and barns, historic buildings, and the cultural landscape attract many tourists and adds to the enjoyment of Whidbey and Camano Island residents. Island County's heritage is important and remains evident even as new development mixes with existing homes.

The historical pattern of growth in Island County has led to very few remaining large parcels of land. Since 1984, the minimum lot size has been five-acres for new development in rural areas, much of the County was subdivided into much smaller parcels prior to 1984 (note: there is a code provision for parcels less than 5 acres using lot size averaging to protect critical areas and open space without increasing density). Communities comprising small lots are interspersed with rural lots of 5, 10, and 20 acres. Residential development encompasses much of the county's shoreline; although parcel sizes vary in the county, many smaller lots are found in shoreline areas. This historical pattern allows many to live along the shoreline while preserving a degree of rural character for the majority of the county.

Rural areas provide an opportunity for different lifestyles to exist side-by-side. Diversity in lifestyles and land uses is part of the rural character. Each landowner uses their property differently. Driving down a road, one might see vast farmlands or forests, hobby farms with large gardens and several animals (cows, horses, and goats), as well as home industries, residential estates, and commercial areas.

Island County's historic development patterns, particularly along shorelines and other water bodies, are a product of local circumstance. Previous comprehensive planning efforts have characterized rural area development in Island County as traditional rural pattern, in which concentrations of population are surrounded by working or natural open spaces. Towns and commercial centers have emerged at significant crossroads along highway corridors and shorelines. These centers are interspersed with areas of farming and forestry activities. Long established businesses in isolated areas serve the outlying population. More concentrated nodes of residential subdivisions occur on the shorelines. Within the island interior, a patchwork of open agricultural fields and forested hinterlands is occasioned by areas of more intensive development.

Island County faces the challenge of balancing the demands of population growth while protecting rural character.

1.3.1.1 AGRICULTURE

Agriculture is an important part of life in Island County, providing jobs, preserving open space, contributing to local food production, and drawing business, residents, and tourists to the area. According to the USDA's profile for Island County, in 2022 there were 377 farms in Island County, totally over 17,000 acres, with the average farm size of 45 acres. However, there are 22 large farms ranging in size from 180 to 1,000+ acres, which provide a significant agricultural

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economic base and contribute to the rural character valued by county residents. Agricultural lands are an important component of Island County's rural atmosphere, which attracts residents and tourists and can also play an important role in improving air and water quality, and wildlife habitat. County residents strongly support the continued existence and maintenance of these uses.

Both commercial and non-commercial farming play important roles in preserving the rural character of Island County. Commercial farming provides income and local produce to residents. Non-commercial, or hobby farming, including growing fruits and vegetables, and raising of livestock for personal consumption, continues to be a wide-spread activity of local importance in the rural area of the county, providing a cultural connection to both the past and the future of Island County.

Conserving productive agricultural soils and encouraging farming operations as economically viable activities (and as an accepted way of life) is a major challenge in Island County. Significant efforts have been made to preserve agricultural lands of key aesthetic and historical significance, and where farming continues today, through public purchase of easements or of the land itself. Farmland is also preserved as agricultural open space through an array of regulations and programs, such as zoning for agricultural use and beneficial tax programs.

1.3.1.2 RURAL CLUSTERS

Clustered development is one tool that allows higher rural densities while preserving rural character. Developers or homeowners' associations generally own the protected land. For these reasons, clustering has been more successful in preserving open space and creating transitional areas between farms and residential areas than in protecting farmland.

Rural Clusters (RCs) and Rural Affordable Clusters (RACs) are replacing what is currently known as Planned Residential Developments (PRDs). RCs are different than PRDs as subdivision of land is not required, and there will be options for affordable, permanent supportive, or market rate housing, and with units being offered as both rental and ownership models.

The overall intent of the RCs process is to provide a pattern of development that does not detract from the rural character. Higher rural densities through diverse housing options and clustered development are buffered by open space areas in ways that are compatible with surrounding rural housing, agricultural, and forestry uses. The County continues to improve clustered development by connecting open space tracts and allowing open space uses, protecting wildlife, and encouraging affordable housing for all income levels in rural areas.

1.3.1.3 RURAL TO URBAN SHIFT

In Island County, past development trends and land use regulations fostered a dispersed pattern of land use development. The County must now plan for growth in the context of a largely fragmented and dispersed land use and ownership pattern, which does not align with the philosophy of growth established under the GMA. A key concept is directing future growth and development within existing dense areas (i.e. LAMIRDs, UGAs) to conserve Island County's

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natural resources, critical areas, open space, and rural characteristics. Major steps were taken during this Comprehensive Plan to overcome these past challenges.

The County's objective is to create efficient and attractive urban and rural communities while adhering to the goals and guidelines of the GMA. Joint planning efforts with municipalities are required to successfully shift growth to urban areas throughout the county. The Freeland area is the only urbanized area within the County's jurisdiction and is empowered to help shape the rural/urban split of development. This rural-to-urban shift will be a consideration during the development of each comprehensive plan element.

In the Clinton Subarea Plan, the County proposes a study to explore the possibility of Clinton becoming a NMUGA, which will also support dense growth similar to the Freeland NMUGA. If Clinton becomes a NMUGA, it will allow more growth to be allocated to Clinton in future planning periods.

Camano Island does not have any urban areas. The County will be conducting a subarea plan with the community to help shape future development on Camano and how growth will be accommodated accordingly.

In this comprehensive plan, the municipalities of Coupeville, Langley, and Oak Harbor accepted 66.73 percent of the growth. In future comprehensive plans, Island County and the municipalities should expect at least 85 percent of the growth to occur within municipal UGAs. The County is ready to support municipalities as growth expectations shift towards urban areas.

Island County will continue to monitor the percentage of growth occurring in the rural areas and explore strategies to continue to avoid sprawl, preserve open space, and encourage growth in developed and urban areas.

1.3.2 ADDITIONAL CONSIDERATIONS

1.3.2.1 PROMOTION OF PHYSICAL ACTIVITY

Island County recognizes that physical activity is essential to maintaining good health and reducing the rates of chronic diseases. Opportunities for physical activity are provided throughout the County through compact urban growth patterns, public beaches (see the Shoreline Management Element), parks and recreation amenities (see the Parks and Recreation Element) and bicycle and pedestrian- friendly infrastructure (see the Transportation Element). Goals and policies included in this plan further Island County's commitment to creating healthy and active communities.

1.3.2.2 PUBLIC HEALTH, SAFETY, AND WELFARE

At its core, the Land Use Element should support development that provides for the health, safety, and welfare of County residents. This is achieved by discouraging inappropriate siting of uses (e.g., placing development in geologically hazardous areas) and through land use regulations (e.g., Airport and Aviation Safety Overlay).

1.3.2.3 HOME OCCUPATION AND HOME INDUSTRY

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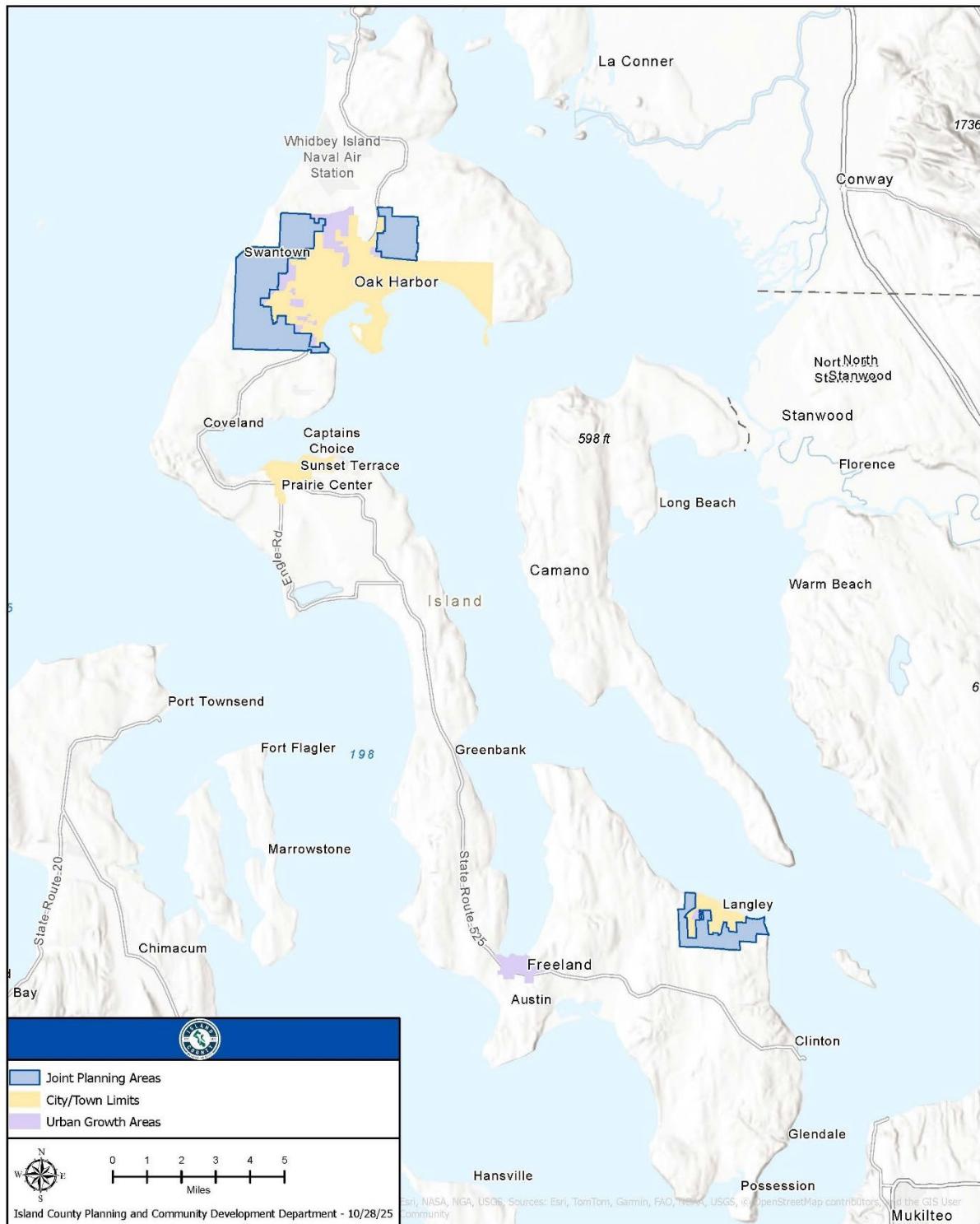
Home Occupations and Home Industries are an essential piece of the rural economy of Island County. The convenience and sometimes necessity of working from home can be ideal for those living in a rural area without large job centers. Home Occupations are intended to operate on a fairly small scale, incidental and secondary to the residential use and conducted on the parcel owned by the operator, either within the dwelling unit or in an accessory structure. Home Industries are on a slightly greater scale than Home Occupations but are still incidental and secondary to the residential use and require land use review.

1.3.2.4 SMALL-SCALE RECREATION AND TOURISM

Small-scale recreation and tourist uses include things such as golf courses, equestrian centers, wineries, tasting rooms, parks, rural event centers, and restaurants. These uses can provide opportunities for visitors to enjoy the benefits of the rural atmosphere while also providing an economic benefit to Island County's rural areas.

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MAP 1B Island County Urban Growth Areas and Joint Planning Areas



1.4 FUTURE LAND USE DESIGNATIONS AND OVERLAYS

The County structures land use designations and policies around the following concepts.

A. Urban Elements

1. UGAs - municipal and non-municipal
2. Potential Expansion of UGAs - Joint Planning Areas & Future Growth Areas

B. Rural Elements

1. LAMIRDs
2. General Rural Designations

C. Resource Lands

D. Critical Areas

E. General Land Use Designations & Overlays

1. Aviation
2. Archaeologically Significant Areas
3. Parks
4. Public/Federal Lands

1.4.1 URBAN ELEMENT DESIGNATIONS

Urban Development shall take place only within municipalities and UGAs; urban designations in Island County includes the municipal UGAs of Oak Harbor, Langley, and Coupeville, and the NMUGA of Freeland. The UGAs include areas and densities sufficient to permit urban growth projected through 2045 (Appendix B).

1.4.2 URBAN GROWTH AREAS (UGAS)

In collaboration with the associated municipalities, Island County designates UGAs that include areas and densities sufficient to permit 20 years of projected future urban growth. The GMA requires that urban growth be directed to these areas, and that a UGA's size is based on population projections, land capacity, fiscal impacts, and the availability of public facilities to sufficiently serve those areas. The UGA must contain no more land than necessary to accommodate 20 years of population growth.

The Countywide Planning Policies (CPPs) contain a coordinated, long range process for managing the County's UGAs and the lands surrounding them. The UGAs and associated overlays are discussed in detail in CPP Section 3.

1.4.2.1 MUNICIPAL URBAN GROWTH AREAS (UGAs)

The County is responsible for regulating land use and development activities within unincorporated portions of municipal UGAs; however, the County must coordinate with the associated municipality to ensure that any new uses authorized by a County permit or Development Regulations are consistent with the municipality's Planning Goals and Policies, as well as any applicable CPPs.

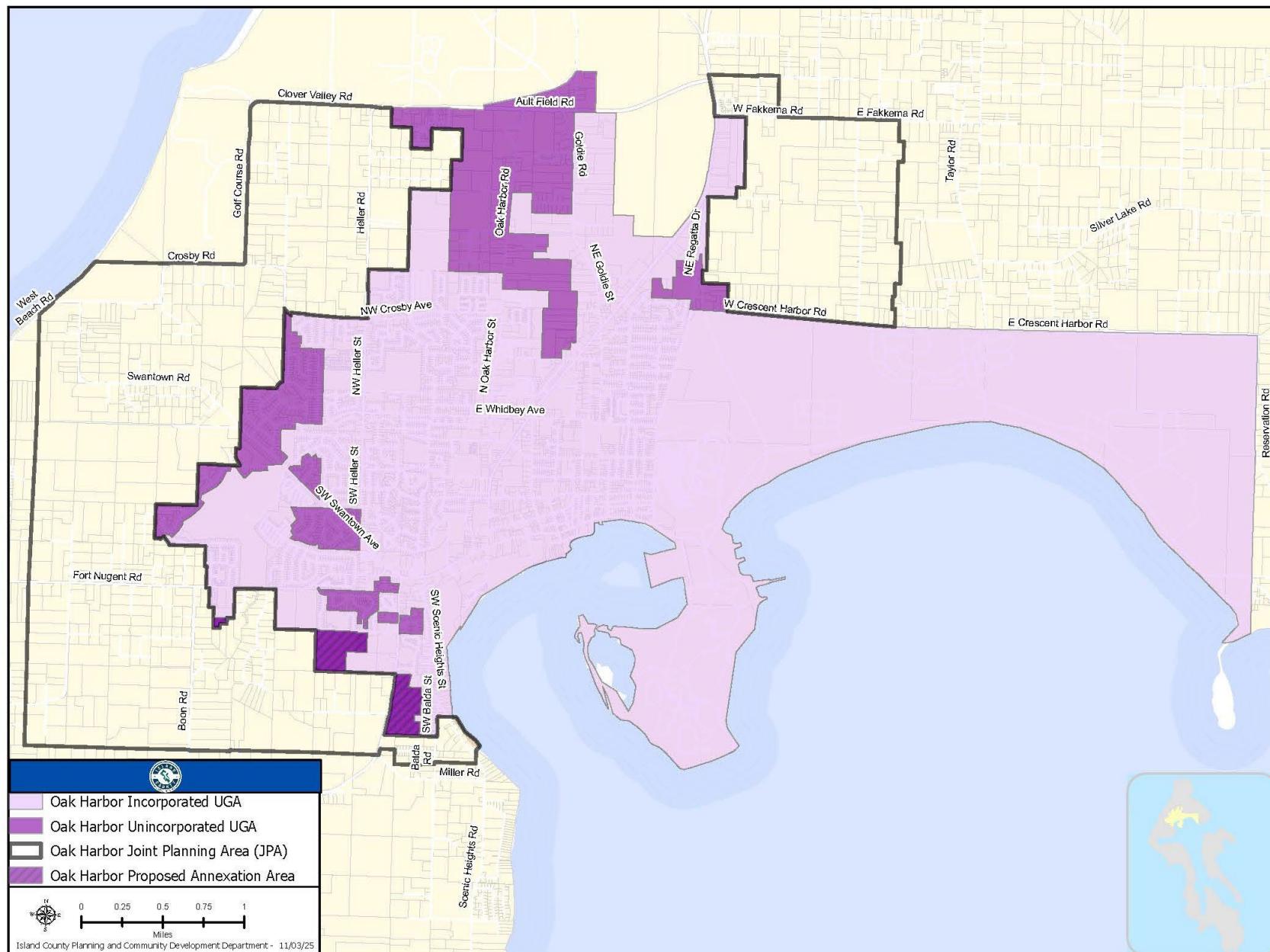
Each municipal UGA includes both the incorporated area plus adjacent, unincorporated areas. Land use designations, densities, and regulations for all types of development are in place for the unincorporated areas within the UGAs; the Oak Harbor, Langley, and Coupeville comprehensive plans contain proposed land uses and densities within these unincorporated areas. The CPPs ensure that the County and the associated municipality will jointly review development proposed within the unincorporated areas of municipal UGAs, with the County making the ultimate decision. The municipalities are exclusively responsible for regulating land use and development within the incorporated portions of their UGA.

The City of Oak Harbor is planning annexation of a portion of their UGA, as shown on Map 1C, at the adoption of the Comprehensive Plan, but no additional UGA expansion at this time. Oak Harbor and Island County are working together to plan for future annexations, infrastructure, and growth in the Oak Harbor JPA.

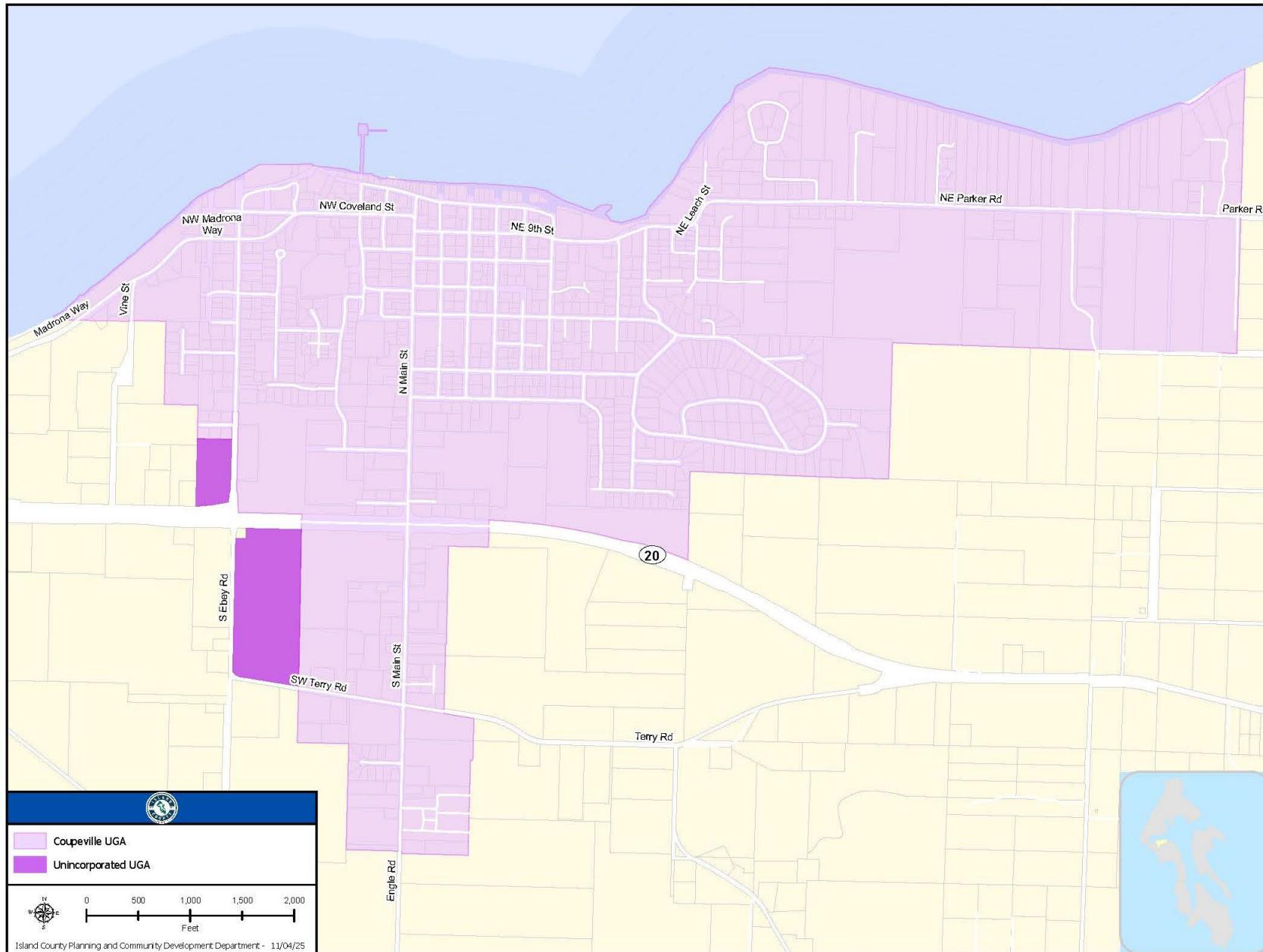
During the 2025 update, the Town of Coupeville requested the formation of an unincorporated UGA containing two parcels, a total of 26.27 acres, that are of special interest to the Town. One parcel is owned by the Coupeville School District and bringing said parcel into Town limits in a future annexation would allow all District owned properties to have the same development regulations during the permitting process. The other parcel is an open space parcel owned and maintained by the Town; bringing that parcel into a UGA would allow for the Town to facilitate property management and oversee future uses. The Town expects to annex these two properties soon after UGA formation.

The City of Langley did not propose any alteration to their UGA boundary during this periodic update, see section below regarding JPA for further information.

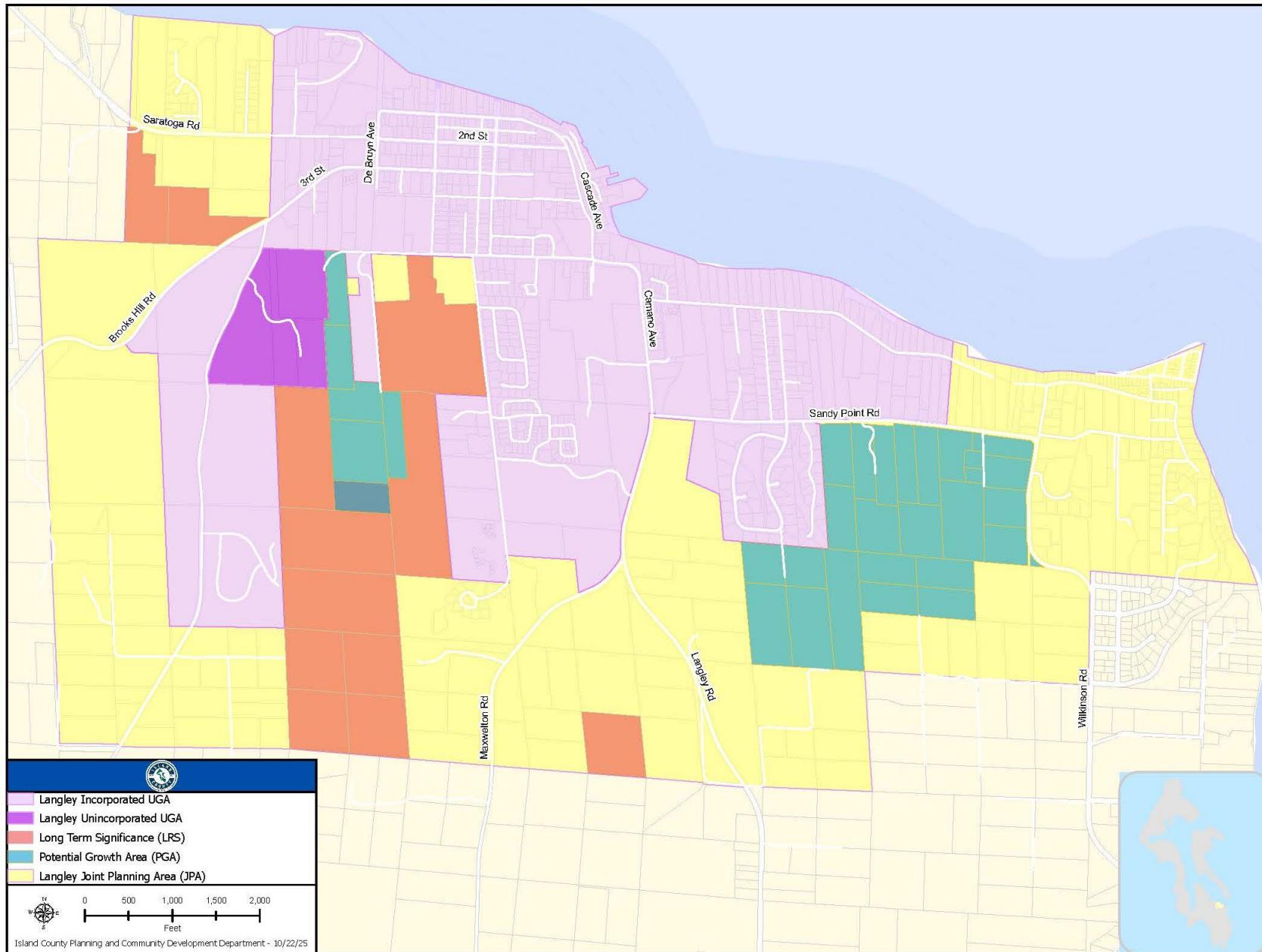
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MAP 1C Oak Harbor UGA/JPA



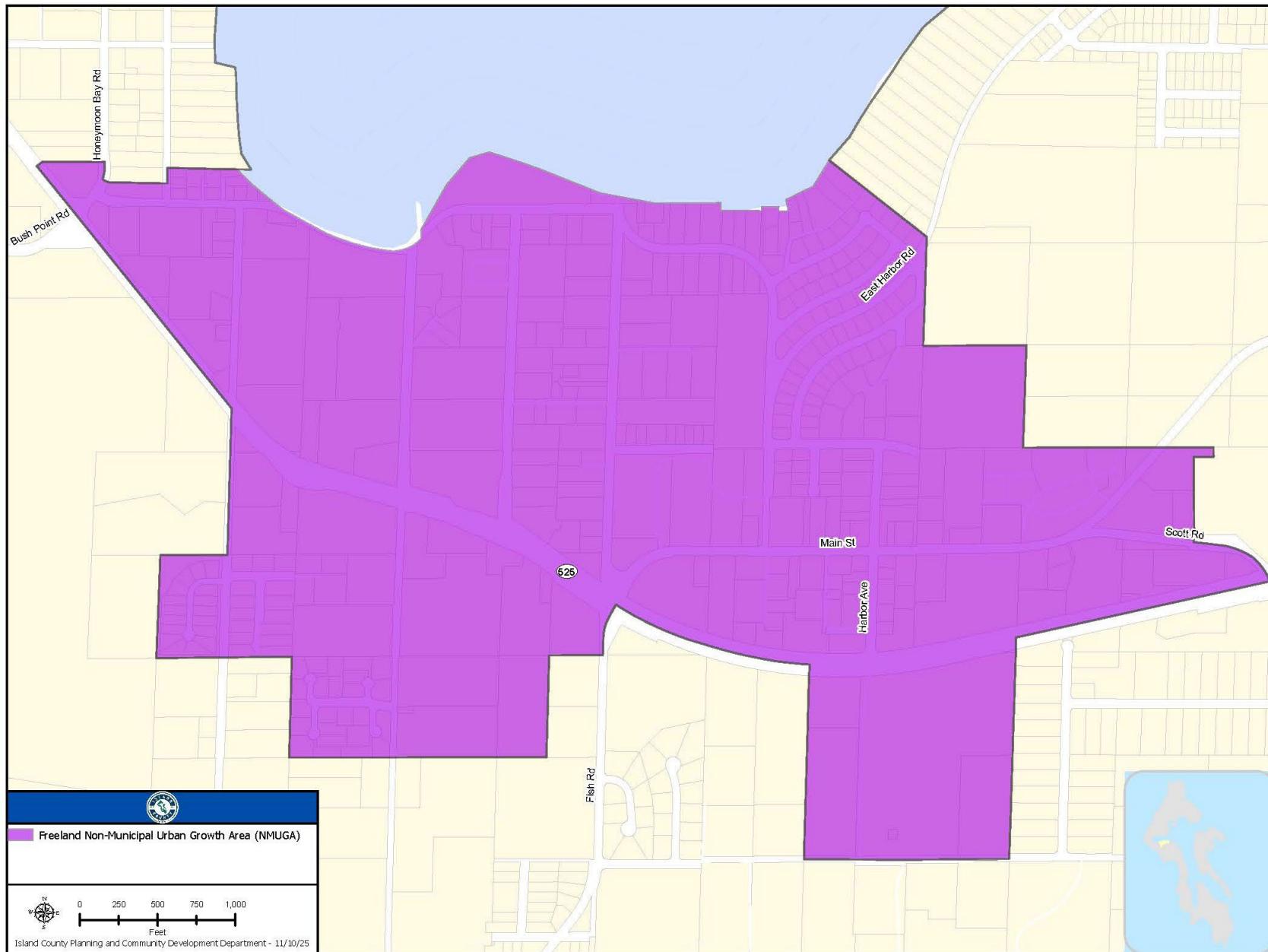
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MAP 1D Coupeville UGA



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MAP 1E Langley UGA/JPA



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MAP 1F Freeland NMUGA



1.4.2.2 FREELAND NON-MUNICIPAL URBAN GROWTH AREA (NMUGA)

Freeland is Island County's only NMUGA. It developed as an unincorporated community with a full range of land uses but lacks extensive urban infrastructure, specifically public sewer and urban stormwater systems. When these urban services are installed, Freeland will have the capacity to accommodate additional residents and employment. Freeland has therefore been assigned a NMUGA where new development characteristic of urban growth is encouraged to the extent that it can be supported by related infrastructure. Freeland's NMUGA operates similar to a municipal UGA, but is administered by Island County.

Issues related to Freeland's NMUGA include determining how large its NMUGA should be, the logical boundaries for the NMUGA designation, appropriating an adequate mix of commercial, residential, and other uses, and the degree of autonomy Freeland has in making local land use decisions. The key issue in answering these questions is the availability of basic infrastructure, particularly sewer and stormwater systems. This is particularly true since many areas in Freeland do not percolate well and without a public sewer are undevelopable at urban densities. The County recognizes that a sewer system and systems to manage stormwater are needed if this area is to achieve the densities associated with the NMUGA. Freeland currently has a Public Water and Sewer District with the authority to annex and create Utility Local Improvement Districts (ULIDs). The Capital Facilities Plan outlines the next steps towards determining a wastewater solution for the Freeland NMUGA.

The Freeland NMUGA has land use designations specific to Freeland (see the Freeland Subarea Plan).

1.4.2.3 POTENTIAL FUTURE EXPANSION OF URBAN GROWTH AREAS

1.4.2.3.1 JOINT PLANNING AREAS

Joint Planning Areas (JPAs) include land that may be suitable for future urban growth, as well as land that should be protected from development. JPAs are jointly designated by the county and municipalities to reserve areas which may be necessary for future urban growth and to protect land which has been identified as resource land of long-term commercial significance, land extensively constrained with critical areas, key entrance roads, and areas of historical significance. Broadly, such areas are intended to provide an opportunity for long-term planning beyond the normal twenty-year planning horizon. As outlined in the CPPs, a new process has been put into place for long term planning within the JPAs, to govern the potential expansion of the UGAs. The first step to this process, as outlined in the CPPs (3.2.1), involves applying the following overlay designations within the JPAs.

- Potential Growth Areas (PGA) - areas that are to be considered first for any potential future UGA expansions.

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- Areas of Long Term Rural Significance (LRS) - areas which will be considered last for potential future UGA expansions.

Not all of the land within the JPA needs to be given a designation. The overlays will be utilized to prioritize potential future expansions of the UGA (assuming the criteria for an expansion are met). Areas without a JPA overlay will be considered after PGA areas and before LRS areas. The JPAs may be reviewed periodically in the same manner as the UGAs. JPAs acknowledge that the UGAs may expand in the future and that development in these areas should reflect that possibility. The JPAs are reinforced through cooperative development of associated jurisdictions' comprehensive plan updates, CPPs, and Interlocal Agreements for joint planning processes and procedures.

Immediately outside of, and directly adjacent to, the municipal UGAs for Oak Harbor and Langley, the associated city and County jointly designated a JPA. Oak Harbor's JPA did not change during the 2025 update. The City of Langley did request changes to which lands within their JPA were designated as PGA and LRS during the 2025 update (see Map 1L for changes). The City states that the newly designated PGA lands are located in proximity to urban services that could easily be extended if that land is brought into the UGA. The City also expanded which lands are designated LRS, removing some parcels from the designation and adding additional parcels as shown in Map 1L.

The JPA around the Town of Coupeville was removed during the 2016 update; other land use review mechanisms, including the Ebey's National Historic Preserve joint planning process, are in place for those areas. The County and the Town have agreed to update the Interlocal Agreement governing joint planning process to include a provision to revisit the boundaries of the JPA at a future date and provide a process for reinstating the JPA if deemed necessary and beneficial.

1.5 RURAL ELEMENT DESIGNATIONS

The GMA requires that counties include a Rural Element that addresses lands that are not designated for urban growth, agriculture, forest, or mineral resources. Island County includes all Rural Element requirements and information within this subsection of the Land Use Element. The Rural Element ensures that land uses that are compatible with the rural character and preserve open space, agricultural opportunities, recreational opportunities, and protection of natural resources.

Island County values its rural character and seeks to foster land use patterns that support traditional rural lifestyles; provide rural landscapes; are compatible with the use of the land by wildlife; reduce inappropriate conversion of undeveloped land into sprawling, low-density development; do not require the extension of urban governmental services; and are consistent with the protection of natural surface water flows and groundwater and surface water recharge and discharge areas.

Rural land uses consist of both dispersed and clustered residential developments, farms, wooded lots, and small and moderate-scale commercial and industrial uses that serve rural residents as their primary client. Rural landscapes encompass a full range of natural features

including forests, streams and wetlands, pastures and cropland, prairies, shorelines, and other sensitive areas.

The rural element of Island County contains LAMIRDs and general rural land use designations. These include areas of rural development and lands that are not designated for urban growth, agriculture, forest, or mineral resources. Together these designations support a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses.

1.5.1 LIMITED AREAS OF MORE INTENSIVE RURAL DEVELOPMENTS

LAMIRDs are allowed for the purpose of recognizing existing areas of more intensive or dense rural development, and to contain these areas from sprawling. The GMA requires the County adopt measures to minimize and contain existing areas or uses of more intensive rural development. Lands included in existing areas of more intensive rural development or uses associated with more intensive rural development shall not extend beyond the logical outer boundary of the existing area or use in order to prevent new patterns of low-density sprawl. These existing areas are those that are clearly identifiable and contained, and where there is a logical boundary delineated predominantly by the built environment but that may also include limited undeveloped lands, within established boundaries.

WAC 365-196-425 recognizes three types of LAMIRDs that permit the infill, development, or redevelopment of existing rural areas outside of UGAs at a density greater than typical rural development. The three types of LAMIRDs are:

- Type 1 LAMIRDs consist of commercial, industrial, residential, or mixed-use areas.
- Type 2 LAMIRDs contain small-scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting, but that do not include new residential development. Island County does not have any Type 2 LAMIRDs.
- Type 3 LAMIRDs contain isolated nonresidential uses, cottage industries, and small-scale businesses that provide job opportunities for rural residents.

Island County primarily has Type 1 LAMIRDs, split into three sub-categories of Mixed-Use, Residential, and Industrial LAMIRDs.

1.5.1.1 Type 1 LAMIRDs.

This designation is characterized as infill, development, or redevelopment of existing commercial, industrial, residential, or mixed-use areas, whether as shoreline development, villages, hamlets, rural activity centers, or crossroads. Any development or redevelopment other than an industrial area or use within a Type 1 LAMIRD must be principally designed to serve the rural population.

Any new development or redevelopment must be consistent with the pre-existing character of the area with respect to building size, scale, use, or intensity. Type 1 LAMIRDs must have been

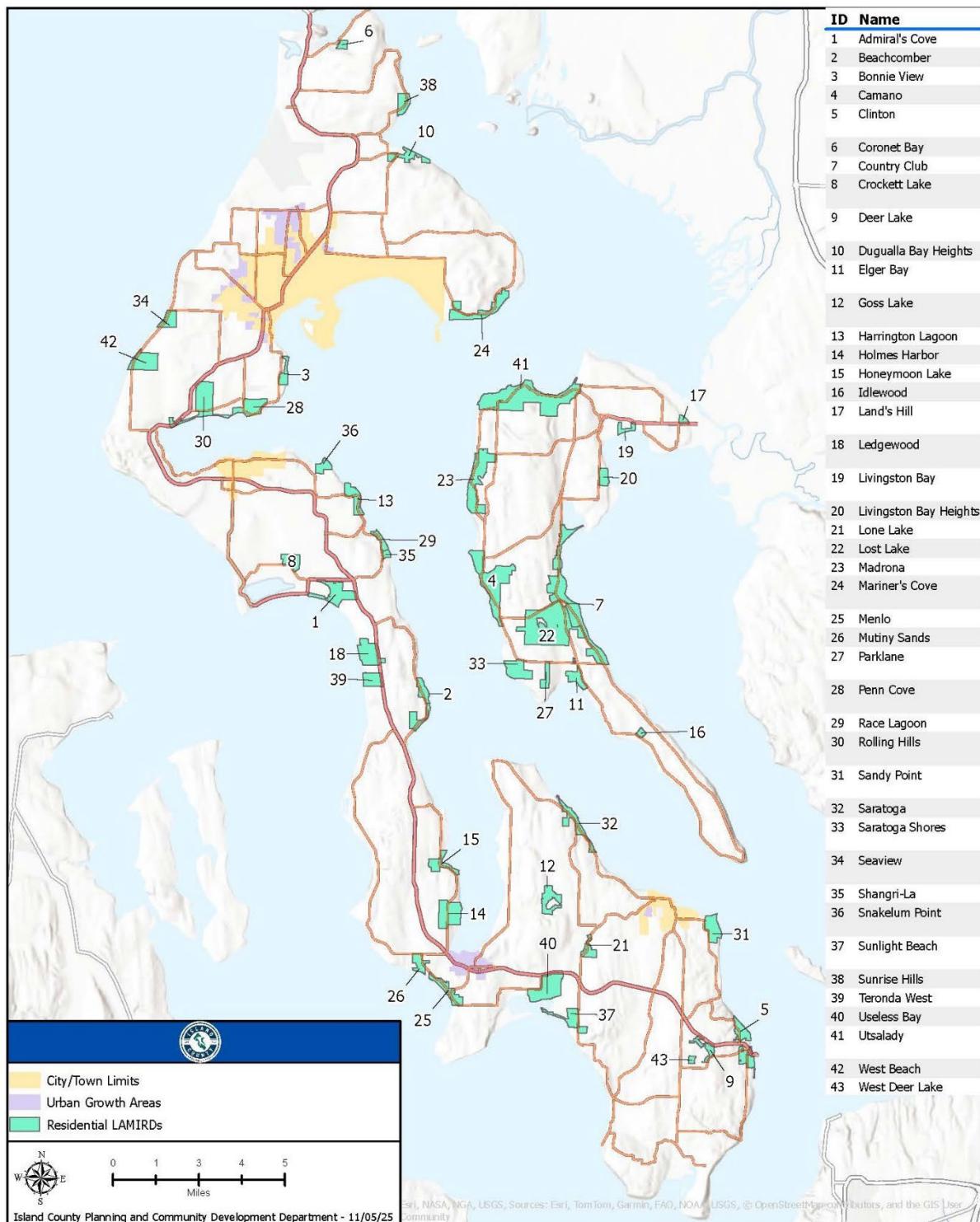
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established as more densely developed areas as of July 1990, and they must include pre-GMA existing development. Type 1 LAMIRDs also must be bounded by a logical outer boundary that reflects the limits of the pre-existing development.

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MAP 1G Residential LAMIRDs



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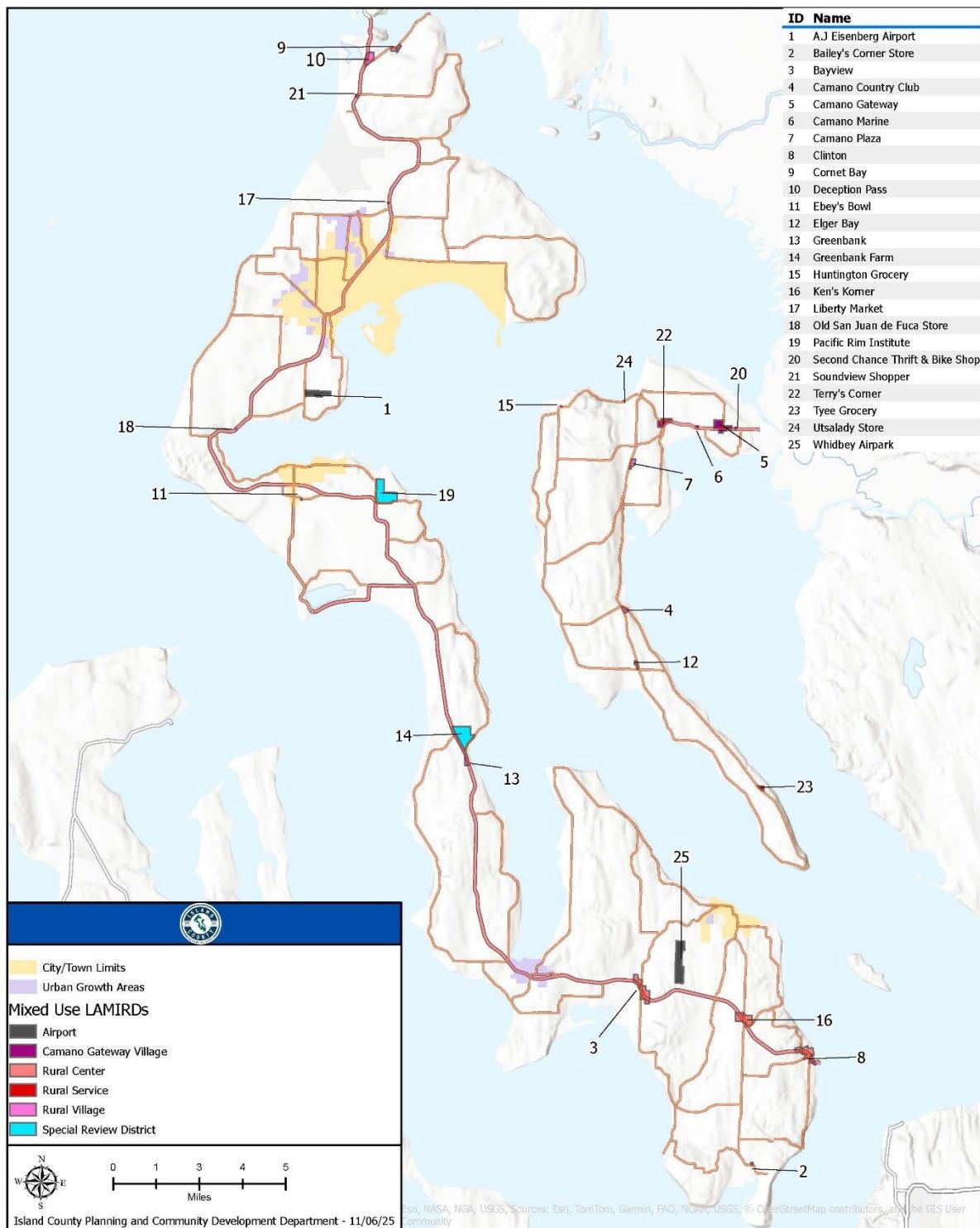
Zoning Districts within the Type 1 LAMIRDs include:

- Rural Residential
- Rural Center (Mixed-Use)
- Rural Village (Mixed-Use)
- Camano Gateway Village (Mixed-Use)

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MAP 1H Mixed-Use LAMIRDs



1.5.1.2 Type 3 LAMIRDs.

These LAMIRDs are meant for the intensification of, or new development of, lots for isolated nonresidential uses, isolated cottage industries, and isolated small-scale businesses.

Residential development is prohibited. Type 3 LAMIRDs are not designed to principally serve the rural population but should provide job opportunities for rural residents. Expansion or new development must conform with the rural character of the area. Public services and public facilities shall be limited to those necessary to serve the isolated use and shall be provided in a manner that does not permit low-density sprawl.

Zoning Districts within the Type 3 LAMIRDs include:

- Rural Service

1.5.2 CLINTON

Although Clinton is presently comprised of both a Rural Residential LAMIRD and a Mixed-Use LAMIRD, it is possible that the County may change the designation of the area to a NMUGA at some point in the future. Clinton, similar to Freeland, developed as an unincorporated community, generally with a full range of land uses. As such, the area is a logical choice for further growth and to accommodate some of the county's projected population and employment for the county as a whole. During this comprehensive plan update, the County developed a Clinton Subarea Plan to study the Clinton Residential and Rural Center LAMIRDs. More information can be found in Clinton Subarea Plan.

1.5.3 SPECIAL REVIEW DISTRICTS

Special Review Districts are areas that need special consideration for future development, in the form of a master plan. The Special Review District classification is applied to large properties (at least 150 acres in size) that are owned by a single public agency or a non-profit organization. These areas are typically designated as Special Review Districts because the site is unique or the use characteristics make it hard to classify. Special Review Districts are often used to establish special standards to protect lands and structures that have historical, archaeological, or environmental significance while allowing a unique combination of uses that enhance, conserve, or highlight these features of significance. Island County's three existing Special Review Districts are the Pacific Rim Institute, the Keystone Preserve, and Greenbank Farm (Port Tract).

1.6 RURAL AREAS

Rural lands are lands located outside of UGAs, and lands designated as agricultural, forest, or mineral resource lands. Rural development, forestry, and agriculture are generally permitted in Island County's rural areas. The GMA allows counties to use clustering, density transfer, design guidelines, conservation easements, and other innovative techniques to achieve a variety of rural densities and uses which are not characterized by urban growth and consistent with rural character.

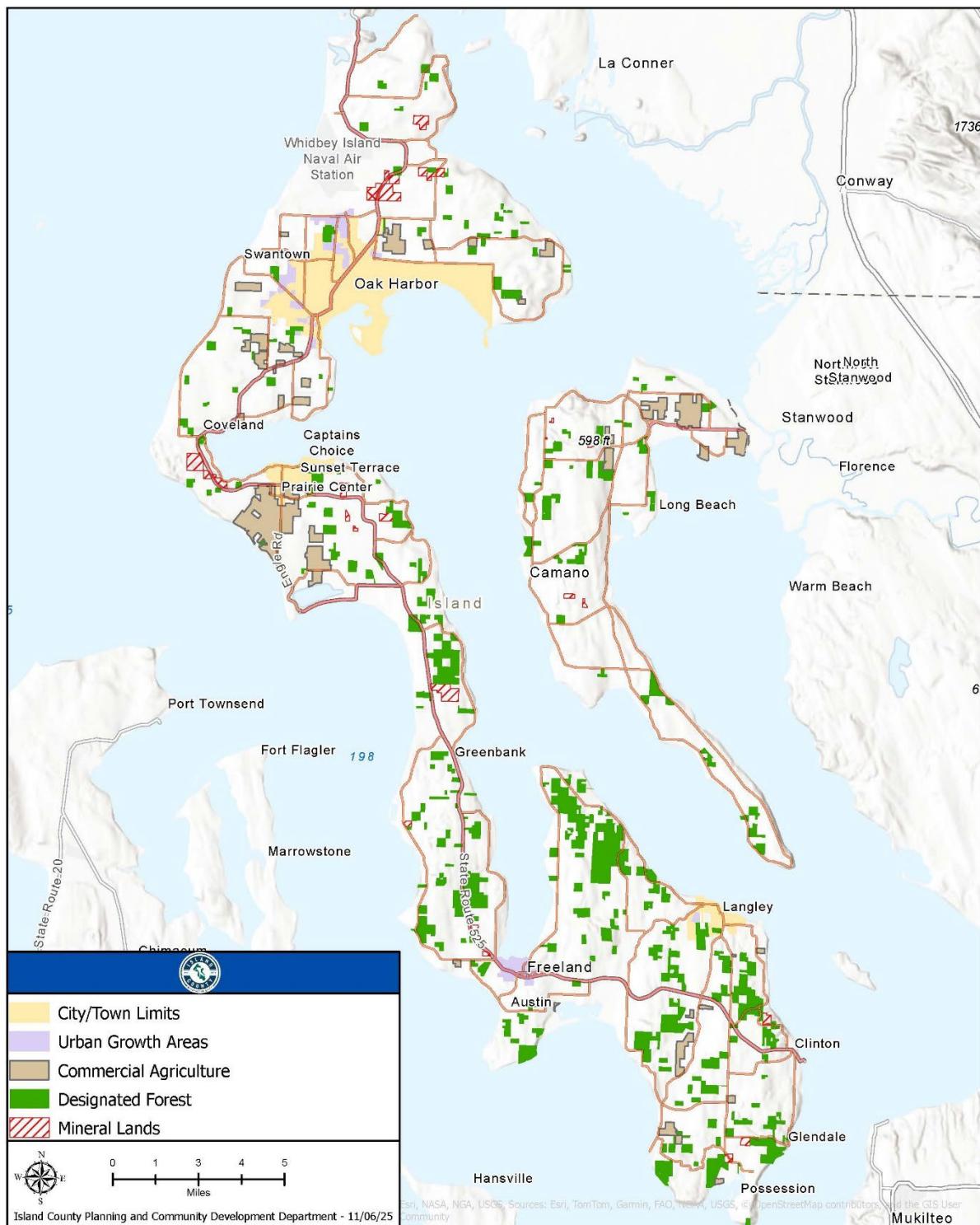
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In the past, Growth Management Hearings Board (GMHB) decisions dictated that lots smaller than 10 acres in the rural area should be scrutinized to assure that they do not constitute urban growth, do not unduly threaten large scale natural resources or critical areas, will not thwart the long term flexibility to expand the UGA, and are consistent with the goals and requirements of the GMA. Lot sizes shall be an appropriate minimum density as provided by the GMA.

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MAP 1 | Commercial Agriculture, designated Forest, and Mineral Lands



1.7 RESOURCE LANDS

The resource lands of Island County are defined by the Commercial Agriculture land use designation and the Mineral Lands Overlay. Minerals include sand, gravel, and valuable metallic substances.

Island County designates mineral resource lands in accordance with RCW 36.70A.131 and considers new information, including data available from the Washington Department of Natural Resources (DNR) and the United States Geological Survey (USGS), relating to mineral resource deposits.

1.8 CRITICAL AREAS

Under the GMA, the County is required to adopt and implement regulations that protect the functions and values of critical areas. Critical areas include the following areas and ecosystems: (a) Wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) Fish and Wildlife Habitat Conservation Areas; (d) frequently flooded areas; and (e) geologically hazardous areas [RCW 36.70A.030(12)].

Island County's Critical Areas maps, provide generalized locations of critical areas based on studies conducted by local, state, and federal agencies. The County is ultimately responsible for updating and maintaining the maps on a regular basis, as additional information becomes available through studies and subsequent determinations. However, precisely accurate critical area boundaries will be determined on a site-by-site basis.

Critical areas are protected through land use designations and use standards in Island County Code Chapters 17.02B, Critical Areas Regulations, and 17.05A, Shoreline Master Program (for more information see the Natural Resources Element).

1.9 GENERAL LAND USE DESIGNATIONS AND OVERLAYS

1.9.1 AVIATION

Airports and related support facilities are an important part of the transportation network serving uses in Island County. Island County aviation facilities represent a significant capital investment, and provide economic benefits. However, airports can cause negative impacts on surrounding uses. Likewise, incompatible surrounding uses may negatively impact airport operations. As such, airport expansion and surrounding land development have compatibility as their goal (RCW 36.70.547). Compatibility measures for airports and surrounding uses are instituted depending upon the degree and nature of potential conflict between the airport and surrounding uses. The aim behind compatibility measures is to mitigate adverse noise and safety issues, including prohibiting the siting of incompatible uses adjacent to general aviation airports and military bases.

There are several classifications of airports and aviation facilities recognized by the Federal Aviation Administration (FAA). The ones currently sited in Island County include private, limited, commercial, and military. Private and limited facilities are generally intended for private use,

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while commercial facilities are privately owned but intended for general use by the public. They include DeLaurentis Airport, Whidbey Airpark, and Camano Island Airfield. Military airports in the County are discussed in more detail below.

1.9.2 MILITARY AIRPORTS

Military airports in the County include the Naval Air Station Whidbey Island (NASWI) and the Naval Outlying Field Coupeville (OLF), which vary in size and use. These airports are owned or operated by the Federal Government, and general use by the public is prohibited unless there is an emergency, or specific authorization is granted. The high sound levels generated by aircraft using these airports and the frequency of use requires unique consideration for implementation of compatibility measures.

NASWI, including OLF, represents the dominant economic force in Island County. They are a strategically located national asset and constitute a significant capital investment in our region by the federal government. The closure of these facilities would result in extreme population and economic loss for the county. As such, the County's land use decisions support the retention and future use of these facilities. Uses incompatible with the current and future projected missions of the base shall not be sited adjacent to the NASWI and the OLF (RCW 36.70A.530).

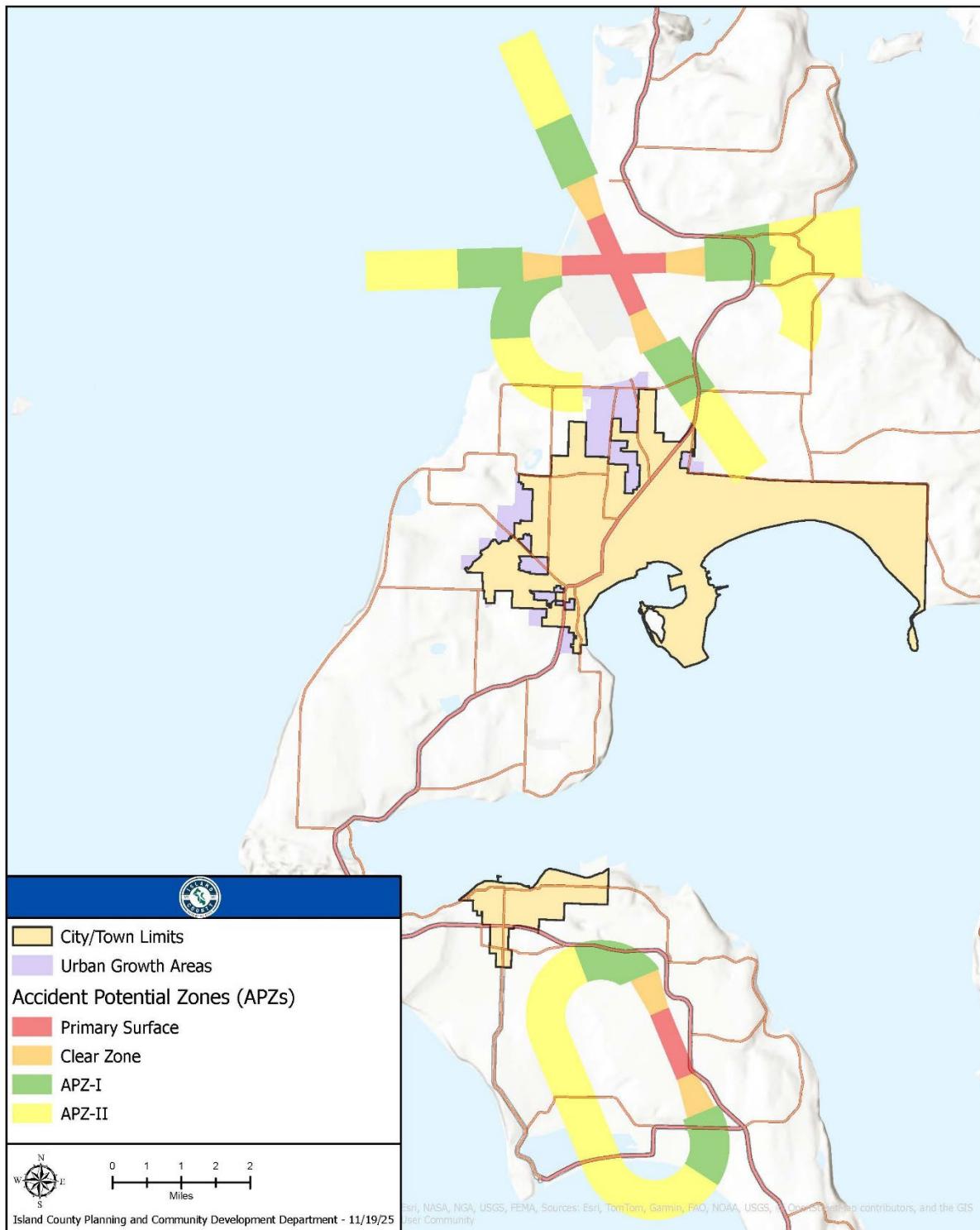
Designated Accident Potential Zones (APZs) surround both military and other airports to support public health, safety, and welfare, as well as continued military operation. Island County ensures that development in APZs is at the lowest possible density consistent with the underlying land use designation.

In 2011, an Air Installations Compatible Use Zones (AICUZ) Program was initiated. Under the program, a comprehensive study was prepared for military air installations to identify existing and compatible land use problem areas and to formulate courses of action to promote compatible development near the air facilities. The AICUZ study generally contains aircraft noise contour maps, Accident Potential Zone (APZ) designations, and recommended land use matrices for land areas within those noise zones and/ or APZs. In 2021, NASWI revisited the AICUZ program and the newest AICUZ and APZ maps will now be utilized for the implementation of these regulations.

Map 1J identifies the military airport APZs, while Maps 1K and 1L identify Island County aircraft noise contours in the Oak Harbor and Coupeville area respectively.

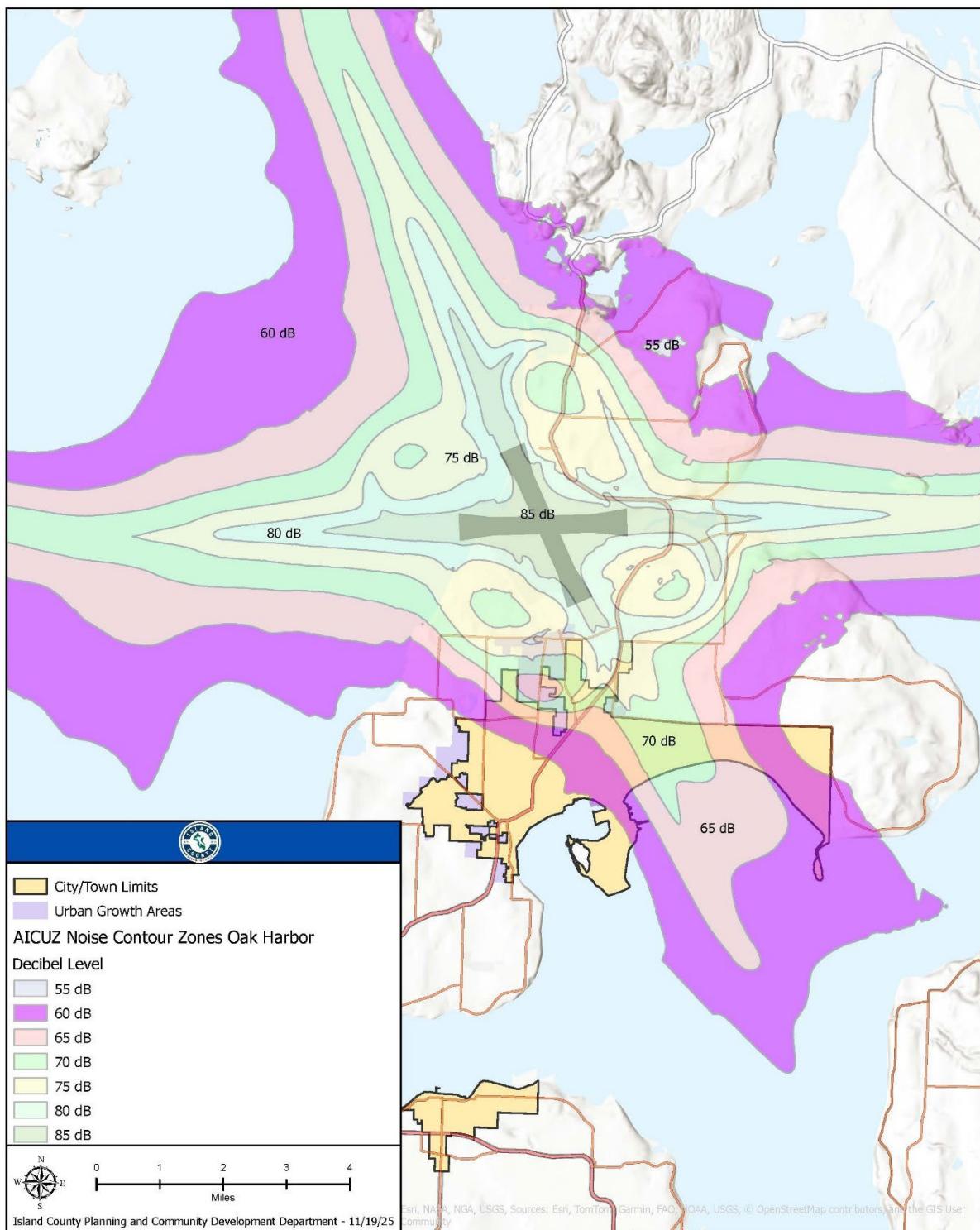
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MAP 1J APZs



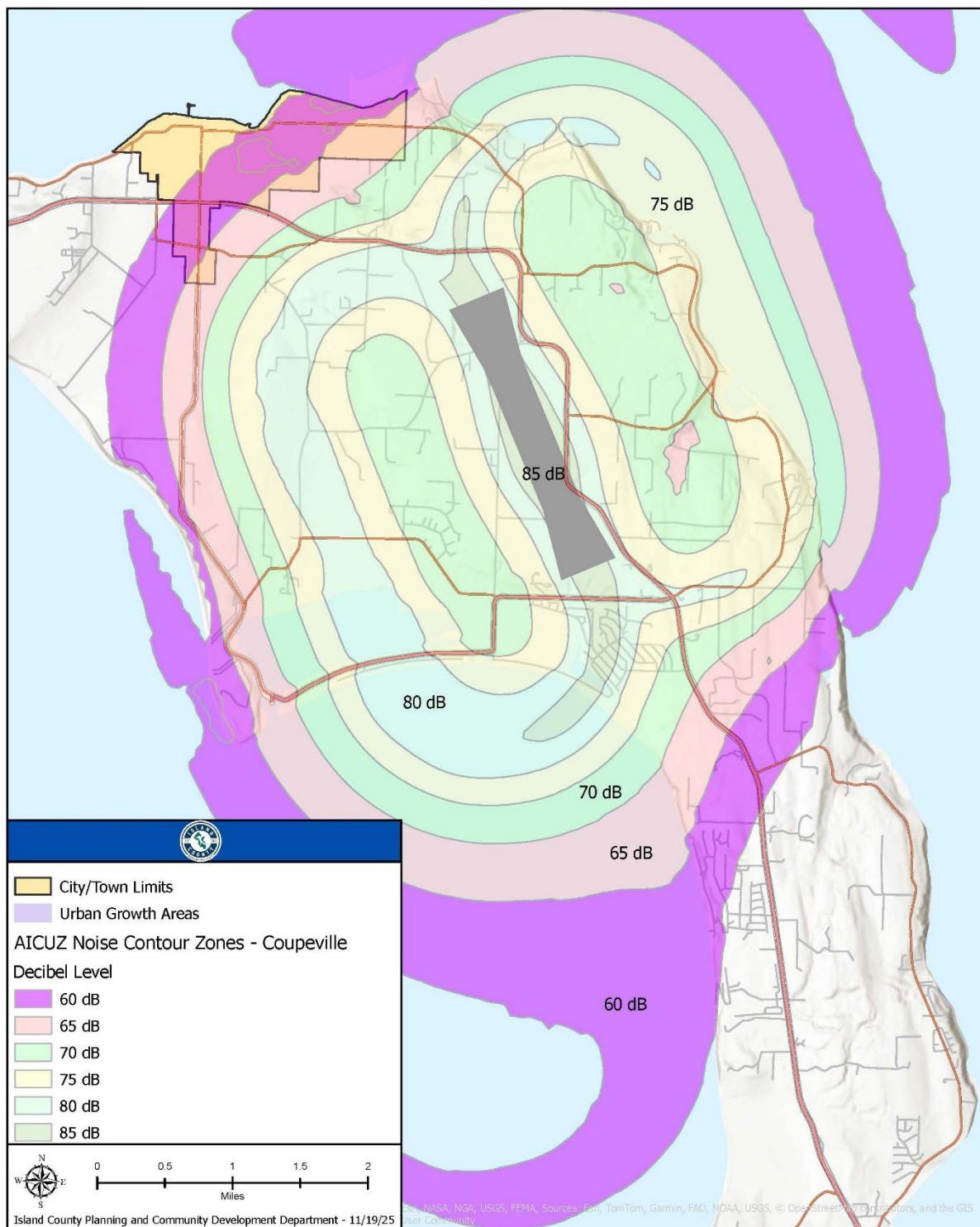
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MAP 1K AICUZ Noise Contours Ault Field



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MAP 1L AICUZ Noise Contours Outlying Field Coupeville



1.9.3 PARKS

The Parks land use designation provides recreation opportunities and conserves critical areas and open spaces. Uses and activities allowed in the Parks designation are intended to provide services and recreation opportunities for local residents as well as visitors to the county while preserving, promoting or enhancing natural lands, open spaces and critical areas. A complete inventory of parks can be found in the Parks and Recreation Element.

1.9.4 PUBLIC/FEDERAL LANDS

Roughly 9.6 percent of Island County is public lands held by the Federal, State, or local government. The majority of the public lands are designated forests which provide significant recreational opportunities and conservation of wildlife habitat. In addition to parks operated by Washington State Parks, there are fishing and shellfish harvest areas managed by the Washington Department of Fish and Wildlife (WDFW) and forest lands and school trust lands managed by DNR.

Two units of the Federal government are responsible for management of lands in the County. The NASWI Ault Field air strip is located in northwest Whidbey Island and is owned by the U.S. Navy. Additionally, certain public properties within Ebey's Landing National Historical Reserve are managed by the National Park Service.

1.9.5 MASTER PLANNED RESORTS

Under RCW 36.70A.360 and 362 Island County may permit master planned resorts, which may constitute urban growth outside of UGAs. Island County's Master Planned Resorts are developed as significantly self-contained and integrated development. They may include visitor accommodations and recreational facilities within the boundaries of the master plan. While generally large enough to include conference facilities or commercial activities to support the resort, the uses are integrated into a logical plan set in a relatively natural and rural landscape. Utilities and services provided on-site are limited to those necessary for meeting the needs of the resort, and the cost of services provided by outside providers must be borne solely by the resort, rather than the public.

Table 1-1 Designation Criteria

Designation Criteria	Associated Zones
Rural Lands	
<ul style="list-style-type: none"> • UGAs or LAMIRDs; and • Areas in which open space, the natural landscape, and vegetation predominate over the built environment; and • Areas which are compatible with land used by wildlife; and • Areas which reduce the inappropriate conversion of undeveloped land into sprawling, low-density development; and • Areas which are consistent with the protection of natural surface water flows and groundwater and surface water recharge areas; or • Areas which include lands having both long term commercial significance for production of agricultural products or timber; or • Those lands in public ownership that are dedicated or reserved primarily for public use or enjoyment for recreation, but can also serve as scenic amenities, natural resource lands, or for the protection of the environmentally sensitive. 	<ul style="list-style-type: none"> • Rural • Rural Forest • Rural Agriculture • Parks • Commercial Agriculture

Table 1-2 Limited Areas of More Intensive Rural Development (LAMIRD) Designations

Designation Criteria	Associated Zones
Residential LAMIRDs	
<ul style="list-style-type: none"> • Areas of more intensive rural development are designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing areas of more intensive rural development. • Areas which provide for the infill, development, or redevelopment of existing residential areas. 	<ul style="list-style-type: none"> • Rural Residential
Mixed-Use LAMIRDs <ul style="list-style-type: none"> • Mixed use areas or more intensive rural development are designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing areas of more intensive rural development. • Areas in which existing commercial activities are associated with the provision of daily convenience goods and services for rural area populations. • Areas which provide commercial, light manufacturing, and higher density residential needs of the rural population wherein development exist in an attractive setting that is pedestrian oriented and served by public transit. 	<ul style="list-style-type: none"> • Rural Center • Camano Gateway Village • Rural Village • Rural Service
Aviation	

- Areas around existing commercial airports and adjacent to existing non-residential uses that are suitable for increased levels of light industrial and manufacturing development and shall be designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing LAMIRDs.
- Airport

Light Manufacturing

- Areas with existing light industry and manufacturing, assembling, fabrication, storage, wholesaling, distribution, auto repair/salvage, and related activities which are clustered in a complex that provides adequate buffering and screening from surrounding land uses and shall be designated pursuant to the guidelines established in RCW 36.70A.070 for establishing logical outer boundaries for existing LAMIRDs.
- Light Manufacturing

Special Review District

- Areas defined during the comprehensive planning process that require special consideration for future development which a master plan allows.
- Pacific Rim Institute
- Greenbank Farm (Port Tract)
- Keystone Preserve

Table 1-3 Urban Land Use Designations

Designation Criteria	Associated Zones
Unincorporated Municipal UGA	
<ul style="list-style-type: none"> • Areas which are in the unincorporated portions of municipal Urban Growth Areas (UGAs) • These areas are intended to provide for zoning designations that do not impede the future intensification of development in the Urban Holding areas when urban infrastructure is available to serve these areas. 	<ul style="list-style-type: none"> • Oak Harbor - Residential • Oak Harbor - Industrial • Oak Harbor - Highway Service Commercial • Oak Harbor - Planned Business Park • Oak Harbor - Planned Industrial Park • Urban Growth Area – Langley
Urban Areas <ul style="list-style-type: none"> • Areas within Non-Municipal UGAs and the incorporated portions of municipal Urban Growth Areas (UGA), which are designated pursuant to RCW 36.70A.110. This includes: <ul style="list-style-type: none"> • Areas where urban growth will be encouraged and supported with urban levels of service; and • Areas that make intensive use of land for the location of buildings, structure and impervious surfaces to the degree that it is incompatible with agriculture, forestry and the extraction of mineral resources; and • Designations of these areas are under the jurisdiction of separate comprehensive plans or sub-areas plans, all respective zoning associated with these areas are designated in those respective documents and development regulations. 	<p>No associated zones; the following is a list of the areas where this land use designation applies</p> <ul style="list-style-type: none"> • City of Oak Harbor • City of Langley • Town of Coupeville • Freeland NMUGA

Table 1-4 Other Land Use Designations

Designation Criteria	Associated Zones
Federal	
<ul style="list-style-type: none"> Lands under ownership of the federal Government and its departments, such as the Department of Defense 	<p>No associated zones; the following is a list of areas where this Land Use Designation applies</p> <ul style="list-style-type: none"> Ault Field Naval Outlying Field Coupeville Lake Hancock Seaplane Base
Water Areas	
<ul style="list-style-type: none"> Areas with lots historically established and existing entirely waterward of the Ordinary high Watermark (OHWM) 	<ul style="list-style-type: none"> Water

Table 1-5 Critical Areas Overlay Designations

Definition	Designation Criteria
Aquifer Recharge Areas	
<p>Critical Aquifer Recharge Areas are those areas that have been designated as:</p> <ul style="list-style-type: none"> A Sole Source Aquifer under the Federal Safe Drinking Water Act; or Ground Water Management Areas per Chapters 90.44, 90.48, and 90.54 RCW, and Chapters 173 100 and 173 200 WAC. 	<p>All of Island County is comprised of High, Medium, or Low Recharge Susceptibility areas.</p>

Fish and Wildlife Habitat Conservation Areas Overlay

Land management for maintaining species in suitable habitats within their natural geographic distribution so that isolated subpopulations are not created.

- Areas with which species listed as endangered, threatened, and sensitive by federal or state government have a primary association.
- Streams.
- Commercial and recreational shellfish beds.
- Kelp and eelgrass beds.
- Herring and smelt spawning areas.
- State natural area preserves and natural resource conservation areas.
- In addition, habitats and species of local importance may be nominated and designated.

Frequently Flooded Areas

Lands in the floodplain subject to a one percent or greater chance of flooding in any given year (also known as 100-year floodplains); these areas include, but are not limited to, streams, lakes, coastal areas, and wetlands.

- 100-year floodplains as listed and mapped by the Federal Emergency Management Agency and the National Flood Insurance Program.

Geologically Hazardous Areas (Steep/Unstable Slopes) Overlay

Areas not suited to siting of commercial, residential, or industrial development consistent with public health or safety concerns due to their susceptibility to sliding or other slope failures, erosion, or other geological events.

- Areas indicated within the Washington Department of Ecology's Coastal Zone Atlas of Island County, dated April, 1979 as having recent or historical slide activity and/or indicative of unstable slope conditions.
- Areas with slopes 40% or greater and with a vertical elevation change of at least ten feet, except areas of consolidated rock.

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Table 1-6 Airport Aviation Safety Land Use Overlay Designations

Definition	Designation Criteria
Aircraft Noise Contours <p>The Noise Contours represent the high aircraft noise zone areas of Island County where special land use controls are necessary to assure public health, welfare and safety.</p>	<p>The designated Island County Aircraft Noise Contours overlays are shown in Map 1S.</p>
Aircraft Accident Potential Zones (APZ) <p>The primary purpose of the Aircraft Accident Potential Zone Overlay is to promote the public health, safety, and general welfare by minimizing the risk to development in the immediate vicinity of aircraft paths of arrival and departure associated with NASWI Ault Field and OLF.</p>	<p>The designated Accident Potential Zone Overlay associated with NASWI, are shown in Map 1R.</p>

Table 1-7 Other Overlays

Definition	Designation Criteria
Mineral Lands Overlay <p>Those lands primarily devoted to the extraction of minerals or that have a known potential for long term commercial extraction of minerals. Minerals are defined as sand, gravel, and valuable metallic substances.</p>	<ul style="list-style-type: none"> • The Mineral Lands Overlay shall contain the existing mineral operations which have final use and site plan approval, conditional use permits, or certificates of zoning compliance. • Map E shows existing areas of surficial sand and gravel deposits. • There are no known deposits of valuable metallic minerals in Island County.

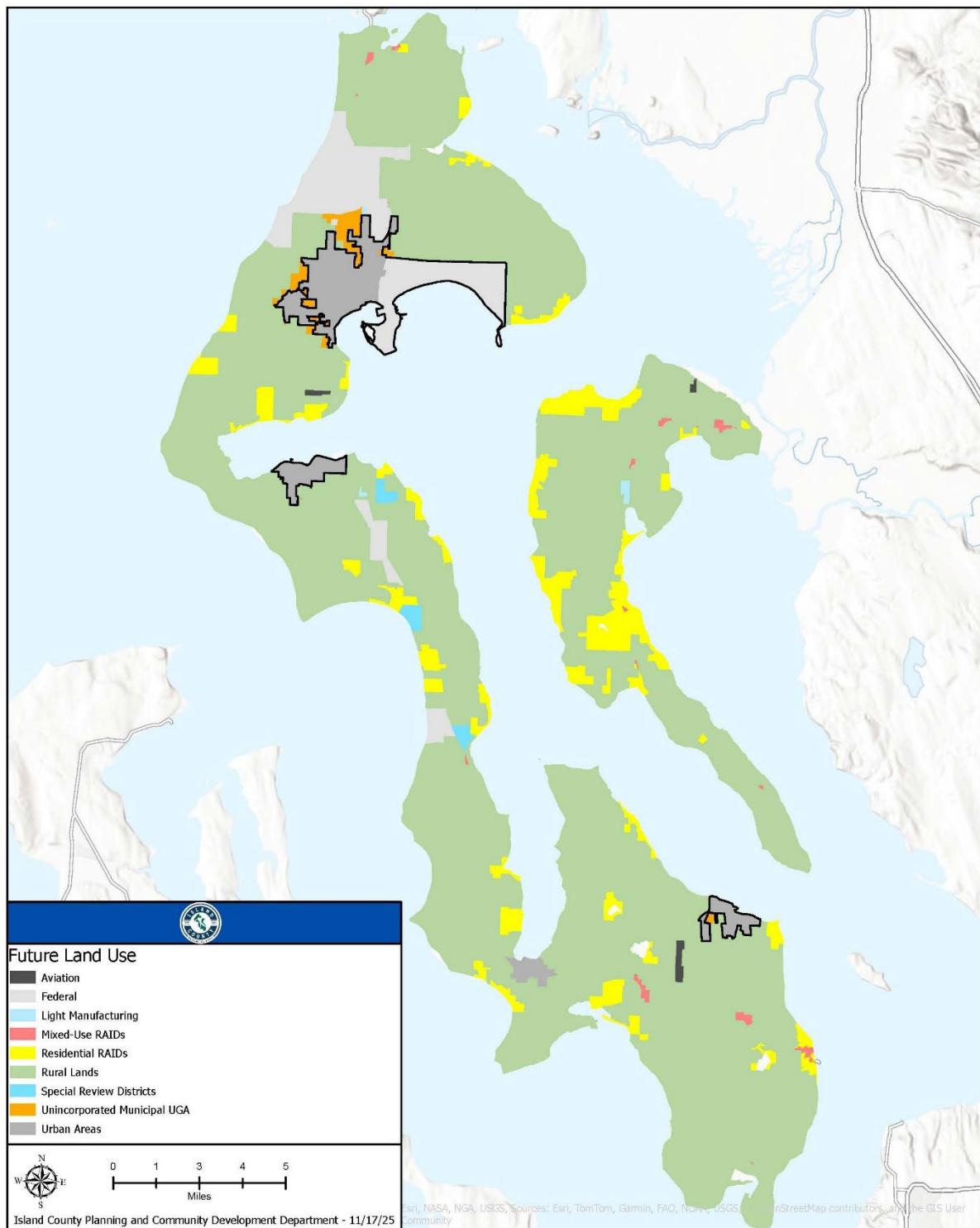
1.10 FUTURE LAND USE MAP

The following map indicates the locations identified for each of the above Land Use Designations. 11x17 version of this map is available in Appendix E.



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MAP 1M Future Land Use Maps



1.11 GOALS AND POLICIES

~~LAND USE CONCEPTS AND CONSIDERATIONS~~

Goal 1 Achieve a staged and orderly development pattern that accommodates growth, fosters a high quality living environment, and protects rural character, natural resources, and historic properties.

LU 1.1 Accommodate projected population and employment growth in a manner which that protects the established character of neighborhoods and promotes equity regardless of geography and/or socio economic status. ~~preserves rural and environmental quality, promotes physical activity, and promotes economic growth.~~

~~LU 1.2 Prohibit the expansion of urban services in rural areas and guide urban growth into areas with adequate planned public facilities and services.~~

LU 1.2~~1.3~~ Encourage infill of subdivided lands and the logical expansion of urban areas.

~~LU 1.4 Prohibit urban development in rural areas.~~

LU 1.3~~1.5~~ Ensure residential developments are planned to minimize impacts upon, and public expenditures for both transportation and public facilities and services.

LU 1.4 Evaluate land use actions and decisions for their impact on equal access to opportunities and resources for all residents, regardless of identity, community, or socioeconomic circumstances.

LU 1.5 Utilize demonstration projects to create opportunities to evaluate the impact of land use actions and decisions on equal access to housing and employment for all residents. A Request for Proposal (RFP) process will be used to select qualified developers and/or providers for demonstration projects.

LU 1.6 Before the 2035 Comprehensive Plan Periodic Update, complete a Subarea Plan for the Camano Gateway.

LU 1.7 Allow transitional housing or permanent supportive housing in any zone where residential dwelling units or overnight lodging is allowed, provided that such facilities meet all Health, Building, Zoning code, and safety standards. Reasonable occupancy, spacing, and intensity of use requirements may be imposed on permanent supportive housing, transitional housing, emergency housing, and emergency shelters to protect public health and safety.

Goal 2 Balance community health, safety, and conservation of natural and community resources~~Assure general public health, safety, and welfare without unduly jeopardizing the rights of individuals.~~

LU 2.1 The County will coordinate with internal, local, state, federal, and tribal departments and agencies to ensure that there is consistency with planning and decision making~~All levels of government will coordinate planning and decision making to ensure consistency.~~

~~LU 2.1.1 County wide planning policies will be given priority when conflicts arise between jurisdictions.~~

~~LU 2.1.2 Comprehensive planning must be adaptable to changing conditions.~~

~~LU 2.1.3 There should be efficient interdepartmental coordination on all major programs and projects to minimize unnecessary delays in public decision making.~~

~~LU 2.2 Private property will not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.~~

LU 2.2 The County will work to preserve existing affordable housing stock, including but not limiting to, manufactured and mobile homes.

LU 2.3 Educate, promote, and incentivize the use of community septic systems and other new technologies within existing housing stock.

LU 2.4 Use Best Available Science to regulate development in a manner that balances protection of property rights and human health and safety with protection of critical area functions and values.

LU 2.4 Require new development (including subdivisions, site plan approvals, and other development) within UGAs to be served by public sewer and water, except within the NMUGA where demonstrated topographical constraints or other unpreventable factors could support granting variances or waivers to allow private wells and septic systems.

LU 2.5 New urban services and facilities shall be limited to municipal UGAs, unless service extension is necessary to respond to a documented public health hazard caused by existing development which cannot otherwise reasonably be remedied.

Urban Growth Areas

~~Goal 3 Provide the opportunity for the intensification of development on lots in the rural area containing, or new development of, small scale recreational or tourist uses, including commercial facilities to serve those recreational or tourist uses, that rely on a rural location and setting but that do not include new residential development (pursuant to RCW 36.70A.070(5)(d)(ii)).~~

~~LU 3.1 Provide for Small Bed and Breakfasts, Bed and Breakfast Inns, and small Country Inns in Rural land use designations, with appropriate screening, setbacks, and open space requirements. For developments in the shoreline areas, the visual impact from the water shall be considered and uses shall comply with the Shoreline Master Program.~~

~~LU 3.2 Provide for other small scale recreation and tourist uses in Rural land use designations, such as golf courses, model hobby parks, restaurants, wineries and breweries on parcels of an appropriate size. All activities shall be screened from the view of adjacent neighbors and the use shall not disrupt the character of any surrounding permitted uses. Residential development around golf courses, if any, must meet all requirements for residential development in the Rural land use designation.~~

~~LU 3.3 Continue to recognize and support the planned development of Existing Master Planned Resorts that were in existence on July 1, 1990 and developed, in whole or in part as a significant self-contained and integrated development that includes short term visitor accommodations associated with a range of indoor and outdoor recreational facilities within the property boundaries in a setting of significant natural amenities pursuant to RCW 36.70A.363~~

Goal 34 Direct growth to municipalities and urban growth areas (UGAs) where growth is economically viable, served by transportation, and where adequate municipal facilities and services exist or can be provided efficiently and consistently with environmental and other goals. Provide areas where urban land use activities may be concentrated in a manner which enables the efficient provision of public facilities and services.

LU 3.14.1 Increase the proportion of growth in ~~municipal~~ UGAs and NMUGAs (compared to growth in ~~Rural areas~~) where adequate public facilities or services exist or can be provided in an efficient manner.

LU 4.2 Coordinate development within unincorporated municipal UGAs between the county, associated municipalities, and service providers through the following measures.

LU 3.24.2.1 Direct urban development first to areas within municipal boundaries, and then toward the unincorporated portion of municipal UGA~~s~~.

LU 3.34.2.2 Non-urban development in the UGA should only be allowed if it will be compatible with future urban development~~s~~.

LU 3.44.2.3 Encourage annexation of unincorporated UGA lands surrounded by areas within municipal lands~~UGAs~~.

LU 3.54.2.3.1 ~~Avoid~~Prohibit non-contiguous annexation within the UGA, except where conserved lands or critical areas are counted as open space.

LU 4.2.3.2 ~~Prohibit annexation of land outside the municipal UGA.~~

LU 3.64.2.4 Minimize harmful fiscal and environmental impacts of growth through urban development patterns.

LU 3.74.2.5 ~~When possible, u~~Use the edges of major features, such as roads and drainageways, to help provide a clear and natural boundary between urban and rural areas.

LU 3.84.2.6 Use interlocal agreements (ILAs) as a method to guide development in the unincorporated portions of municipal UGAs located around municipalities.

LU 3.8.14.2.6.1 Review interlocal agreements every five years starting in 2026 and make updates as necessary to guide development in the unincorporated portions of municipal UGAs.

LU 3.94.2.7 Coordinate with municipalities to Provide open space corridors adjacent to urban areas with intentional habitat interconnectivity for wildlife. between UGAs as shown in the Natural Resources Element of this plan.

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~~LU 4.2.8 Identify unincorporated portions of municipal UGAs and applicable municipal land use designation in the Future Land Use Map.~~

~~LU 4.2.9 Regulation of development in municipal UGAs is under County jurisdiction until annexation by the associated jurisdiction, at which time the associated municipality is responsible.~~

~~LU 4.2.10 The County will notify the affected municipality when applications are received for new development within municipal UGAs.~~

~~LU 4.3 Growth and development within the municipal boundaries of Oak Harbor, Coupeville and Langley must conform to their adopted comprehensive plans and adopted CWPPs.~~

~~LU 4.4 Modification of UGAs may be requested by a municipality or individual; however UGA expansion is prohibited unless reasonable alternatives have been considered, consistent with adopted CWPPs.~~

[LU 3.112.5](#) New urban services and facilities (including, but not limited to storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas as defined in RCW 36.70A.030(43)) shall be limited to municipal UGAs, unless service extension is necessary to respond to a documented public health hazard caused by existing development which cannot otherwise reasonably be remedied.

[LU 3.12 The County shall work to preserve existing affordable housing stock within UGAs, including but not limiting to manufactured and mobile homes, and partner with municipalities to achieve this policy.](#)

[LU 3.132.4 Require nNew development \(including subdivisions, site plan approvals, and other development\) within UGAs to shall be served by public sewer and water, except within the NMUGA where demonstrated topographical constraints or other unpreventable factors could support granting variances or waivers to allow private wells and septic systems.](#)

[LU 3.13.1 Provide flexibility within the NMUGAs for community sewage and water service solutions.](#)

Goal 45 Utilize Joint Planning Areas (JPAs) to provide an long term planning opportunitiesy for long term planning beyond the 20 year planning horizon by reserving areas which may be necessary for future urban growth and for protection of areas of long term rural significance.

[LU 4.15.1 Encourage municipalities to designate JPA overlays that are appropriate for future UGA expansions, including areas that are appropriate for future development at urban densities, as well as Potential Growth Area \(PGA\), and Long Term Rural Significance \(LRS\) overlays. Provide areas within JPA for municipal Urban Growth Area expansion which will allow for the future development of urban densities in an effective manner.](#)

[LU 5.2 Designate JPAs overlays, determined jointly by the County and associated municipality.](#)

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~~LU 5.2.1 Designate Potential Growth Area (PGA) overlays that are appropriate for future UGA expansion.~~

~~LU 5.2.2 Designate overlays for areas of Long-Term Rural Significance (LRS).~~

~~LU 5.3 JPAs shall be illustrated in the Comprehensive Plan Land Use Map and shown in the Zoning Atlas.~~

~~LU 5.4 Municipal and County land use and Capital Facility Plans shall be coordinated within JPAs.~~

~~LU 4.2~~5.5 Cities, Towns and the County shall jointly develop implementation strategies for the Open Space Corridors identified within JPAs in the Natural Resources Lands Element of the County Comprehensive Plan.

~~LU 4.3~~5.6 Development and ~~a~~Amendment of the JPA boundaries, overlays, and joint planning processes should be coordinated between the County and associated municipalities as outlined in the CPPs.

~~LU 5.6.1 With narrow exceptions per CWPP, amendments to the JPA boundaries and overlays should only occur during the periodic update process.~~

~~LU 4.4~~5.7 Land development decisions in Joint Planning Areas shall not preclude the future expansion of UGAs. ~~Land development decisions shall be managed in Joint Planning Areas to not preclude the future expansion of UGAs.~~

~~LU 4.5~~5.8 Discourage siting of public facilities ~~and buildings~~ within a JPA unless their function or service area is best served by a location outside of a UGA.

RAIDs

~~Goal 56 Provide for the infill, development, or redevelopment of commercial, industrial, residential, or mixed-use LAMIRDs, pursuant to RCW 36.70A.070(5)(d). Designate Rural Areas of More Intensive Development (RAIDs) per RCW 36.70A.070(5)(d) with non-expandable logical outer boundaries.~~

LU 5.1 In all LAMIRDs, use a proactive planning approach for access management onto State Highways consistent with Island County Code and Washington State Department of Transportation regulations, including cross connectivity, internal circulation systems, and consolidation of access points.

LU 5.2 Development within Light Manufacturing and Airport LAMIRDs shall avoid environmental and community impact where feasible. Developers must mitigate potential negative effects, such as air, light, noise, and water pollution, and traffic congestion.

LU 5.3 Cluster structures within Light Manufacturing and Airport LAMIRDs and provide adequate expansion space for compatible activities.

LU 5.4 In Rural Village, Rural Center, Camano Gateway Village, and Rural Service LAMIRDs, encourage multi-family and mixed uses to support housing development and economic development.

LU 5.5 Incentivize and support the development of community and large onsite septic systems and upgrading of existing water systems to accommodate more intensive uses in the LAMIRDs.

LU 5.6 Allow for overnight lodging within Mixed-Use LAMIRDs.

LU 5.7 Encourage compact development within Mixed-Use LAMIRDs to prevent sprawl while utilizing the LAMIRDs for housing and economic opportunities.

LU 5.8 Accommodate the development of affordable worker housing within Light Manufacturing zones.

~~LU 6.1 RAID land use designations are adopted as described in Section 1.5.2.1 and Table 1-7.~~

~~LU 6.1.1 In Rural Center (RC) areas:~~

~~LU 6.1.1.1 Require consolidated access to the highway for all adjacent RC parcels to minimize traffic disruption.~~

~~LU 6.1.1.2 Develop RC highway shopping and service centers as compact units to prevent highway sprawl.~~

~~LU 6.1.2 In Rural Village (RV) areas:~~

~~LU 6.1.2.1 Manage access to the State Highway proactively, and consider consolidating access points where feasible.~~

~~LU 6.1.3 In Light Manufacturing (LM) areas:~~

~~LU 6.1.3.1 Provide for light industry and manufacturing, assembling, fabrication, storage, wholesaling, distribution, auto repair/ salvage and related activities that do not entail frequent visits of clientele.~~

~~LU 6.1.3.2 Design and develop LM areas to have minimal environmental and community impact and require mitigation of potentially adverse impacts by the developer so that air, light, noise, and water pollution, open storage, and similar undesirable effects are controlled, contained or screened so as not to detract from surrounding uses.~~

~~LU 6.1.3.3 Cluster structures within LM areas and provide adequate expansion space for compatible activities.~~

~~LU 6.1.3.4 Manage access proactively. Require common arterial accesses, internal circulation systems, and cross connectivity. Consider consolidation of non-arterial access points where feasible.~~

~~LU 6.1.3.5 Protect surrounding uses from adverse effects by providing adequate landscape buffers and open space, and designating compatible surrounding uses.~~

~~LU 6.1.4 In Rural Service (RS) areas:~~

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~~LU 6.1.4.1 Prohibit a change in use that results in a greater intensity than the existing use.~~

~~LU 6.1.4.2 Require landscaping and other site improvements, on a case by case basis, for changes or expansions to existing uses.~~

LU 5.9 In Airport areas, e~~Ensure compatibility with existing uses in ~~Wes Lupien Air Park~~ DeLaurentis Airport, ~~South~~ Whidbey Air ~~P~~ark or Camano Island Air ~~F~~ield.~~

~~LU 6.1.5.2 Design and develop AP areas to have minimal environmental and community impact, including low levels of air, light, noise, odor and water pollution, and require mitigation of potentially adverse impacts by the developer.~~

~~LU 6.1.5.3 Protect surrounding uses from adverse effects by providing adequate landscape buffers and open space, and designating compatible surrounding uses with a focus on protecting critical lands, residential, rural and resource areas.~~

~~LU 6.1.5.4 Cluster structures within AP areas and provide adequate expansion space for compatible activities.~~

~~LU 6.1.5.5 Manage access proactively. Require common arterial accesses and internal circulation systems, and consider consolidation of access points where feasible.~~

LU 5.9.1~~6.1.5.6~~ Implement site development standards according to the needs of each site.

LU 5.9.2~~6.1.5.7~~ Protect existing Airport~~AP~~ areas from encroachment by incompatible land uses.

~~LU 6.1.6 In Rural Residential (RR) Areas:~~

~~LU 6.1.6.1 Raising of large livestock shall be provided for conditioned on the approval of an Animal Management Plan.~~

~~LU 6.1.6.2 A proactive planning approach shall be used for access management onto State Highway. Possible consolidation of access points should be explored.~~

~~LU 6.1.7 In the Camano Gateway Area~~

~~LU 6.1.7.1 Establish sustainable building practices, use of low impact development, reduction in water consumption, sensitive design, minimizing bulk and mass, participation in local economic development strategies, and reduction in traffic. Incentives should be provided to developers so that the benefits outweigh the costs.~~

~~LU 6.1.7.2 A proactive planning approach should be used for access management into State Highway 532. Possible consolidation of access points shall be explored consistent with Island County Code and Washington State Department of Transportation regulations.~~

~~LU 6.1.7.3 Mixed Uses involving a combination of Residential and NonResidential components are encouraged, especially with long term village residence above business activities or that are detached but functionally and physically connected to each other.~~

~~LU 6.1.7.4 Overnight lodging shall be designed to fit into and enhance the rural island landscape through effective design, orientation, siting, signage, lighting and landscaping.~~

~~Overnight Lodging should be designed in a manner that does not utilize and distribute water resources beyond the capacity of the resources available in the RAID.~~

~~LU 6.2 Provide for the infill, development, or redevelopment of existing residential areas, pursuant to RCW 36.70A.070(5)(d).~~

~~LU 6.3 Ensure compatibility with adjacent uses through compliance with rural design guidelines.~~

~~LU 6.3.1 Provide for appropriate permitted and conditional uses including accessory uses.~~

~~LU 6.3.2 Encourage clustering of uses, where compact design promotes a physical activity and community orientation.~~

~~LU 6.3.3 Provide for the conditional expansion of existing businesses in a manner which protects environmental quality, rural character, unique scenic features and community amenities and values.~~

~~LU 6.3.4 Reflect the local knowledge, experience, preferences and character of the rural community in RAID land use designations.~~

~~LU 6.3.5 Ensure appropriate landscaping, screening, signing and shielded lighting to promote compatibility.~~

~~LU 5.10~~6.4 Consider the long term availability of known and/or verifiable water supplies, the general suitability of the area for on-site septic systems, the presence of geologically unstable areas, and the presence of flood or tsunami hazards when establishing density.

~~LU 5.11~~6.5 Facilitate pedestrian orientation through site design that incorporates common areas, pedestrian pathways, access to public transit, landscaping, clustering, small parks and compact design.

~~LU 6.5.1 Encourage mixed uses, with dwelling units above businesses, in the RC, RV, RS, and CVG designations.~~

~~LU 5.12~~6.6 Discourage public facilities ~~and buildings~~ unless their function or service area is best served by a location outside of a UGA.

~~LU 6.7 Prohibit the creation of new lots unless they have adequate area outside of tsunami hazards, flood areas, geohazards, and other critical areas.~~

~~LU 5.13~~6.8 Require all new development to connect to community water systems; require existing development to connect to community wastewater systems when feasible. ~~Encourage shared water and wastewater services between adjacent structures.~~

~~LU 6.9 Provide the opportunity for the intensification of development on lots in the rural area containing existing isolated non-residential uses or new development of isolated cottage industries and isolated small scale businesses that are not principally designed to serve the existing and projected rural population and non-residential uses, but do provide job opportunities for rural residents (pursuant to RCW 36.70A.070(5)(d)(iii)).~~

~~LU 6.9.1 Isolated Non Residential. The intensification of development on lots in the rural area containing existing isolated non-residential uses shall be permitted according to development standards which address impacts on surrounding properties.~~

~~LU 6.9.2 Home Occupations. Allow the intensification or development of home occupations in RAIDs.~~

~~LU 6.9.3 Home Industries. Allow the intensification or development of home industries in RAIDs taking into account the size of the parcel where it is permitted and the associated impacts of the use. Provided that if a home industry grows too large or adversely impacts neighbors, it shall be required to relocate to a non-residential or mixed use land use designation.~~

Rural Designations, general

~~GOAL 7 Encourage clustered residential development where appropriate. All residential development should preserve the community feel of an area and further the protection of rural character in Island County.~~

~~LU 7.1 Standards for subdivisions and Planned Residential Developments shall encourage clustering to avoid or minimize the adverse impacts to the visual or physical environment while still fostering rural lifestyles and rural character by maintaining low density rural areas.~~

~~LU 7.2 In a cluster development, lots should be grouped on a limited portion of the site and should be smaller than those in a conventional subdivision. As a result, part of the site shall remain undeveloped while retaining the same overall number of units.~~

~~LU 7.2.1 Setbacks, minimum area and related dimensional bonuses shall be available in cluster developments for providing the type of land and quality open space amenities which the community most values.~~

~~LU 7.2.2 Provide locational criteria for cluster subdivisions.~~

~~LU 7.2.3 Provide for flexible building envelopes.~~

~~LU 7.2.4 Provide for varied spacing between buildings. In some cases allow “zero lot lines” for single family residential developments. In other cases, such as cohousing projects, provide for greater spacing in clusters to foster rural living and privacy on individual lots as well as within clusters.~~

~~LU 7.3 Minimize impervious surfaces.~~

~~LU 7.4 Provide for duplexes, triplexes and fourplexes in the Rural Residential land use district.~~

~~LU 7.5 Provide for a variety of residential densities.~~

~~LU 7.6 Limit overall area which can be developed for large lot residential development.~~

~~LU 7.7 Street yard setbacks shall be based on road classifications.~~

~~LU 7.8 Innovative development concepts will be encouraged to buffer agricultural and mineral resource lands from development.~~

~~LU 7.9 Lot size averaging is allowed in subdivisions and short plats.~~

~~LU 7.10 Designate the siting of water storage facilities by public water systems as permitted in all land use designation subject to screening requirements.~~

~~**GOAL 8 Ensure Planned Residential Developments retain and incorporate natural features and open space and preserve rural character.**~~

~~LU 8.1 Standards for subdivisions and planned residential developments shall encourage clustering and avoid or minimize the adverse impacts to the visual or physical environment while still fostering rural lifestyles and rural character.~~

~~LU 8.2 Planned Residential Developments shall require a landscaping plan that requires the retention of existing native vegetation.~~

~~LU 8.3 Planned Residential Developments require identification of dedicated open space areas.~~

~~LU 8.4 Permit the use of open space areas in Planned Residential Developments for off site wells, septic systems, trails and walkways, and, where desired by applicants, permit trail systems through open space areas to neighboring properties as connections to other trail systems.~~

~~LU 8.5 Develop guidelines which require Planned Residential Developments be separated from lands designated Commercial Agriculture and Mineral Resource by dedicated open space areas or by other buffering measures. Buffers may be provided by trees, but may also be separation by distance.~~

~~LU 8.6 Both attached and detached housing units will be provided for in Planned Residential Developments with conditions which preserve rural character.~~

~~LU 8.7 Preference shall be given to PRD cluster development consisting of either attached or detached housing in the event subdivision of land occurs.~~

~~LU 8.8 A density bonus shall be given for PRDs as an incentive for allocation of permanent open space, provided the development meets parcel size, open space allocation, and other requirements, and there are no adverse impacts to critical areas or natural resource conservation areas. No PRD density bonus shall be given to PRDs created as part of a Farm/Forest Plan.~~

Goal 69 Maintain development patterns in rural lands to accommodate low density residential uses compatible with resource lands and critical areas. Maintain low residential densities to preserve rural character and to provide buffers between urban activities and agricultural and forestry uses.

LU 6.1 Provide flexibility for cluster developments, consistent with WAC 365-196-425, including allowing for residential density bonuses in return for protection of open space resources and natural resource functions.

LU 9.1 Maintain development patterns in Rural (R) areas that provide primarily for low density rural residential use, while also considering the long term availability of known and/or verifiable

~~water supplies, the general suitability of the area for on-site septic systems, the presence of geologically unstable areas, and the presence of flood or tsunami hazards.~~

~~LU 9.2 Lot size averaging shall be allowed for subdivision of parcels meeting minimum size requirements, provided minimum and average parcel size and density thresholds are met as set forth in the development regulations.~~

~~LU 9.3 Encourage diverse economic opportunities and uses compatible with and supportive of a rural way of life as outlined under the goals and policies in this chapter for Home Occupations and Home Industries in the Rural Area.~~

[LU 6.2](#)~~9.4 Minimize potential conflicts between residential development and designated commercial agricultural lands. Residential development near designated Commercial Agriculture lands must be designed to minimize potential conflict and prevent unnecessary conversion of farm land.~~

[LU 6.3](#) Prevent unnecessary conversion of farm land.

[LU 6.4](#)~~9.5 Encourage and protect small scale agriculture activities, including those that occur on land not zoned commercial agriculture, that are compatible with surrounding uses. Minor or small scale agriculture activities are consistent with rural areas, support rural character, and should be protected and encouraged.~~

[LU 9.6](#) All non residential uses within the Rural designation must comply with rural design guidelines to assure compatibility with adjacent uses.

[LU 6.5](#)~~9.7 Discourage essential public facilities and buildings unless their function or service area is best served by a location outside of a UGA.~~

[LU 6.6](#)~~9.8 Prohibit the creation of new lots unless they have adequate area outside of tsunami hazards, flood areas, geohazards, and other critical areas.~~

[LU 6.7](#)~~7.3 Require rural development to use low impact development (LID) techniques and Best Management Practices (BMPs) to reduce stormwater runoff and protect water quality in Puget Sound and local freshwater systems. Development proposals shall incorporate techniques such as minimizing impervious surfaces, using permeable materials, installing bioswales and/or rain gardens, and preserving native vegetation.~~

Resource Lands

Goal 7~~10 Protect agriculture and forestry uses, including both as habitats and as resources, by providing buffers between these uses and urban activities via low residential densities. Create an area where rural agricultural activities are encouraged to occur with residential uses while preserving rural character and maintaining open space as the dominant characteristic.~~

~~LU10.1 Maintain parcel patterns in Rural Agricultural (RA) areas that provide for rural agricultural and rural residential use, while also considering the long term availability of known~~

~~and/or verifiable water supplies, the general suitability of the area for on-site septic systems, the presence of geologically unstable areas, and the presence of flood or tsunami hazards.~~

LU 7.1~~10.2~~ Encourage use of Rural Clusters consistent with WAC 365-196-425 to maintain open space and avoid or minimize the adverse impacts to the visual or physical environment. ~~Maintain allowance and preference for PRD using clustering within RA areas whenever subdivision of land is proposed.~~

LU 7.2~~10.3~~ Right to farm and forest measures shall protect the right to pursue farm and forestry activities.

LU 7.3~~10.4~~ Permit roadside farm stands, farmers markets, and other allowable agricultural and value-added sales outlets in locations that serve residential areas in proximity to farms. ~~Measures shall be used to support roadside stands or farmers' markets which may help farmers who wish to directly market products to nearby residential areas.~~

~~LU 10.5 Encourage the conservation of lands suitable for agricultural use to support farming as an activity valued in the County.~~

LU 7.4~~10.5.1~~ Direct nonagricultural uses to land with poor soils or areas otherwise not suitable for agricultural purposes. ~~Limit nonagricultural uses to lands with poor soils or areas otherwise not suitable for agricultural purposes.~~

~~LU 10.5.2 Limit the allowable range of accessory uses to those allowed by state statute.~~

LU 7.5~~10.6~~ Review Island County code for barriers to agricultural activities, including agri-tourism, and consider ways to remove such barriers. ~~Cooperative agricultural production and marketing will be encouraged.~~

LU 7.6~~10.7~~ Provide tax incentive programs, and other incentives, to encourage agricultural landowners to keep lands in agricultural production. ~~Encourage agricultural landowners to retain their lands in agricultural production and to utilize tax incentive programs.~~

LU 7.7~~10.8~~ Support innovative public and private programs that provide incentives for farmers incentives to stay on the land ~~and for landowners to conserve lands suitable for agricultural use.~~

LU 7.8~~12.2~~ Reserve lands which because of their size, soil type, and active management are part of an essential land base for continued commercial agriculture. ~~Assure that these lands have~~ ~~Support the~~ continued viability of these lands to serve as a resource for food, fiber, feed, and forage.

LU 7.9~~12.3~~ Conserve long term mineral lands to ensure the continued supply of sand, gravel, and non-renewable minerals, and their protection from urban encroachment, as well as environmental protection through appropriate siting, operation, reclamation standards, and groundwater protection measures.

LU 7.10~~7.8~~ Explore innovative development concepts ~~will be encouraged to~~ ~~that~~ buffer agricultural and mineral resource lands from development.

LU 7.11 Encourage new agricultural activities to follow Best Management Practices that, when used collectively, provide riparian protection, source control, and filtration to prevent contributing pollutants to surface and ground waters to conserve important habitat areas for salmonids and shorebirds while maintaining working lands.

Rural Designations, general

Goal 11 Encourage preservation of natural resources and rural character through the Earned Development Unit (EDU) system.

~~LU 11.1 Upon adoption of this plan, Rural Agriculture landowners will be allocated EDUs based on the time of commitment of their conservation easement in a Farm/Forest Management Plan. A schedule for the allocation of EDUs shall be shown in the development regulations with a clear relationship between number of earned units and time of commitment of conservation easement.~~

~~LU 11.2 EDUs may be used pursuant to an adopted Farm/Forest Development and Management Plan through boundary line adjustment, land division or PRD meeting lot size requirements.~~

~~LU 11.2.1 The plan will cover such items as the general location of earned development units, identify action to strengthen the farm or forest unit, shall encompass the entire farm or forest unit, shall commit at least 75% of the farm or forest unit to a conservation easement for no less than 10 years, and must protect the most productive portions of the farm or forest unit and enhance commercial productivity.~~

~~LU 11.2.2 All uses allowed in the Rural land use designation shall be allowed in the remaining 25%.~~

~~LU 11.2.3 EDUs may be used only on land that does not contain prime soils or is otherwise not suitable for farming.~~

~~LU 11.2.4 EDUs may be located on the Farm unit or other Rural, Rural Agriculture, Rural Forest or Commercial Agriculture lands owned by the farm or forest operator provided that at least 75% of the Farm unit is kept in a conservation easement.~~

Resource Lands

Goal 12 Ensure the long-term conservation of natural resource lands, and preclude land uses and developments that are incompatible within natural resource lands, while allowing existing and ongoing resource management operations and preserving long-term commercial viability of those uses.

~~LU 12.1 Create an area where rural forestry activities are encouraged to occur with residential uses while preserving rural character and maintaining open space as the dominant characteristic.~~

LU 12.2 Reserve lands which because of their size, soil type, and active management are part of an essential land base for continued commercial agriculture. Assure that these lands have continued viability to serve as a resource for food, fiber, feed and forage.

LU 12.3 Conserve long term mineral lands to ensure the continued supply of sand, gravel, and non-renewable minerals, and their protection from urban encroachment, as well as environmental protection through appropriate siting, operation, reclamation standards and groundwater protection measures.

~~General Land Use Designations and Overlays~~

Goal 8~~13~~ Ensure that future development in the Airport and Aviation Safety Overlay protects public health, safety and welfare.

Policies Applicable to All Airports

LU 8.1 Land use policies and development regulations affecting airports and aviation notification zones shall be updated in accordance with the regulations set forth in the Washington State Department of Transportation's Airports and Compatible Land Use Guidebook, CFR Title 14, FAR Part 77, and FAA Terminal Instrument Procedures (TERPS).

LU 8.2~~13.1~~ Ensure that the permitting process for any new or expanding airport is subjected to a thorough review. Potential benefits will be carefully considered as will potential adverse impacts.

LU 8.3~~13.2~~ Ensure that public or private development around existing airports allows the continued use of that facility as an airport. Land within aircraft approach and departure zones will be protected from inappropriate development.

LU 8.4~~13.3~~ Ensure that new land uses which would attract or accommodate large concentrations of people will not be permitted to locate within approach or departure zones and/or Accident Potential Zones of existing airports.

LU 8.5~~13.4~~ Help to minimize the number of people exposed to very high aircraft noise levels in areas near airports through compatible land uses. In the highest airport noise level areas open/undeveloped space will be encouraged and land use densities shall remain low. The objective is to achieve the greatest degree of compatibility and the least public annoyance which can be attained.

LU 8.6~~13.5~~ Preserve the right of airport owners and operators to continue present operations and allow for future air transportation and airport facility needs. It is also important to consider the present and future use of private property and the rights of private property owners.

LU 8.7~~13.6~~ New dwellings in moderate and high aircraft noise areas will be built to a noise level reducing standard that is higher than that which is obtained by building to current minimum building code standards. Structural noise attenuation standards in the higher noise areas (NAS/OLF) will be greater than that required in moderate aircraft noise areas.

LU 8.8~~13.7~~ Island County will notify the airport operator, state and federal aviation agencies, at the time of initial application, of any proposed actions or projects, which would lead to

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development near an airport that is not compatible with the airport's operations. The airport operator shall notify Island County, and potentially affected citizens, of any proposed operational changes which would have a significant impact on existing land uses.

LU 8.9~~13.8~~ Land use proposals, structures, or objects that would interfere with the safe operation of aircraft will be examined for compatibility as defined in CFR Title 14, FAR Part 77 and FAA Terminal Instrument Procedures (TERPS)~~Chapter 12, and WA 31~~. The object is to permit land uses which allow safe aircraft operations as defined in the documents referenced above.

LU 8.10~~13.9~~ A public site plan review is required in the event airport operations exceed an operational growth rate of 30% in 3 years which necessitates expansion of existing airport boundaries.

LU 8.11~~13.10~~ Island County will require a Comprehensive Plan Amendment for the establishment of any proposed new airport.

LU 8.12~~13.11~~ Require advance notification of future owners or renters of properties within noise impact areas of potentially significant noise impacts.

LU 8.13~~13.12~~ Overlay policies and development regulations shall be implemented in addition to those associated with the underlying land use designation. When there is a conflict in policy statements or development regulations, the more restrictive shall apply.

Policies Applicable Only to Military Airports~~Only~~

LU 8.14~~13.13~~ Island County will discourage residential development in Aircraft Accident Potential Zones (APZ). To protect the operational use of military airports, Island County will ensure that future development in Accident Potential Zones (APZs) around Ault Field and Outlying Field Coupeville is at the lowest possible density consistent with the underlying land use designation.

LU 8.15~~13.14~~ If the Department of Defense should declare surplus any portion of NAS Whidbey Island, the County will work closely with federal and state officials, the City of Oak Harbor, and other appropriate entities to ensure that the base capital facilities are put to the best economic use, consistent with city and county comprehensive plans.

LU 8.16~~13.15~~ Island County will continue to work with NAS Whidbey Island to ensure land use will remain compatible with the changing needs and uses of NAS Whidbey Island.

LU 8.17 When applicable, Island County will take action on updated AICUZ and APZ standards provided by NAS Whidbey Island within two (2) years of their production.

Goal 9~~14~~ Provide for unique areas in the County where special review shall be required through the master plan process to protect lands and structures that have historical, archaeological or environmental significance.

LU 9.1~~14.1~~ A master plan shall be required for all developments.

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LU 9.2~~14.2~~ Protect lands and structures that have historical, archaeological or environmental significance while allowing a unique combination of uses that enhance, conserve or highlight these features of significance.

~~14.3 Discourage public facilities and buildings unless their function or service area is best served by a location outside of a UGA.~~

~~14.4 Prohibit the creation of new lots unless they have adequate area outside of tsunami hazards, flood areas, geohazards, and other critical areas.~~

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